

Designed to meet the needs of government officials and practitioners, this toolkit on Gender Responsive Budgeting provides guidance on planning and budgeting in Urban Local Bodies. It focuses on enabling gender mainstreaming in the Local Government budget making process with an emphasis on participatory budgeting and institutional mechanisms for gender responsive urban governance.

Gender Responsive Budgeting in Urban Local Bodies

-A Toolkit for Practitioners

Dharmistha

2016

Submitted to UN Women (MCO, New Delhi)

Table of Contents

1. Introducing Gender	1
1.1. Gender Concepts	1
1.2. Gender Mainstreaming for Empowerment.....	1
1.3. Gender and Urbanization.....	2
2. Urban Local Governance	3
2.1. Structure of Urban Local Bodies (ULBs)	4
2.2. Functions of ULBs	6
2.3. Budget-making process in ULBs	7
3. Gender Responsive Budgeting.....	10
3.1. Importance of Budgets and Budgeting.....	10
3.2. Concept of Gender Responsive Budgeting.....	11
3.3. Mandate for GRB in India	11
3.4. Frameworks for Gender Responsive Budgeting.....	12
3.5. GRB in Budget Cycle	14
3.6. Limitations and Challenges	14
4. Scope and Opportunities for GRB in ULBs	15
4.1. Mandating GRB.....	16
4.2. Institutional mechanisms	17
4.3. Awareness and capacity building.....	18
4.4. Gender-aware needs assessment and planning	19
4.5. GRB Guidelines in Budget Circular	21
4.6. Gender-Aware Beneficiary Assessment of Municipal Services	22
4.7. Gender-aware participatory budgeting.....	22
4.8. Gender appraisals and audits of policy, code, programme or project.....	25
5. Tools for GRB in ULBs.....	26
5.1. Prototype Resolution on Gender Responsive Budgeting for Urban Local Bodies.....	27
5.2. Step by Step Process for Participatory Need Assessment Tools	30
Tool 1: Moser Framework (simplified)	30
Tool 2: Infrastructure/Service Mapping	33
5.3. GRB Guidelines for Budget Circular.....	35
Part A (i): Where the ULB has a Gender Action Plan.....	35
Part A (ii): Where there is no Gender Action Plan	35

Part B: Preparing Annual Budget from a Gender Perspective.....	36
5.4 Gender Aware MIS Report	37
5.5 Sex-Disaggregated Beneficiary Assessment Tools	38
Tool 1: Service Level Satisfaction	38
5.6 Participatory Planning Tools	40
Tool 1: Preference or Problem Ranking.....	40
Tool 2: Matrix Ranking and Scoring.....	43
5.7 Checklist for Gender Appraisal and Audit of Programmes	46
ANNEX 1.....	48

1. Introducing Gender

The term gender is often misunderstood to be a synonym for sex and thereby often correlated only to women. The fact is that **Sex** describes the biological differences between men and women, which are universal, natural and determined at birth; while **Gender** refers to the roles and responsibilities of men and women that are created in our families, our societies and our cultures. Before embarking on any gender related work, it is thus vital to understand these basic concepts and what it means in development parlance.

1.1. 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 efforts 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**.

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.

1.2. Gender Mainstreaming for Empowerment

Empowerment entails that people - both women and men - take control over 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.

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. It is a strategy for making women's and men's concerns and experiences an integral dimension in the design, implementation, monitoring and evaluation of policies and programmes in all political, economic and social spheres. This helps ensure that inequality between men and women is not perpetuated.¹

Gender Mainstreaming also emphasizes on addressing both practical gender needs as well as strategic gender interests. **Practical gender needs** refer to what women (or men) perceive as immediate necessities such as water, shelter and food. These are generally linked to the roles and responsibilities assigned to men and women in the society.

Strategic (gender) interests focus on fundamental issues related to women's (or, less often, men's) subordination and gender inequities. These are related to

the higher level of responsibilities and the position of women in the society. They include legislation for equal rights, reproductive choices, and increased participation in decision-making.

The primary objective of Gender Mainstreaming is to design and implement development projects, programmes and policies that:

- do not reinforce existing gender inequalities (Gender Neutral)
- attempt to redress existing gender inequalities (Gender Sensitive)
- attempt to re-define women and men's gender roles and relations (Gender Positive / Transformative)

1.3. Gender and Urbanization

India's demographic profile is becoming increasingly urbanized with more than one-third of the population living in urban areas (census 2011). The pace of urbanization is increasing rapidly. Driven by rapid economic growth and expansion of economic opportunities, this change has also brought with itself its own set of social challenges especially related to gender. The experience by men and women of a city is quite different, with women facing more challenges in the context of growing urbanization. This is mainly due to the existing gender discrimination in the society, which makes women more vulnerable if faced with lack of basic services like food, water, sanitation, energy and shelter. However women also face additional barriers in urban life. These challenges include lack of personal safety; mobility; finance; markets; affordable housing; access to public spaces, public toilets and local facilities such as shops, community

¹ Agreed Conclusions on Gender Mainstreaming. Geneva: United Nations Economic and Social Council, 1997. <http://www.un.org/documents/ecosoc/docs/1997/e1997-66.htm>

facilities for children and the elderly, meeting places, etc.

Added to this is the absence of disaggregated data, which results in the plights of the marginalized women often hiding behind the veil of urban aggregates. Informal livelihoods, poverty, inadequate housing and shelter, insecure land and housing tenure, poor water and sanitation services, and health and environmental risks are major challenges faced by women from marginalized communities, living in slums or informal settlements. Lack of housing and security of tenure in slums increases women's vulnerability to evictions and exploitation in shared tenures or by landlords. A lack of access to infrastructure and services means that women and girls are preoccupied with household chores, which deprives them of education, income generating activities, and leisure. Unsafe water and lack of solid waste and waste water management result in illnesses requiring care that limit women's economic activities and drain family income. Inadequate transport services restrict women's opportunities for employment and access to markets and put them at risk of sexual harassment in overcrowded buses and trains. Poorly lit streets, lack of employment, and insecure informal sector wages render women and girls vulnerable to exploitation, diseases such as HIV/AIDS, and resultant reproductive health problems. Violence against women especially in public spaces is also increasing, which further hinders their mobility and thereby access to education,

employment and opportunity. (see Annex 1 for more sector-wise women's demand/gender concerns in urban development).

In addition, city planning and budgeting is more focused on spatial connotations and is infrastructure oriented, leading to little or no analysis of how policy, plans and programmes address the respective needs of women and men. This often results in gender blind initiatives, which may even increase the gender gaps making women more vulnerable in cities. One way of reflecting gender issues in urban development and planning agendas is to ensure women's greater participation in Local Government – in political and planning structures. However, mere representation does not ensure that the gender issues are addressed. Social and institutional barriers often prevent women from participating in Local Government and Planning Institutions. This is especially true as Ward Sabhas in India are yet to achieve the status envisaged in the 74th amendment.

A more gender-aware approach to urban development and its management is thus needed to ensure that both women and men obtain equal access to and control over the resources and opportunities offered by a city. It would also seek to ensure that the design, provision and management of public services benefits both women and men.

2. Urban Local Governance

The purpose of urban local governance and strategic planning in a country is to create

effective, responsive, democratic, transparent, and accountable local governance framework organized according to a rational structure that promotes responsiveness and accountability in order to provide responsive policy guidance and assistance to sub-national entities; to strengthen the legal, fiscal, economic and service delivery functions of municipalities; and to foster greater citizen participation in the governance of local bodies. In this section, we attempt to summarize the structure and functions of Urban Local Bodies (ULBs) in India.

2.1. Structure of Urban Local Bodies (ULBs)

Urban development, as per the Constitution, is a state subject but key functions related to urban services are delegated to Urban Local Bodies (ULBs). ULBs comprise of Municipal Corporations, Municipalities, Municipal Councils and Nagar Panchayats. The 74th Constitutional Amendment Act (CAA), passed in 1994, accorded formal recognition to ULBs in the Constitution and made them more autonomous and participatory. It provided them powers to function as 'independent institutions of self-government' and directed States to devolve specific functions to ULBs under Schedule XII.

The constitution:

The 74th amendment has provided for an elected council for each ULB (with reservation for women); constitution of Ward Committees; creation of a District/Metropolitan Planning Committee and establishment of funds at the ULB level to

handle receipts and disbursements. These are to be constituted for a period of five years and if dissolved earlier, an election to reconstitute these bodies needs to be completed before the expiration of a period of six months from the date of its dissolution. The reservation of seats for the Scheduled Castes and the Scheduled Tribes in every Municipality in proportion of their population to the total population in the Municipal area has been provided by the statute. Not less than one-third (50 percent in some States) of total number of seats in each urban local body has been reserved for women.

Organization:

The Municipal Corporation, Municipality or Municipal Council is the basic unit of an ULB constituted through universal adult franchise in each notified urban area of the country depending on the population.² Members of the Municipal Corporation are elected on the basis of universal adult suffrage for a period of five years and they are called Councillors. These Councillors collectively called the Municipal Council exercise deliberative functions. The Mayor and Deputy Mayor are political executives elected for a period of one year by the members of the Corporation. The Mayor is the head of the corporation and presides over the meetings of the corporation. Each Municipal Corporation also has a

² The classification of any settlement into these three categories is based on criteria which are decided at the state level. Generally a Municipal corporation is for a population above 3 lakhs and Municipality/Municipal Council for populations above 1 lakh.

Standing Committee with select elected representatives, which has executive power to act on behalf of the general body.

The Municipal Corporations are in charge of Wards (subdivision or district of a town/city) demarcated according to its population and representatives are elected from each Ward. Sometimes the Municipal Corporations of larger cities are divided into zones, each consisting of 3-5 wards each. Individual wards or collections of wards within a corporation sometimes have their own administrative body known as Ward Committees. The executive functions are performed by the Municipal Commissioner, generally an officer of the Indian Administrative Service. S/he is assisted by Assistant Municipal Commissioners (who are also often Zonal Heads), and further supported by officers such as Department Heads, Ward Engineers, etc.

In case of Municipality, the town is further divided into Wards (subdivision or district of a municipality/town) according to its population and representatives are elected from each ward. Wards may be grouped together into Ward Councils. One or more representatives are elected to represent each ward. The members elect a President from among themselves to preside over and conduct meetings of the Municipality. A Chief Officer along with other officers such as , Sanitary Inspector, Health officer and Education Officer, who come from the State Public service and are appointed by the State Government,

control the executive and administrative affairs of the Municipality.

Planning Bodies:

In each district, a District Planning Committee (DPC) needs to be constituted to consolidate the plans prepared by the urban and rural local bodies. Four-fifths of the members of a DPC are elected by the elected members of the District Panchayats and Municipalities in the District from amongst themselves. The representation of these members in the committee is in proportion to the ratio between the rural and urban population of the District. The DPC in preparing the Draft Development Plan gives regard to matters of common interest between the panchayats and the municipalities' spatial planning such as sharing of water and natural resources; development of infrastructure and environment conservation. The plan so prepared by the DPC is sent to the State Government by the chairperson of the committee. The Act also provides for the establishment of a Metropolitan Planning Committee (MPC) to prepare a draft development plan. The Metropolitan area should have a population of 10 lakhs or more encompassing one or more Districts and/or two or more Municipalities or Panchayats as contiguous area.

Financing:

In order that the ULBs can perform the functions assigned to them, the Legislature of a State can assign them specific taxes, duties, tolls and levies and authorize them to impose, collect and

appropriate the same. Each State shall also constitute a Finance Commission, with a term of five years, which shall review the financial position of the ULBs and recommend the principles, which should govern the devolution of resources. It makes recommendations to the Governor about the principles, which should govern the distribution between the State and the Municipalities of the net proceeds of the taxes, duties, tolls and fees levied by the state; determine the taxes, duties, tolls and fees, which may be assigned to the Municipalities, and the grants-in-aid to the Municipalities from the Consolidated Fund of the state. The Central Finance Commission (CFC) also plays a key role through their policies and recommendations for the development and financing of ULBs.

Influencing Bodies:

Every state also has a 'Department of Municipal Administration', which is responsible for overseeing and regulating ULBs as per the State Acts. Although not directly governing the ULBs, the Government of India (GoI) also influences and shapes their policies and programs. The Ministry of Urban Development (MoUD) and the Ministry of Housing and Urban Poverty Alleviation (MoHUPA) are parts of Union Government, which formulate national policies, sponsor and support programs, coordinate the activities of various State Governments and monitor programs concerning urban development in the country.

2.2. Functions of ULBs

The Twelfth Schedule of the Constitution has listed the following functions of the ULBs:

- Urban Planning including town planning.
- Regulation of land-use and construction of buildings.
- Planning for economic and social development.
- Roads and bridges.
- Water supply for domestic, industrial and commercial purposes.
- Public health, sanitation, conservancy and solid waste management.
- Fire services.
- Urban forestry, protection of the environment and promotion of ecological aspects.
- Safeguarding the interests of weaker sections of society, including the handicapped and mentally retarded.
- Slum improvement and upgradation.
- Urban poverty alleviation.
- Provision of urban amenities and facilities such as parks, gardens, playgrounds.
- Promotion of cultural, educational and aesthetic aspects.
- Burials and maintenance of burial grounds; cremations, upkeep of cremation grounds and electric crematoriums.
- Cattle pounds; prevention of cruelty to animals.

- Collection of vital statistics including registration of births and deaths.
- Maintenance of public amenities including street lighting, parking lots, bus stops and public conveniences.
- Regulation of slaughter houses and tanneries.

2.3. Budget-making process in ULBs

This section provides an overview of the budget making process in an ULB. It highlights the overall framework of the budgeting system in ULBs and is meant as a guidance toolkit. ULBs should refer to the detailed manual / guidelines/ rules of their respective state for Budget preparations.

Budgeting Approach:

The objective of the budgeting system of any ULB is to arrive at a scientific and rational basis for establishing the linkages between the nature of the receipt or payment with the various functions and services of the ULB. (NMAM, 2007). This clearly indicates the need for the budget making process to not only focus on accounting subjects but also to have a strong relation with programme and service delivery planning. The budget making process in an ULB, thus, has to emerge from the lowest possible level, with a focus on functions, functionaries and field clearly demarcated. The basis for preparing the budget is the inputs from various departments/units. It is also advisable to have the budgets prepared at the detailed

head³ to ensure budgetary control. However, State Governments can decide whether budgets should be prepared at the field level, i.e, at the level of zones, circles or wards. In addition, if the State and ULB maintain separate funds for certain heads such as water or education, then the budget has to be prepared fund wise only. (NMAM, 2007).

Budget Making Process:

The budget making process for any financial year generally commences by September of the financial year preceding it.⁴ The process involves a range of activities to be completed within the stipulated timeframe as stated in the budget calendar as prescribed by the law or Act governing the ULB. In general, the budget making process at the ULB level may be divided into five stages, as shown in Table 2, although not all ULBs may follow all the steps mentioned therewith.

Public Participation in ULB Budgeting:

Public Participation in Budget Preparation was first recommended by the Second State Finance Commission. Since then many Municipal Corporations and Municipalities have made attempts at participatory budgeting (PB) of some kind. They have mostly followed different processes and practices and the success is still to reach its peak. Nevertheless, participatory budgeting is the key to decentralized governance and hence it is

³ As defined in the accounting system

⁴ Or any other month as may be specified in the State laws or Acts governing the ULB

important to understand the available models.

A) As per **Municipal Rules, 2006 in Karnataka**, “Every Municipality shall have two rounds of public consultation while preparing the Budget. First should be in the month of November and the next in December. The Public consultations shall be in a structured manner, inviting representatives from Registered Resident Welfare Associations, Registered NGOs, Trades and Industry Associations and such other associations and prominent citizens that the Municipal Council may like to invite. The public consultation shall be chaired by the President of the Municipality or in his absence by Vice President or in their absence by the Municipal Commissioner or the Chief Officer.”

B) Participatory budgeting was initiated in **Pune Municipal Corporation** in the year 2006. Under the process, each *prabhag* (electoral ward) is allocated a budget of INR 50 lakh towards participatory budgeting . The Municipal Corporation of Pune sends a notification in various newspapers about the timeline during which citizens can make suggestions in the Budget through requisition forms directly submitted to the Local Ward Office or online. These are then reviewed at ward level for technical feasibility and introduced as separate section within the Commissioner’s budget submitted to the Standing Committee.

C) **Madurai Corporation** has also made attempts at participatory budgeting based on the Brazilian model. Draft budgets are circulated free of cost to Ward Committees and put up on notice board of the Corporation for feedback.

Women related Instructions:

States such as Maharashtra and Andhra Pradesh have also issued specific guidelines for focusing on women and children. In Andhra Pradesh as per GO Ms No.265 MA dated 19-7-2004, 5 percent of the developmental expenditure has to be earmarked in the budget estimate for the welfare of Women and cChildren. The Government resolution of Maharashtra issued in 2006 has mandated that after meeting the expenditure committed to by the Municipal Corporation, 5 percent of the balance be kept reserved for the work done by Women and Child Welfare Committees. These estimates are generally included as enclosures to the budget in a proforma showing the amounts provided for the benefit of women or in some cases also referred to as the “Women’s” or “L” (Ladies) Budget.

TABLE 1: BUDGET MAKING PROCESS IN ULBs			
Stage	Steps	Key Person/ Institution	General Time frame
I. Performance Review	1. Preparation of Performance Budget Report	Section Heads	Before September
	2. Preparation of Consolidated Performance Budget Report and Submission to Municipal Council/Corporation	Municipal Commissioner	
II. Budget Estimation	1. Meeting of Section Heads' to initiate budget	Municipal Commissioner	September-October
	2. Issue of Budget Circular	Chief Controller of Accounts	
	3. Public Participation Processes (Consultations, Citizen Requisitions)	Zonal Heads/ Ward Officers	July-September
	4. Preparation of Ward Wise and Section Wise Budgets for Sections	Section Heads (Functionaries)	October
	5. Review for budget appropriateness and consolidation	Section Head	October
III. Budget Review	1. Compilation and Review of Budget	Accts. Section	October
	2. Review of the complied budget	Chief Controller of Accounts	October
	3. Review of consolidated budget and Finalization of Activity Plan	Municipal Commissioner	October
IV. Budget Sanction/ Approval	1. Review by consolidated budget by Elected Representatives of Municipal Corporation/Municipality	Standing Committee of Municipal Corporations/ Municipal Councils	November-December
	2. Circulation of Budget Book to Corporators		
	3. Sanction of ULB Budget	Council / Corporation	
	4. Sanction by State Government in case Council is not able to do so in the stipulated number of meetings	State Government	January-February
	5. Approved Budget Copy sent to State Government	Through Collector or CDMA	
	6. Observations of State Government placed before Council		
V. Implementation, Monitoring and Review	1. Approved budget copy shared with Auditor		December
	2. Budget Watch Register Maintenance	Accounts Head	
	3. Budget Proposals for technical and administrative sanctions and approvals	Section Heads	
	4. Activity Implementation	Section Heads and Field Functionaries (Engineers)	
	5. Admission of bills after verification of budget allocation and payments	Accounts Head	
	6. Budget Variance Report Preparation	Accounts Head	
	7. MIS Reporting	Section Heads	
	8. Re-appropriation and Additional Allocation of Budget	Municipal Commissioner with information to Council/ Corporation	

3. Gender Responsive Budgeting

3.1. Importance of Budgets and Budgeting

Budget is not just a financial plan describing proposed expenditure and means of financing the same. It is a proposal of how much money is to be spent on what and whose demands and needs will be prioritized in the given financial year. The government has to balance a wide range of legitimate demands with limited resources at its disposal. The budget as a tool for optimal deployment of limited resources for the best possible utility, thus reflects the choices that government has made.

Allocation of resources is the most critical function of a budget. This function relates to the provision of public goods and services. The government must decide the relative size of public service provision, and how the available resources are divided among the various government functions (e.g. Administration, health, defence), policies and programs. Research shows that allocations to certain functions, policies and programmes will benefit women more than men, and vice versa. Thus, budgets need to be allocated and analyzed from a gender perspective to uncover the consequences of allocation made in the budgets. Further, along with who will benefit, the budgets also determine how much of the resources will be contributed by whom or how it would be raised during a financial year. This leads the next critical function of the

budget- equitable distribution of income and wealth.

An important aspect here, however, is that budget themselves are only a means to achieve objectives. Thus the process of drawing up the budget or “budgeting” is much more important than the budget as a document in itself. Budgeting is a very complex process, which includes assessing needs, determining outcome objectives and policies, making detailed plans to achieve the objectives, allocating resources based on priority of needs, ensuring proper and efficient application of the funds allocated, assessing the achievement of desired outputs and outcomes and last but not the least auditing to ensure that the principles of resource allocation have been properly followed.

Budget as a Tool for Outcome Oriented Development – Kapra Municipality (Post 2003-04)

Outcome oriented policies require planned phasing of changes, which an annual budget cannot support. Kapra Municipality in Andhra Pradesh thus adopted a multi-year perspective for the preparation of the budget. In 2004-05, a multi-year Financial Operating Plan (FOP) was prepared, with assistance from Andhra Pradesh Urban Finance and Infrastructure Development Corporation (APUFIDC) DFID funded APUSP (Andhra Pradesh Urban Services for the Poor) program under the Comprehensive Municipal Action Plan for Poverty Reduction stresses the need for comprehensive and long-term planning (financial) to enable planning of revenue inflow and expenditure over a longer term. The FOP model has been designed to assess the impact of proposed investment over the planning period of about 20 years. This model takes into account the regular income and expenditure account of the local body as well as additional O&M expenditure due to increased service levels and proposed

creation of infrastructure. FOP hence acts as an important factor in the preparation of the annual budget.

3.2. Concept of Gender Responsive Budgeting

Budgets are thus an important tool for allocation of public resources, re-distribution of income and wealth and outcome oriented development. The Government of India at various levels has affirmed its commitments to gender equality and empowerment. Gender Responsive Budgeting (GRB) is a process to translate the stated gender commitments of the Government into budgetary commitments.

This requires construction of general budgets from a gender perspective. It also needs to go beyond allocation of resources for women to cover tracking the utilization of allocated resources and establish its gender differential impacts. It is *an ongoing process to ensure that benefits of development reach women as much as men*. This does not call for creating a separate budget for women and girls, but entails applying a gender lens to the mainstream budget and to provide affirmative action to address the specific needs of women.

A gender responsive budget is the culmination of this process. This budget acknowledges the gender patterns in society and allocates money to implement policies and programmes, which will change these patterns in a way that moves towards a more gender equal society. Gender Responsive budgeting, or

Gender Budgeting is a methodology to assist governments to integrate gender perspective into the budget. Since the budget is the most important policy instrument of government as no policy will work without money, it can be a powerful tool in transforming our country.

3.3. Mandate for GRB in India

The mandate for GRB mainly stems from the Constitution of India, which guarantees Right to Equality for women, and the various national policies, laws and international convention signed by Government of India. Towards this, various women's groups and academics advocated the need for urgent action especially by allocation of adequate resources for gender equality and women's empowerment. The process of pursuing gender sensitivity in allocation of resources started with the Seventh Plan (1987-1992), which introduced monitoring of 27 beneficiary-oriented schemes for women by the then Department of Women and Child Development (DWCD). This was further strengthened in the Eighth and the Ninth plan periods.

The mandate for GRB, however, derives from the **Tenth Plan** (2002-2007), which clearly states "... the Tenth plan will continue the process of dissecting the Government budget to establish its gender-differential impact and to translate gender commitments into budgetary commitments. ... the Tenth Plan will initiate immediate action in tying up these two effective concepts of Women's Component Plan and Gender

Budgeting to play a complementary role to each other, and thus ensure both preventive and post facto action in enabling women to receive their rightful share from all the women-related and general development sectors.” The Eleventh and the Twelfth Five Year Plans further supported the process with the **Twelfth plan** recommending that *“The current efforts of capacity building of policy makers, programme planners, budgeting and implementing officials on the tools and techniques of Gender Budgeting will be continued and expanded taking it further down to district and urban local bodies.”*

This process was further backed by a letter from the Planning Commission to the States to adopt Gender Budgeting. The Ministry of Women and Child Development (MWCD), Government of India, subsequently vide *D.O. No: 1-25 /2012-GB dated 14th February 2013* issued guidelines on GRB for the States. These guidelines specifically advise States **to adopt Gender Budgeting at all levels of governance and across all sectors.** It also states that “States may issue a **formal notification regarding the adoption of gender budgeting** by all the Departments in the States respective of whether they focus on social/women specific issues. Apparently “gender neutral” programmes are not necessarily gender neutral in the impact they have, when seen through gender lens. Hence sectors like Power, Telecom, Communications, Transport and Industry, etc. should also be included in the scope of Gender Budgeting. A similar notification may also be issued to **Municipal Bodies and Zilla Panchayats.**”

3.4. Frameworks for Gender Responsive Budgeting

There are two main frameworks for GRB advocated by UN Women and MWCD-Gol. These include the Five Step Framework and the Causes- Consequences and Solutions Framework. Both these have been described in brief below.

Five Step Framework

The Five step framework was first used in South Africa and builds on the project cycle approach to include situational analysis, policy/programme analysis, budget analysis, output and outcome assessment. The five steps include:

STEP 1: Describe the situation of women and men, girls and boys, who are served by a particular department, such as agriculture, health, etc.

STEP 2: Examine policies and programmes to see whether they address the ‘gender gaps’—inequalities in the services offered to each group as described in the first step. Identify the activities (line items), which are targeted to address gender issues.

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.

STEP 4: Monitor whether the allocated money on the activities has been spent appropriately as desired and if the corresponding physical targets have been

achieved. In case of indivisible schemes, also identify who has benefited from the money—for example, whether funding for health services reached women or men through clinics, hospitals and extension services.

STEP 5: Verify whether the desired gender objectives/outcomes of the scheme as identified in step 2 have been achieved. Go back to the first step and re-examine the situation to see whether the budget and its associated programme has improved on what was initially described.

Causes, Consequences and Solutions Framework

Another way of doing GRB work is to start with a ‘gender problem’ and see – without too much of a blinker of ‘what is’ – what would be the best way of solving this problem. The ‘causes-consequences-solutions’ exercise is a good way of doing this. This approach builds on the problem tree analysis approach to develop an integrated and objective oriented model. It includes the following stages:

STEP 1: Identify a “gender problem” and determine all possible causes of the problem. The causation should move upto 2-3 stages deeper to understand the root causes of the problem.

STEP 2: Describe the consequences, but be more specific to understand the link between the problem and the consequences more clearly. This step helps understand the gravity of the problem and the urgency to prioritize the same.

STEP 3: Suggest the solutions to the problem, and determine who is responsible for implementing the solutions. Ideally solutions should address the causes, or root, of the problem. But sometimes this is not possible, at least in the immediate future. In these cases, the need may be to also address some of the consequences so that they are less severe.

The causes, consequences and solutions framework can also be used in conjunction with the five-step framework approach. The step 1 corresponds to the first step of the five-step approach – analyzing the situation of women and

men, girls and boys in relation to a particular problem. The solutions step corresponds to the second step of the two-step approach – deciding what programmes and projects will address the situation and improve gender equality.

3.5. GRB in Budget Cycle

Besides the above frameworks, UNIFEM and MWCD, GoI (2007) have also mapped out the various stages within the budget cycle, wherein GRB can be introduced:

At the budget preparation stage

(a) Ensure that the financial appropriations made in budgets match the needs

(b) Analyse budget estimates (B.E.) for the current year vis-a-vis revised estimates (R.E.) or actual expenditure (A.E.) of the previous year and ensure corrective steps are provided for sufficient, proper and full utilization of budgets of current year.

When the budget is tabled

(a) Analyse sector wise or ministry/department wise shares of allocations and expenditure (indicates government's priorities.)

(b) Analyse the revenue side too – what are the sources of revenue, subsidies etc. and how will they impact men and women.

At the budget implementation stage, the following questions can be asked:

(a) Is the budget being spent in the way it was intended to and to the full extent?

(b) What are the delivery costs?

(c) Who is receiving subsidies?

(d) Is the budget being spent for the purpose and people for which/whom it was intended?

At the post implementation stage, following questions may be posed:

(a) What have been the outcomes and impact of the programmes, projects and schemes and their related budget?

(b) . Have the programmes, projects and schemes met their objectives and purposes?

3.6. Limitations and Challenges

While GRB is a strong tool for gender mainstreaming, and more outcome oriented development, it is not a panacea for all budgeting problems. There are various structural, knowledge and accountability challenges which limit the success of GRB.

The structural or system related limitations include constraints of working within set timelines and processes/format as the current accounting systems do not allow for segregation and tracking. Further there are also limitations of having an annual budgeting cycle as opposed to multi-year planning and budgeting cycles. Multi-year processes

allow for systematic planning to achieve outcomes, while annual planning and budgeting processes can only define outputs. Further, there is less scope for cooperation and coordination between line departments especially during the budget making process. There are also legal limitations in involving civil society into the budgetary process and those posed by the established processes of incremental budgeting.

There are also major knowledge gaps, especially in terms of limited skills amongst the policy makers for outcome oriented budgeting processes. There is a limited understanding of gender issues amongst the budget making officials and limited awareness of budgeting issues amongst the gender experts. . The process thus requires multiple skill sets and very high levels of commitment to be successful. This coupled with inadequate and often unauthenticated gender disaggregated data further limits the approach.

The most critical limitation, however, is in establishing “Accountability”. Unlike many developed countries, there is no formal policy/ legislation review system in India, which limits gender commitments on paper with absence of political will and commitment at all times (often varying based on the influence of the decision maker). Further there is very less pressure from civil society and community for GRB on government. GRB is also not a part of compliance and/or performance audit systems, which could have been a very strong force to pursue the agenda at various levels.

4. Scope and Opportunities for GRB in ULBs

ULBs such as Municipal Corporations and Municipalities are the torchbearers of decentralized governance in Indian cities. To ensure good governance, however, these ULBs have to fulfill four basic criteria:

- a) High level of community participation for enabling citizens to have a voice in decision making
- b) Better transparency and accountability through improved access to information for its citizens and fixing of service delivery responsibilities
- c) Equal treatment of its citizens and equal access to city services for all its citizens irrespective of the class, sex or residence.
- d) A culture of high effectiveness and efficiency through high levels of responsiveness to its citizens and ability to deliver more with limited resources.

None of the above criteria can, however, be fulfilled until an ULB focuses on gender mainstreaming within its functions, management and decision making systems. GRB is a tool, which can help an ULB mainstream gender into its processes thereby not only ensuring gender equality in the city but also enabling good governance.

The scope for adoption of GRB in an ULB is very wide and incorporates a range of actions including; a) Setting up a clear mandate for GRB; b) Putting in place adequate institutional mechanisms for

advocating and monitoring the progress of GRB; c) Allocating resources for awareness and capacity building on GRB; d) Gender-aware planning and needs assessment e) Issuing guidelines for GRB as part of the Budget Circular; f) Mandating gender appraisals and audits of any new policy, code, programme or project ; and g) Introducing gender aware participatory budgeting.

This section aims to serve as a guidance note for an ULB to adopt one or multiple options from among the above in taking forward GRB. Before embarking on any one of these, it needs to be noted, however, that there is no blue print for GRB. There are multiple ways to incorporate GRB within the ULB system and rationale decision of adoption of most suitable tools needs to be made based on local context.

The various strategies and steps mentioned herewith can be taken up one at a time. The ULB may also decide to implement more than one at a time. A suggested framework for using these

tools, so that the outputs of one process becomes the input for the next, is described below using the modified version of the Five-Step Framework- an important approach to GRB. Figure 1 below shows how the above strategies can be used within the ULB.

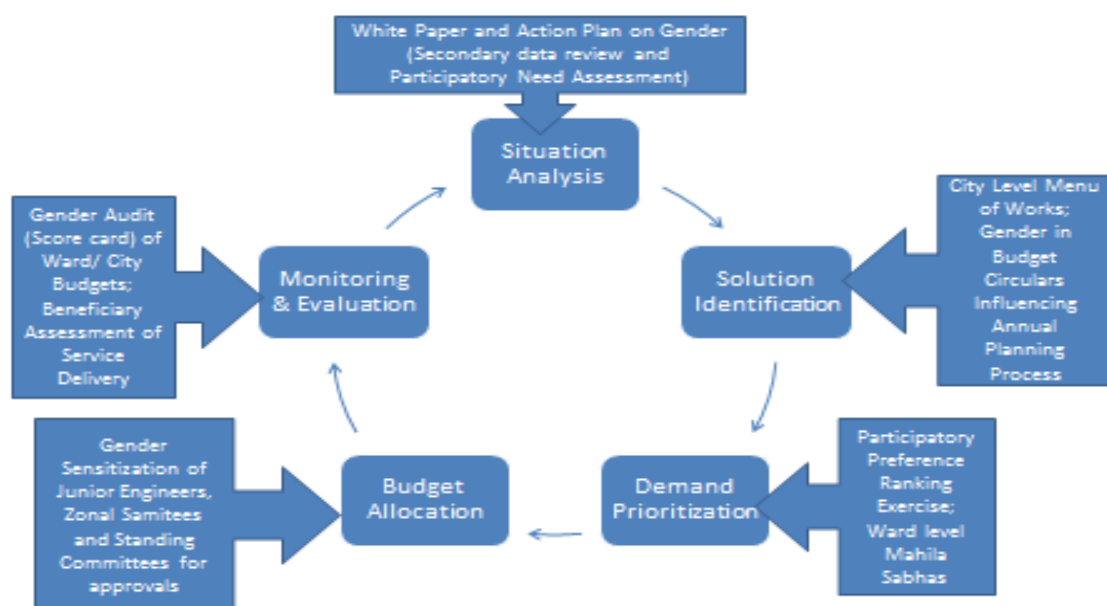
4.1. Mandating GRB

An ULB can formally adopt GRB as a part of its General Administration function by issuing a directive or resolution for formal adoption of GRB. This resolution should be comprehensive in nature, declaring the principles and institutional mechanisms that would guide the City Government in taking forward GRB.

The focus of this directive/resolution should be to transform planning and budgeting processes within the ULB to ensure more gender responsive allocations and achieve the long term goal of realizing women's rights and reducing the gender gaps in the city.

The key principles guiding this directive/ resolution should include but not be limited to:

Figure 1: The Five Step Framework Applied to ULBs



- a) Focus on outcome/ result oriented budgeting putting both practical gender needs and strategic gender interests at the core.
- b) Go beyond making allocations for women visible in the budget to identify gender inequalities in budget processes, allocations, and outcomes.
- c) Assess what the ULB can do to address these inequalities and improve access of services for women, recognizing the need for affirmative action for women and to make budgetary decisions accordingly.
- d) Not treat women as vulnerable groups but as participants in the development of the city and focus on direct benefits to women and not indirect benefits (treating them as part of the household).
- e) Focus on people's participation and consultation in the development process.
- f) Advocate for strengthening accountability and transparency for gender equality.

Women's Development Code of Naga City, Philippines

The Women Development Code of Naga City (Philippines) is a collaborative initiative between the City Government of Naga and various women's groups. This local legislation declares, in unequivocal terms, the commitment of the City Government to vigorously pursue and implement gender-responsive development policies and programmes to create an environment where human dignity is felt and experienced by every person, particularly women, and allows them equal opportunity to develop their potential. The ordinance declares the principles and policies that

guide the City Government in the exercise of its powers: Rights of women, which the City Government commits to uphold; clear mechanisms to ensure enjoyment of the women's rights declared under the ordinance; direct women's participation in governance through seats for women representatives; allocation of at least ten percent of the City Government's Annual Budget for programmes and projects mandated under the ordinance; creation of the Naga City Integrated Gender and Development Office; strengthening the Naga City Council for Women, making a private-public partnership mechanism to monitor and ensure implementation of the Ordinance.

This document should also clearly highlight the institutional mechanisms for promoting GRB (see next section). A prototype for such a directive/resolution has been given in section 5.1. The same can also be issued by State Governments for promoting GRB in all ULBs within the State.

4.2. Institutional mechanisms

Based on the current structure of the ULB, it may choose to put in place an institutional mechanism from among those discussed in this section. However, it is very important that whichever institutional mechanism is adopted, it is multi-stakeholder based, with city officials from budget department and other departments, elected representatives, women activists, academics and representatives from the community on board. Importantly, the institutions put in place should have clear action points, giving them enough teeth to be able to fulfill those commitments.

Gender Task Force

A pre-requisite for promoting GRB at any level is to bring together senior decision makers on one platform to deliberate and provide directions for GRB. A “Task Force” so constituted has generally proven to be one of the most influential forums for taking GRB forward within the given system. Many State Governments in India have set up Gender Task Force to guide and monitor the progress of GRB at State Level. It is critical that a Gender or GRB Task Force is also set up within the ULB with the Municipal Commissioner as the Chair and the Chief Controller of Accounts as the Member Secretary. All the Head of Departments (HoDs) or Section heads of the various functions within the ULB should be part of this Task Force. The Task Force should meet atleast once every quarter initially to review the GRB process in the ULB.

Gender Budget Cell (GBCs)

It is also advisable to have a Gender Budget Cell with gender experts from within the Corporation/Municipality, civil society representatives and academics to assist the functioning of this Task Force. 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 ULB. The GBC can also serve as a technical support group in planning, policy formulation and implementation of gender issues for the various departments.

Gender Focal Points

Each Department and Ward within the ULB should also have a Gender Focal Point, the nodal person for pursuing the GRB agenda within the department/ward and reporting on the progress made. He/she should be trained on Gender and GRB.

Gender Watch Group

The ULB could also consider forming of a community/citizen based group for providing feedback on the existing gender concerns and a feedback mechanism for the various policy changes and programmes being implemented for promoting gender equality. This watch group can be linked to the Standing Committee of the Corporation or Council so as to ensure a direct linkage with the decentralized process and bring in a higher level of political commitment to the whole process.

4.3. Awareness and capacity building

Gender is an intrinsic value system often imbibed in our mind-sets, which we knowingly or unknowingly promote. Effective GRB processes require that government officials and functionaries, who make critical decisions related to programmes and budget allocation are sensitized to the issue of gender and trained for undertaking GRB. Awareness and capacity building of ULB officials, especially zone, ward and prabhag level officials, is very critical to promotion of GRB within the ULB. Engineers, who prepare feasibility of projects, especially

need to be sensitized on gender issues and trained on GRB tools.

Other important stakeholders in the process of GRB are the members of the Standing Committee and the Councillors. It is important to sensitize and train them on the issue of gender and the need and ways of incorporating gender concerns in Municipal decision-making processes. Women Councillors, in particular, should be trained not only on gender issues but also on the entire Municipal budget making process to enable them to better articulate and be able to influence the decisions at the ULB level.

Apart from decision makers, in order to promote a better citizens' participation in the ULB decision making process, it is also important to engage with women's groups especially those from vulnerable communities to better understand their concerns. Focusing on building awareness and articulation skills of these women and training them on budgeting processes to enable them to influence local level decisions could be an effective strategy in promoting GRB at the city level. Also, it is important to create awareness among the women regarding the important changes in policies and resource allocations made for women so that they can benefit from the proposed changes. In addition, awareness on gender issues and communication about the GRB process with the citizens in general is also important.

The GBCs and the various implementing departments should have the joint responsibility of undertaking these

awareness and capacity building measures.

4.4. Gender-aware needs assessment and planning

An important initial step for undertaking GRB process in any ULB is to come up with a "*White Paper and Five Year Action Plan on Gender*". The assessment needs to be undertaken at three levels:

- a) Analysis of available gender data at city level to map the status of women on social and human development indicators. This would essentially be an academic exercise which would form the basis of highlighting the critical gender gaps in the city.
- b) Undertaking a city-level participatory needs assessment exercise to help the women articulate their own needs, concerns and barriers to accessing Municipal services is also important. Local civil society groups can be engaged to undertake this process. It is important that the process ensures the inclusion of multiple categories of women such as those from Slum communities, Street vendors, Sanitation workers, Domestic maids, Low income service sector, and Middle income working sector. In addition, efforts should also be made to include women from various stages of the life- Girl Children aged 0-14 years, Adolescents and young girls aged 15-29 years, Women aged 30 to 60 years, Elderly women aged 60

years and above. (Also see tools for participatory needs assessment in section 5.2)

- c) Each of the nine functions of the ULB be it Planning and Regulations, Public works, Health or Civic Amenities, undertakes a rapid assessment of the gender concerns and barriers to women's participation in their programmes. An important step in this process should be to establish a dialogue between communities and the decision makers, municipal officials and elected representatives, especially women elected representatives as part of the process.

Based on this assessment the ULB should prepare a five year action plan for gender/ women's empowerment. There are some critical suggestions, which the ULB should consider while preparing this action plan:

- a) The action plan should not be only a wish list but also identify five priority areas and not more than 2 outcomes (with indicators) for each of the priority area, which can be achieved in a five year period.
- a) This should include women specific and mainstream activities like public works, transport, sanitation and solid waste management.
- b) The plan should be developed keeping in mind the focus areas of the ULB. It should not include areas, which do not fall under the purview of ULB but rather focus on those initiatives, which

are possible given the expenditure patterns and limits of ULB.

- c) Municipal staff and women's organisations should discuss and negotiate the key points to be incorporated in to the plan.
- d) The plan should be presented to and approved by the Standing Committee/ Municipal Council.
- e) The plan should be published and made available to the public for comments before and after publication.
- f) The outcome indicators identified should be such as to enable monitoring within the current datasets available at the city level and should not require high level of additional data collection.
- g) There should be provision for the evaluation of the plan after five years.

The Women Friendly City Project

In 2006, the Seoul Metropolitan Government established a city women's policy called "**The Women Friendly City Project**". The main strategy of the project was to expand the boundary of women's policy into urban life. The project dealt with some characteristic problems of women that occur in places such as public transport, streets, parks, cultural facilities and shopping centres. The object was to provide more jobs for women and enable women to manage work and family matters, expanding women's involvement in the city and creating a women-friendly city environment. It consisted of five parts:

- a) 'Caring Seoul' with focus on child care responsibilities;
- b) 'Work-conducive Seoul' to encourage economic activities;
- c) 'Prosperous Seoul' to improve women's quality of life by expanding cultural and leisure opportunities for them;

- d) 'Safe Seoul' aimed at reviewing the level of safety for women travelling at night and emphasizes that sexual and domestic violence is prohibited.; and
- e) 'Convenient Seoul' to deal with inconveniences in the use of public facilities and transportation.

The project specifically addressed areas not covered by national level policy provisions and was executed by sixteen offices, investment institutions and government funded institutions of the Seoul Metropolitan Government. In the past, women's policies were only implemented by the women's policy department, and it was hard to consolidate a gender perspective in the work of other departments. However, under the Women Friendly City Project, each office chooses projects that need the integration of a gender perspective and establishes action plans with the women's policy department.

4.5. GRB Guidelines in Budget Circular

Budget circular is the official notice that is issued by the Chief Controller of Accounts / Municipal Commissioner at the beginning of each budget cycle. The purpose of the circular is to instruct the sections/department on how they must submit their demands for budgets for the coming year. One way of introducing GRB is provide guidelines as part of the Budget Circular, which instructs the departments on how to plan and allocate budgets to ensure that they are more gender responsive.

There are two ways in which this can be ensured:

- First, by ensuring processes that help departments/sections identify activities, which are specific to women and make targeted allocations for these. This

is generally known as the "Women's" Budget or in case of Maharastra the "L" Budget.

- Secondly, by asking the sections/departments to report on specific questions which would force them to think about how the current allocations can be made more gender responsive. An important tool to be used here is the identification of a city-level menu of works preferred by women among those implemented by each section/department and identification of the percentage flow of funds to these vs those to other departments/ section.

Both these steps can be useful initial steps for the ULB to initiate GRB. It needs to be ensured, however, that these processes do not become routine a reporting activity. . Steps should be taken to ensure that these statements could result in changes in prioritization.

One way of doing this could be linking it up with the five-year action plan and asking the section/department to report clearly on how they are going to contribute to the same. The draft guidelines for both the processes which can be used by the ULB is given in section 5.3. The ULB could also consider incorporating the same as part of their Budget Circular.

Another way to monitor the actual implementation of these allocations would be through the **Budget Watch Register**. This can be an especially useful

tool for the “Women’s” or “L” budget, wherein a separate sheet/section can be introduced to monitor and track the proposals submitted towards these activities and the actual expenditure incurred thereof. This would specifically be useful to ensure that the funds allocated for women are not unspent. This would also help track the status of projects and in future the impacts achieved from these allocations.

In addition, a specific MIS report for reviewing projects with targeted allocations for women can be developed for submission to the Standing Committee and Gender Task Force for review. The template for such an MIS report is given in section 5.4. A similar template can be developed to monitor all beneficiary oriented schemes to be able to track the number of female beneficiaries in the programmes. This will also enable availability of sex-disaggregated data at the ULB level.

4.6. Gender-Aware Beneficiary Assessment of Municipal Services

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. These responses can be analyzed in order to assess the extent to which ULBs’ current budget meets the priorities of women and men. Data for disaggregated beneficiary assessments can be collected

by using quantitative surveys (eg 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. Participatory learning and action 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. Two such tools are being described in section 5.5.

4.7. Gender-aware participatory budgeting

Participatory Planning (PB) is the process of involvement of citizens in decision making. It enables ordinary people to play an active and influential part in decisions, which affect their lives. Participatory budgeting lets citizens decide on how certain budget funds should be allocated. People are not just listened to, but also heard and their voices shape the outcomes. There are various approaches for Participatory Planning/Budgeting used within India and globally. Typically multi-stakeholder consultations are undertaken during the process of policy making, programme/scheme development and sometimes even in the pre-budget phase. However, most of these are closed group discussions. Public consultations and public hearings

are a most effective form of participatory planning and budgeting. This approach has also been particularly useful for ULBs. States such as Karnataka and Municipal Corporations such as Pune, Mumbai and Madurai have already initiated participatory budgeting in the budget making processes.

Participatory Budgeting In Pune Municipal Corporation

Participatory budgeting was initiated in Pune Municipal Corporation in the year 2006. Under the process, each prabhag (electoral ward) is allocated a budget of INR 50 lakh with the maximum limit of a single project not exceeding INR 5 lakh. Each prabhag can implement any number of projects but the total amount cannot exceed INR 50 lakh and cost of each of the project cannot exceed Rs. 5 lacs. A maximum of INR 38 crore per annum can be allocated for 76 prabhags towards participatory budgeting. The Municipal Corporation of Pune sends a notification in various newspapers about the timeline during which citizens can make suggestions in the Budget. This timeline usually lasts for a month (July-September). During this time span, citizens can download the form from the corporation's website or pick it up from the local ward office and submit their suggestions to the local ward office. The suggestion can also be submitted online through www.participatorybudgeting.in, which is created by Janwani, a Pune based NGO. On submission, a receipt is given to the citizen. After the time span, the ward engineers from the ward office accept or reject the work on basis of the technical feasibility of the work and the cost of undertaking the work (all works that cost above 5 lakhs are rejected). After the initial screening of the suggestions, the list of works is scrutinized by the Prabhag Samiti, which comprises of elected representative. Thereafter, the list of accepted suggestions is included in the Municipal Commissioners Budget.

An important gap in this process, however, is the lack of gender mainstreaming. Very small steps like modification of the city-level menu of works to incorporate women's preference, tracking of applications/demands made by women and prioritizing them, can make these processes gender responsive.

It is important to engender the Participatory Planning and Budgeting processes. These could be done by creating mandatory processes and systems to ensure involvement and participation of women in the process. Some of the possible steps could be:

- Mandatory participation of women in the process especially while conducting workshops and sammellans to facilitate the process. Issuing instructions and providing support for involving women members of community-based organisations (CBOs) and self-help groups (SHGs) to ensure their active involvement in decision making and budgeting.
- Facilitating the process of gender analysis and supporting women articulate their demands through use of Participatory Learning and Action (PLA) tools like beneficiary prioritization and spatial mapping. Details of both these tools are given in section 5.6.
- Awareness and capacity building of Junior Engineers and Ward Engineers, Elected Representatives, especially Elected Women Representatives (EWRs) on the need to build in gender benefits as part of the project appraisal process.

- Tracking the applications/ resolutions from women and giving special consideration to women's demands, say at least 33% of the demands approved under participatory budgeting exercise should be those received from women.

It is important to note here that involvement of women in decision making is key to success of GRB initiatives. It is not enough to say that women's needs and concerns have been taken into account, they have to be treated as equal partners in decision making and implementation and not only as beneficiaries. This can only happen by promoting gender responsive participatory planning and budgeting processes.

Participatory planning and budgeting processes can also be taken a step forward to involve women in the management of the public services, especially those related to water, sanitation, health and education, which affect them most. Many Municipal Corporations have already adopted such means in various areas. The Ahmedabad Municipal Corporation introduced, as a part of the Slum Networking Project for providing basic services in slums, the concept of women-led community-based organisations for planning, implementation and management of the services. The Pune Municipal Corporation, as part of the solid waste management project, has created a women waste-pickers cooperative "SWACH", which leads the door to door waste

management system in the city. This model is a unique combination of waste management with an urban poverty alleviation perspective especially benefitting women.

Involving Women In Planning and Management

In eight slums in the Tiruchirapalli District of Tamil Nadu State, India, latrines constructed by the Municipal Corporation had all become unserviceable due to poor maintenance. The women reported that the poor maintenance of the latrines caused faecal worms to generate and reproduce, and they could be found near the water taps, and even inside the walls of their houses. Poor sanitation and contaminated water affected all families and increased their medical expenses. Male community leaders did not take any steps to provide improved facilities. Finally, the people joined forces with Gramalaya, an NGO working on water and sanitation projects. The project design called for the installation of drinking water facilities and individual toilets, as well as community mobilization, with a focus on gender mainstreaming. WaterAid covered the equipment and installation costs, while Gramalaya covered the capacity building and community mobilization components. The government provided the land sites, electricity, water supply, and loans to community members. The community benefits from improved water and sanitation facilities, better health and increased resources for community development, and the women have gained self-confidence.⁵

⁵ Source: I. V. Berna, 2006. India: From Alienation to an Empowered Community - Applying a Gender Mainstreaming Approach to a Sanitation Project. Quoted from UN Water, 2006.

4.8. Gender appraisals and audits of policy, code, programme or project

Gender appraisals are crucial for ensuring that policies, programmes, strategies, practices and resource allocations reflect potential gender impacts of investments. A Gender appraisal checklist can be used to assess the integration of gender concerns into policies, programs/schemes and projects of all types. (Section 5.7) It can be mandated that each individual project, particularly those related to infrastructure have a pre-gender appraisal using the checklist and the same is attached along with the project proposal sent for administrative and technical sanction. For projects, which may seem to have a higher gender impact, specific gender assessment may be undertaken and the recommendations thereof should be included in the final proposal.

Gender audit is a tool, which helps to assess the differential impact of projects and policies on women and men. Its aim is to see whether the policy, programme guidelines, practices, systems, procedures and budgets are being used in the most effective way to deliver the ULB's commitments to gender equality. A gender audit:

- Considers whether internal practices and related support systems for gender mainstreaming are effective and reinforce each other and whether they are being followed
- Monitors and assesses the relative progress made in gender mainstreaming

- Establishes a baseline
- Identifies critical gaps and challenges
- Recommends ways of addressing them and suggests new and more effective strategies
- Documents good practices towards the achievement of gender equality

Gender Audit of Transport Networks

In the UK, the Women's Transport Network promotes safe and accessible environments and encourages women to progress in the transport industry. After a study into in-car safety and the personal security needs of female drivers and passengers was published in 2004, a checklist on women and public transport was developed. The checklist is a useful management and community tool: it assesses how well organizations meet women's needs; it identifies priorities for improvement; it measures progress of gender-based targets; it assesses how well a local transport provider or local authority is meeting women's transport needs; it identifies priorities for campaigning, lobbying and negotiations; and it measures the progress of operators and local authorities.

Gender audit exercises can be undertaken in the form of a "Social audit" of the ULB's programmes and services by ensuring that both men and women participate in the audit process. Another approach could be the Balanced Score Card method, wherein the sections/ departments set targets in terms of strategic interventions and changes in policies, practices and codes required for ensuring gender equality and then score the progress made towards enabling the same using the signal-light method.

5. Tools for GRB in ULBs

5.1 Prototype Resolution on Gender Responsive Budgeting for Urban Local Bodies

Preamble

It is imperative that men and women, boys and girls equally benefit from government expenditure. Therefore, to ensure the right to education, government budgets need to be examined from a gender perspective. GRB is a tool for increasing accountability and accelerating the implementation of commitments to gender equality and human rights. It is a process that entails incorporating a gender perspective at all levels and stages of the budgetary process - planning/ policy/ programme formulation; assessment of needs of target groups; allocation of resources; implementation; impact assessment and prioritization of resources.

Resolution

The _____(name of the ULB) has, thus, after careful consideration decided to adopt GRB as an integral part of its planning and budgeting process. GRB will be a part of the General administrative services of the ULB.

The goal of GRB would be to transform planning and budgeting processes within the ULB to ensure more gender responsive allocations and to achieve the long term goal of realizing women's rights and reducing the gender gaps in the city.

The key principles guiding this process are:

- g) A shift to outcome/result oriented budgeting with the aim to address the gender inequalities.
- h) Improve the access of services for women by recognizing the need for affirmative action for women and to make budgetary decisions accordingly.
- i) Ensuring both practical gender needs and strategic gender interests at the core of all activities.
- j) To identify gender inequalities in budget processes, allocations, and outcomes.
- k) Treating women as participants in the development of the city with focus on direct benefit transfer to women and not indirect benefits (treating them as part of the household)
- l) Focus on people's participation and consultation in the development process
- m) Strengthening accountability and transparency for gender equality.

The Chief Controller of Accounts will be the nodal person for GRB in the ULB. The ____ (ULB) is also pleased to constitute a Gender Task Force to guide and monitor the progress of GRB within the ULB. The Task Force will be comprised of the following officials:

1	Municipal Commissioner	Chairman
2	Representative of Standing Committee	Member
3	Head of Department, Planning and Regulations	Member
4	Head of Department, Public Works	Member
5	Head of Department, Health	Member
6	Head of Department, Sanitation and SWM	Member
7	Head of Department, Civic Amenities	Member
8	Head of Department, Urban Forestry	Member
9	Head of Department, UPA and SW	Member
10	Head of Department, Primary Education	Member
11	Head of Department, Transport	Member
12	Head of Department, Water supply and Sanitation	Member
13	Head of Department, Housing	Member
14	Head of Department, Welfare of Women	Member
15	Head of Department, Revenue	Member
16	Chief Controller of Accounts	Member Secretary

The following persons will be permanent invitees to the Task Force Meeting

- 1 Representatives of Women Rights Organizations (Name)
- 2 Academic Experts (Name)
- 3 Citizen Representatives (Name or Designation)

Terms of Reference

The Task Force will work towards creating an enabling environment for promoting GRB in the ULB with the ultimate goal to create a Safe, Accessible and Equitable city for women.

- Advocate and pursue the process of GRB in the ULB, issuing the necessary instructions, guiding and monitoring the whole process.
- Ensure the all departments set up mechanisms and nodal persons for adoption of GRB.
- Facilitate the undertaking of a gender need assessment and development of a “white paper and action plan on gender”.

- Facilitate the revision of the budget circular and adoption of the Gender Budget Guidelines.
- Review the available GRB tools and suggest the most suitable tools to be adopted at the ULB level.
- Identify sectors and areas for participatory need assessment and promote systems and process for enabling women to more pro-active voice their concerns and demands in the Municipal Governance Systems.
- Work towards understanding the barriers to women's access to Municipal services and adoption of GRB and creating systems to remove these barriers.
- Identify and facilitate research studies and evaluations, as and when required, and suggest modifications in policies and programmes thereof.
- Ensure the establishment and smooth functioning of the Gender Budget Cell within the ULB.

Procedure

- The Task force will meet every quarter to review the progress on GRB in the ULB.
- The Task force will be assisted by a Gender Budget Cell comprising of gender experts from within the Corporation/Municipality, civil society representatives and academics to assist the functioning of this Task Force.
- The Gender Budget Cell will 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 ULB.
- The Gender Budget Cell can also serve as a technical support group in planning, policy formulation and implementation of gender issues for the various departments.

This issues with the concurrence from the State Government on this date of —

Signed By

5.2 Step by Step Process for Participatory Need Assessment Tools

Tool 1: Moser Framework (simplified)

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 framework includes six tools, ranging from identification of gender roles to needs assessment to control over resources and decision making. A modified version of the framework is being discussed here, with a view to identify gender roles and related needs.

The aim of this tool is to identify the critical needs of men and women either across age-groups or across occupations. It is thus important that the exercise is undertaken with a smaller and more or less homogenous group either by age or by occupation. Also it is advisable to do the exercise separately for men and women to be able to identify the needs of both categories.

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

Process Steps:

A. 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.

B. Articulation

5. Take all the cards and classify each of the activities into three categories: productive, reproductive and community; as per the given format:

Productive		Domestic/ Reproductive		Other	
Paid	Unpaid	Paid	Unpaid	Social/ Community	Leisure

6. Ask the group if they want to add any other activities which they do under the classifications
7. The output will help you identify women's triple role (if you do it for men separately you can identify gender roles)

C. Analysis

8. Identify the problems faced in each of the roles and the corrective measures that can be taken
9. Identify activities that the development project (ULB works) can undertake for the required problem/corrective measures.
10. This will give a list of women's practical needs and possible solutions/activity plan
11. List out the activities in the local budget which target each of these and discuss how an increase or decrease in these budgets will impact women
12. Document the discussions in the following format:

What are the major constraints to increasing women's productivity and gainful employment?	Which productive activities are most affected by the ULB Budget?	What can the ULB do differently to improve women's lives (paid productive jobs, how can unpaid jobs be converted into better paid ones, what is the unit cost- are they paid minimum wages) ?
What are the domestic activities which take up most of their time due to lack of basic services?	Which domestic activities are most affected by the ULB Budget?	What can the ULB do differently to improve women's lives (reduce drudgery and provide better access to services) ?

Tool 2: Infrastructure/Service Mapping

Mapping exercises will not only provide you with information about the physical characteristics surrounding the community, but can also reveal much about the socio-economic conditions and how the participants perceive their community. The maps are usually drawn by the group on the ground using stick or chalk or on a large sheet of paper. However, in urban locations it could be useful to use large print outs of geo-spatial maps to allow for creating a larger map of the area. The exercise often attracts much attention and generates useful debate among the mapmakers and the onlookers. This activity can be done in homogenous or non-homogenous group of men and women.

Pre-preparation: Get a geo-spatial map of the prabhag and create smaller maps for localities. Get these printed on A5 or larger size paper.

- 1 Explain the responsibilities of the local body and the basic services provided by the ULB (their menu of works)
- 2 Facilitate the prioritization of the list of works (as in the menu) and the various services provided by the local body in connection with the services by asking the group to identify the most critical infrastructure/service in their area from a women's perspective. (It is preferable, if prior to the activity the preference ranking exercise has been undertake in the locality to identify the most critical infrastructure/service needs of women.)
- 3 Mark the availability for the top 3-4 works/services identified on the area map using different coloured bindis.
- 4 Also circle the service/ usage areas for each. Also ask questions related to accessibility for women and the problems faced by then in accessing. This will give the group options for improvement in the services.
- 5 The final output would look something like this.

5.3 GRB Guidelines for Budget Circular

The _____-(ULB) has adopted Gender Responsive Budgeting as a strategy for mainstreaming gender in all planning and budgeting process. This involves identification of the needs and constraints faced by women and integration of the same with appropriate interventions within the existing programmes as part of the budgeting process. In order to ensure that Departments take requisite steps to enable this as also to reflect the flow of funds to back these gender commitments, all Departments are advised to follow the said procedure for GRB and submit the Gender Budget in the prescribed formats.⁶ This Statement will also be discussed during the pre-budget meetings.

Part A (i): Where the ULB has a Gender Action Plan

1. The _____(Name of the ULB) has developed and adopted the White paper and Five Year Action Plan on Gender vide— dated—
2. Based on the identified targets, the ULB has taken a decision to focus on the following issues for the year —.

Priority area	Outcome Indicator	Annual Target

3. Based on this the Women and Child Committee has prepared a requirement plan for the outcomes and outputs to be achieved. This is as follows

Outcome Indicator	Output Indicator	Activities Required	Number of the activities	Unit Costs	Budget Required

Part A (ii): Where there is no Gender Action Plan

1. Identify three priority gender-concerns or gender-gaps that your department deals with.
2. Identify the concrete steps your Dept will undertake this year to address these concerns for the year —.
3. Identify the outcome Indicators and annual targets for the same and reflect as in:

Priority area	Outcome Indicator	Annual Target

⁶ Based on the method of GRB adopted by the ULB, the ULB may decide to either adopt Part A (i) or (ii) sections as part of their budget making process. Part B will be common for all .

4. Identify the outputs and activities for these and mention the budgetary resources are needed this year, to implement these activities, in the following format:

Outcome Indicator	Output Indicator	Activities Required	Number of the activities	Unit Costs	Budget Required

Part B: Preparing Annual Budget from a Gender Perspective

1. All department heads and administrative zones are required to prepare a commitment of action towards these outcomes and outputs. This should be in the following format:

Outcome Indicator	Output Indicator	Activities proposed	Input-Output Narrative (explain the relationship)	Budget Allocated in the year

2. This “Women “ or “L” Budget would be reviewed separately by the Standing Committee and a total budget of not less than (but not limited to) 5 % of the total ULB budget after deducting committed expenditures.
3. This statement should be presented as a separate statement in the budget (with identifiable budget codes) in the following format:

Budget Code	Budget Head	Department	Budget Estimate (BE) current year	Revised Estimate (RE) last year	Actual Expenditure (AE) Preceding two years	Percentage of AE to BE for the concerned year

5.4 Gender Aware MIS Report

MIS REPORT 1: For Women's Budget

Outcome Indicator	Output Indicator	Activities		Budget	
		Target	Achievement	Allocation	Expenditure

MIS REPORT 2: For all beneficiary oriented schemes

Name of Programme/ Scheme	Budget Code	Type of Scheme* (A/B)	Total Target	Target for Women	Total Achievement	Achievement for Women	Total Expenditure	Expenditure for Women

* Type of scheme: (A) Where 100 percent beneficiaries are women (B) Where 30 to 100 percent beneficiaries are women

5.5 Sex-Disaggregated Beneficiary Assessment Tools

Tool 1: Service Level Satisfaction

This tool aims to collect and analyse opinions of women and men on the extent to which they are satisfied with the ULB's programmes and services. For example, the perceptions of women and men regarding the quality of services being provided to them by the urban health centres or of girls and boys with respect to Municipal schools could be ascertained using this tool. There are various possible instruments to ascertain this as: opinion polls, attitude surveys, focus group discussions, conversational interviewing, etc. Scoring technique to measure service level satisfaction, however, helps to not only map the difference in satisfaction levels between men and women, but also helps link it with budgetary implications. Further this is a participatory exercise and yet gives numeric figures, which can be used to measure change in satisfaction levels over time.

Process Steps:

- 1 List the services which fall under the purview of the body/unit being analysed, For example if you were doing it for a Municipal schools this would include list of services provided like building and repair including activities such as Classroom construction and maintenance, Playground maintenance, Library maintenance, Drinking water facilities, Toilet construction and maintenance. It would also include teaching services such as teaching staff, teachers training, providing teaching and learning material, etc. (please note that for some activities the services need to be defined based on the outcomes of the activity)
- 2 List out the involved activities, which the ULB has undertaken/ supported (you may want to prioritize top 5 allocations if the list is too long).
- 3 Map the level of satisfaction of men and women from the implemented activity on a scale of 1 to 5; where 5 is the most satisfied and 1 is the least level of satisfaction.
- 4 Add the allocation of budgets for the different activities and map the results on the given format.

Services	Activity	Budget Allocation	Level of Satisfaction (M/B)	Level of Satisfaction (F/G)
Building	New Classrooms	XXXXX	4	4
Repairs	Drinking water supply system		3	3
Maintenance	Toilets		4	2
	Playground		4	2
Teaching Services	Teachers' Salaries (Availability and attendance)		3	4
	Teachers Training (Quality of teaching)		3	3
	Teachers Training (Behaviour of Teachers)		2	4
	Training learning material		3	2

5 Discuss the reasons thereof and ask suggestions for improvements

This exercise can also can be done at an individual level using opinion polls/surveys. The limitations of this tool are that it captures only the perception of the beneficiary and not the non-user or the service provider; it is time consuming; and it usually addresses only one service at a time..

5.6 Participatory Planning Tools

Tool 1: Preference or Problem Ranking

Preference/Problem Ranking is a participatory technique based on analyzing and identifying problems or preferences of the local stakeholders. Doing it separately with men and women's groups helps identify the different needs and priorities of men and women.

1. Ask the participants to select about 5-8 most important problems or works under the Participatory Budget Menu.
2. Note down each of the problems/preferred works on a separate card (use pictures or symbols instead of text where possible).
3. Develop a matrix chart listing all the problems/preferred works on both "X" and "Y" axis. A preference matrix has two identical lists of problems or alternatives, one across the top (x-axis) and the other down the left side (y-axis). Each open box or cell in the matrix represents a paired comparison of two items or alternatives. The chart would look as below:

	Repair of Urban Health Centre	Bus Stop	Water Stand Post	Road Repair	Solid Waste Management System
Repair of Urban Health Centre					
Bus Stop					
Water Stand Post					
Road Repair					
Solid Waste Management System					

4. Place two of the cards in front of the group and ask them to choose the bigger problem and to give reasons for the choice. Write the issue on the selected card in the given box

in the priority-ranking matrix as below (it would be good if someone also takes down notes on the causes of selection/prioritization)

	Repair of Urban Health Centre	Bus Stop	Water Stand Post	Road Repair	Solid Waste Management System
Repair of Urban Health Centre		Repair of Urban Health Centre			
Bus Stop					
Water Stand Post					
Road Repair					
Solid Waste Management System					

5. Present a different pair and repeat the comparison. Repeat until all possible combinations have been considered. The final chart would look something like this.

	Repair of Urban Health Centre	Bus Stop	Water Stand Post	Road Repair	Solid Waste Management System
Repair of Urban Health Centre	Repair of Urban Health Centre	Repair of Urban Health Centre	Water Stand Post	Repair of Urban Health Centre	Repair of Urban Health Centre
Bus Stop	Repair of Urban Health Centre	Bus Stop	Water Stand Post	Water Stand Post	Water Stand Post
Water Stand Post	Water Stand Post	Water Stand Post	Water Stand Post	Water Stand Post	Water Stand Post
Road Repair	Repair of Urban Health	Road Repair	Water Stand Post	Road Repair	Solid Waste Management

	Centre				
Solid Waste Management System	Repair of Urban Health Centre	Solid Waste Management	Water Stand Post	Solid Waste Management	Solid Waste Management

6. Do the exercise separately with men and women groups and then list the problems in the order in which the groups have ranked them by sorting the cards in order of priority.

The analysis will be as below:

	Number of times marked by women	Women's Preference Ranking	Number of times marked by men	Men's Preference Ranking
Repair of Urban Health Centre	7	2		
Bus Stop	1	5		
Water Stand Post	11	1		
Road Repair	2	4		
Solid Waste Management System	4	3		

7. Place all cards in the preference list and check with the group whether there are any deviations in the list from what they feel. If there are any, make the appropriate changes.
8. If undertaken for problem analysis, use the ranking to begin a discussion about potential solutions to the priority problems.

Tool 2: Matrix Ranking and Scoring

Matrix Ranking is a participatory technique used to analyse options based on multiple criteria. This exercise helps not only in prioritizing solutions or obtaining the order of preferences but also in measuring the strength of preference, i.e. 'how much more' one item is preferred over another. The technique also enables the identification of criteria and of the trade-offs involved in choosing between alternatives. Doing it separately with men and women from the same community will not only highlight the differential gender needs but also give insights on the reasons thereof.

1. Ask the group to identify the most critical problem in their area.
2. Explain the responsibilities of the local body and the menu of works related to that issue. You may not want to focus only on the Participatory Budget menu but also other activities.
3. Prepare a matrix chart listing out the major type of works in the "Y" axis.
4. Ask the group to select the type of work that they feel will be most suitable and why. List down the list of criteria on the top column of the "X" axis. You may have to convert the reasons into criteria as part of your facilitation. For example- if the people say two times of day, you may mark it down as frequency; or if they say everyday as against sometimes you may want to mark as regularity.
5. The chart would look like this.

Criteria for Preference	Type of Solutions			
	Placing of Segregated Dustbins	Constructing a Waste Collection Pit	Waste Collection Truck (Ghanta Gadhi)	Placing of Segregated Dustbins with Temporary Supervisor
Hygiene Parameters				
Frequency				
Regularity				
Human Resource Requirement				

Supervision				
Within PB menu				
Feasibility				
Pricing				
Possibility of quick approval				

6. Ask the group to rank each option against the deciding factors on a scale of 1-5 or 1-10.

7. The final chart would look something like this.

Criteria for Preference	Type of Solutions			
	Placing of Segregated Dustbins	Constructing a Waste Collection Pit	Waste Collection Truck (Ghanta Gadhi)	Waste Collection Truck with segregation
Hygiene Parameters	2	1	4	4
Frequency of cleaning	3	2	3	3
Regularity of cleaning	2	1	3	3
High Staff Requirement	4	2	4	3
Higher level of Supervision	3	1	4	3
Within PB menu	5	4	0	0
Feasibility	4	3	3	3
Pricing	4	4	3	2
Possibility of quick approval	5	3	1	1
Total	14	7	18	16

8. Facilitate the identification of the preferred option jointly with the group by analyzing the marks obtained by the different solutions.
9. This exercise can also be done for selection between multiple types of works. In that case the type of criteria may differ as in- number of people affected by the issue, level of difficulty, level of difficulty for vulnerable groups such as elderly or children, impact of the problem, etc.
10. It is best to do this separately with men and women and then facilitate a joint discussion, but even within a common group this could be done by ensuring that all of women's criteria for preference is included in the list and is given weightage. .
11. This scoring exercise can also be done to evaluate the works undertaken in previous years.

5.7 Checklist for Gender Appraisal and Audit of Programmes

Sr. No.	Gender Mainstreaming Action	Indicators for Scoring					Score	Means of Verification	Remarks/ Comments
		1	2	3	4	5			
A.	Situational Analysis	Not Needed	Data quoted in background is sex-disaggregated	Gender is part of context analysis of schemes	Scheme identifies constraints for women to benefit	Scheme identifies strategies to address gender concerns and constraints for benefitting women			
B.	Consultative process	Not Needed	Public Consultations have been held	Project has a bottom-up planning process	Specific Consultations were held with women	Women are part of the project planning and decision making process (in committees)			
C.	Proposal document/ Guidelines	Not Needed	Proposal/ Guidelines has specific mention for targeting women and girls	Proposal/ Guidelines has clear objective/ goal for targeting women and girls	Proposal Guidelines has reservation s/ quota provisions for Women	Proposal/ Guidelines has specific mention for strategies and action for targeting women and girls			
D.	Affirmative Action	No specific activities for women	Specific Activities mentioned to reach out to women	Separate and adequate budget allocation for the gender related activities	Units costs for women related activities are sufficient	Project has separate budget head for women to plan and implement			
E.	Trainings and Capacity Building	Not applicable	Project has mention of need for	Project has budgeted for gender	Project has gender focal point	Project has both focal point and training budget			

			gender training	training of staff					
F.	Information Access	No IEC planned in project	Mass Communication Initiatives will reach men and women both	IEC material will be gender sensitive in content	Specific IEC plan to reach out to women	IEC Material used will be women friendly			
G.	Benefit targeting	Not applicable	Targeted provisions for women	Specific initiatives in guidelines for enabling women's application (like alternative to ownership documents, etc)	Women involved in beneficiary selection	Specific initiatives to reach out to women beneficiaries in place (like application camps, special measures to address grievances of women, etc)			
H.	Contractual Mechanisms	Not applicable	Project mandates the need to follow all employment provisions for women- Minimum and equal wages; facilities like crèche, toilets	Project budgets for employment provisions for women- Minimum and equal wages; facilities like crèche, toilets	Project specifies the need to provide employment options to women as far as possible	Project provides more weightage to contracts which promote women's employment			
I.	Monitoring	Not Possible	Periodic monitoring of benefits to women	Sex-disaggregated data collection in all physical monitoring	Women participating on project monitoring (social	Project has an inbuilt gender action monitoring process			

				formats/ systems	audit, public hearings, etc)				
J.	Evaluation	Not applicab le	Project Evaluation plan will undertake gender assessment (will be part of ToR)	Project Outcome and Impact Indicators are gender sensitive and will be evaluated	Project has a mandated gender impact evaluation	Project has budgeted for gender impact evaluation			

Total score= A+B+C+D+E+F+G+H+I+J

Score Index= 1-(50-(Actual Score)/50)

All proposals with score index of less than 0.4 will be rejected or need to be sent for special gender scrutiny to seek exemption from audit.

ANNEX 1

Women's Demands/ Gender Concerns in Key Sectors Dealt by Urban Local Bodies

Sector	Issues Covered		Demands of women/ Gender Concerns	
Water Supply	➤	Water supply and treatment plants	➤	Ensure adequate quantity of water and fixed timings of water
	➤	Installation of water pipelines	➤	Maintain adequate pressure in pipelines Availability of water pipeline map

	➤ Providing household level water connections ➤ Construction and maintenance of stand posts ➤ Installation and repair of borewells and handpumps ➤ Regular Water quality testing	- to enable women or women's groups to check for leakage and non-mixing of sewage water with domestic water ➤ Regular repair of pipelines to prevent leakage ➤ Quicker response to pipeline leakage complaints ➤ Ease of availing household connections irrespective of residence status ➤ Adequacy of stand posts as per dependent population ➤ Repair or close all existing borewells ➤ Creating local systems for handpump repair (train women as handpump/ borewell mechanics) ➤ Construct boundaries around borewells and handpumps to prevent water contamination ➤ Ensure clean water provision ➤ Local water tanks should be cleaned regularly ➤ Share water quality testing reports with local women to enable them to take timely action ➤ Create localized water availability and quality surveillance system ➤ Activate municipal grievance apps for water service
Sanitation	➤ Individual toilet construction subsidy ➤ Construction and maintenance of community toilets ➤ Construction and maintenance of public toilets ➤ Ensuring Open Defecation Free (ODF) status ➤ Ensuring individual septage management systems ➤ Maintaining common septage management systems ➤ Sewage treatment plants ➤ Door to Door solid waste collection system ➤ Locality level solid waste collection system ➤ Maintaining of common solid waste collection system ➤ Creating awareness of cleanliness ➤ Waste management plants/ system ➤ Keeping local river banks and water bodies	➤ Subsidy for poor families to construct toilet with proper septage management ➤ Provision of adequate ladies toilets with water facility at all public facilities- schools, hospitals, bus stands, railway stations, municipal markets, parks, etc ➤ Toilets should be at safe and secure locations and easily accessible. It should be good if these are also GPS located to ensure ease in location. ➤ Cleaning of public toilets should be ensured and feedback system should be in place ➤ Ensure daily and timely emptying of the bins at household and locality level ➤ Timing of collection should be before 9 am and after 6 pm ➤ Provide separate bins for wet and dry garbage ➤ Location of common dustbins should not be close to homes or on footpaths ➤ Separate bags for sanitary napkins should be provided and made compulsory ➤ Creating public awareness about waste management and waste segregation ➤ Employ local rag pickers for waste collection instead of corporate/ company management ➤ Penalizing spitting and littering in buses and railways

	clean	➤ Local water bodies and river banks should be developed as safe and secure walk ways and recreation places.
	➤ Maintenance of river banks and local water bodies	
Drainage	➤ Installation of drainage lines (regular) ➤ Cleaning and repair of regular drains ➤ Closing of drainage chambers and man holes ➤ Cleaning and maintenance of drainage chambers ➤ Providing household level connection ➤ Installation of storm water drains ➤ Cleaning and repair of storm water drains ➤ Waste water treatment plants	➤ All drainage chambers should be closed ➤ Ensure regular cleaning of drains ➤ Ensure collection of drain filth within 48 hours of the drying ➤ Grievance mechanisms for drain overflow and drainage chambers blocking should be more pro-active ➤ Storm water drains should be well maintained ➤ During monsoons, special helplines should be available to seek information on non- water logged streets and areas ➤ There should be water logging alarm systems in slums especially for night ➤ Women should be trained on grey water and black water management systems to ensure better running of treatment plants
Health	➤ Construction and repair of municipal run health centers and hospitals ➤ Preventive action for vector borne diseases ➤ Monitoring of communicable disease outbreaks ➤ Public health awareness creation ➤ Crematorium development and management	➤ Ensure all communities have adequate coverage of dispensaries and municipal hospitals ➤ Municipal hospitals should be well equipped and there should be less paper work involved ➤ Municipal hospitals should be clean and have adequate staff and equipment. Also personnel should be trained to behave politely with patients. ➤ Provision of adequate ambulances to cover the city. ➤ Ensure complete immunization of girl children in slums and migrant communities ➤ Women and children should be trained on better vector management practices particularly for dengue mosquitoes ➤ Vector surveillance and impregnation drives for nets, curtains, etc should be conducted in localities especially slums to prevent mosquito breeding ➤ Regular training on water quality check and purification practices must be given to women
Education	➤ Repair and maintenance of anganwadi centres and creches' ➤ Construction and repair of municipal run schools ➤ Provision of basic amenities- toilets and drinking water	➤ Ensure adequate coverage of ANW centers especially in slums and low income localities ➤ Provision of amenities like toilets, drinking water, etc in all schools ➤ All schools should also have playgrounds wherever possible. ➤ Regular visits from senior officials of ULB in municipal schools ➤ Quality of teachers and education needs to be improved

	➤ Management of municipal run schools	➤ Ensure appropriate behaviour of teachers with students ➤ Ensure extra facilities like coaching classes, English speaking classes, computer classes, science labs, etc in girls' schools ➤ Schemes for education and support provided like scholarships, books, etc should reach girls.
Roads	➤ Concretization and tarring of roads ➤ Repair of roads ➤ Cleaning of roads ➤ Construction of foot paths ➤ Construction and maintenance of parking zones ➤ Erection and maintenance of street lighting	➤ Ensuring no potholes ➤ Footpaths constructed should be accessible and not very high. Also motorists should be strictly prohibited from moving on footpaths ➤ Parking zones should be well lit and ensure space for women to park ➤ Parking for two wheelers and four wheelers should be separate ➤ Ensure coverage of street lights not only on main roads but also on interior roads of the city. Also installation of CCTV cameras on interior roads
Public Transport	➤ Maintaining (supporting) city bus transport systems ➤ Construction and maintenance of bus stops and bus stands ➤ Regulating other public transport mechanisms ➤ Maintaining traffic lights and signals	➤ Information on bus stops and bus timings should be more publicly available. Schedule of buses should be available at the bus stop or atleast information on when the next bus will be arriving. ➤ City buses should have separate sections for women ➤ Women bus drives and conductors should be encourages ➤ City buses should be safe for travelling even at night ➤ City buses should also ply in non-peak hours especially to market places, schools, hospitals, etc ➤ Separate women only buses for night travel from city centers to suburban areas ➤ There should be norms for school transport facilities ➤ Traffic lights and signals should be made pedestrian friendly ➤ Barricades on main roads should have adequate crossing zones for pedestrians' ➤ Bus stops should be well-lit and secure ➤ No rickshaw stands in front of bus stops should be allowed ➤ Ladies toilets and bathing/ changing rooms should be constructed at all bus stands and terminals. These should be in secure locations and not in secluded inner lanes. ➤ Ladies toilets should be well maintained and cleaned regularly and free of vandalism ➤ Bus transport should be affordable ➤ Install CCTV in buses and bus stops

Livelihood	➤ Hawker management ➤ Zoning and maintenance of vending zones ➤ Promoting skill development and livelihood options for urban poor	➤ Vending zones should ensure equitable access to women vendors ➤ Vending zones should be well-lit and in secure places- easily accessible to women consumers ➤ Vending zones should have toilet and drinking water facility ➤ Storage banks should be created for self employed women to store their raw materials and unsold goods ➤ Construction of work shed for women workers like rag picker sorting shed. ➤ Financial inclusion programme of government should be targeted to women too ➤ Provision for crèche in every area
Recreation	➤ Construction and maintenance of parks ➤ Planting and maintenance of city tree cover ➤ Construction and maintenance of play grounds ➤ Construction and maintenance of stadiums ➤ Construction and maintenance of gymnasium and swimming pools ➤ Construction and maintenance of community halls ➤ Construction and maintenance of cultural centers	➤ Separate playgrounds for girls should be created ➤ Separate facilities and timings for girls in stadiums, gymnasium and swimming pools ➤ Separate women only community halls/ SHG centers ➤ Affordable cultural centers to encourage talented girls ➤ Reading halls for girls

Source: Derived from “Gender Responsive Micro Planning & Budgeting for Pune”; a report by Janwani in collaboration with National Foundation for India and UN Women and the authors’ own experience.