

Gender Responsive Governance in Panchayati Raj Institutions

-A toolkit for practitioners

Dharmistha

Submitted to UN WOMEN (MCO, New Delhi)

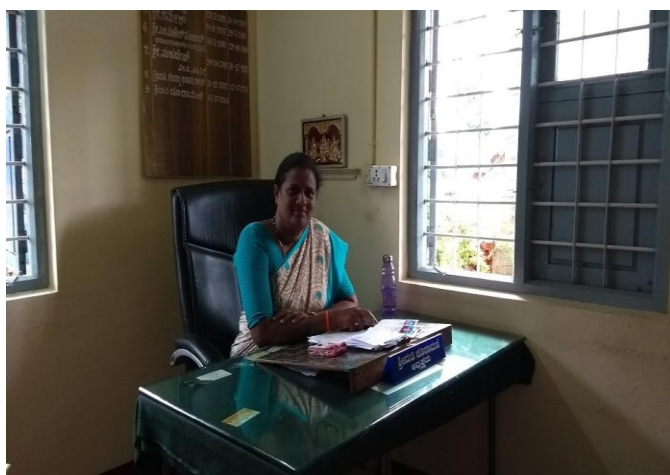
2017

Introduction to the toolkit

Gender Justice forms a very important component of social justice- the key mandate of Panchayati Raj Institutions in India

The Constitution of India not only provides for gender justice and equality of rights for women but also provides for their effective participation in the local democratic process particularly the Panchayati Raj Institutions. The more than million Elected Women Representatives (EWRs) in the country, are not only an assertion of this Constitutional mandate but also provide an opportunity for women to share political space and engender the development discourse especially at the local level.

Women Sarpanch holding charge of her office



Panchayats enabling women's needs for water and sanitation services



**Good local governance
cannot be achieved
without gender
mainstreaming**

Unfortunately, while the mandate has been set, there is still a long way to go to realizing the full spirit of women's empowerment as envisaged in the Constitution. Although constant efforts are being made at multiple levels by the Government and Civil Society Organizations to reach better levels of women's political participation. Recent development in the form of the Fourteenth Finance Commission (FFC) and subsequent Gram Panchayat Development Planning (GPDP) introduced by the Ministry of Panchayati Raj (MoPR) have further provided an opportunity to not only strengthen women's participation but also increase the overall effectiveness and gender responsiveness of the local democratic processes.

This toolkit has been designed in response to the challenges faced by practioners in addressing gender concerns in these processes. It provides for a range of options to be adopted based on the level of devolution at the state level and is meant to be used by mainly by state training institutes and civil society organizations involved in building capacities of Panchayati Raj Institutions as well as those working directly with rural; communities to mobilize grassroot level processes. It provides insights on three types of challenges- strategies to improve participation of women; scope and opportunities for gender responsive planning and budgeting at panchayat level; and tools and processes for enabling the above. The toolkit is not a stand-alone document and is meant to be used with various already existing resource materials on gender and gender responsive planning and budgeting.

Table of Contents

1. Gender Concepts

2. Rural Local Democracy-PRIs

3. Gender and Local Democracy

**4. Gender Mainstreaming Strategies and
Institutional Mechanisms**

5. Processes for Gender Mainstreaming

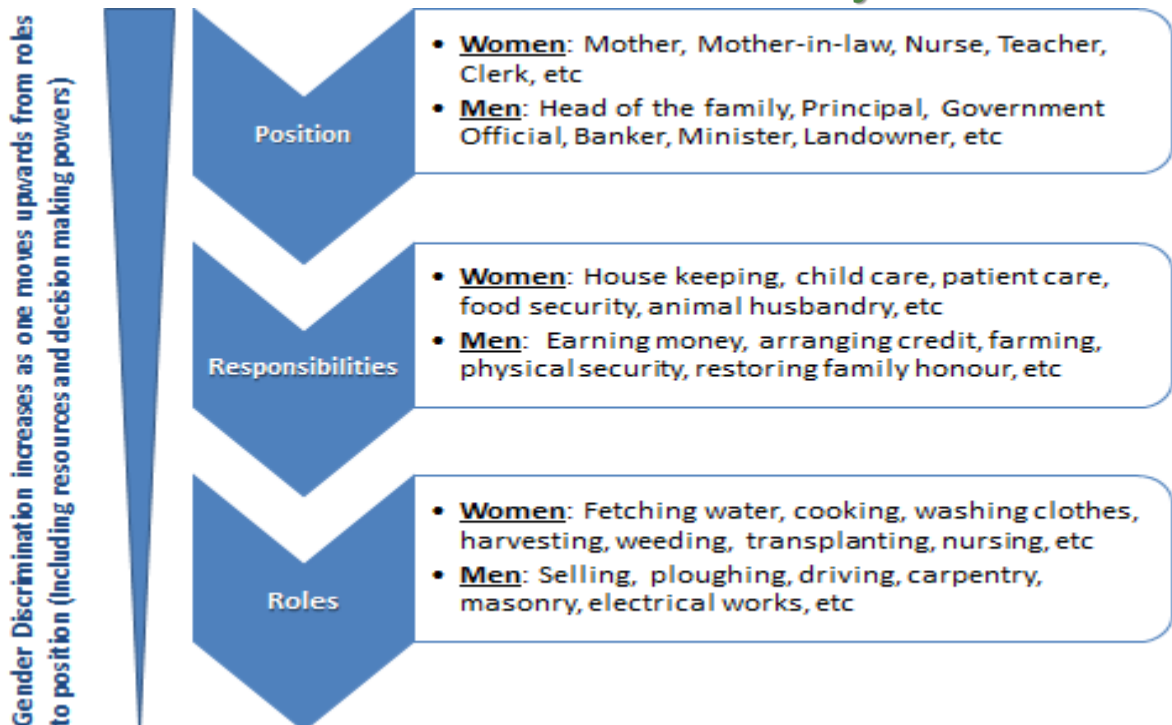
6. Tools for Gender Mainstreaming

Gender Concepts

The concept of **gender** refers to the different attributes, behaviours, roles, responsibilities and positions, which the society confers on men and women. While these norms are subject to change with place, time and cultures, most societies place high expectations on both men and women to conform to these norms. The conditioning of the human mind since childhood and constant stereotyping of men and women within the gender boundaries often leads to most people imbibing the said features within their lives.

It is vital to understand the concept of gender as there is generally a constraint or barrier placed by the society on any man or woman who tries to assume an attribute, behaviour, role, responsibility or position assigned to the other gender. Any effort to move beyond one's gender boundaries are challenged. When the concept of gender is applied to social analysis, it reveals how most attributes, behaviours, roles, responsibilities and positions assigned to men are accorded a higher status by the society than those assigned to women. This process, which leads to favourable treatment being accorded to one gender, is called **gender discrimination**.

Gender Differences in Society



It is important that any development initiative is fair to both men and women. However, this fairness can only be achieved when the barriers and constraints, which the society imposes on one gender (mostly women) to realize their full potential and to assume the positions, generally reserved for men are removed. **Gender Equity** is this process, which emphasizes on putting in place measures to ensure fairness of treatment and to provide a level playing field to both men and women. This is a means to ensure gender equality.

Gender Equality means that men and women have the opportunity to develop their full potential and make their own choices free from the limitations set by stereotypes, gender roles, or prejudices. It does not mean that women and men have to become the same but that their rights, responsibilities, and opportunities will not depend on whether they are born male or female.

Gender is a social construct while sex is biological difference

Gender Mainstreaming

Gender Mainstreaming is a development approach aimed at ensuring that issues of both gender equity and equality are addressed and integrated at all levels of society, politics, and programs. It involves assessing implications of any planned action, including legislation, policies or programs for both women and men. This must be undertaken in all areas of policy and at all levels of governance. This entails addressing practical and strategic gender needs.

PRACTICAL NEEDS	STRATEGIC INTERESTS
➤ Immediate, short-term needs ➤ Usually arises out of women's given gender roles and responsibilities ➤ Unique to particular women ➤ Relate to daily needs: food, housing, income, healthy children, etc. ➤ Easily identifiable by women ➤ Can be addressed by provision of specific inputs: food, hand pumps, clinic, etc.	➤ Tend to be long-term ➤ Relate to disadvantaged position: subordination, lack of resources, education, vulnerability to poverty and violence, etc. ➤ Common to almost all women but with varying differences based on the other societal differences like caste, class, location, etc. ➤ Basis of disadvantage not always identifiable by women. ➤ Can be addressed by heightened consciousness, self-confidence, education, strengthening women's organizations, political mobilization, right to land, etc.
ADDRESSING PRACTICAL NEEDS	ADDRESSING STRATEGIC INTERESTS
➤ Involves women as participants ➤ Can improve condition of women's lives ➤ Generally does not alter traditional roles and relationships.	➤ Involves women as agents of change. ➤ Can improve position of women in society. ➤ Can empower women and transform relationships.

GENDER EMPOWERMENT

Empowerment entails that people - both women and men – take control of their lives: setting their own agendas, gaining skills (or having their own skills and knowledge recognized), increasing self-confidence, solving problems, and developing self-reliance. Achieving both gender equity and equality is important for empowerment.

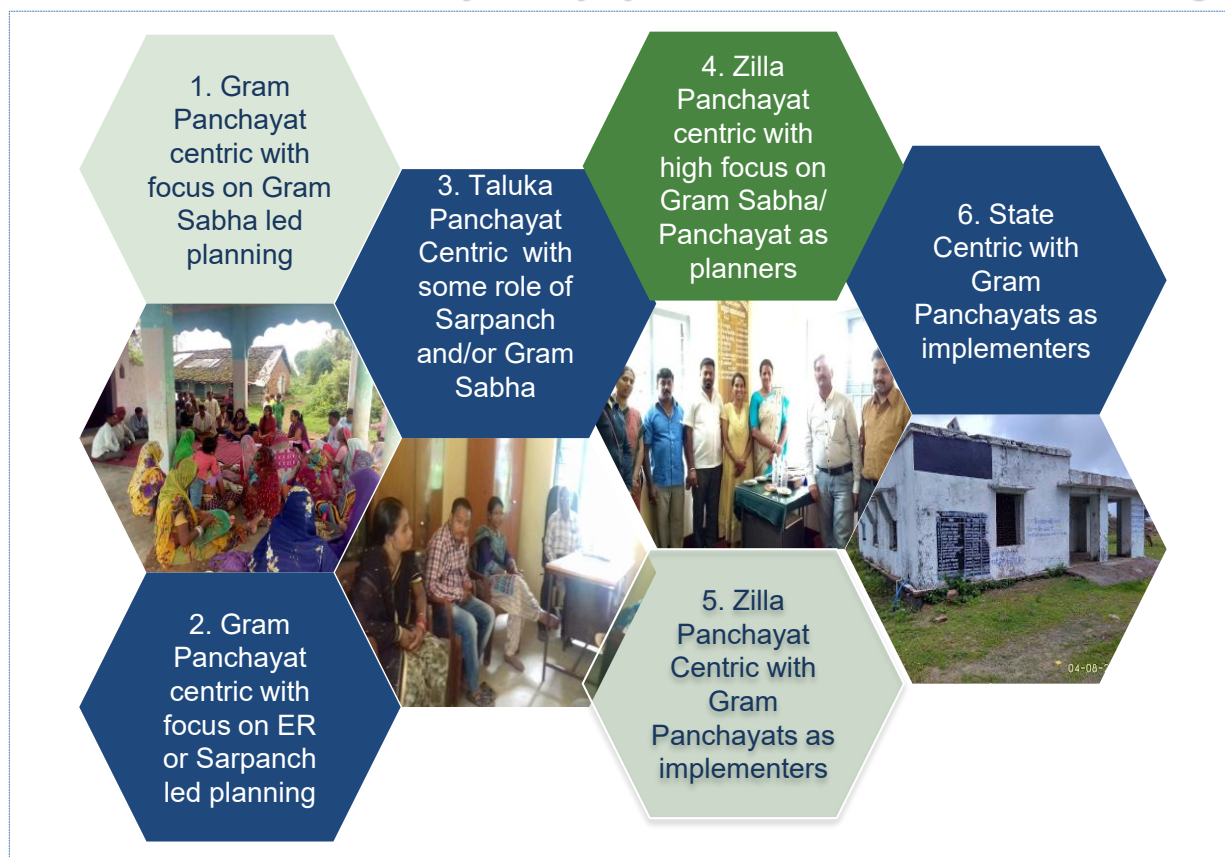


Rural Local Democracy- PRIs

The 73rd Constitutional Amendment Act of 1993 was a landmark step towards reinforcing and establishing the **Panchayati Raj Institutions (PRIs)** system in India. The Act creates a three-tier system of PRIs, with a mandate of regular elections every five years and a institutional mechanism similar to that defining the relations between the union and state governments in the country. There was a clear mandate to have PRIs responsible for economic development and social justice and to plan and implement programmes in relation to the same especially for the 28 subjects mentioned in the XI schedule. However, there was also a discretionary provision left to the states to decide the level of devolution of powers- functions, functionaries and funds. Most states have enacted strong PRI legislations and rules, as also issued executive orders as a first step towards initializing the process of devolution. The process has however, been done in varying degrees at the state level and has yet to achieve the desired levels of local democratic governance. Nevertheless, one can see a pattern among the various PRI models. Further based on the prevailing model of PRI, each state has also determined its own system of decentralized planning and budgeting.

The Fourteenth Finance Commission (FFC) recommendations for PRIs, which increased the direct fund flow to Gram Panchayats by three times that of the previous finance commission, has strengthened the PRI system in the country by expediting the fiscal devolution process. This has also lead to states making the necessary changes in planning and budgeting processes to enable the Gram Panchayats to make better utilization of the resources. The Ministry of Panchayati Raj (MOPR) initiated Gram Panchayat Development Planning(GPDP) process has been a major step in this direction, institutionalizing the participatory and grassroots based planning processes in most states. However, this has also led to tweaking of systems to enable existing decision making bodies to retain their powers. Overall, PRI systems in most states can be classified into one of the following categories.

Classification of Panchayati Raj Systems based on their functioning



Before planning a training module or adoption of any tools or processes recommended in this toolkit it is important to identify which category does your state or district fall into.

Gender and Local Democracy

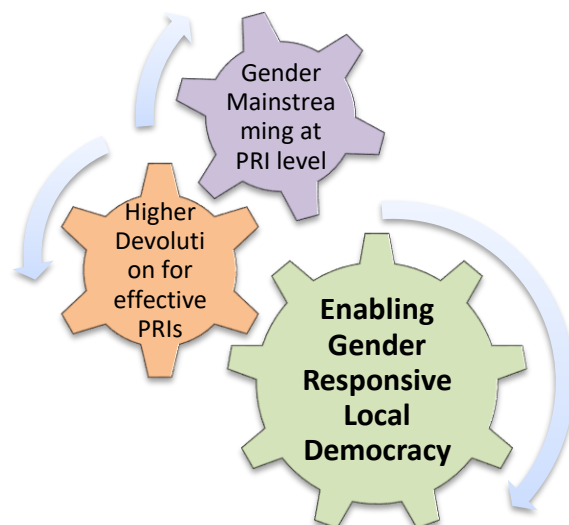
The basic tenets of local democracy is to provide citizens with access not only to information, but also to decision-making and power to influence public choices. It means access not only for a privileged few, but for all, including those who are still too often excluded from the benefits of development, particularly the poor, the marginalized, and vulnerable groups. However this cannot be achieved unless the processes are made gender responsive.

What it means to make local democracy gender responsive:

- Information and access to decision making is provided to women as much as they are available to men.
- Benefits of basic service delivery by panchayats reach men and women equally.

There are however, major challenges towards enabling this. Firstly, local democratic processes themselves have not been institutionalized at the grassroots level, limiting the opportunities it provides for gender mainstreaming. The limited devolution of functions, funds and functionaries result in PRIs themselves not being effectively responsive to its citizens, let alone women. Secondly, there are added challenges like:

- a) Limited understanding of gender at local level and even more limited capacities on gender responsive planning and budgeting. The same often being treated as an additional work rather than core function of government.
- b) The still existing patriarchal structure in many parts of rural India- which not only limit women from participating and voicing their concerns in Gram Sabha and Panchayat meetings; but also does not support an informed and well-articulated decision making process especially as concerns women's strategic interests.



GENDER MAINSTREAMING FOR LOCAL DEMOCRACY	LOCAL DEMOCRACY FOR GENDER EMPOWERMENT
➤ People's consultation and participatory processes are not complete unless men and women both participate ➤ Women's bring more practical knowledge on natural resource management and basic service provision since it is more closely linked to their lives ➤ With strong SHG movement , women have higher level of social capital ➤ Women often bring in more inclusive, collaborative and consultative leadership, with higher emphasis on communication ➤ Allocation of resources is more efficient when it benefits a larger group	➤ Enables effective participation of women given their constraints of mobility and exposure ➤ Closest to women's sphere of life and hence more interesting for women ➤ Can be combined with existing gender roles and restrictions ➤ First level that women can break into and as such serve as a springboard for larger political participation

Local Democracy and Gender are strongly interlinked with each other with common goals and similar challenges

Using the toolkit

This toolkit brings together a range of models- different strategies, institutional mechanisms, processes and tools than can be incorporated within the PRI systems at State level to make local democracy more gender responsive.

All the given models shared herewith have their own advantages and limitations. However, most limitations arise from the lack of effective implementation of the model rather than the processes and tools themselves. It is thus very important to select the right kind of processes and tools which can be suitably adopted to the context of your state/ district.

The tables in the next section suggests strategies, institutional mechanisms, processes and tools based on the type of PRI in the State/District.

Further, additional resources available in print and online has been given for further reference on the concepts, strategies, institutional mechanisms, processes and tools shared in the toolkit.

The following process is suggested for using the toolkit to develop your own model:

- a) Identify the type of PRI system for your state/district
- b) Look up the strategies, institutional mechanisms, processes and tools suggested for your type
- c) Select a set of 3 to 4 opportunity areas for your state/district
- d) Look up the additional resources related to those processes and tools
- e) Customize the process and tools to develop you own model
- f) Create a draft guidelines for the same and advocate for issuing a gender-responsive local democracy mandate and guidelines for the same.
- g) Develop your Gender mainstreaming training module on these lines, so that the same is institutionalized into the system.

Suggested Strategies, institutional mechanisms, processes and tools for different levels of PRIs:

Type of Panchayati Raj System	Typical Characteristics	Gender Mainstreaming Strategies	Requisite Institutional mechanisms	Suggested Tools and Processes
1. Gram Panchayat with focus on Gram Sabha led planning	➤ Need assessment exercises conducted at Ward or Village level with people's participation ➤ Plans are well documented and administrative approvals for projects issued accordingly by Gram Panchayat/ Sarpanch	➤ Provide statutory status to Mahila Sabhas with legal status to resolutions passed by them ➤ Engage local CSO/ Women's Groups for facilitating participation of women ➤ Introduce concept of Community (Women) Resource Persons constituted of SHG/VO leaders; Ex-EWRs and EWR of Taluka and Zilla territorial constituencies	➤ Provide budgetary allocations for conducting of Mahila Sabhas ➤ Guidelines for gender analysis and needs assessment and priority in administrative approvals ➤ Gender development and Gender Justice Committees to be formed at all levels ➤ Gender Watch Group (of Women's federations) at Block and District level	➤ Adapt Moser framework exercise for situational analysis ➤ Use Problem prioritization matrix with men and women ➤ Introduce Gender Audit of Gram Panchayat Plans and Implementation status ➤ 3 to 5 years gender development goal/ outcome, with clear activity plan, indicators and monitoring system. ➤ Prepare Gram Panchayat Gender Development Reports
2. Gram Panchayat with focus on ER or Sarpanch led planning	➤ Plans developed based on set formats, filled mainly by Sarpanch and select ERs with help from Panchayat Secretary ➤ Sarpanch takes lead in prioritization of works while issuing administrative sanction	➤ Focus on gender sensitization and budgeting trainings of all Sarpanch and Panchayat Secretaries ➤ Specific focus on capacity building of all EWRs at Gram, Taluka and Zilla levels	➤ Specific allocation of 10% for awareness activities on social and gender issues ➤ Gender focal points at Taluka level to facilitate capacity building and PIM mapping/ tracking processes ➤ Gender Watch Group (of Women's federations) at Block and District level	➤ Specific formats for mapping status of women and girls and for gender development plan ➤ Use Project Information Marker (PIM) to map gender inclusiveness of all projects for which administrative sanction is issued ➤ Track expenditure based on PIM status ➤ Gender Audit of Gram Panchayat plans and implementation status

Type of Panchayati Raj System	Typical Characteristics	Gender Mainstreaming Strategies	Requisite Institutional mechanisms	Suggested Processes and Tools
3. Taluka Panchayat Centric with some role of Sarpanch and/or Gram Sabha	➤ High focus on Gram Panchayat Planning Committee dominated by local functionaries (although ERs are also members) ➤ Administrative approvals mainly in the hands of Chief Executive Officer or Block Development Officer at Taluka level	➤ Quarterly taluka level meetings of all EWRs in the taluka (with honorarium and transport costs) ➤ Focus on gender sensitization and budgeting trainings of all concerned officials ➤ Specific focus on capacity building of all Sarpanch; EWRs in planning and other committees and EWRs at Taluka level.	➤ Gender focal points at Taluka level to facilitate capacity building and PIM mapping/ tracking processes ➤ Gender Watch Group (of Women's federations) at District level	➤ Use Spatial mapping tool to reach out to marginalized sections ➤ Use Project Information Marker (PIM) to map gender inclusiveness of all projects for which administrative sanction is issued ➤ Track expenditure based on PIM status ➤ Gender-aware Service Satisfaction scoring exercises by third party on major services provided within the Taluka especially health/medical, nutrition, education, water, sanitation, transport etc
4. Zilla Panchayat Centric with high focus on Gram Sabha/ Panchayat as planners	➤ Need assessment exercises conducted at Ward or Village level with people's participation ➤ However, plan prioritization and administrative approvals in hands of line department and Zilla Panchayat officials	➤ Provide statutory status to Mahila Sabhas at Gram Panchayat level ➤ Engage local CSO/ Women's Groups for facilitating Mahila Sabhas to identify women's needs	➤ Guidelines for priority implementation of gender sub-plan ➤ Gender Budget Cells and Gender Watch Group (of Women's federations) to be formed at District level	➤ Define 3 to 5 year Gender Development vision with clear outcomes, activities and monitoring indicators ➤ Adapt Harvard framework exercise for situational analysis in select sectors ➤ Use Matrix Ranking for prioritizing Solutions ➤ Use Spatial mapping tool to increase outreach to marginalized sections ➤ Gender-aware User Satisfaction Surveys and/or Service Satisfaction Scoring for all major programmes implemented at district level (by third party) ➤ Preparation of annual District Gender Development Reports

Type of Panchayati Raj System	Typical Characteristics	Gender Mainstreaming Strategies	Requisite Institutional mechanisms	Suggested Processes and Tools
5. Zilla Panchayat Centric with Gram Panchayats as implementers	➤ Not much decentralized planning process in place. District plans developed with inputs from Taluka/Line Officials ➤ Role of Panchayats limited to identification of sites/beneficiaries and facilitating works on the ground	➤ Gender sensitization and training of concerned officials ➤ Bi-annual zilla level meetings of all EWRs in the district (with honorarium and transport costs) ➤ Identification of gender champions for the GBCs from officials, EWRs and Women's groups ➤ Training of GBCs on gender responsive planning and budgeting	➤ Gender Budget Cells (GBC) to be formed at District level ➤ Introduce 30% Women's Component Plan (WCP) for all sectors irrespective of whether they are divisible or indivisible ➤ GBC to approve and monitor the WCP component	➤ Create a separate gender sub-plan for each sector based on projected WCP allocations for 3 to 5 years ➤ Publishing of annual District Gender Budget Statement (Public Expenditure Profile) based on the above ➤ Gender-aware User Satisfaction Surveys and/or Service Satisfaction Scoring for all major programmes implemented at district level (by third party)
6. State Centric with Gram Panchayats as implementers	➤ State priority defines projects on the ground ➤ Detailed Project Reports prepared by technical agencies/line departments ➤ Role of Panchayats limited to identification of sites/beneficiaries	➤ Capacity building of technical agencies and line department officials on gender issues in the specific sector ➤ Training of EWRs and local women leaders on the technicalities of the select sectors	➤ DPRs to be accompanied by a proper gender appraisal document ➤ All site selection/beneficiaries to be shared in Mahila Sabha prior to being vetted by Gram Sabha	➤ Use checklist for gender appraisal of DPRs ➤ Spatial mapping tool for identification of women's priorities in site selection

Type of Panchayati Raj System	Typical Characteristics	Gender Mainstreaming Strategies	Requisite Institutional mechanisms	Suggested Processes and Tools
1. Gram Panchayat centric with focus on Gram Sabha led planning	➤ Need assessment exercises conducted at Ward or Village level with people's participation ➤ Plans are well documented and administrative approvals for projects issued accordingly by Gram Panchayat/ Sarpanch	➤ Provide statutory status to Mahila Sabhas with legal status to resolutions passed by them ➤ Engage local CSO/ Women's Groups for facilitating the participation of women ➤ Introduce concept of Community (Women) Resource Persons constituted of SHG/VO leaders; Ex-EWRs and EWR of Taluka and Zilla territorial constituencies	➤ Provide budgetary allocations for conducting of Mahila Sabhas and Gram Sabhas ➤ Guidelines for gender analysis and needs assessment and priority in administrative approvals ➤ Gender development and Gender Justice Committees to be formed at all levels ➤ Gender Watch Group (of Women's federations) at Block and District level	➤ Adapt Moser framework exercise for situational analysis ➤ Use Problem prioritization matrix with men and women ➤ Introduce Gender Audit of Gram Panchayat Plans and Implementation status ➤ 3 to 5 years gender development goal/ outcome, with clear activity plan, indicators and monitoring system. ➤ Prepare Gram Panchayat Gender Development Reports
2. Gram Panchayat centric with focus on ER or Sarpanch led planning	➤ Plans developed based on set formats, filled mainly by Sarpanch and select ERs with help from Panchayat Secretary ➤ Sarpanch takes lead in prioritization of works while issuing administrative sanction	➤ Focus on gender sensitization and budgeting trainings of all Sarpanch and Panchayat Secretaries ➤ Specific focus on capacity building of all EWRs at Gram, Taluka and Zilla levels	➤ Specific allocation of 10% for awareness activities on social and gender issues ➤ Gender focal points at Taluka level to facilitate capacity building and PIM mapping/ tracking processes ➤ Gender Watch Group (of Women's federations) at Block and District level	➤ Specific formats for mapping status of women and girls and for gender development plan ➤ Use Project Information Marker (PIM) to map gender inclusiveness of all projects for which administrative sanction is issued ➤ Track expenditure based on PIM status ➤ Gender Audit of Gram Panchayat plans and implementation status

Type of Panchayati Raj System	Typical Characteristics	Gender Mainstreaming Strategies	Requisite Institutional mechanisms	Suggested Processes and Tools
3. Taluka Panchayat Centric with some role of Sarpanch and/or Gram Sabha	➤ High focus on Gram Panchayat Planning Committee dominated by local functionaries (although ERs are also members) ➤ Administrative approvals mainly in the hands of Chief Executive Officer or Block Development Officer at Taluka level	➤ Quarterly taluka level meetings of all EWRs in the taluka (with honorarium and transport costs) ➤ Focus on gender sensitization and budgeting trainings of all concerned officials ➤ Specific focus on capacity building of all Sarpanch; EWRs in planning and other committees and EWRs at Taluka level.	➤ Gender focal points at Taluka level to facilitate capacity building and PIM mapping/ tracking processes ➤ Gender Watch Group (of Women's federations) at District level	➤ Use Spatial mapping tool to reach out to marginalized sections ➤ Use Project Information Marker (PIM) to map gender inclusiveness of all projects for which administrative sanction is issued ➤ Track expenditure based on PIM status ➤ Gender-aware Service Satisfaction scoring exercises by third party on major services provided within the Taluka especially health/medical, nutrition, education, water, sanitation, transport etc
4. Zilla Panchayat Centric with high focus on Gram Sabha/ Panchayat as planners	➤ Need assessment exercises conducted at Ward or Village level with people's participation ➤ However, plan prioritization and administrative approvals in hands of line department and Zilla Panchayat officials	➤ Provide statutory status to Mahila Sabhas at Gram Panchayat level ➤ Engage local CSO/ Women's Groups for facilitating Mahila Sabhas to identify women's needs	➤ Guidelines for priority implementation of gender sub-plan ➤ Gender Budget Cells and Gender Watch Group (of Women's federations) to be formed at District level	➤ Define 3 to 5 year Gender Development vision with clear outcomes, activities and monitoring indicators ➤ Adapt Harvard framework exercise for situational analysis in select sectors ➤ Use Matrix Ranking for prioritizing Solutions ➤ Use Spatial mapping tool to increase outreach to marginalized sections ➤ Gender-aware User Satisfaction Surveys and/or Service Satisfaction Scoring for all major programmes implemented at district level (by third party) ➤ Preparation of annual District Gender Development Reports

Type of Panchayati Raj System	Typical Characteristics	Gender Mainstreaming Strategies	Requisite Institutional mechanisms	Suggested Processes and Tools
5. Zilla Panchayat Centric with Gram Panchayats as implementers	➤ Not much decentralized planning process in place. District plans developed with inputs from Taluka/Line Officials ➤ Role of Panchayats limited to identification of sites/beneficiaries and facilitating works on the ground	➤ Gender sensitization and training of concerned officials ➤ Bi-annual zilla level meetings of all EWRs in the district (with honorarium and transport costs) ➤ Identification of gender champions for the GBCs from officials, EWRs and Women's groups ➤ Training of GBCs on gender responsive planning and budgeting	➤ Gender Budget Cells (GBC) to be formed at District level ➤ Introduce 30% Women's Component Plan (WCP) for all sectors irrespective of whether they are divisible or indivisible ➤ GBC to approve and monitor the WCP component	➤ Create a separate gender sub-plan for each sector based on projected WCP allocations for 3 to 5 years ➤ Publishing of annual District Gender Budget Statement (Public Expenditure Profile) based on the above ➤ Gender-aware User Satisfaction Surveys and/or Service Satisfaction Scoring for all major programmes implemented at district level (by third party)
6. State Centric with Gram Panchayats as implementers	➤ State priority defines projects on the ground ➤ Detailed Project Reports prepared by technical agencies/line departments ➤ Role of Panchayats limited to identification of sites/beneficiaries	➤ Capacity building of technical agencies and line department officials on gender issues in the specific sector ➤ Training of EWRs and local women leaders on the technicalities of the select sectors	➤ DPRs to be accompanied by a proper gender appraisal document ➤ All site selection/beneficiaries to be shared in Mahila Sabha prior to being vetted by Gram Sabha	➤ Use checklist for gender appraisal of DPRs ➤ Spatial mapping tool for identification of women's priorities in site selection

Gender Mainstreaming Strategies and Institutional Mechanisms

It is vital to mainstream gender in local democracy for achieving the twin goals of good local governance as well as gender equality. This includes working at multiple levels to achieve the desired outcomes of gender mainstreaming in PRIs.

Desired Outcomes of Gender Mainstreaming in PRIs



Increased Influence of Elected Women's Representatives

Higher Participation of Women as Citizens



Improved Gender Responsiveness of Plans and Projects

Equitable Sharing of Resources and Benefits



Enabling gender responsive governance, however requires some necessary conditions like:

- (a) A clear framework and guidelines specifying the need and mandate for gender responsive governance
- (b) Identification and development of champions within the existing framework to promote the gender agenda;
- (c) Partnering and engagement of multiple stakeholders- Elected representatives, local officials, civil society organizations and women's groups
- (d) Continuous gender sensitization, learning and capacity building processes at all levels;
- (e) Transparency and accountability with specific emphasis on collection and sharing of sex disaggregated data and monitoring of gender parameters;
- (f) Higher focus on programmes and initiatives which are women/ girls specific; and
- (g) Budgetary allocations along with relevant human resources for enabling the above.

Gender mainstreaming includes both improving women's participation and responsiveness to gender concerns and needs

Creating Mandate for Gender Mainstreaming:

In order to ensure gender mainstreaming within the system, it is first important to create a mandate for the same. The State Departments of Panchayati Raj need to issue a directive or resolution specifying the need for gender mainstreaming in PRIs and the steps that the State intends to take in this regard. This resolution should be comprehensive in nature, declaring the principles, institutional mechanisms and processes that would define the gender mainstreaming processes in the State PRI system. The key principles guiding this directive/ resolution should include but not be limited to:

- Need for all stakeholders in the PRI system to recognize the existing gender inequalities within the system and work towards mainstreaming of gender across the board, in all plans, budgets and projects.
- Treat women not as vulnerable groups but as participants in the development process with focus on direct benefits to women and not indirect benefits (treating them as part of the household)
- Focus on participation of women in the Panchayati Raj System both as Elected Representatives and Citizens
- Need for undertaking gender analysis at Gram Panchayat level as well as within all sectors at higher levels
- Focus on outcome oriented planning and budgeting putting both practical gender needs and strategic gender interests at the core
- Advocate for strengthening accountability and transparency for gender equality through sex-dissegregated database management

Making GPDP Guidelines more Gender Responsive

The current guidelines regarding PRIs especially the Gram Panchayat Development Planning (GPDP) guidelines also needs to made more gender responsive. The following may be included in the same as a special directive towards making GPDP more gender responsive:

- Reaching out to women and marginalized to create awareness on GPDP and FFC resources- especially through training of SHG members on GPDP and involving them as facilitators
- Exclusive Mahila Sabhas to be conducted for GPDP
- Mahila Sabha resolutions to be documented and put in public arena through Plan Plus
- Special emphases/component for training of WERs and those from marginalized sections in the GPDP guidelines itself
- Training on Gender Mainstreaming in GPDP should be made compulsory for all Panchayat Secretaries and Sarpanch
- Specific training focus for women in committees
- Allocate adequate resources for social and gender development activities.
- The guidelines, especially where indicating sectoral composition should a 30% women component
- Specific 10% allocations for awareness activities on social and gender issues
- Each GP should have a gender development report to reflect on
- Gender aware PRA tools like Moser framework and spatial mapping should be promoted
- Separate guidelines and format for reporting on gender parameters and undertaking gender analysis
- Space/format for gender needs to be documented
- Each GPDP should have a gender and development outcome, with clear indicators and activity plan
- GPDP should have a separate women's component, which is planned and approved by the Mahila Sabha
- Separate problem prioritization and matrix ranking exercises should be done

Adoption of Gender Responsive Budgeting (GRB):

The Gender Responsive Budgeting (GRB) processes which acknowledges the gender patterns in the society; focuses on including a gender lens at all levels of policy and budget making and accentuates the need to allocate money to address gender discriminations; is also recommended as an appropriate tool for engendering the decentralization process in India. The Government of India has also mandated the adoption of GRB across all levels of governance and across all sectors. This has already been adopted in many states as well as at the national level. In 2013, a specific advisory was issued in this regard to states for formal adoption of GRB at Zilla Panchayat levels.

The focus of the gender directive/resolution can thus also be expanded to transform planning and budgeting processes within the PRIs to ensure more gender responsive allocations by formal adoption of GRB based on the advisory issued by the MWCD. The State Departments of Panchayati Raj should formally adopt GRB by issuing a comprehensive directive towards this. It should include creation of institutional mechanisms for GRB within the PRI framework; creating systems for making allocations for women visible in the PRI planning and budgeting processes especially GPDP and FFC provisions; and making provisions for unfunded gender mandates.

Gender Responsive Budgeting (GRB)

Gender-responsive budgeting seeks to ensure that the collection and allocation of public resources is carried out in ways that are effective and contribute to advancing gender equality and women's empowerment.

It should be based on in-depth analysis that identifies effective interventions for implementing policies and laws that advance women's rights.

It provides tools to assess the different needs and contributions of men and women, and boys and girls within the existing revenues, expenditures and allocations and calls for adjusting budget policies to benefit all groups.

WHAT IS GRB	WHAT IS NOT GRB
➤ Construction of general budgets from a gender perspective ➤ Involves analysis of government expenditure and revenue on females compared to males ➤ Provide for affirmative action to address the specific needs of women ➤ It translates stated gender commitments of the government into budgetary commitments ➤ GRB activities include research, advocacy, monitoring, training and awareness-raising, policy analysis and design, evaluation, gender impact assessment and gender audit.	➤ GRB is not about separate or divisive budgets (50 per cent for women and 50 per cent for men) ➤ GRB does not always imply an increase in allocations for women, it is about prioritizing as well ➤ GRB is not a tool to be used by women's organizations but by every one

Appropriate Institutions at multiple levels:

Another vital step towards mainstreaming gender in PRIs is to create institutional mechanisms for the same at multiple levels. It is also important that whichever institutional mechanism is adopted, it is multi-stakeholder based, with officials of Panchayat as well as line departments, elected representatives, women activists, academics and representatives from the community on board. Based on the review of various existing mechanisms and institutional structure of PRIs, the following institutions are being suggested.

- The first and most important mechanism is the formation of a **Gender Justice standing committee** at the GP, TP and ZP level. This has already been initiated in Karnataka as part of the social justice committees. This committee should be headed by the Sarpanch and should have the mandate of creating awareness and monitoring of actions to prevent gender-based violence including child marriage, sex selection, domestic violence, etc.
- In addition, to the standing committee, a **Gender Watch Group** comprising of SHG, VO and Block Federation women members should be constituted with a mandate to facilitate and monitor the gender responsive decentralized planning, budgeting and implementation processes. These Gender Watch Groups can also be entrusted with the responsibility of undertaking a Gender audit of the GPDs and Panchayat level activities. It is, however, very important that these committees are not only formed on paper but also equipped with a proper mandate and subsequently supported with related capacity building and handholding measures.
- In States where the PRIs are more Taluka centric, **Gender Focal Points** should be appointed at the Taluka level. These gender focal points should ideally be full time gender experts appointed by the Department of Panchayati Raj. However, in absence of that the SIRDs can identify and train gender champions from among the existing Taluka level officials and master trainers/resource persons available at the block level. The gender focal points, however, should have a clear mandate to build the gender analysis capacities within the officials and ERs of the block and to mark/ vet all project proposals created at the Taluka level according to their gender mainstreaming level. States should create a customized checklist for this purpose which can be used by the Taluka officials as well as the gender focal point to avoid subjective interpretations.
- Further in line with the recommendations of the MWCD all Zilla Panchayats should have a **Gender Budget Cells (GBCs)** with gender experts from within the district officials (but not limited to WCD officials), civil society representatives, academics and women leaders of the district level SHG federations. The GBCs should also be adequately equipped with dedicated human resources and finances to be able to undertake the necessary research, evaluation, workshops, trainings, awareness activities, etc essential to promote GRB within the district. The GBC can also serve as a technical support group in planning, policy formulation and implementation of gender issues at the Gram Panchayat and Taluka Panchayat level. To further strengthen the decentralization processes, these GBCs can actually be a group of Gender Focal Points appointed for each Block/ Taluka or cluster panchayats.

Whatever institutions are put in place, most importantly they should have clear action points, giving them enough teeth to be able to fulfill those commitments.

Networking and multi-stakeholder engagement processes:



Pictures from top to bottom:

- Network meeting of women leaders;
- Involving grassroots women leaders for support;
- Engaging CSOs for mobilization

Networks of EWRs: States need to focus on creating networks of all existing EWRs at taluka and district level. Many CSOs have successfully adopted this model to enable women's leadership capacities and there are examples available within the country that such networks are strong support groups for EWRs. Even if formal structures are not created, the networking could be established through quarterly meetings of all EWRs (including territorial constituency members) at the Taluka level and bi-annual meetings of all Women Sarpanch and territorial constituency members at the District level.

Connecting PRIs with local women's SHGs, VOs and federations: The SHG movement has created a strong base for mobilizing women at the grassroots level. This can be leveraged strategically to strengthen women's political participation. A range of initiatives can be undertaken through the women's groups including having Panchayat awareness programmes during their meetings; specific training programmes on role of panchayats and Gram Sabha led Panchayat planning systems; specific issues and processes like Finance Commission Recommendations and Gram Panchayat Development Planning (GPDP). Also the local SHG federation can be given the responsibility of organizing Mahila Sabhas in all concerned Gram Panchayats and then collating the findings onto a Taluka or District level report.

Engaging Civil Society Organizations (CSO): The presence of a facilitating agency particularly a long standing CSO has been found to be a strong enabler for activeness of not only EWRs but all ERs as well as effective Gram Sabhas. However, currently this is limited to CSOs own coverage areas. States should pro-active engage CSOs for strengthening and capacity building of Panchayats especially in the context of GPDP. In this line, given the limitation of CSOs, States can also explore the concept of Mother NGO (as done under NRHM) to train, guide and support district level local organizations for taking up this role.

Sensitizing and involving family members of EWRs: Support of family members is very critical for EWRs to function effectively. It is thus important to sensitize them on the role of the EWRs and the expectations from them. It is also important to sensitize them on why the EWRs should be playing their role themselves and not handing it over to a proxy.

Innovative Tools: Communication is in fact they key tool to be used to reach out to a wider audience. Using a range of innovative communication tools like snake and ladder game, *dana kothi* (grain bin) game; animated videos, posters, wall paintings and folk media, enables messages reaching through multiple channels. Such localized approaches have earlier also helped generate a lot of community interest. However, currently it seems the focus on the same has reduced expect for the GPDP process. Focus on effective communication for PRI strengthening needs to be a mainstream activity of the PRI department.

Another effective tool can be creating whatsapp messages on need and impact of people's participation in Gram sabhas with short videos. Video as a tool for communication especially when it has personalized content has been specifically been seen to have a major motivation for ERs to make a change within their community.

Personalized access to information: Today Integrated Voice Response (IVR) services are available which can be explored for provide an opportunity for EWRs to access panchayat administration related information and for other women to access information related to schemes and programmes as well as sharing information of Gram Sabha dates and importance of participation in the same. The IVR based models also have call back facility, which can help community share their issues and feedback. One could also look at creating a Panchayat helpline on lines with the web portal as done in a few states.



Pictures from top to bottom:

- a) Snake and Ladder Game
- b) Dana Khoti Game (Why my Grain Bin is Empty)
- c) Using Mobile Technology

Strengthening Gram Sabhas and Mahila Sabhas

States have already begun taking steps like fixing dates of Gram Sabhas and taking them to palli/ revenue village or ward sabha level to enable better people's participation. There are also efforts made to publicize these dates for better participation. However, processes need to be created to ensure local agenda setting and mobilization.

Engaging CSOs and local women's federations in this process has shown to be very effective towards this. Unfortunately, the involvement is mostly on adhoc basis depending on the CSOs own resources and available funding. States need to institutionalize these processes by formally recognizing CSOs and Women's federations at various levels to facilitate these processes. In addition, use of mobile technology for personalized messaging can also be explored. Integrated Voice Response Systems (IVRS) can especially be useful in this regard to reach out to interior areas and illiterate women.

This is especially essential for Mahila Sabhas if the same has to be institutionalized in the states rather than remain sporadic efforts. The facilitation process in addition to mobilization will also be helpful for introducing tools for local agenda setting for women and demonstrating systems to link GS debates with outputs and women's agenda.

These process especially the Mahila Sabhas can also further be strengthened if they are given a statutory status and linked with the planning (GPDP) processes. The resolutions of the Mahila Sabha should have an official value and should be incorporated formally as an annexure to the Gram Sabha resolution.

Another important strategy emerging from the successful Mahila Sabhas is the presence of line department officials as against women only Mahila Sabhas. In addition, states can also use the experience of the WCP approach of Kerala to actually allocate a women's component within the FFC allocations (the same can also be recommended to the Fifteenth Finance Commission) so that there is a specific focus given to allocating funds for women's priorities which have emerged from the Mahila Sabhas. The latter actually could become the first step towards promoting GRB in PRIs.

A very important point is having some budgetary allocations for conducting Gram Sabhas and Mahila Sabhas. While some of this can come directly from the PRI's own funds, it would needed for the state government to issue guidelines for the same, so that the GPs are clear on how to use their funds for GS as also they do not face rejection of expenses by the block accountant as a not-allowed expenditure or audit queries.

Effective Devolution and Communication on devolved powers: Lack of effective devolution per se is a key disabler for EWRs as this means that functioning of Panchayat is dependent on the awareness and influence of the elected representatives especially Sarpanch. EWRs are particularly at a disadvantage in such a condition as they generally don't enjoy such powers. Thus effective devolution of functions, funds and functionaries is very important for gender mainstreaming. However, even until then it is important that whatever functions have been devolved are clearly communicated to the EWRs. While the current capacity building model is geared towards "what ought to be"; there needs to be a specific training for EWRs on "what is" and what they can do within the currently devolved powers. This would make their functioning more effective even within the given limitations of the systems.

Training and Mentoring:

Gender Sensitization and Gender Responsive Planning and Budgeting Trainings: A very important aspect of capacity building is the train all ERs especially Sarpanch/Pramukh/Adhyashka and Panchayat Officials especially Gram Panchayat Secretary; Taluka Panchayat Secretary (generally the Block Development Officer or Chief Executive Officer); and Junior/ Assistant Engineers on gender issues as well as gender responsive planning and budgeting. It is especially important that the officials are trained on using the various gender analysis and planning tools as they would need to either facilitate those exercises with the communities or undertake the analysis themselves.

Training EWRs beyond Sarpanch: Most capacity building efforts related to PRIs are targeted towards Sarpanch and Secretaries. It is important that other EWRs especially territorial representatives to Taluka Panchayats and Zilla Panchayats also be trained not only on their roles and responsibilities but also on ways to enable effective functioning of the Gram Panchayat. This group has a very strong potential of supporting the EWRs at Panchayat level including women Sarpanch for negotiating their demands at Taluka level, especially as they have connections at that level. These linkages need to be strategically exploited to enable a direct and parallel channel of communication from Zilla to Taluka to Gram Panchayat which is led by women themselves.

Mentoring for first time Women Sarpanch: All first time women Sarpanch need handholding support for the initial six months to one year period. States can have a specific mentorship programme for these first time women Sarpanch, especially those from marginalized communities. The mentor can be any person from amongst the Taluka or Zilla Panchayat officials (including line department officials' especially junior engineers). This process will not only help the women Sarpanch to learn how to navigate the administrative channels to get their work done but also sensitize the officials towards the challenges faced by these women thereby developing some champions from within the system to take up the cause of the EWRs. In States, which have a high level of social restrictions on women, the women master trainings and resource pool group and Ex-EWRs who have performed successfully during their tenure (but not from the same constituency) can also be promoted as mentors.

Creating Community Resource Persons (CRPs): A successful experiment carried out under NRLM is the use of Community Resource Persons (CRPs) for extending the benefits of the programme beyond the current successful models. This model can be very well replicated in the Panchayat system. Over the last 25 years, there have been a number of very effective women Sarpanch and EWRs as well as federation leaders who have successfully navigated the challenges posed within the social and/or Panchayat system and made a change within their communities. A team of such women initially from within the State and if essential from other States can be trained and developed as Community Resource Person. Each newly elected women Sarpanch and/ or Up Sarpanch can then be paired with such a CRP initially for a period of 15 days to understand the system and then for over a week after six months of being in office. This will help the women Sarpanch benefit from direct field experiences. Also in the same period, these CPRs can also provide trainings to the local SHGs/Women leaders and other EWRs on the role and potential of the PRI system. This will in effect make the overall Panchayat system stronger.

Challenges to Mobilization and Capacity Building for Gender Mainstreaming

Creating a Resource Pool:

A major challenge in undertaking gender trainings is the availability of resource persons and master trainers. Currently all SIRDs have been taking extensive steps towards creating this resource pool. However it is very important that all the pool is well trained on gender issues, which is not possible from a single training event. For this the SIRDs can actually run a systematic certificate course of 2 to 4 training events spread over a period of one year. (Two trainings can be on gender sensitization and gender analysis; and two on gender responsive planning and budgeting). This certificate should then be used to recruit master trainers on gender. SIRDs can also undertake a process of conducting a basic gender sensitization test of all the selected master trainers and resource person and ensure that only those who pass the test are eligible for any type of PRI training at State or district level. This will also create the demand among all concerned persons to participate in the gender course or at least look up on available materials related to gender mainstreaming in PRIs.

Honorarium and Transport facilities:

One key limitation why EWRs are not able to get information and assert their influence of decisions is their lack of mobility. With most decision making powers at Taluka level, the ERs especially Sarpanch are expected to visit the Taluka office almost every day. While men are able to do so easily, it is not quite so much possible for women. The problem is further aggravated by lack of adequate honorarium and transport facilities (reimbursement) for the EWRs. States should explore possibilities of paying higher transport allowances to EWRs as well as the possibility of creating common transport facilities for EWRs at the Taluka level. Also specific honorarium plus transport costs should be given to the EWRs for attending Taluka and District level trainings and meetings.

Women staff in Panchayat Offices:

Another challenge is the control of Pseudo Sarpanch and Panchayat Secretaries over information and decision making. While better training, mentoring and communication will help overcome this challenge, a possible short-term approach to deal with the same is increasing the presence of women officials within the Gram Panchayat and Taluka Panchayat office. EWRs as well as women community members often feel more comfortable dealing with women Panchayat officials. The possibility of posting at least one woman among the various Panchayat functionaries (secretaries, extension officers or data entry operators) should thus be explored. This way even for training programmes, it would be possible to have two women travelling rather than one, which will increase the participation of EWRs.

Budgetary Commitment from Government:

Last, but not the least, undertaking the above will require high level of budgetary support and commitment from both the State and National Governments. Unless there is sustained and assured budgetary commitment, it will not be possible to undertake any of the above initiatives. The MoPR and DoPRs as part of GRB initiatives need to increase allocations for mobilization, communication, training and capacity building of EWRs and for creating gender responsive panchayats.

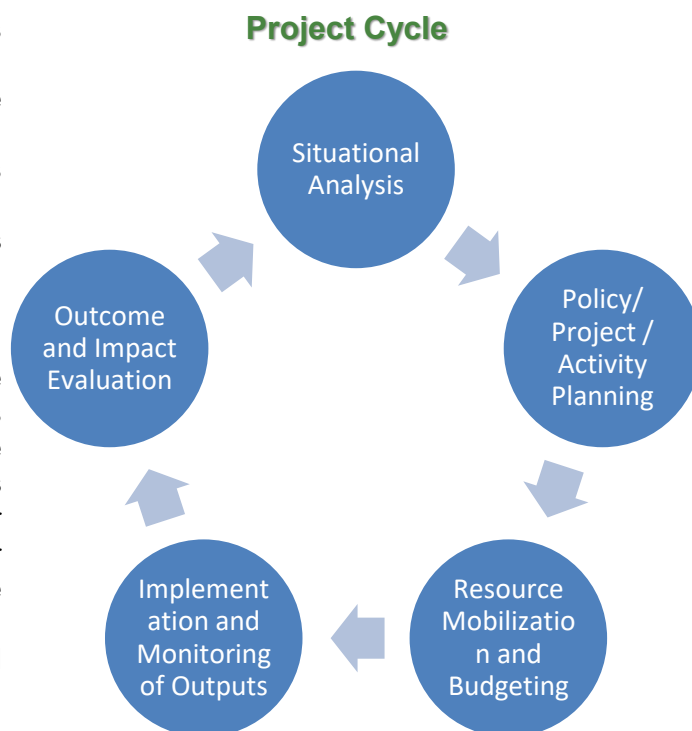
Processes for Gender Mainstreaming

Gender mainstreaming mainly involves integrating a gender perspective and gender analysis into all stages of designing, implementing and evaluating projects, policies and programmes.

The key aspects of gender mainstreaming include:

- a) Selecting the rights methods/processes that suit the existing systems;
- b) Select and customize tools that suits the organization requirement;
- c) Incorporate the processes and tools directly into existing systems; and
- d) Systematically integrate the processes and tools into the routine procedures and make application mandatory.

It is thus important first to understand the gender mainstreaming methods/processes which have already been applied within the PRI framework in the country. Based on this and the type of PRI that exists in your State/district a suitable process and tools or select process and tools will need to be identified for incorporation and integration. However, there are certain key stages in all development projects (see figure) which will need to have at least one process/tool adopted for ensuring gender mainstreaming across the board.



It is generally recommended that a gender perspective be integrated across all these five-steps to ensure gender mainstreaming. This is popularly known as the **Five-Step Framework** for gender responsive planning and budgeting and it includes:

STEP 1: Describe the situation of women and men, girls and boys in the area/sector

STEP 2: Identify outcomes, outputs and activities which can address the situation and examine if the policy/programme addresses the same (If not, review the policy)

STEP 3: Examine the budget to see whether sufficient money has been allocated to implement the gender-related action points and activities identified in step 2. (If not, revisit and allocate sufficient budget)

STEP 4: Monitor implementation to see if the allocated money is spent appropriately to achieve the defined outputs

STEP 5: Verify whether the gender outcomes identified in step 2 have been achieved. Go back to the first step to re-examine if the budget has improved the initial situation (impact assessment).

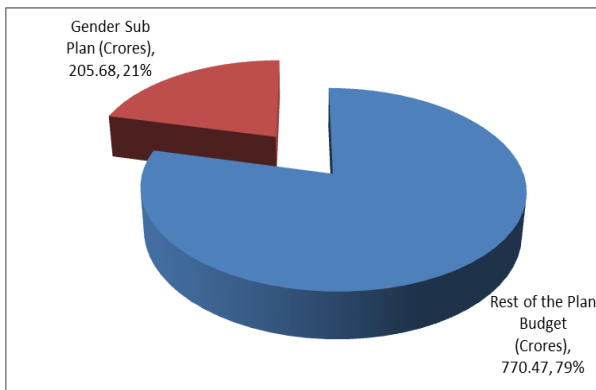
This framework has been applied variably in different contexts for planning and budgeting using a multiple approaches and tools. We will hereby see a few of these which have been applied in Indian context at Gram Panchayat level.

Gender Sub-Plan Approach

The **Gender Sub-Plan (GSP)** approach was introduced by the Planning Commission in the form of the ten-point guidelines for preparation of GSP as part of the District Planning process. The approach was piloted in many States like Odisha, Chhattisgarh, Rajasthan, etc. The GSP has been an effort to engage government officials, elected representatives and local communities to enable understand the gender issues at local level, map women's needs; reflect on programmes for their reach of women; and to explore ways in which gender concerns can be incorporated in the district plan with specific allocations attached to the plans. Distinguished for its focus on capacity building and multi-stakeholder engagement during the GSP process; it is a classic case of gender responsive budgeting at the district level. The process is also reported to have had a better impact on the GPDP processes initiated in these districts in 2015.

Steps	Activities	Gender Component
Pre-preparation	Trainings and workshops	Specific gender sensitization and women's needs and planning process for government officials, elected representatives, and women leaders
Situation Analysis	Consultations Micro Planning Gram Sabhas	With EWRs and SHGs Mapping of women's needs by women themselves Ensure participation of women in Gram Sabha especially those from marginalized communities
Envisioning and Goal Setting		Identification of a gender road map for the next year
Program and Budget Appraisal	Sectoral working groups formation	Undertaking programmatic gender analysis Assessing how much current programme address women's concerns Mapping the outreach of current programmes
Plan finalisation	Sharing of working group reports Plan Preparation, Review and reflection workshops before finalization Clarifications on modalities for operationalizing the plan.	Preparation of Gender Sub-plan
Monitoring and Impact Assessment	Define sector goals Tracking budget allocation and if money is actually spent on the activities planned	Identification of gender sensitive targets and goals for each sector Integration of GSP within the district planning process

Application in Udaipur District of Rajasthan



Pictures from top to bottom:

- Gender Sensitization Trainings of District Officials
- Participatory Exercises with Community
- Percentage Fund Allocation for Gender Sub Plan in Udaipur District 2011-12

The Gender Sub Plan development process was initiated in Udaipur district of Rajasthan in 2011, with a two-day district level workshop of Block and district officials on gender issues, decentralized planning and implementation and preparation of GSP. This was followed by village and block level workshops and planning exercises were held with Gram Sabhas, Gram Panchayat and other PRI representatives, local NGOs and self-help groups. The process of preparation of village plans was facilitated by identification of issues of women themselves especially from minority communities and excluded groups in remote and backward villages. Government departments at the district level were clubbed into major sectors, and met regularly to review the progress of activities towards developing a consolidated GSP under the supervision of Chief Planning Officer and District Collector, Udaipur. Active CSOs also participated in the process and provided inputs. After submission of the draft plan, a review meeting was held, to prepare a road map for the year 2012-13 on the lines of 'Gender Mainstreaming Strategy' of the State as well as Union Government. The outcome of the workshop was 'Concrete inputs related to GSP', which was envisaged to be used in course of the planning process during the year 2012-13. The key achievements was the improved participation of women in Gram Sabha both in terms of number of people attending and also interventions made; women's roles in decision making discussions being more visible; and the high allocation of funds on gender issues.

Tools Used:

Gender Sensitization Training and workshops of district officials
Participatory Rural Appraisal (PRA) exercises especially Spatial Mapping

Limitations:

- Having a GSP is clearly not enough. As mentioned above, gender components should be strongly brought in the departmental plans and all sectors of the district plan.
- Lack of institutionalizing of the process, post the initial facilitation stage and even after focused sensitization some officials still considered it as additional work.
- Process lead by district officials and limited bottom up planning even after strong facilitation.
- Without conceptual clarity can be seen as a separate women's only plan and can be limited to looking at women's participation in existing programmes and schemes without any transformative thinking.

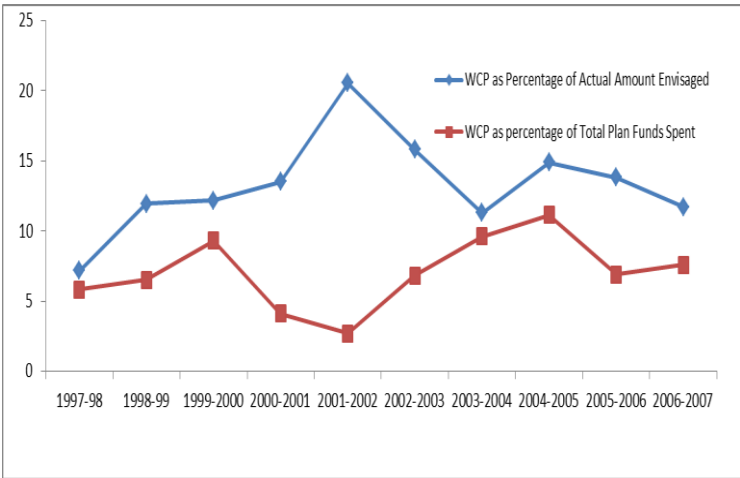
People's Planning Campaign and Women's Component Plan

The **People Planning Campaign (PPC)** of Kerala was a revolutionary initiative in the context of decentralized planning. As part of PPC, the process of planning began from panchayats, by contributing inputs for the preparation of a development report. In addition, it was asked to identify felt needs, sector by sector, after group discussions. The Government also announced an allocation of 35 and 40 per cent of Plan Funds for projects identified by local bodies. Each of the five stages of the people's planning exercise had a gender component- gender needs assessment; gender trainings; separate chapter on women's issues in the development reports; separate planning and allocation for the **Women's Component Plan (WCP)**. The WCP was the earmarking of 10 percent of State's Plan Outlay towards specifically targeted programmes for women. These programmes are determined by women at the local level through participatory process at gram sabhas (ward-level assemblies). The networks of neighborhood groups and self-help groups were linked to gram sabhas to increase participation of women. Also women's issues were to be constituted as a separate chapter in the development reports prepared by all local bodies. Gender was a subject in all the training programmes organized during each of the five stages of the Plan campaign. Efforts were made to include as many women as possible as trainers at state, district and local levels.

Steps	Activities	Gender Component
Need Identification (For felt needs)	Gram Sabhas	Special subject group in the gram sabhas to discuss gender problems
Objective assessment (Of resources, problems and formulation of local development perspective)	Participatory studies and preparation of development reports	Special chapter in development report on gender issues.
	Development seminars	Special subject group for discussing gender issues in the development seminar
Project Planning	Formation of Task force for project preparation	Special task force for women development projects
	Meetings of Task Force	Gender impact statement of projects
Formulation of Plans at grassroots level (Gram Panchayat)	Plan formulation meetings of elected representatives	A separate chapter on women development projects. 10% to be set apart for Women Component Plan (WCP)
Formulation of Plans at higher tiers	Plan formulation meetings of elected representatives	A separate chapter on women development projects. 10% to be set apart for Women Component Plan (WCP)
Appraisal and approval of Plans	Formation of Volunteer Technical Corps	
	Meetings of Expert Committees	

Review of WCP in Kottayam District of Kerala

A study of five panchayats in Kottayam district of Kerala in 2014 showed that most of the percentage of WCP amount envisaged was generally higher than the earmarked 10 percent (an average 13.21 percent over the years) the percentage of WCP to Total Plan Fund spent was an average over 7.5 percent. And while this might seem less than what was envisaged this is still higher that what would have happened in the absence of WCP.



Trends in WCP Allocation and expenditure in sample Panchayats in Kottayam district (Kerala)

Achievements	Critique
➤ Instrumental in promoting the women’s agenda ➤ Focus on infrastructure and asset distribution have major implications on poverty reduction and thereby are crucial for women	➤ Tendency to go for higher allocations in general infrastructure projects and reduction in flow of resources to women ➤ Lack of gender perspective in projects with main focus on distribution of assets to women

It needs to be noted that although WCP might have had its limitations, the process criticism has been more in terms of compliance to said guidelines rather than the process itself which highlights the needs to strengthen the operationalization of the guidelines rather than challenging the guidelines itself. The Kerala WCP does thus emerge as an important strategy in terms of promoting GRB at local level, although there is a general tendency to term WCP as second fiddle to GRB. What is a significant learning in this process is that WCP is not simple earmarking for funds by officials or decision makers but provides scope for women especially women elected representatives to participate more actively in the prioritization and decision making process at the PRI level.

- Tools Used:
- Gender Task Force
 - Gender Development Reports
 - Gender Appraisal of Plans and Projects
 - Women’s Component Plan (earmarking of funds)



Development Seminars and Task Force for Gender Appraisal

Ought Budget Exercise

The '**Ought Budget**' exercise is an interesting approach initiated by Karnataka Women's Information and Resource Centre, Bangalore, in 2002 as a part of a UN Women funded Gender Responsive Budgeting project in Karnataka. The project believed that interests of women are reflected and safeguarded only if they themselves can participate in budget preparation. As part of the project, EWRs were also asked to build an "Ought" budget that was reflective of the local-level needs. The exercise was carried out in two village Panchayats and in one municipality in three phases. Although the actual impact of the approach on the ground is not much known, the exercise provides good insights for incorporating gender into planning and budgeting processes. It highlights how the priorities of Elected Women Representatives (EWRs) differ from overall Panchayat priorities when the process is facilitated and women provided a space to share their opinions.

Steps	Activities	Key Learnings
Phase 1: Needs Analysis	Understanding from the EWRs about their awareness, perceptions and participation in the budget making process	a) There is no system by which the women representatives are made aware of or helped to understand how the budget is prepared and how it is allocated; b) There are no written guidelines or booklets which spell out the budget details to the members and the public; and c) No linkage between expenditure and the priorities listed by women.
Phase 2: Need Prioritization	EWRs were asked to prioritize their local needs as against the priorities set by the Village Panchayats	The priorities fixed by the Village Panchayat were in contest to the priorities identified by the EWRs. Public health and education were given 7th and 8th by Village Panchayat whereas EWRs gave 4th and 5th place.
Phase 3: Preparation of Ought (or alternative) Budget	a) EWRs briefed on Panchayat budget making process. Through focus group discussions, the members were socialized and sensitized about the budgetary process, which in turn motivated them to evince interest. b) The EWRs were then asked to prioritize the development works from their point of view ("ought" budget) and compare it with that of the existing budget ("is" budget).	Most of the EWRs prefer drinking water as top priority followed by the drainage as the village lack proper drainage and this would facilitate the construction of toilets which was not taken up earlier due to the absence of drainage system. Next in the priority was improvement of infrastructure like constructing roads, culverts, maintenance of school building and bus shelter. It was clear that the priorities of the Panchayat and the EWRs vary in terms of setting them.

Sl. No.	Item	Priorities							
		Village Panchayat	EWRs						
			1	2	3	4	5	6	Average
1.	General Administration (Salaries, Sitting Charges, TA, DA, Stationery etc)	4	6	5	7	7	5	5	6
2.	Social security	1	1	2	1	3	1	4	1
3.	Public infrastructure	2	2	3	5	2	3	2	3
4.	Public health	7	3	4	3	1	4	6	4
5.	Civic Amenities	3	4	1	2	4	2	1	2
6.	Education	8	5	6	6	5	6	3	5
7.	Works under schedule caste and tribes welfare	6	7	7	4	6	7	7	7
8.	Contribution	9	8	8	8	9	8	8	8
9.	Debt Heads	5	9	9	9	9	9	9	9

Above: Differences in Prioritization by Village Panchayats and Elected Women Representatives (EWRs) as part of the Ought Budget Exercise

Below: Impact on women's life through watershed projects with and without Gender Mainstreaming

	Addressing practical gender needs	Addressing strategic gender needs	Negative Impacts
Watershed projects with more focus on household	• Increased food security • Increased availability of labour and reduced migration • Increased Income from agriculture • Increased access to credit • Increased access to fodder		• Increased Agriculture Workload • At times increased groundwater irrigation may reduce availability of drinking water in the long run
Watershed projects with specific efforts to involve women (in addition to above)	• Reduced drudgery of drinking water • Increased Income from livestock • Increased access to alternative fuels	• Women take up non-stereotype roles like supplying agriculture inputs, managing group wells, check dam construction, tractor projects, etc • Increased visibility of women at village level and active involvement in PRIs • Curbing of social practices biased against women • Education of girl child increases	• Increased livestock management responsibility

Multi-pronged Approaches in Watershed Projects

Watershed Management Projects traditionally tend to have a very strong land ownership component and hence lead to a neglect of the needs of landless and women. Over the years, though the Government of India as part of its various policy directives has introduced multiple strategies which have resulted in gender mainstreaming in watershed projects. Further many CSOs like ANANDI, Aga Khan Rural Support Programme India, Deccan Development Society, Kutch Mahila Vikas Sangathan, Myrada, Pradhan, WoTR, etc have devised strategies and processes which have enabled gender integration into watershed projects. Multiple strategies used in different stages of the project cycle provide useful insights for the decentralized planning processes to learn from.

Stages	Objectives/ Activities	Gender Component	Good Practices
Policy Guidelines	To provide directions on project objectives, planning processes and implementation mechanisms	Special emphasis to reach women and asset less Special focus on women in institutions Focus on participatory processes with women as primary stakeholder group At least one social development specialist/ women in PIA	Review of Policy every few years with special gender review Technical review reports have separate sections on gender
Project Planning	Participatory as well as Evidence-based Micro watershed planning	Focus on gender analysis and involvement of women	Specific planning for drinking water, fuel and fodder development
Project Implementation	Watershed area management Trainings and Workshops	Common Property Resource (CPR) Development Drinking water, fuel and fodder development Revolving fund for SHGs	Women-led project implementation especially for basic services and CPR Technical/ agriculture trainings for women Drudgery reduction technologies SHG Federations
Institutional Mechanism	To ensure people's participation and ownership over project	At least 2 women in Watershed Committees (WC) Women led user groups Involvement of SHGs	Separate Women's Council All Women WC 50% Women in WC Promoting women's leadership

Limitations:

- Gap between actual and espoused policy. Still remains private land based as against focus on common property resources
- Women's participation in primary institutions – watershed committees and user groups is often nominal. More focus on involving women as SHG members
- Gender projects limited to drinking water and revolving funds for SHGs, with less focus on even fuel and fodder development activities

Gram Panchayat Development Plan (GPDP)

The Gram Panchayat Development Plan (GPDP) is a process of integrated development planning conducted in a fair, transparent and participatory mode at the GP level to capture the people's needs and priorities, match them with available resources and additionally mobilize local resources. The process focuses on convergence planning including all the various sources of funds available at the GP level in addition to FFC like SFC, OSR, MGNREGA and flows from other Central and State Sponsored Schemes (CSS and SSS). While FFC focused on basic services, the GPDP is planned as an all-encompassing plan focusing on poverty, education, water and sanitation, public health, natural resource management, economic development as well as social issues related to SCs, STs, gender, migrants, children, elderly, differently abled, etc. Based on consultative processes with the States, the MOPR, issued a guidelines for GPDP on 5th August 2015. This was followed by a more comprehensive guidelines issued in November 2015 as also supplemented by a Manual for planning for GPDP developed in 2016.

The key components of the GPDP process include:

- High emphasis on participatory planning involving all stakeholders and active role of the Gram Panchayat and Gram Sabha.
- Environment creation at state level suggesting a publicity campaign to generate enthusiasm and motivate people's participation in the process. It also stresses on the importance of stakeholder orientation and capacity building of functionaries and elected representatives on the process.
- The need to calculate and communicate the resource envelope to the GPs to be able to match people's needs with available resources. There was also a high focus on convergence while estimating the resource envelope as also the need to shift to a single plan- the GPDP for the Panchayat.
- Setting up of State level Empowered Committees headed by Chief Secretary or Development Commissioner with Key Department Secretaries as members to monitor and facilitate the process. Similarly Coordination Committees are to be set up at District and Block level.
- A time bound plan approval process to ensure accordance with the financial year for smooth implementation.
- Recommending electronic fund management system for transparency and prudence along with clear technical and administration guidelines to be laid down by states. However, it also emphasized on the need to keep the FFC recommendation that the GPs choice of projects which are in accordance with technical and administrative guidelines should not be changed by any higher authority.
- A robust physical and financial monitoring system, along with social audits..

The GPDP has been clearly successful in institutionalizing the process of decentralized planning in India. The processes have been well elaborate and go a long way towards incorporating the needs and decisions of citizens in the village plans. However, the GPDP also has some limitations especially in the context of gender.

Gender Appraisal of the Gram Panchayat Development Plan (GPDP) Process

Key Features	Strengths	Weakness
Participatory Planning Process	➤ Enables decentralized planning in the true sense with people's participation ➤ Focus on State specific guidelines to incorporate local perspective ➤ Even though the process is participatory there are systems for consolidations enabled by use of IT (Plan Plus software)	➤ Not much focus on ensuring women's participation or giving space for women's needs/demands to be separately captured ➤ Assuming SHG participation as women's participation is not a very good strategy ➤ Limits to people's participation when planning has been assigned to functional committees as in Telangana and Andhra Pradesh ➤ Definite guidelines for works and formats have limited space for innovation
Environment Creation and Capacity Building	➤ There is huge focus on awareness and publicity campaigns to encourage people's participation ➤ Use of media (FM radio, folk media, newspapers) promoted ➤ States encouraged to name the programme and invoke the leverage of the Chief Ministers for publicity ➤ SIRDs nominated as the nodal agency for capacity building, with clear fund allocation from RGPSA-CB ➤ Focus on training ERs and functionaries	➤ Post FFC fund availability under RGPSA could be an issue ➤ There is not much focus on reaching out to women and marginalized communities ➤ Capacity building especially is not targeted for these groups ➤ Except Rajasthan, the other states still don't have a gender mainstreaming in GPDP module ➤ Lack of strong resource pool for trainings on gender
Determination and Communication of Resource Envelope	➤ Very important and innovative exercise of linking plans to resource availability and not just creating a wish list	➤ No focused efforts on determining the envelope. A short cut method of 10% increase from last year allocation suggested
Situational Analysis	➤ Need assessment based on situation analysis is an important step against wish list development ➤ Provision for sectoral assessment and preparation of Development Status Report ➤ Karnataka guidelines suggests use of GPHDI as well as a 62 point indicator framework	➤ Lack of availability of data at village level not addressed ➤ No clarity on who will facilitate the process except in Karnataka which has identified a group of 20 SHG members and 5 Community Volunteers to facilitate the process ➤ No focus on undertaking gender analysis

Key Features	Strengths	Weakness
Identification of Costless Activities	➤ Brings in the focus on social issues especially since it is mandatory	➤ Not all social issues can be unfunded. ➤ There should have been a provision for some funding
Institutional Mechanisms	➤ Empowered Committee at State level headed by Chief Secretary or Development Commissioner ➤ Coordination Committees at District and Block level ➤ Gram sabhas mandated by States as the final approval authority ➤ Recognized role of standing / functional committees related to planning	➤ No clear link with State plans or planning process ➤ No clear role for DPCs except for approval ➤ No formal alignment with other schematic planning cycles through issues of circulars or similar measures ➤ No mechanisms to provide statutory status to Mahila Sabhas for getting women's demands on record
Visioning Exercise and GPDP Finalization	➤ GPs having a perspective plan or vision (especially a 5 year one as in Karnataka) strengthens their overall understanding of development ➤ Plans linked to outcomes or goals like in Telangana	➤ Vision exercise not focused in gender issues ➤ No focus or parameters for gender focus in the final prioritization process ➤ No link of plan finalization with women's needs or Mahila Sabha resolutions
Plan Link with Implementation	➤ Direct link with implementation ➤ Some states have even frozen plans for implementation ➤ Approval processes in place with systems to review the plans ➤ No powers to higher levels to delete or modify the plans only technical appraisal	➤ Need to have project proposals for sanction from higher level even after plan is approved ➤ Technical sanction still as per State laws may limit GP autonomy

Engendering GPDP:

Even within the above limitation, however, the GPDP process provides very good opportunities for gender mainstreaming. These include:

- a) Space for reaching out to women directly and encourage their participation.
- b) High focus on capacity building which is very important for ERs from marginalized communities and EWRs.
- c) There is a significant amount of untied funds from FFC and SFC for planning and also scope of sharing of resource envelope with PRIs at least for that amount. This makes it easier for EWRs who generally do not have access to this information.
- d) Data collection on specific indicators using format and situational analysis using PRA tools. It is expected that the situation analysis will capture data on gender parameters.
- e) The visioning exercise provides opportunity for long term goal/ indicators which is very important for gender development.
- f) People have the final say Ward Sabhas or Gram Sabhas put up demands and Gram Panchayat has to do the prioritization. Final approval is by Gram Sabha and no major changes are possible afterwards. This provides higher decision making powers to the people as also space for women to put in their demands.

Many States have already initiated actions in this direction, however there are gaps in the process and it has the potential to be strengthened further.

Opportunities, Good Practices, Gaps and Recommendations for Gender Mainstreaming in the Gram Panchayat Development Plan (GPDP) Process

GPDP Processes	Good Practices	Gaps	Recommendations
Environment Generation	Most states used mass media to reach out to communities Most ERs/WERs had also participated in the GPDP related Gram Sabha Comparatively higher levels of awareness regarding GPDP as also participation in GPDP related Gram Sabhas In Karnataka, there was a focus on mobilizing 20 SHG women as local facilitators.	No specific reaching out to women Women participation was reported less in Gram Sabha Mahila Sabhas either not conducted or not publicized (also not formal part of GPDP guidelines)	Reaching out to women and marginalized to create awareness on GPDP and FFC resources- especially through training of SHG members on GPDP and involving them as facilitators Exclusive Mahila Sabhas to be conducted for GPDP Mahila Sabha resolutions to be documented and put in public arena through Plan Plus
Capacity Building	All Panchayat Secretaries and most Sarpanch know importance of GPDP and the process to be followed Many WERs know about the GPDP processes	Current focus more on training functionaries than ERs for GPDP. Most women and ERs from marginalized communities interviewed could not recollect participation in any such trainings	Special emphases/component for training of WERs and those from marginalized sections in the GPDP guidelines itself Training on Gender Mainstreaming in GPDP should be made compulsory for all Panchayat Secretaries and Sarpanch

GPDP Processes	Good Practices	Gaps	Recommendations
Institutional mechanisms	In most states, there is provision for women representation in the standing committees. In Telangana and Andhra Pradesh, there was a specific inclusion of women VO leaders in the functional committees.	Women committee members are not much active	Specific training focus for women in committees
Resource Allocation	Sarpanch and active ward members aware of FFC and SFC allocations GPs have higher stake in planning for these funds in most states Funds transferred directly to GP accounts and mostly on time	Low gender development not a criteria for higher resource allocation among districts No specific resource allocation for women No specific mention in the guidelines for the plans to be gender responsive Social/ gender development parameters included mainly as cost-less activities	Allocate adequate resources for social and gender development activities. The guidelines, especially where indicating sectoral composition should a 30% women component Specific 10% allocations for awareness activities on social and gender issues
Situation analysis and need assessment	PRA tools used in some states, where facilitation was available Most GPDPs have some basic GP level data Karnataka had detailed format to capture situational analysis and some questions on gender related parameters	Lack of facilitation especially on gender and social issues in PRA No mention of separate gender analysis There was no clarity even on the sector based needs assessment on how to do gender analysis, nor was it a priority. No space to separately record women's needs	Each GP should have a gender development report to reflect on Gender aware PRA tools like Moser framework and spatial mapping should be promoted Separate guidelines and format for reporting on gender parameters and undertaking gender analysis Space/format for gender needs to be documented
Visioning exercise	Although not so well done, most GPDPs do have some goal/outcome indicator Telangana has developed a draft toolkit for having gender goals as part of the vision and outcome indicators for each functional committee	Less focus on social issues in vision exercise and not much link of vision with activity plan There is no talk of gender-based violence not even child sex ratio except in cost less activities	Each GPDP should have a gender and development outcome, with clear indicators and activity plan
GPDP finalization	Women have been able to put up their infrastructure demand especially for drinking water in ward sabhas and gram sabhas	There was no gender focus in the final prioritization process in the guidelines or in practice Sometimes priorities of women highlighted in ward sabhas might have taken a back foot in the Gram Sabhas where women's participation was less	GPDP should have a separate women's component, which is planned and approved by the Mahila Sabha Separate problem prioritization and matrix ranking exercises should be done

Tools for Gender Mainstreaming

There is no blue print for gender mainstreaming. But a range of tools for gender analysis and reporting are available. It is important to identify tools which suit the given context and if needed also customize the same for better application.

As the focus on gender mainstreaming increased over the years, many tools have been derived by multiple agencies to suit the needs of their programme staff. Most of these tools include frameworks for gender analysis including participatory planning tools; checklists and/or markers for reporting on gender; and tools for monitoring and impact assessment.

While each of these tools provide different types of analysis, what is more important though is to not leave the results at an analysis level but to link them with decision making processes. Unless the results of the tools are linked to decisions, no gender tool can be useful.

The key principles which should guide the selection of the right tool are:

- a) Level of analysis required for the decision making- time period of repeat analysis; possible extrapolation of sample analysis.
- b) Availability of time and resources to apply the tool.
- c) Possibility of participatory processes within the system
- d) Capacities of the users.
- e) Possibility of integration within the mainstream planning process.

In the coming sections we will focus on the Utility and “How To” aspects of using the tools.

Tools	Objective and Application
Moser Framework	Helps identify practical needs of women related to both domestic and production activities. Useful for programmes which address basic service delivery like the FFC and GPDP
Problem Prioritization	Helps women articulate and prioritize their needs and convert them into demands. Useful in participatory planning exercises.
Harvard Framework	Useful in sectoral planning as it helps policy makers identify gender difference and inequalities in the sector
Spatial Mapping	Links resources and infrastructure with location. Helps identify spatial inequalities very important for women and girls with mobility restrictions
Project Information Marker	Useful for tracking the expenditure pro-women/ gender responsive projects. Also helps planners reflect on improving gender responsiveness
Service Satisfaction Assessment	Can be done using surveys as well as in participatory manner. Helps identify the gender differences in satisfaction of the services provided on multiple criteria as well as components
Village Index Card/ Gram Panchayat HDI	An indicator based data tracking tool, which helps monitor the progress of gender outcomes as well as sex disaggregated output assessment. Also substitutes for situational analysis and tracking of progress on larger goals like MDG, SDG, HDI, etc
Social/ Participatory Gender Audit	Increases community awareness on entitlements and allows them to have a say in how programmes affect their lives. Also a grievance mapping mechanism.

Moser Triple Burden Mapping Framework

One of the most popularly used frameworks is that developed by Caroline Moser. It is based on her concepts of gender roles and gender needs, and policy approaches to gender and development planning. The framework helps to make all work visible and valuable to planners, through the concept of triple roles. It also helps to distinguish between types of gender needs. The process has to be done in three stages-

- a) Brainstorming on the various works done by the particular category;
- b) Articulation of how it leads to triple burden of work on women and to identify their practical gender needs; and
- c) Analysis of the information to identify constraints and development interventions

The aim of this tool is to identify the critical needs of men and women either across age-groups or across occupations.

Stages	Process Steps
Brainstorming	1. Chart out the 24-hour daily routine in the life of a woman and man from the community you want to target. 2. Ensure you ask what they do each hour and try to detail each activity. 3. You may also want to ask how things vary across seasons. 4. Put down each and every activity mentioned on separate cards and keep them for use in the next stage.
Articulation	1. Take all the cards and classify each of the activities into three categories: productive, reproductive and community; as per the given format. 2. Ask the group if they want to add any other activities which they do under the classifications. 3. The output will help you identify women's triple role.
Analysis and Planning	1. Identify the problems faced in each of the roles and the corrective measures that can be taken. 2. Identify activities that the development project (Gram Panchayat) can undertake for the required problem/corrective measures. 3. This will give a list of women's practical needs and possible solutions/activity plan.

Points to Consider:

- a) The exercise is best undertaken with a smaller and more or less homogenous group either by age or by occupation.
- b) While open charts are considered best for PRA exercises, one can also explore using printed flex sheets to make the exercise attractive.
- c) The analysis is best undertaken as a precursor to problem prioritization exercise
- d) One can also do the exercise separately for men and women to be able to identify the needs of both categories.

Format for Moser Framework

Time of the Day	Productive Work			Domestic Work			Community Work		
	Activities	Problems	Solution	Activities	Problems	Solution	Activities	Problems	Solutions
Morning (4 am to 8 am)									
Mid Morning (8 am to 12 pm)									
Afternoon (12 pm to 4 pm)									
Evening (4 pm to 8 pm)									
Night (8 pm to 12 am)									

Examples of using Moser Framework by CSOs in Rajasthan and Madhya Pradesh

Examples of using Moser Framework by CSOs in Rajasthan and Madhya Pradesh

उत्पादक काम (Productive Work):

1. सुबह उठना - 5 बजे
2. पेंचघात के काम - 3 बजे
3. मिलाई करना - 3 बजे
4. अणु शिक्षण - 3 बजे

सामाजिक काम (Social Work):

1. आराम - मनोरंजन
2. शांति - 1 बजे
3. शांति - 1 बजे
4. शांति - 1 बजे
5. शांति - 1 बजे
6. शांति - 1 बजे
7. शांति - 1 बजे
8. शांति - 1 बजे
9. शांति - 1 बजे
10. शांति - 1 बजे
11. शांति - 1 बजे
12. शांति - 1 बजे
13. शांति - 1 बजे
14. शांति - 1 बजे
15. शांति - 1 बजे
16. शांति - 1 बजे
17. शांति - 1 बजे
18. शांति - 1 बजे
19. शांति - 1 बजे
20. शांति - 1 बजे
21. शांति - 1 बजे
22. शांति - 1 बजे
23. शांति - 1 बजे

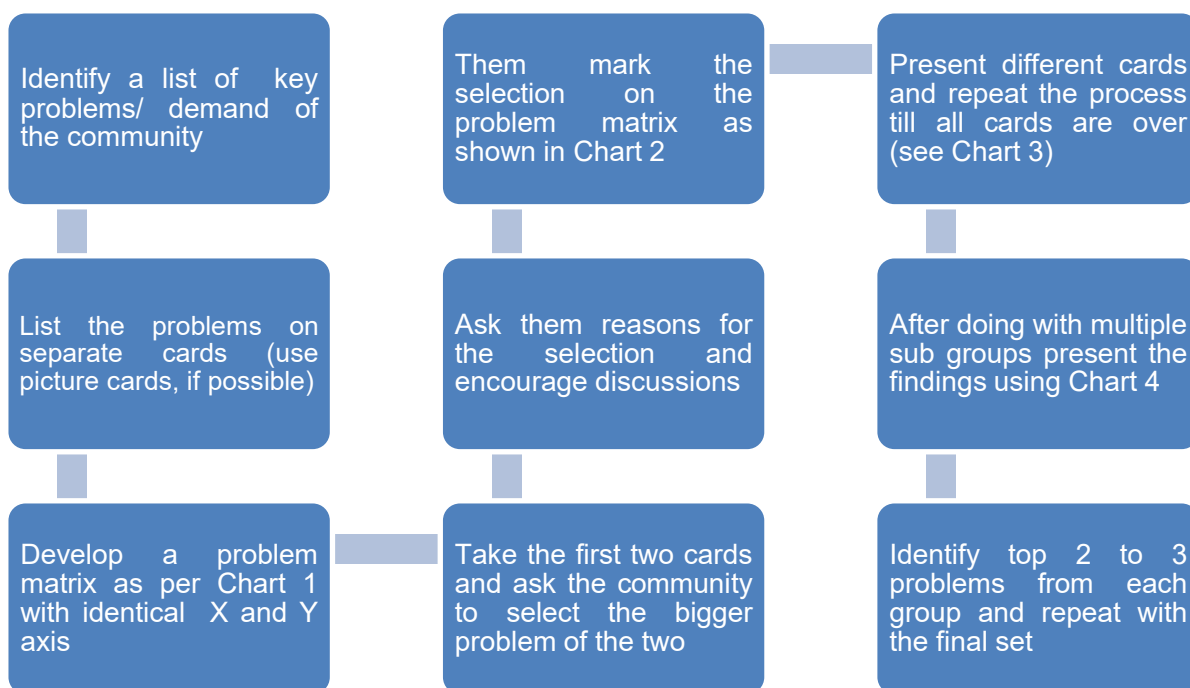
महिला के काम की रूपरेखा (Outline of women's work)

आवृत्ति (Frequency)	काम (Work)	धरतु काम (Earthwork)	उत्पादक काम (Productive Work)	सामाजिक काम (Social Work)
5	7 बजे स्कूल कॉलेज में काम करने जाती है।	☐ बरखी	☐ पानी का बरखा	☐ बरखी
10	9 बजे बरखी का काम करने जाती है।	☐ पानी की कमी	☐ पानी की कमी	☐ बरखी
10	- सिलाई करना	☐ बरखी	☐ पानी का बरखा	☐ बरखी
10	- किसान कपड़-पुड़ी पालतू की दुकान में बेचना	☐ पानी की कमी	☐ पानी की कमी	☐ बरखी
10	- सिलाई करती है।	☐ बरखी	☐ पानी का बरखा	☐ बरखी
10	- दुकान पर बेचती है।	☐ पानी की कमी	☐ पानी की कमी	☐ बरखी
10	सिलाई करती है।	☐ बरखी	☐ पानी का बरखा	☐ बरखी
10	सिलाई करती है।	☐ पानी की कमी	☐ पानी की कमी	☐ बरखी
10	सिलाई करती है।	☐ बरखी	☐ पानी का बरखा	☐ बरखी
10	सिलाई करती है।	☐ पानी की कमी	☐ पानी की कमी	☐ बरखी
10	सिलाई करती है।	☐ बरखी	☐ पानी का बरखा	☐ बरखी
10	सिलाई करती है।	☐ पानी की कमी	☐ पानी की कमी	☐ बरखी
10	सिलाई करती है।	☐ बरखी	☐ पानी का बरखा	☐ बरखी
10	सिलाई करती है।	☐ पानी की कमी	☐ पानी की कमी	☐ बरखी
10	सिलाई करती है।	☐ बरखी	☐ पानी का बरखा	☐ बरखी
10	सिलाई करती है।	☐ पानी की कमी	☐ पानी की कमी	☐ बरखी
10	सिलाई करती है।	☐ बरखी	☐ पानी का बरखा	☐ बरखी
10	सिलाई करती है।	☐ पानी की कमी	☐ पानी की कमी	☐ बरखी
10	सिलाई करती है।	☐ बरखी	☐ पानी का बरखा	☐ बरखी
10	सिलाई करती है।	☐ पानी की कमी	☐ पानी की कमी	☐ बरखी
10	सिलाई करती है।	☐ बरखी	☐ पानी का बरखा	☐ बरखी
10	सिलाई करती है।	☐ पानी की कमी	☐ पानी की कमी	☐ बरखी
10	सिलाई करती है।	☐ बरखी	☐ पानी का बरखा	☐ बरखी
10	सिलाई करती है।	☐ पानी की कमी	☐ पानी की कमी	☐ बरखी
10	सिलाई करती है।	☐ बरखी	☐ पानी का बरखा	☐ बरखी
10	सिलाई करती है।	☐ पानी की कमी	☐ पानी की कमी	☐ बरखी
10	सिलाई करती है।	☐ बरखी	☐ पानी का बरखा	☐ बरखी
10	सिलाई करती है।	☐ पानी की कमी	☐ पानी की कमी	☐ बरखी
10	सिलाई करती है।	☐ बरखी	☐ पानी का बरखा	☐ बरखी
10	सिलाई करती है।	☐ पानी की कमी	☐ पानी की कमी	☐ बरखी
10	सिलाई करती है।	☐ बरखी	☐ पानी का बरखा	☐ बरखी
10	सिलाई करती है।	☐ पानी की कमी	☐ पानी की कमी	☐ बरखी
10	सिलाई करती है।	☐ बरखी	☐ पानी का बरखा	☐ बरखी
10	सिलाई करती है।	☐ पानी की कमी	☐ पानी की कमी	☐ बरखी
10	सिलाई करती है।	☐ बरखी	☐ पानी का बरखा	☐ बरखी
10	सिलाई करती है।	☐ पानी की कमी	☐ पानी की कमी	☐ बरखी
10	सिलाई करती है।	☐ बरखी	☐ पानी का बरखा	☐ बरखी
10	सिलाई करती है।	☐ पानी की कमी	☐ पानी की कमी	☐ बरखी
10	सिलाई करती है।	☐ बरखी	☐ पानी का बरखा	☐ बरखी
10	सिलाई करती है।	☐ पानी की कमी	☐ पानी की कमी	☐ बरखी
10	सिलाई करती है।	☐ बरखी	☐ पानी का बरखा	☐ बरखी
10	सिलाई करती है।	☐ पानी की कमी	☐ पानी की कमी	☐ बरखी
10	सिलाई करती है।	☐ बरखी	☐ पानी का बरखा	☐ बरखी
10				

Problem Prioritization Exercise

Problem/Preference Ranking is a participatory technique that enables stakeholder communities both men and women to identify a list of problems faced by them and then work together to rank the problems according to their importance. It provides space for people to think and decide on allocation of resources to issues which are of higher concerns to them. While a simple method of listing problems and then ranking them based on their importance is also useful, it is better to first identify a list of 10 to 12 key problems using this and then use problem pairing method for actual prioritization, as it is more systematic and helps remove perceptual biases.

The aim of this tool is to enable community to take the decision to allocate limited resources to their more immediate concerns. It is a very strong planning tool as it helps limit a laundry list of demand to 4 to 5 key activities.



Points to Consider:

- The exercise works well when done with smaller groups. It is better to do the first level of prioritization with smaller groups of men and women separately (preferably from different communities/habitation) during the Ward Sabha
- The Gram Sabha can then be a forum to share the preferences of the various groups and then facilitate the final decision making process by using top 2 or 3 priorities of all groups
- The exercise works better when paired with Moser framework for women to identify their list of problems first. Also then they are not only able to articulate their demands better but are more vocal about it.

महिला एक होना [2]	आयोजना में भागीदारी होना [4]	महानगरी संसाधनों पर नियंत्रण होना [1]	प्रशिक्षण की कमी [3]	वाजार तक पहुँच होना
शिक्षण एक होना	आयोजना में भागीदारी	महानगरी एक होना	प्र. की कमी	आयोजना एक होना
आयोजना में भागीदारी होना		आयोजना में भागीदारी होना	आयोजना में भागीदारी होना	आयोजना में भागीदारी होना
महानगरी संसाधनों पर नियंत्रण होना			प्रशिक्षण की कमी	महानगरी संसाधनों पर नियंत्रण होना
प्रशिक्षण की कमी				प्र. की कमी
वाजार तक पहुँच होना				

Formats for Problem Prioritization

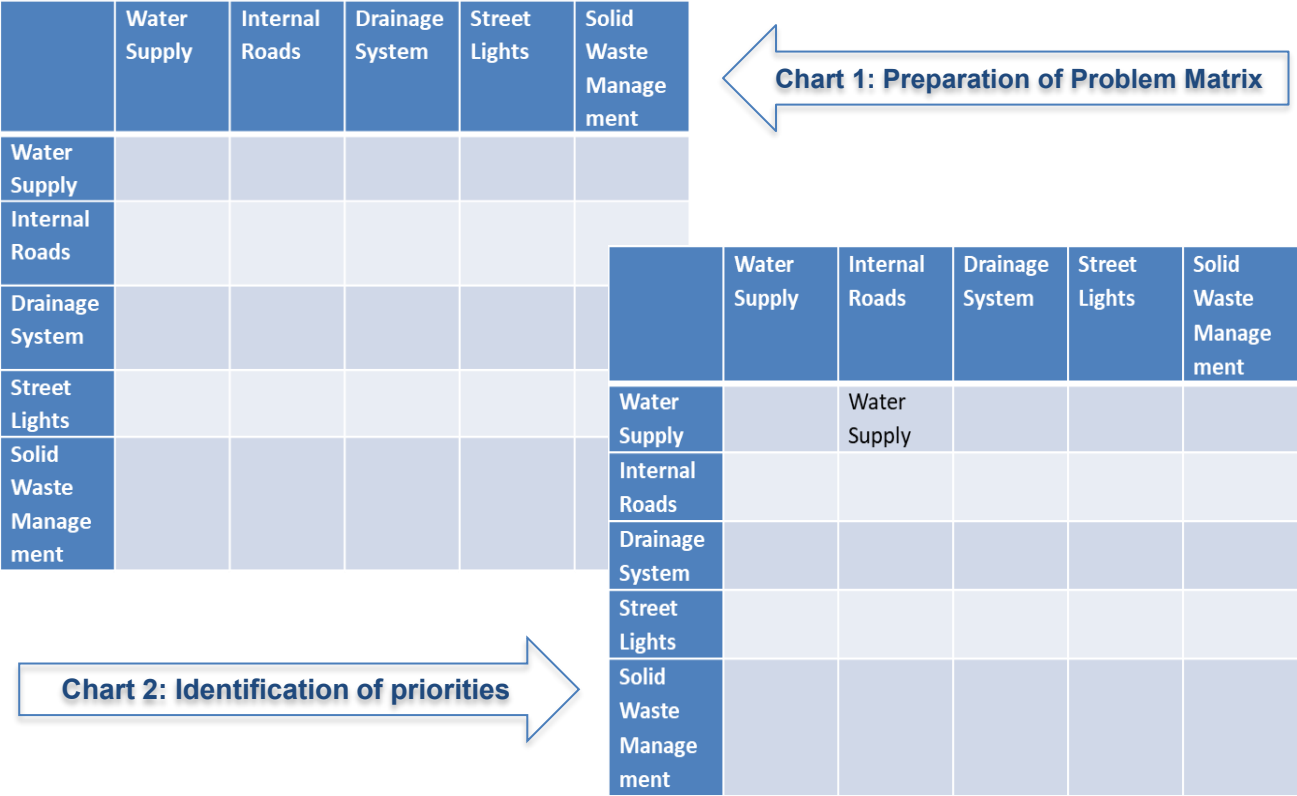


Chart 3: Final Filled in Problem Matrix					
	Water Supply	Internal Roads	Drainage System	Street Lights	Solid Waste Management
Water Supply		Water Supply	Drainage System	Water Supply	Water Supply
Internal Roads			Drainage System	Street Lights	Solid Waste Management
Drainage System				Drainage System	Drainage System
Street Lights					Solid Waste Management
Solid Waste Management					

Chart 4: Analysis and Presentation of Prioritization				
	Number of times marked by women	Women's Preference Ranking	Number of times marked by men	Men's Preference Ranking
Water Supply	3	2		
Internal Roads	0	5		
Drainage System	4	1		
Street Lights	1	4		
Solid Waste Management	2	3		

Harvard Gender Analysis Framework

The Harvard Gender Analytical Framework developed by the Harvard Institute for International Development in collaboration with the WID office of USAID, is one of the earliest gender analysis and planning frameworks. It emphasizes gender-awareness and is based on the understanding that allocating resources to women as well as men in development efforts makes economic sense and will make development itself more efficient (the Women in Development approach).

The framework consists of a matrix for collecting data at the micro (community and household) level and has four interrelated components.

- a) The Activity Profile, which defines the roles of men and women;
- b) The Access and Control profile which helps understand the gendered asset and resource profile within the community;
- c) The Influencing factors profile which helps link the above two; and
- d) The project cycle analysis, which examines a project or intervention in light of gender-disaggregated information

The aim of this tool is to:

- To demonstrate that there is an economic rationale for investing in women as well as men.
- To assist planners design more efficient projects and improve overall productivity.
- To emphasize the importance of better information as the basis for meeting the efficiency/equity goal.
- To map the work of men and women in the community and highlight the key differences.

Activity Profile				Astr. Profile			
गतिविधि	पुरुष	महिला	समय	समय	पुरुष	महिला	समय
1. चलना	✓	✓	10 मिनट	✓	✓	✓	10 मिनट
2. दौड़ना	✓	✓	10 मिनट	✓	✓	✓	10 मिनट
3. उठना	✓	✓	10 मिनट	✓	✓	✓	10 मिनट
4. खाना खाना	✓	✓	10 मिनट	✓	✓	✓	10 मिनट
5. सोना	✓	✓	10 मिनट	✓	✓	✓	10 मिनट
6. पढ़ना	✓	✓	10 मिनट	✓	✓	✓	10 मिनट
7. लिखना	✓	✓	10 मिनट	✓	✓	✓	10 मिनट
8. बोलना	✓	✓	10 मिनट	✓	✓	✓	10 मिनट
9. खेलना	✓	✓	10 मिनट	✓	✓	✓	10 मिनट
10. सोना	✓	✓	10 मिनट	✓	✓	✓	10 मिनट

Points to Consider:

It is practical and hands-on. Once the data have been collected, it gives a clear picture of who does what, when and with what resources. It makes women's role and work visible.

It distinguishes between access to and control over resources.

It can be easily adapted to a variety of settings and situations.

It is relatively non-threatening, because it relies on "facts" only

Based on WID (efficiency) rationale, which aims at increasing project/programme efficiency. It does not delineate power relations or decision-making processes. Therefore, the framework offers little guidance on how to change existing gender inequalities. It tends to result in gender-neutral or gender-specific interventions, rather than those that can transform existing gender relations.

Is basically a top-down planning tool, excluding women's and men's own analysis of their situation

Adapted Version of Harvard Framework

Activity Profile

Sector Cycle	Men	Women	Problems faced in the activity	Existing programme to address the problem	Gaps requiring additional interventions
Activity 1					
Activity 2					
Activity 3					
Activity 4					
Activity 5					

Access and Control Profile

Assets/ Tools/ Information	Access		Control		Ownership	
	Men	Women	Men	Women	Men	Women

Project Development Questions

What are the barriers in access, control and ownership of women over existing assets, tools and information?	
What can be done by the project to help women overcome those barriers and improve their access and control over resources?	

Spatial Mapping Exercise

Mapping is one of the most versatile tools and is powerful in generating pictures on any aspect of the physical reality. Maps, however, need not always be exactly reduced representations of the geophysical structures, Mental mapping exercises, especially with the communities can be a very powerful tool for understanding the various facets of a village or settlement like demographics, settlements patterns, infrastructure, natural resources, etc. Such type of community mapping, when done with different groups- men, women, farmers, pastorists, etc highlights the nuances of the social stratification and resource distribution within the village. It also thus becomes a very strong planning tool, as it helps highlight gaps areas especially in resource development and service infrastructure.



The aim of this tool is to:

- To learn about the social stratification in the village- who is living where
- Understand the physical resource and social infrastructure concentration areas and highlight the deprived areas and communities
- To create a visual depiction to bring together all aspects of development needs together and encourage communities to visualize a better situation

Process:

- Ask the participants to draw a map of the village, beginning with the point where the group is standing and linking it to the main road. Facilitate the drawing of all important internal roads and help create a village boundary (you may or may not want to take agriculture fields area depending of the need)
- Hand over the pen and ask the community to mark all settlement areas (showing number and type of households in each settlement)
- Ask the group to also show institutions, buildings and places that offer some kind of social service or which are popular spots to meet and discuss. Example: Anganwadi, schools, drinking water bus stops, Panchayat office, health center, places where people frequently meet, etc. Use legends to depict these so that they are more visible for all to see and reflect on.
- Encourage the group to discuss and show on the map the various basic services which are currently being provided by the Gram/ Taluka Panchayat. Circle the service/ coverage areas for these services. Ask questions like:
 - Who will be the most likely to avail of the service
 - Are there any specific communities which are likely to be deprived of the service and Why
- Mark out which will be those points and what kind of services/infrastructure needs to be put in place for the same.

Points to Consider:

- Maps can be drawn on a chart paper or on the ground. However, if done on the ground need to be replicated on a chart paper.
- Once the map has been created on chart, it is important to take a transect walk around the village to visit and mark the major areas of infrastructure gaps (If possible, it is also useful to mark these using GPS markers for future referencing. You can also update the map in the process by highlighting additional areas of concern observed in the process.

Gendered Spatial Mapping Exercise

- Next focus on areas of importance for women and girls in the village. Ask questions like
 - What are the places that women and girls are most likely to use and/or visit and Why?
 - Are there any specific problems faced by women and girls in using/ visiting those areas
 - Are there any un-safe points. Are there any specific problems at night
 - Will there be any specific problems faced by women
- Mark out these points and discuss what kind of actions need to be taken to improve the accessibility of women and girls

Points to Consider:

- It is important to have the discussion on the gender aspects with women and girls taking the lead (a good process is to actual ask the front runner initially to take a back step and let women and girls reflect on the map created.
- It is also advisable to have multiple groups undertaking the transect walk- one with women, one with girls and one with women from marginalized communities.
- Discuss on issues of women's concerns and safety during the transect and make sure to take notes of specific points which women highlight for setting up infrastructure like roads repair, street lights, etc.

Alternative Method of Spatial Mapping

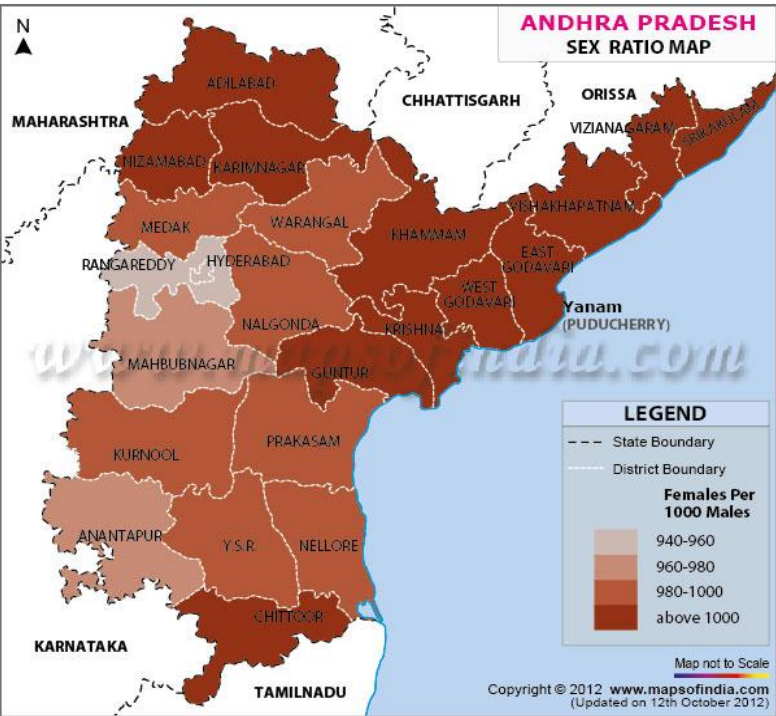
While participatory mapping is the most useful exercise, it is also time consuming and may not always be possible especially for higher tiers of Panchayat- at Taluka and Zilla levels. It is however possible to use mapping as a tool to identify service areas and gap areas even at that level by giving a spatial connotation to the datasets available. A simplified process for undertaking the same is suggested herewith.

- Identify 3 largest (in terms of budget) programmes of your area.
- Identify 2 to 3 sub-activities within each of these programmes which can provide sex-dissegregated data. Example: Training participants, direct beneficiary targeted inputs, eligibility certificate provisions, muster role payments, user fees/tax payments, enrollment figures, etc.
- List all the Gram/ Taluka Panchayats in your area and make a table of the male and female beneficiaries of the above activities in the last one year (or based on data availability).
- Calculate the total number and percentage of male and female beneficiaries in each Gram/ Taluka Panchayat. (It is ok to have overlaps)
- Now identify four areas (Gram Panchayats or Talukas) based on the following:
 - a) Highest number/ percentage of female participation
 - b) Highest number/percentage of male participation
 - c) Lowest number/ percentage of female participation
 - d) Lowest number/percentage of male participation
- You can also create a GIS map of the data so created to help visualize the low and high coverage areas.
- Identify causes for high and low coverage. Other than secondary perspective, it is good to actually undertake Focus Group Discussions in these areas to identify the enablers and barriers for communities especially women from these area to participate.
- While making the budget for the next year, ensure that there is more budget for enablers activities in the low coverage areas.
- Plan new activities for addressing the barriers to participation especially for women.
- Use the learnings from the process and apply them across the programmes to ensure better participation of men and women.

Format for Alternative Spatial Mapping

Gram/ Taluka Panchayat	Activity 1		Activity 2		Activity 3		Activity 4	
	Male	Female	Male	Female	Male	Female	Male	Female
Panchayat 1								
Panchayat 2								
Panchayat 3								
Panchayat 4								

Gram/ Taluka Panchayat	Activity 1		Activity 2		Activity 3		Total		Perce ntage
	Male	Female	Male	Female	Male	Female	Male	Female	Female
Panchayat 1	100	70	50	35	75	51	225	156	41
Panchayat 2	50	45	45	35	80	78	175	158	47
Panchayat 3	200	100	35	40	95	65	330	205	38
Panchayat 4	150	50	40	30	125	89	315	169	35



Using GIS as a tool to identify gender gaps-example of identification of districts with problematic sex ratio in Andhra Pradesh (Map by Census of India)

Project Information Markers (PIM)/ Gender Markers

In 2002, Department of International Development (DFID) introduced the concept of the **Policy Information Marker** as a measurement tool for internal monitoring, in which programmes and projects are distinguished as being from one of three categories: principal project objective, significant project objective, and non-targeted.

Gender Equality or Gender Markers have been used by many UN agencies as a tool for gender audit. Policy, Programme or Project Information Markers or Gender Markers are simple tools which can also but be deployed at the planning stage for quick gender appraisals of project and to review the allocation of budgets for women. These markers use a simple scale of 0 to 3 to mark the projects based on their targeting of gender equality.

Using Gender Markers

A Gender Marker requires projects to rate all project activities in terms of how they contribute to gender equality and women's empowerment. This is done in the work planning and budgeting phase, and can also be used for monitoring/reporting. Each activity must be allocated a gender rating of 0, 1, 2 or 3, as follows:

- Activities that have gender equality as a **principal objective should be rated 3**;
- Activities that have gender equality as a **significant objective should be rated 2**;
- Activities that will contribute in some way to gender equality, but **not significantly, should be rated 1**; and
- Activities that are **not expected to contribute noticeably to gender equality should be rated 0**.

During the project vetting process, the project planners can code their projects. In doing so, they also explore and gain an appreciation of how to integrate gender issues well in their projects. As a result, new information can be incorporated in the project design to improve it. Information or consultation gaps may be identified and addressed at a later stage during project implementation and monitoring. Using the marker in the project design phase, and double-checking in the project closing phase to see if the coding was correct, can provide useful input for partner agencies and NGOs in the next project design cycle. Generally, gender advisers or gender focal points will be there to assist the planners in coding the markers.

In 2015, the Fiscal Policy Institute, Bangalore also used Gender Markers in collaboration with performance markers for assessing the gender responsiveness of Yashasvini health care scheme and National Skill Development Mission. The process involved an elaborate exercise of multiple parameters to measure performance indicators and gender markers. The performance indicators include: Risk, Inputs, Process, Outputs and Outcomes. Each of which is defined with related activities, a gender marker and measure and then given a code from 0 to 3.

Activity	Gender Component	Gender Code
Highway construction	No gender analysis	0
Road to block headquarter	No gender analysis but expected that women and girls will also benefit with better roads	1
Road to Secondary School Constructed	Demanded by community for ensuring better attendance of girls in secondary school	2
Special transport facilities for Girls in Secondary Schools	For increasing enrollment of girls in school	3

PIM/ Gender Marker Guide sheet

Gender Score	Description	Examples
0	There has been no gender analysis conducted. It is assumed that women will also benefit from the project. (Note: This implied that there may or may not be gender impacts. There could also be the risk of a negative gender impact.)	Projects where the proposal or Detailed Project Report (DPR) has words like "Including women and children" but does not have any specific activity to ensure this will fall under this category. Construction of infrastructure Roads, Bridges; Highways; Market Yards, Cold Storage; Establishing agro-processing units, etc without gender analysis. Provision of services- skill training, agriculture training, education, scholarship, without any specific targeting for women
1	The project is designed to contribute in some limited way to gender equality. This means that the project either includes a gender needs assessment or has atleast one objective/activity to reach out to women even though needs assessment has not been undertaken. (Note: Such projects have a potential to improve gender equality and can be designed better)	Projects related to education, health, nutrition, drinking water supply or sanitation which recognize potential gender impact and have: a) Included it in need assessment- example mentioning the differences in anemia levels/ enrollment rates of girls and boys, work force participation, lack of skills, but do not have any specific activities to address the same. b) A component to address gender issues- example separate women's toilets, water supply systems- but have not ensured that women's concerns and voices are included in the design and management of the project.
2	Projects which contribute significantly to gender equality. Gender Mainstreaming projects, which are specifically designed keeping in mind the different needs of women/girls and have integrated it well into the activities and outcomes. (Note: Such projects will have a gender analysis report attached)	a) Village water supply scheme, designed with women's participation and managed by water committee well represented by various sections of women b) Agriculture programmes which include trainings for men and women farmers designed based on their role and constraints c) Village street electrification programme, which has included women and girls participation in decisions on locations
3	Projects with the principal purpose of the project is to advance gender equality. These include targeted action for women and girls to provide them a level playing field or on gender-specific services. (Note: Such projects are generally those where 100 percent of the beneficiaries are women or related to gender sensitization/analysis)	a) Providing transport and scholarship facilities to girls to increase enrollment in schools b) Providing specific nutrition and life skills education to adolescent girls c) Providing emergencies services- medical, residence, legal aid to women victims of domestic violence d) Awareness programme on declining child sex ratio, child marriage, etc e) Providing gender sensitization trainings to men and boys

Gender Aware Beneficiary Assessment

This is a tool, which allows the voice of the citizen to be heard. Potential and actual beneficiaries of a government programmes are asked, using a variety of techniques, their views as to whether existing forms of public service delivery meet their needs as they perceive them. Data for disaggregated beneficiary assessments can be collected by using quantitative surveys (eg user satisfaction surveys, opinion polls and attitude surveys) and qualitative processes (eg focus groups, interviews, participant observation). Each technique has particular strengths and limitations. The assessments can be initiated by various agencies within government or by groups within civil society.

Process:

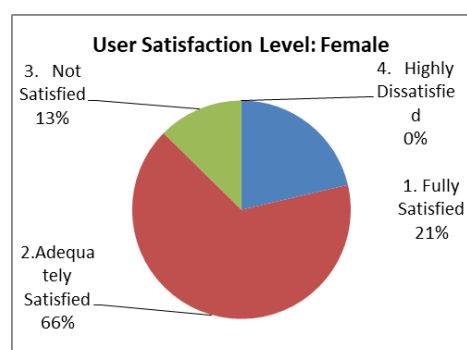
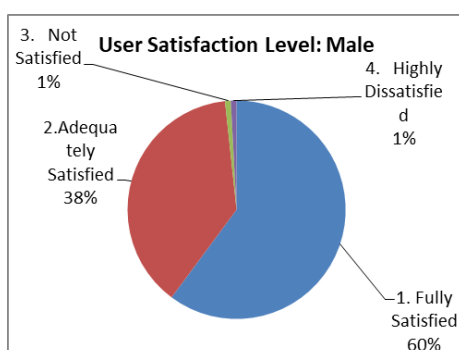
- List the services and entitlements/ activities provided by the institution/ project.
- For example if you were doing it for an anganwadi center, it would quantity of supplementary nutrition, quality of food, health check-ups, pre-school programme, location of the centre, timings of the centre, basic facilities available, behaviour of the staff, health, etc
- Ask the users of the service (community) to rank their level of satisfaction for the service on a scale of 1 to 5. where 5 is the most satisfied and 1 is the least level of satisfaction.
- Document the reasons for the score, in case participatory process are being followed.

Points to consider:

- The tool can be used for assessment of institutions like of district hospitals, secondary schools, technical training institutes as well as for services provided like community toilets. Water supply system, Solid Waste Management system, etc.
- It is important to collect and analyze opinions of women and men separately on the extent to which they are satisfied with the services.
- Apart from an overall satisfaction level, it is also helpful to analyze satisfaction with multiple aspects/components of the service, so as to provide actionable feedback.

This exercise can be done individually in the form of a survey as well as in the form of a focused group discussion. Participatory processes are useful qualitative instruments, which provide for collective analysis and discussion of the issues under consideration and facilitate a process of social learning. The views generated do benefit from a process of discussion and reflection; however they are not statistically representative. However, this also enables us to take the perspective of intended beneficiaries who do not use the service due to low satisfaction levels.

Individual user satisfaction surveys are useful for quantitative analysis and can be undertaken for more statistically significant results. User surveys are especially useful when there are time constraints to establish a rapport with the user group especially when the population is floating. For example for district hospitals, public toilets, bus stands, etc.



Beneficiary Satisfaction Scoring

Services	Activity	Level of Satisfaction		Reasons for the Scoring
		Men	Women	
Building & Repairs	Quality of building	4	4	Newly build center. However, there is less ventilation facility
	Space within the ANW	4	3	The number of children is high and many times they have to play outside
Facilities	Drinking water	5	5	Yet it is available
	Toilets	4	2	Available but water facility is not there so not usable
Nutrition	Quantity of Food	4	3	Each child is given the same amount. There should be allowance for age and appetite.
	Quality of Food	3	3	Ok but on many days hot food is not provided, they are only provided ration
Centre	Location	5	3	As part of the village is divided by highway, it is not accessible to children on the other side
	Accessibility	4	4	
	Staff behaviour	4	5	Anganwadi worker is very cooperative. Provides information on government schemes

User Satisfaction Survey Form Sample

User Number/Name:

User Category (Please tick):

Male	Female
☐ Elderly ☐ Young ☐ Young with children ☐ Adolescent ☐ Unaccompanied child ☐ Disabled	☐ Elderly ☐ Young ☐ Young with children ☐ Adolescent ☐ Unaccompanied child ☐ Disabled

User Satisfaction Level with Service (Please tick):

☐ Fully Satisfied ☐ Adequately Satisfied ☐ Not Satisfied ☐ Highly Dissatisfied

Please ask the user to score their level of satisfaction on a scale of 1 to 10 (1 being the least satisfaction level) (Please tick):

1.	2.	3.	4.	5.
6.	7.	8.	9.	10.

Features of Satisfaction/Dissatisfaction (Please tick):

Criteria	Fully Satisfied	Adequately Satisfied	Not Satisfied	Highly Dissatisfied
Accessibility				
Adequacy				
Convenience and comfort				
Cleanliness				
Safety				
Privacy				

Any Suggestions for Improvement:

Village Index Card/ Gram Panchayat Human Development Index

Without reliable and valid statistics, it is difficult to obtain systematic information or to estimate the real situation and to respond to the needs of both men and women. Lack of accurate information on critical issues such as situation of health, education etc, might have negative results in the development programmes and projects. With this idea in mind the **Village Index Card (VIC)** programme was first facilitated by UNDP as part of its convergence programme with Gol in the state of Chattisgarh in 2010. The initiative had three objectives:

- a) Generate primary data of each household of the district to help prepare decentralized district plan;
- b) ensure data availability in public domain through GIS/maps; and
- c) develop web-enabled software to make updated data available in all Panchayat Resource Centres (PRCs).

The VIC also helped track indicators related to MDG which could be better collated for tracking progress on MDGs.

Steps	Key Features
State and District level Consultations	Held under leadership of senior officials (including ACS) and District Collectors concerned to strengthen ownership Finalize formats for the Village Index Card Develop Roadmap for implementation
Designing and Pre-testing of VIC	The VIC was a two-page form. The first page presented institutional information of the various sectors, already available at village level. The second page presented the information, which was not available at institutional level and thus needed to be collected at household level.
Data Collection	Preraks and Anganwadi workers were trained on the data collection process Gram Sabha approval was obtained after data collection
Data Validation and District level Sharing	A team of consultants, District Support Team, and the District Planning and Statistical Officer (DPSO) was formed to identify the errors and after rectification the VICs were shared in a consultation workshop with district officials
Software developed	A software was developed and installed in PRCs at block level for updation

The VIC data formed the basis of the situation analysis for the District Development Plan. The biggest achievement of VIC, however, is the availability of sex disaggregated data. Besides it also captured data of significant value such as data on migration, registered marriage, etc., which is not captured through Census or other surveys.

It provided a range of information in graphical form on : a) Education Indicators; b) Health Indicators; c) Livelihood Indicators; and d) Gender Indicators

It was also possible to create a block and district level gender profile based on the available data.

Linking with GIS enabled colour coded display of critical indicators in district profiles.

There was also the possibility of trend analysis through data from 2010 to 2015 and support in MDG tracking.

In 2015, the Government of Karnataka, initiated a similar process by way of developing Gram Panchayat Human Development Index. The methodology for computation of HDI, as revised in the UNDP's HDR 2010 is adopted, keeping the same dimensions such as knowledge, longevity and decent standard of living. In order to capture educational attainment, rate of literacy and Gross Enrollment Rate at primary and secondary level schools are used. The key indicators include:

Dimension	Indicators
Standard of Living	➤ Percentage of Households having access to modern Cooking fuel ➤ Percentage of Households having access to Toilet ➤ Percentage of Households having access to Safe Drinking Water ➤ Percentage of Households having access to Electricity ➤ Percentage of Households having access to Pucca House ➤ Percentage of workers in the Nonagricultural sector ➤ Per-capita Income (Computed using the Census 2011 figures on Total number of workers, Taluka domestic Product)
Health	➤ Number of Child deaths (0-5 years) reported during the year 2014-15 ➤ Number of Maternal deaths reported (either during pregnancy or within 45 days of delivery) during the year 2014-15
Education	➤ Literacy Rate ➤ Gross Enrolment Rate (both Primary and Secondary)

This GPHDI not only allows the State to assess the progress of the human development upto the Gram Panchayat level but has also become a basic situational analysis tool for the GPDP process. In addition to the GPHDI, the Government of Karnataka has also introduced a 66-point indicator scale which also serves as a village report card. Out of the 66 indicators identified, many are those which help identify women's practical needs/ gender concerns. Some of the key gender related indicators and those more relevant for women and marginalized are:

- a) Number of persons yet to get pension under social security scheme
- b) Number of schools not having playgrounds, drinking water facility, separate toilets for girls, ramp facility
- c) Number of households without toilets
- d) Number of habitations not covered with 55 lpcd of safe drinking water
- e) Number of siteless and houseless families/ number living in huts
- f) Number of children never gone to school
- g) Number of drop-out children
- h) Number of infant and child deaths reported
- i) Number of maternal deaths reported
- j) Number of mal-nourished children
- k) Number of differently-abled people (with type of disability)
- l) Number of pregnant women with anemia
- m) Number of acres of gomal land available for fodder cultivation
- n) Number of acres of fallow land available for social forestry and fodder plantation
- o) Number of persons to be provided with skill development training programmes
- p) Number of bonded laborers to be rehabilitated
- q) Number of child laborers to be rehabilitated
- r) Number of eligible SHGs yet to be provided revolving fund
- s) Number of eligible SHGs to be linked with economic activity

An interesting approach in the same is to try and supplement the number with the actual names of the people, which enables the possibility of carving out sex disseggregated data, which is not currently calculated.

Social and Participatory Gender Audits

Social Audit is the examination and assessment of a programme or scheme conducted with the active involvement of people and comparing official records with ground realities. Social audits focus on the performance of a programme in fulfilling its intended social objectives and ethical vision through consultation with a wide range of stakeholders including programme beneficiaries, community members and government officials; as well as by verifying the information obtained with documents and physical verification. While social audits need to be facilitated, people's participation is a very important component of social audits. In India, MGNREGA has been one programme which has used social audit as a performance monitoring tool in many states.

Steps	Activities	Gender Component
Social Audit Calendar	Preparation of the Calendar	
Village Resource Persons (VRPs)	Selection of VRPs from MGNREGA beneficiaries as well as general community (SHGs and Youth)	VRPs should be drawn from SHGs (preferably women members) as also preferably women and beneficiaries from marginalized groups
Training of VRPs	Four day training programme on MGNREGA, Social Accountability and Social Audit	No specific gender module but discussion on social inequalities including gender
Consolidation of Records	Document Collection from block office and verification of expenditure	
Verification (at village level)	Document verification at Gram Panchayat Office Door to Door Visit to check work availability and wage payment Work site visit and verification of quantity and quality of works	Check number of Male and Female registered persons and job cards registrations separately
Report Preparation	Issue wise report preparation	
Social Audit Gram Sabha and Public Hearing	Presentation of audit findings in Gram Sabha Space of people to question Implementation agency has to respond to concerns in Gram Sabha	Ensure quorum for women

Social audits have a strong potential of being combined with a participatory gender audit exercise. **Participatory gender audits** are based on self-assessments of how gender issues are addressed in programmes as well as the implementation organisation/ processes. Ensuring participation of women in social audits and a specific checklist for verification of gender related aspects of any programme or scheme from the perspective of women beneficiaries and women in general can be a very useful process for gender mainstreaming.

Additional Resources

Topic	Reference Material
Gender and Gender Responsive Budgeting Concepts	1. Gender Mainstreaming Training Manual, UNDP, 2007 2. Handbook on GRB for Central Ministries and Departments. MWCD, Gol, 2015 3. Gender Responsive Budgeting- Orientation Training Manual for Civil Society Groups, National Foundation of India, 2017
Panchayati Raj Institutions; Fourteenth Finance Commission and Gram Panchayat Development Plans	1. Gender Responsive Local Democracy: Status and Opportunities in light of Fourteenth Finance Commission and GPDP, UN Women, 2018 (unpublished) 2. Decentralization in India: Challenges and Opportunities. UNDP 3. Guidelines for the implementation of recommendation of Fourteenth Finance Commission (FC-XIV) with regard to Local Bodies Grant, Ministry of Finance, Government of India, 2015. 4. Model Guidelines for Decentralised planning at Gram Panchayat (GPDP); Ministry of Panchayati Raj, Government of India; 2015.
Gender Sensitization and Participatory Training Modules	1. Trainers' Manual on Promoting Women's Political Leadership and Gender Responsive Governance, UN Women, NIRD and MoPR, Gol, 2012. 2. Women farmers: Rights & Identity – Participatory Training Tools on Gender & Livelihoods – UN Women & Anandi 3. Gender and Local Government: A Sourcebook for Trainers, UN Habitat 2008.
International Experiences on Gender and Local Governance	1. Gender Mainstreaming in Local Authorities- Best Practices, UN Habitat, 2008 2. Compendium of Good Practices in Training for Gender Equality , UN Women Training Centre, 2016
Gender Mainstreaming Strategies and Institutional Mechanisms	1. Political Empowerment of Women in Kerala through Kudumbasre. International Journal of Advanced Research. Varshese, R. M., & Dr.D.Mavoothu. (2014). 2. The Change Makers (2013) Video by UN Women
Gender Mainstreaming Processes	1. Women Component Plan in Kerala, A study of Five Panchayats; Moolakkattu, & Nair. (2014) 2. Democracy and Development: Decentralised Planning in Kerala, Issac and Hellar 3. Making Local Actions Matter: Good Practices in Decentralized Planning, Implementation and Monitoring. (2014). UNDP and Planning Commission of India. 4. Engendering District Planning: Experiences and Lessons from Udaipur
Gender Mainstreaming Tools	1. Participatory Rural Appriasal- Methods and Applications in Rural Planning, Amitav Mukherjee, 1995 2. P.R.A. - Participatory Rural Appraisal Concepts Methodologies and Techniques; Luigi Cavestro 2003 3. Gender Mainstreaming Made Easy: Handbook for Programme Staff, UNDP, 2013 4. Mid-Term Evaluation of the Gol-UN Joint Programme on Convergence; Compendium of Innovations and Initiatives; Intercooperation, 2012 5. Gram Panchayat Human Development Index; Abdul Nazir Sab State Institute of Rural Development & Panchayati Raj, Karnataka, 2015.