



**Report**  
**Workshop on Gender Budgeting**  
**National Gender Centre**  
**Lal Bahadur Shastri National Academy of Administration, Mussoorie**  
**30<sup>th</sup> July to 1<sup>st</sup> August, 2018**

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The National Gender Centre (NGC) in collaboration with the Ministry of Women and Child Development (MWCD) conducted a three-day workshop on Gender Budgeting at the Lal Bahadur Shastri National Academy of Administration (LBSNAA), from 30<sup>th</sup> July to 1<sup>st</sup> August, 2018 at the Nehru Auditorium. The workshop attempted to bring together 37 mid to senior level officers from Women and Child Development, Social Welfare Department, Finance, Urban Development, Planning Department and Faculty of Administrative Training Institutes.

### **Background**

In today's society alongside development, some social concerns are demanding focus. One such concern is GENDER-disparities, sensitivity, abuse or feticide and unpaid work. Women and girls in particular are more vulnerable to exploitation and discrimination regardless of where they are positioned on the socio-economic spectrum. When these concerns are issues to be handled and regulated at different levels of the administration it needs funds. Financial support is needed to provide assistance, to develop training modules/material, to conduct seminars, to organize workshops and further the goals. Adequate monetary allocations are equally important for the achievement of the desired outcomes.

Our socio-economic pattern has different impacts on different genders. Gender budgeting is a powerful tool to achieve gender mainstreaming, address the vulnerabilities and to regulate gender inequalities.

Gender responsive budgeting enables gender sensitive formulation of legislation, policies and schemes, allocation and collection of resources, in implementation, execution and follow-up corrective action to address gender disparities. Hence, to achieve the desired outcomes and reduce gender-disparities it is important to use a gender lens while formulating legislations.

With the above backdrop, the three-day workshop at the National Gender Centre gave an impetus to discuss, deliberate and develop a working action plan to deal with the concerns and restraints and to build purposeful capacity and training.

## Proceedings

**Day 1: 30<sup>th</sup> July, 2018**

### Welcome and Introductions

Ms. Aswathy S., IAS, Executive Director, NGC, LBSNAA, welcomed all the participants and facilitated a round of introductions by the participants.

Ms. Sarojni G. Thakur, (IAS Retd.), provided a brief background to the workshop, set the context for discussion and also set the ground rules to all the participants for the workshop.

Ms. Sarojni G. Thakur, further introduced the three themes of the workshop -

The First theme '**SETTING THE CONTEXT**' included gender commitment and goals.

The second theme, '**GENDER RESPONSIVE BUDGETING**' focused on reviewing the implementation and recommendations on the process.

The third theme, '**THE WAY FORWARD**' included fixing an action plan to achieve the goals and institutionalize gender responsive budgeting.

### Objectives of the workshop

- To enhance understanding of the relationship between Gender and Development
- To enhance capacities for Gender Analysis and Gender Responsive Budgeting
- To review processes and roles and responsibilities of various stakeholders in examine ways by which mainstream governance institutions can be responsive and accountable to Gender Equality concerns
- To share and exchange good practices in GRB
- To develop recommendations /action plans for implementation in sectors/states

A baseline questionnaire form was also circulated amongst the participants to identify the needs of each individual participant.



## Theme I: Setting the Context

### Session 1: Financing Gender Equality: Commitments and Goals

#### Ms. Shubha Chakravarty

In sync with the first theme of the workshop, Ms. Shubha Chakravarty through this session brought all the participants to a common understanding on gender equality commitments of India both internationally and domestically.



#### Internationally –

- 1993 ● India ratified the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW)
- 1995 ● India joined the Beijing declaration and platform for action
- 2015 ● Adopted the Sustainable Development Goals and Agenda 2030  
Goal 5 (in this context): to achieve gender equality and empower all women and girls

**Domestically** the Constitution of India guarantees equal rights to women and men; it contains a clause against discrimination on the basis of gender.

The gender equality commitments within the country include –

1. **National Policy for the Empowerment of Women 2001**
2. **12th Five Year Plan of GoI (2012–17)**
3. **NITI Aayog's Three Year Action Agenda for 2017-2019 which Prioritizes -**
  - i. economic empowerment of women, and
  - ii. protection from all forms of violence

Ms. Shubha, further discussed and highlighted the gender gaps –

The World Development Report 2012: Gender and Development, presented a framework for understanding causes and persistence of gender gaps.

Gender equality seen in 3 realms:

1. Human capital (or endowments)
2. Economic Opportunities
3. Agency

**The main gender gaps in India exist in –**

- Labour force Participation



- Type of employment
- Asset Ownership
- Sex ratio at birth
- Educational attainment

India is lagging on gender equality relative to its economic development. It is surprising to note that India has much lower FLFP 27% (female labour force participation) than expected based on GDP per capita income. Countries with similar levels of income to India have FLFPs around **50 to 60%**.

### **The urgent ‘need’ to close gender gaps -**

**Human rights approach:** it’s the right thing to do

**Instrumental approach:** it’s important for economic growth and development

**Long-term approach:** Gender inequality does not go away automatically as a country develops, it is a gradual process and it will benefit the next generation

Ms. Shubha, further discussed some of the effective policies and programmes being undertaken to address these gaps, some of which include –

- 1. Equal access to employment opportunities and financial services for women, and**
- 2. Women’s safety**

As part of India’s three year action agenda 2017-19 many financial literacy programs, skill development programs, entrepreneurship development training and women’s safety programs and initiatives are being undertaken.

The session ended with a group activity where the participants in groups discussed and recommended appropriate gender actions to be included in the three year action agenda or the South Asia Gender Action Plan.

A group photograph of all the participants at the AN Jha Lawn, LBSNAA, followed the session.







## **Session 2: An Overview on Gender Responsive Budgeting**

**Ms. Sarojini G. Thakur**

This session provided the conceptual clarity on Sex, Gender and Gender Responsive Budgeting and the need for it.

**Sex** being the biological distinction between males and females, determined with reference to genetic and anatomical characteristics.

**Gender** being the socially constructed roles ascribed to males and females, which is the normative 'masculine' or 'feminine' behavior expected. These roles, which are learned, change over time and vary widely with and between cultures.

The recognition of the third gender also formed part of the discussion.

**Approaches to Equality**      ↔      👤 = 👤

Formal equality regards women and men as being the same and therefore sets out to treat women the same as men. Its principle aim is to achieve equal treatment.

Substantive Equality Approach stipulates not only formal legal equality but correction of historical, systemic and structural barriers to enable equality of results in real terms–

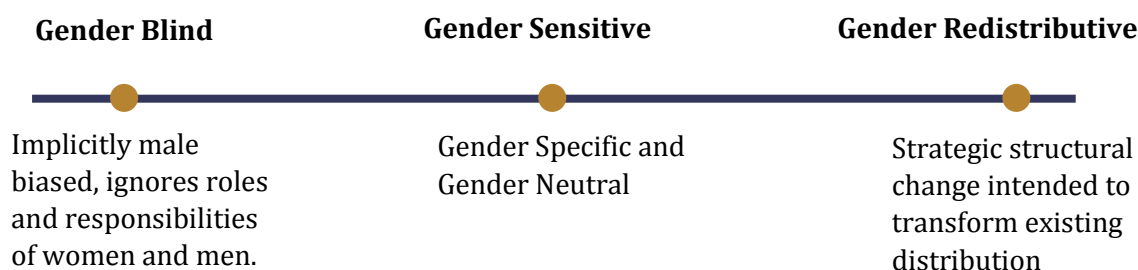
- Equality of opportunity
- Equality of access and
- Equality of results

It takes into account and focuses on diversity, difference, disadvantage and discrimination. It deploys affirmative action through use of temporary special measures to accelerate social change.

Ms. Sarojini, further elaborated on **gender needs and interests** and **Policy design and gender and the nature of inequalities** -

**Practical gender needs** responds to the needs of women and men within their socially accepted roles in society without attempting to modify gender inequities and women's condition.

**Strategic gender interests** in addition to responding to the concrete health needs of women and men, is aimed at redistributing the roles, responsibilities and power between them, so as to reduce inequities and bring about a transformation - legal reforms, reproductive choices, new extra household resources and women's position.



### Nature of inequalities

- Gender specific disadvantage
- Gender intensified disadvantage
- Gender imposed disadvantage

'Budgets' act as an important tool to address these issues and concerns if formulated in a gender sensitive and gender neutral manner as **budgets determine priorities**.

Hence, **Gender Responsive budgeting (GRB)** becomes all the more important.

Ms. Sarojini explained GRB in detail -

**Gender responsive budget** is a process that aims to analyze how effectively government's policies, programs and budgetary allocations respond to the differentiated needs of and impacts on women, men, girls and boys and the extent to which they promote gender equality.

GRBs are a gender mainstreaming strategy and distinguishes:

- Gender sensitive budget analysis
- Formulation of gender sensitive budget

Important aspect relates to the **unpaid care and reproductive work economy** (housework, caring for children, sick and aged people, collecting fuel and fodder) and its recognition as work. GRBs are a tool, a means to an end.

#### ■ GRBs can focus on

- Full budget or specific sectors
- Sectors or specific problem
- Expenditure and/revenue



- National/ State/ District/Panchayat level
- Can include both post budget analysis and budget allocation.
- Usually involves separate depiction of gender budget in statement or budget form.

It is also very important to understand what **GRB is not about** and what **GRB is about** clearly –



Not a separate budget for women;  
 Not about spending the same on women and men;  
 Not just about assessing programmes targeted specifically at women and girls.  
 Not publishing a Gender Budget Statement.  
 Not only increasing allocations for women-announcing new schemes and programmes.  
 The responsibility of the women's machinery.



GRB Initiatives are diverse efforts aimed at making government's planning, budgeting auditing contribute to gender equality;  
 It analyses differential impact of policies and budgets on women and men as well as on other axes of social discrimination.

### Rationale for GRB

- Economic Efficiency
- Transparency and Accountability
- Advancements of Women's Rights and Gender Equality

### Need for GRB's -

- Patriarchal nature of most societies, budgets affect differently on men and women, transmit, and reproduce biases
- GRBs raise awareness of impacts in budget and policy of gender issues
- Enhances accountability (public expenditure) of governments to their budgetary and policy commitments – what , for whom and credibility
- Identify felt needs of women and reprioritize/ increase expenditure to meet needs
- Emphasis on **invisible work** - Role of **care economy and unpaid activities**

Ms. Sarojini then briefly explained the trajectory of GRB's both internationally and domestically –

Internationally over 90 countries are working on GRBS in some form, initiatives in Australia and South Africa started in early 1980s.

At **national level**, GRB's were introduced in 2005-2006, during the Eleventh Plan a GoI adopted GRB in 54 Ministries and introduced of Gender Budget Statement.

At **state level** – individual initiatives by academic organisations, CSO's but directions from Centre from the Eleventh Plan.

Further discussing the tools, Ms. Sarojini, explained Debbie Budlender's five Step Framework, which talks about analysis of the current situation of women, men, girls and boys in a given sector and assesses the extent to which policies address the gendered situation.

### **Tools for doing GRB**

**Tool 1** Gender-aware policy appraisal

**Tool 2** Gender –disaggregated beneficiary assessment

**Tool 3** Gender-disaggregated public expenditure incidence analysis

**Tool 4** Gender-disaggregated analysis of the impact of the budget on time use

**Tool 5** Gender-aware medium-term economic policy framework

**Tool 6** Gender-aware budget statement

**Tool 7** Disaggregated tax incidence analysis

Ms. Sarojini, ended the session by briefly discussing the GRB efforts and initiatives being undertaken both at the national and state level. She urged all the participants to see the Ministry of Women and Child Development as an enabler and not as the prime actor as it is the collective responsibility of all the departments to converge and work together towards bringing in Responsive Gender Budgeting.

## **Theme 2: Gender Responsive Budgeting (GRB) from Commitment to Realization**

### **Session 3: Reviewing the implementation Process (Panel Discussion)**

#### **GRB and Processes: Ms. Sarojini G. Thakur**

Discussing the review and the implementation process, Dr. Sarojini briefly explained the roles of MWCD and the Finance departments in building capacity, setting up of gender focal points, gender analysis in schemes and programs, etc. She cited examples of some states, which are working well on implementing the GRB. However, it was noted, some states were still stuck in the initial stages and the starts were not translating into action, as very few states reached a stage of impact.



In this context, Ms. Sarojini opened up discussion on ways and means of influencing the Public Representatives in implementing the GRB's. She highlighted the need and importance of **gender training and capacity building** with a '**Purpose**', as gender training today is kept alive only due to the funding by the MWCD, DoPT and some of the other departments. She emphasised on building individual & institutional capacities, as there is no single blue print that fits all.

Dr. Sarojini further discussed some of the current approaches to Training and Trainers – Some of the **concerns highlighted** were –



- Leadership in some cases is characterized by short terms or part time leadership and frequent turnover
- Commitment of human and financial resources in most cases has found to be meagre
- Training varies with interests of individual faculty and is not systematic or strategic
- Design, training material and content vary greatly, there is a need to use updated case studies, exchange information and move away from the traditional lecture based methods of training
- Need for innovation and imparting gender inputs in areas like **Women and disability, Gender and urban development , management issues like stress management, work-life balance, etc**
- Gender trainers are not being used for gender training and there is strong reliance on external resource persons
- Trainees from various departments for gender budgeting, Violence against Women courses in most cases is random and may not be related to their work, and it is difficult to get participants to GRB related courses.

### **An Impact Evaluation of Trainings**

- Need to distinguish between different kinds of training - gender awareness / gender analysis planning and budgeting.
- Measure impact on not only people but also policy, organisations and structures, move to more **strategic engagement** - in areas where State wants to engage.

Dr. Sarojini, ended her part with some **Recommendations which** included –

- **Political and bureaucratic** commitment in institutions requiring ‘buy in’ from heads of institutions and leadership.
- Creating an **Enabling framework** for gender training and gender mainstreaming as gender training is essential for government officials at all levels.
- **Rationale and strategy** for gender training to be clear, and also moving from gender sensitisation to using gender as an analytic category for transformation – from ad hoc ‘one off’ training to systematic approach.
- Develop a critical mass of trainers within institutions promote and build **in house capacity** and highlight importance of **male gender trainers**.
- Selecting the participants for the Training of Trainers carefully who are sympathetic to gender.

## **Role of Finance Department in GRB**

**Dr. Sharmila M Joseph**

The session continued with Dr. Sharmila, discussing the role of Finance department in GRB. She emphasised on having a clear window of understanding on the subject, as **Gender Audit** is not possible without sound knowledge in the area.

Time-lines in Kerala – 1997 – 2017

Outline of Gender Budget

Some of the Gender Friendly Initiatives include –

- International Technical exchange programs for labour women.

Social Benefits from allocations-

Positive externalities of better access to roads, water, LPG etc, increasing contribution to the economic growth of the State and the Country.

Take always –

Joint exercises for facilitating and mainstreaming GRB

Legislative issues post 73 and 74 amendment

## **Role of MWCD in GRB**

**Shri. A. K. Yadav**

The session continued with Shri A K Yadav discussing the role of MWCD in GRB, this session gave an understanding and overview of the efforts being taken by the MWCD and the Government of India.

A study by **Niti Aayog** suggests that India has the potential to increase its GDP substantially simply by enabling women's participation in the labour force on par with men. Thus, enabling equal access to employment opportunities and financial services for women is crucial for bridging socio-economic gender inequalities in India.

Shri Yadav briefly highlighted the **status of women in India** and the **barriers to development** –

- Child Sex Ratio is 918 girls per 1000 boys (RGI, Census 2011)
- Maternal Mortality Rate (MMR) reduced from 212 per one lakh live births in 2008-09 to 130 per one lakh live births in 2014-16 (SRS, 2014-16)
  - 51% women are still anemic
- IMR has reduced- 34 per 1000 in 2014-16 (SRS, 2014-16)
- Gender gap persists – Sex Ratio is 940 for females per 1000 males (Census 2011)
- 28.8% of women aged 15 to 49 experienced physical violence (NFHS- IV, 2015-16).

## **GB Initiatives in India: Institutional Mechanisms**

- Ministry of Finance (MoF) mandated setting up **Gender Budgeting Cells** in all Ministries/ Departments in 2004-05.
- GB Cells envisaged as focal points **GB Cells set up in 57 Ministries/ Departments**
- **GB Statement** adopted in 2005-06 Budget. Continues as an annual phenomenon.
- **Charter for Gender Budget Cells** issued by MoF in 2007 outlining Composition & Functions of GBCs
- **Plan Scheme on Gender Budgeting** for Research, Analysis and Capacity Building introduced in 2007-08 by MWCD.
- **Gender Sub targets** introduced in Outcome Budget Guidelines issued by MoF in 2010.

### **The role of MWCD in GB**

- Ministry of Women and Child a Nodal agency for gender budgeting
- Adopted the mission statement of 'Budgeting for Gender Equity' in 2004-05 to locate GB both in the Centre and States
- Focus on institutionalizing the GB process by strengthening institutional mechanisms – Gender Budget Cells, Gender Budget Statements
- Creation of mechanisms and modules for capacity building of key personnel on Gender Budgeting
- Conducting research and analyzing present situation in Ministries and States to engender their budgets and Initiating gender audit of existing programmes to address gaps and strengthen current mechanisms

Shri. Yadav further discussed in detail the relentless **efforts being undertaken by the MWCD**, some of which include –

- Collaborations with various Ministries and Departments to engender their budgets.
  - Collaboration with Ministry of Finance as the Central Financial agency and NITI Aayog as the Central Planning agency for strengthening institutional mechanisms of GB
- Strengthening GB structures/mechanisms in all Ministries/Departments - 57 Ministries have set up GBCs
- Training and capacity building efforts through Gender Budgeting Scheme – Over 2500 Officials have been trained in the last three years.
- 21 States have designated State Nodal Centre's for sustained training efforts.
- Tracking the allocations through Gender Budget Statement (Statement 13) for greater analysis and monitoring public expenditure on women.
- Gender budgeting Handbook prepared in 2015 and Gender Budgeting Scheme guidelines prepared for facilitating uniform training programmes.
- Several other schemes and programme's launched for gender equality and women's empowerment Example - Beti Bachao Beti Padhao (BBBP), MSK, etc

Shri Yadav ended the session by discussing some of the **challenges** to GRB –

- Ensuring gender disaggregated data remains a major challenge
- Inadequate financing by Ministries/Departments towards gender concerns nor reporting on Statement 13. Most Ministries are “Gender Neutral”
- Current macroeconomic policies are unable to address the existing gender inequalities.
- GB Statement - Reflects only allocations known – not actual Expenditure
- Lack of adequate reporting mechanisms for GB initiatives by State Governments – Every State does not have Gender Budget Statement.
- Functioning of Institutional mechanisms of Gender Budget Cells needs to be strengthened.

He urged the representatives of all the States to look at issues of Participation.



#### **Session: 4**

##### **Group Work: Developing recommendations on process related issues.**

The Participants were be divided into the following groups, broadly based on the present posting –

- WCD
- Finance and Planning
- Sectors ( urban/ rural etc)
- Training institutions

The participants in groups were asked to review the **present situation** of GRB processes in terms of strengths and constraints/ challenges and suggest priority actions that need to be taken to successfully implement institutionalize GRB within the organisation just (make it sustainable).

The Participants actively engaged in-group discussions and presented their suggestions.



## Day 2

### Session 5: GRB in Sectoral Interventions (traditional, non-traditional and cross cutting)

Panel Discussion: Chair - Shri. M. Jagadeeshwar

Panellists:

- **Agriculture: Ms. Neeraj Suneja**
- **Transport and Infrastructure: Ms. Ritu Dewan**
- **Gender Based Violence: Ms. Anju Pandey**

GRB in sectoral interventions like traditional, non-traditional and cross cutting sectors were discussed in this Panel discussion session, which was chaired and moderated by Shri M. Jagadeeshwar.

**Ms. Neeraj**, started the session with the sectoral Interventions in **Agriculture**. She briefly highlighted the statistics of women in agriculture in India. The total female cultivators were around 30.3 %, the total female agricultural laborers were 42.7 % and the percent of women headed households were close to 11%.

#### **Multidimensional roles of women in Agriculture**

Women today are predominantly engaged in several multidimensional roles in agriculture in various sectors including Crop production, Livestock production, Horticulture, Sericulture, Forestry, Post-harvest operations, Agro-based enterprises etc. and in various capacities like Agricultural Labour, Head of the farm/Supervisor, Cultivator, Decision making, **Unpaid family work in own farm**, as an income generator. However, women receive only 2 to 10% of agriculture support services.

In spite of the increase in participation of women in agriculture over the many decades and in spite of the multifaceted roles they are playing today in agriculture there are still many constraints that women farmers face today.

Ms. Neeraj, then briefly highlighted the **constraints women farmers face today** –

- Development Bias
- Statistical purdah
- Lack of credit and input services
- Lack of collateral requirements
- Long hours of work & heavy work loads
- Unequal employment opportunities
- Intra – household transfer

Despite these constraints, women have continued to contribute substantially due to the huge potential.

#### **Initiatives and Strategies**

- Setting up of National Gender Resource Centre for Women in Agriculture (NGRCA), Centre for women in Agriculture.



- 30% funds earmarked for women under various schemes and development interventions.
- Conducting Research Studies and publications on gender concerns.
- Pro-women initiatives like support for Farm women's food Security Groups, inclusion of one '*Gender Coordinator*' in every State, involving women in various decision making bodies and generation of Gender desegregated data under all activities of Sub Mission on Agricultural Extension etc.
- Strengthening food security at household level.
- Joint Circular on Convergence of NRLM, MORD and the Schemes/Programmes/Missions of Department of Agriculture, Cooperation and Farmers Welfare, MOA&FW.
- Higher Rates of Assistance for Women and additional Financial Assistance when needed.
- Documentation of best practices & success stories to promote Farmer-to- Farmer learning & extension
  
- **Increasing women's access to skills & training:**
  - National Policy on Skill Development 2009 (30% target for women's participation in vocational training); Qualification Packs (QPs) being developed for areas of Core Competence of women
- **Strengthening Women's participation in Water Resources Management:**
  - National Policy for Farmers 2007 (access to and management of water);
- **Increasing women's participation in local decision making**
  - (73<sup>rd</sup> Constitutional Amendment - establishing rural local bodies, Panchayati Raj Institutions, augmented through State Legislation.

The MoA has been working relentlessly and has been pushing for mainstreaming of Gender Concerns in Agriculture and preparing GRBs. Ms. Neeraj ended her part by highlighting some of the long term Goals of the ministry –

- Inclusion of Programmes with < 30 % allocation for women in GB Statement
- Monitoring of allocations made under GB Statement 13
- Provision for Qualitative / Pro women reflections in Statement 13
- Outcome Budget Reflections
- Creation of a New Head for Women
- Gender Audit of Programmes
- Doubling of Income of Farmers by 2022- Actions for Women

**Ms. Ritu Dewan** continued the discussion explaining the sectoral Interventions in **Transport and Infrastructure**. The issues pertaining to gender in physical infrastructure were identified –

- Sustainability, productivity, efficiency
- Indicator of quality of life, of development
- Women's location in system of production and reproduction, community management and maintenance
- 'Closing the infrastructure gap' to accelerate growth, reduce poverty and reduce inequalities
- Physical and hence societal mobility

Ms. Ritu then discussed the **inter-linkages of gender and infrastructure** –

**Gender mainstreaming = identifying & addressing gaps in gender equality that impact sector policies, design, planning, & provision**

- Reduction of time-consuming and drudgery work (water supply; sanitation; energy; transport)
- Community planning, construction and maintenance (water supply; sanitation; drainage; tertiary irrigation canals; transport)
- Increased income, and economic and social empowerment (transport; marketing infrastructure)
- Managing revenue collection resources (political and administrative empowerment)

The **Differential Impacts of Physical Mobility & Road Connectivity on different genders** were briefly discussed –

The intensity of transport usage, trip purpose, trip / travel patterns, distance of travel, frequency of travel, mode of transport, mobility constraints etc. vary and are different in case of men and women.

In case of women, it is more specific to - **Head-loads, connectivity to Local markets, Inter- and intra-village roads/paths, walking and Security.**

**Gendered Impacts of Roads –**

+ Ve Impact

- Rise in mobility, road usage & efficiency
- Rise in institutional deliveries
- Fall in MMR, IMR, CMR
- Health improvement
- Better management of infectious diseases
- Rise in health worker/ASHA visits
- Rise in girl's school enrolment
- Rise in teacher attendance
- Expansion of local markets
- Rise in Work Participation Rates
- Change in patterns of employment

- Increased male migration of men, resulting in rise feminization of agriculture, livestock, paid and unpaid work burden & time poverty.

Ms. Ritu, then briefly discussed the **Interventions & Processes for Physical Infrastructure, some of which were –**

- Expansion of public sector & extension of gendered regulation in private sector
- Pre-project Rapid Gender Assessment Surveys
- Gender-sensitive Project Coordination Team and appropriate institutional structure
- Participatory project planning & implementation with women & men in communities
- Promote locally-based cooperatives & SHGs for provision of materials
- Gender Ratio accessing appropriate physical infrastructure
- Collection of sex-disaggregated data
- Systematic institutionalised evaluation *via* appropriate gender budgeting tools per project
- Systematic policy consultation & support for identifying gaps, strategising action plans and gender mainstreaming
- Development of appropriate infrastructure in the form of legal mechanisms and services
- Displacement: Resettlement; Rehabilitation

Transport being a Public Good, keeping in view violence, Ms. Ritu pushed for more Public Sector in transport over the existing PPP Models.

**Ms. Anju Pandey**, continued the discussion with GRB interventions in **Gender based Violence**.

### **Integrating gender perspectives – women’s right to the city**

Ms. Anju briefly elaborated on some of the **UN Women’s initiatives -**

- Flagship Programme Initiative (FPI) on: Safe Cities and Safe Public Spaces Prevention and Essential Services
- Evidenced Research and Locally owned Interventions
- Legal Frameworks, Policies and Programmes
- Social Norms and Behaviours
- Essential Services
- VAW Data and Systems

### **Costs of Violence against Women -**

Studies indicate, in India women can lose an average of at least five paid workdays for each incident of intimate partner violence. This means the affected woman would get 25 per cent less of her salary each time an incident of violence happens.

Women who are exposed to intimate partner violence are employed in higher numbers in casual and part-time work, and their earnings are 60 per cent lower, compared to women who do not experience such violence.

Violence against women and girls brings huge economic costs to any society. The negative impact on women's participation in education, employment and civic life undermines poverty reduction. It results in lost employment and productivity, and it drains resources from social services, the justice system, health-care agencies and employers.

### **National Priorities**

- \* Beti Bachao Beti Padhao
- \* One Stop Centres
- \* UJJAWALA: Prevention of trafficking and Rescue, Rehabilitation and Re-integration of Victims of Trafficking and Commercial Sexual Exploitation
- \* Sexual Harassment of Women at Workplace
- \* Mahila police Volunteers
- \* Gender Champions

### **Engendering public, private and work spaces**

Engender urban development, including infrastructure, to engage with people on their perceptions about safety, and promote community action for greater state accountability.

### **Components of safety strategy**

- \* Policing & Legal Framework, Support to victims
- \* Generating knowledge and evidence
- \* Gender inclusive urban design, infrastructure, and delivery of services
- \* Supporting community initiatives

### **Strategies for Implementation**

**State Level Mechanism** - Formation of Steering Committee on Women Safety Collaboration with Government's Flagship programme on Shaurya dals.

- A multi-sectoral approach to End VAW institutionalized: an Interdepartmental Steering Committee to work on Sectoral Action Plans to prevent and address VAW in public spaces.

**Capacity Building of Community leaders - Developing** a cadre of community women leaders, youth champions, school students etc.

**Advocacy and Campaigns** - Posters on Women Safety, Radio programmes and TV Shows

### **Focus on Women's Safety Audits**

- Displaying the Safety Audit Map in a Public Place like Local Market, Park
- Working with the Community for identifying issues, auditing & preparing a Community Action Plan.

The panel discussion ended with Shri. M. Jagadeeshwar summing up the discussion.

## Session 6: Learnings from the Field on GRB

**Panel Discussion: Chair: Ms. K. Sunitha**

**Panellists**

**Kerala Experience: Ms. Mridul Eapen Karnataka Experience: Ms. N. Umeshwari**

**Kerala Experience**

Key learning's and recommendations -

**A strong political statement** affirming the government's commitment to Gender Budgeting as stated in the Budget speeches and Approach Paper of the 13<sup>th</sup> FYP; to bring out a GB and CB statement in the 2017-18 Budget and the years to follow.

**Identifying the thrust areas on Gender-** In the 13<sup>th</sup> Plan these were identified as

(a) Skill development, employment generation, livelihood security (in the light of declining WPRs of women and high rates of educated unemployment) prioritizing vulnerable women. Since child care and lack of other basic amenities (accommodation, travel, safety/security) hold women back from working outside the home, emphasis was also put on enhancing the reach of creche cum day care centres, hostels and means of travel ; and

(b) Prevention of gender based violence, redressal and rehabilitation in the context of continuing violence in the state (relating to SDG targets 5.2, 5.4 and 5.5).

**Integrate Gender Budget making with the planning process-** it needs to be an *ex ante* exercise recognizing the economic significance of the unpaid labour of women in the household and care sector and the need for public investment in these activities.

Identify wherever possible, how much of the allocations for composite expenditure schemes are benefiting / can be expected to benefit women and girls *based on gender disaggregated beneficiary data or in which women's share has been specified*.

A concerted and sustained attempt at strengthening capacities of officials to improve gender integration in the Budgeting Process.

**Karnataka Experience**

Fiscal Policy Institute (FPI) established in January 2007 to serve as Government of Karnataka fiscal reform nodal agency.



## Gender Budgeting in Karnataka - Time line

**2006-07** GB Cell – Creation at FPAC

**2007-08** first Gender Budget Statement

Issuance of Gender Budget Circular from 2010-11  
Publishing of the Gender Budget Document from  
2007-08 till 2018-19

**2013-14** more disclosures – Presentation of GBD

**2015-16** Integration of Schemes – KMAY and GB

**2016-17** Institutionalizing-monitoring mechanisms

**2017-18** Classification of Schemes – Validation with Departments

### Session 7: Gender Analysis of Schemes – Group Work

**Ms. Sarojini G. Thakur, Ms. Aswathy S. & Ms. Anjali S Chauhan**

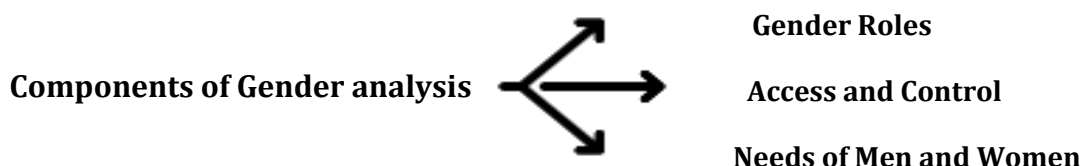


Ms. Sarojini, briefly discussed about gender analysis of schemes and the need for it -

A gender analysis refers to a systematic way of looking at a current situation or the impacts of programs/policies on women and men. Gender analysis identifies the types of gender differences and inequalities that might otherwise be taken for granted such as how men and women -

- have different access to and control over resources
- carry out different social roles,
- face different constraints
- receive different benefits

Once highlighted, these issues can be taken into account in policies and programs and is essential to gender mainstreaming and based on data and facts rather than assumptions. Gender analysis should be conducted throughout the project cycle.



### Seven essentials when conducting gender analysis –

1. Data
2. Labour
3. Resources
4. Gender Differences
5. Gender Norms
6. Strategy
7. Capacity

The participants were then divided into groups based on the following schemes –

1. Mahatma Gandhi National Rural Employment Guarantee Act (MGNREGA)
2. Beti Bachao Beti Padhao (BBBP)
3. Swachh Bharat Mission (SBM)
4. National Skill Development Mission

Each group was given the operational guidelines of the respective schemes and were asked to review the programme from a gender lens and suggest strategies to fill up gaps if any.

The Participants actively engaged in-group discussions and presented their suggestions.



### Theme 3: The Way Forward



#### Session 8: Developing an Action Plan for GRB (Group Work)

Based on the present situation of Gender Responsive Budgeting in the respective states, the participants were asked to develop a comprehensive action plan outlining what measures need to be taken to successfully institutionalize GRB.

This would address the overall approach to GRB, the priority actions that need to be taken and the time frame for implementation (immediate, medium term, long term), the monitoring mechanism and success criteria. The actions would address both process related issues (how, who, when) and substantive issues (what are priority gender issues in the state which need to be prioritized).

The participants were divided into groups based on states to develop the Action Plans.

Participants engaged in discussions and chalked out the design of their action plans, which they had to present on the final day of the workshop.

The day ended with High-tea at the Karmshila Officers Mess. The participants interacted with the faculty and staff of LBSNAA and shared their experiences through the day.



## Day 3

### Session 9: Emerging Areas in Gender Responsive Budgeting

Panel Discussion: Chair: Ms. Mridul Eapen

#### Panellists

- **Unpaid Work and GRB: Ms. Ritu Dewan**
- **Gram Panchayat Development Plan and GRB: Ms. Sashwati Mishra**

Ms. Ritu, started the discussion with **Unpaid Work**. The traditional concept of an economy does not take unpaid work like childcare, household work like cooking, cleaning, fetching water, caring for the elderly and voluntary work for civil society into account. Although, the unpaid work is not identified and quantified, it is important to note that the total economic output of the country includes work of the unpaid sector along with the monetary economic sector.

Unpaid work is an emerging area in Gender Responsive Budgeting, as per the United Nations SDGs **2015, unequal burden of unpaid work is major human rights issue, hence** it is a matter of immediate concern and needs to be addressed.

#### Policies impacting Unpaid Work

**ENERGY: Central Budget 2017-18: Rs.15 cr for MNRE; women-specific = 2 %.**

1. Strategic Plan for New and Renewable Energy Sector 2011-17
2. PAHAL – DBTL: 50 % budget cut (Ministry of Petrol & NG)
3. Pradhan Mantri Ujjwala Yojana (PMUY)
4. DBTK – Kerosene

**WATER: diversion of funds to Swach Bharat; increasing disconnect between water & sanitation.**

1. National Water Policy 2012
2. National Rural Drinking Water Programme (NRDWP)

#### **CARE:**

1. NFS Act 2013 (maternity)
2. MB Act (34, 935 in India got MB; No funds released so far under MBA).
3. Early Childhood Care & Development
4. IGMSY
5. ICDS
6. Rajiv Gandhi National Crèche Scheme: (Dec 2015 = 21,021 crèches; December 2016 = 5129 crèches)

#### **Some of the major learnings include –**

- Redefining Unpaid Work: combination of unpaid SNA & unpaid care work – going beyond Recognition, Reduction & Redistribution.
- Gendered Work Continuum: Separate Unpaid & Unpaid Care work.
- Feminisation of Unpaid & Paid Work at all levels in allregions via all tools: construction; cultivation; animal husbandry; collection of NWFP; fishing; fodder;

fuel; water; household management & maintenance; travel & time for public provisioning; care.

In this context **Female Headed Households** are a major concern as the burden increases in this case –

1. Higher burden of both unpaid & paid work
2. Even lower gender based unequal wages
3. Longer hours / 'Half-Work'
4. Higher child labour of especially girls
5. Higher sexual violence
6. 'Homelessness' & 'Shelterlessness'
7. Repayment for 'shelter' via Unpaid & Care Work
8. Utter Destitution

**Ms. Sashwati**, took forward the discussion explaining **Gram Panchayat Development Plan (GPDP) and GRB**.

The GPDP is a process of integrated development planning conducted in a fair, transparent and participatory mode at the GP level to capture the people's needs and priorities, match them with available resources and additionally mobilize local resources. GPDP are developed by converging all resources over which the GP has command, engaging the Gram Sabha and addressing the needs of the most marginalized.

**Highlights of GPDP**

- High emphasis on participatory planning involving all stakeholders and active role of the Gram Panchayat and Gram Sabha
- Environment creation at state level and publicity campaign to generate enthusiasm and motivate people's participation in the process
- Stakeholder orientation and capacity building of functionaries and elected representatives on the process
- Setting up of State level Empowered Committees headed by Chief Secretary or Development Commissioner and Coordination Committees at District and Block level
- A time bound plan approval process to ensure accordance with the financial year for smooth implementation
- Recommends electronic fund management system for transparency and prudence
- A robust physical and financial monitoring system, along with social audits.

**Mandate for Gender Mainstreaming**

- Mandate for GM in local democracy has been provided by the 73<sup>rd</sup> Amendment in the form of one-third reservation for women at PRIs.
- MoF, 2005 Guidelines and 11<sup>th</sup>& 12<sup>th</sup> Five Year Plans mandated GRB across the board at all levels and across all sectors in the country
- In 2013, MWCD advised states to adopt GRB across the board and issue a formal notification for adoption of GRB at Zilla Panchayat level



## **Gender Commitments of MoPR**

- Incentivisation of Panchayats: Developing gender specific parameters for selection and distribution of awards
- Research on thematic areas for strengthening leadership and political empowerment of EWRs under MoPR's scheme on Research Studies and Action Research
- Development of section on gender responsive governance on Indian Panchayat Knowledge Portal and MoPR website
- Documentation of Best Practices on Gender Responsive Governance
- EWR Conclave: Annual Signatory Event of MoPR & UN Women

## **Session 10: Presentation of Action Plans**

### **Recommendations to MWCD by NGC, LBSNAA**

The following are the key action recommendations, proposed by the participants to the Ministry of Women and Child Development. These recommendations, once approved may be sent to the Ministries/Departments and States as advisories from MWCD. These are outlined below-

- i. Collection of gender disaggregated data in all beneficiary oriented schemes at the National and State Level. This data may also be collected sectorally to assess access and control over resources and services.
- ii. Need for situational analysis of gender in every Central Ministry/Department and State Government Departments. Accordingly, prioritizing of women related concerns in schemes and more effective and credible allocations towards gender budgeting.
- iii. Collection of qualitative data in the Gender Budget Statement. Currently, the GB 13 only highlights the quantitative estimates. Capturing qualitative data would help in impact assessment and future allocations.
- iv. Capacity building training programmes need to be conducted with key policy makers from the State departments. Modules for such programmes need to be developed in a three-fold structure encompassing building capacities on concepts of gender budgeting, situational analysis; and gender audits. Pre and post capacity development exercises must be carried out to assess increase in capacities.
- v. Establishing a Gender Resource Centre (GRC)/having a dedicated staff for Gender issues in all Ministries/Departments to ensure that there is adequate research on gender issues, which can be taken up during gender purposive planning and budget allocation in their respective Ministries/Departments.
- vi. Encouraging Ministries/Departments and State Government to plan for and implement Gender audits.

## **Concluding Session**

### **Summing up and Valedictory Programme**

Ms. Sarojini, briefly summed up the three day workshop –

The workshop started with the introduction of Basic concepts and moved along Gender and Gender Budgeting tools within the agenda. The participants gained conceptual clarity and understanding.

Ms. Sarojini, said bringing in a gender budget statement alone should not be the concern and focus for states as it's a very computational and technical exercise.

However, the focus should be on the basic idea of addressing gender issues state-to-state, specific to the context and pushing for budget allocations, moving the agenda forward in accordance with the need, this is also gender budgeting.

In case of some states, budget allocations have already been made, however they are not being reflected yet, in the form of statements, and hence there is a need to push for the same.

The group exercise of formulation of Action plans helped the participants to exchange Good practices and ideas. Ms. Sarojini, urged the participants to convert these plans into action in their respective states. Ms. Sarojini, also invited feedback from the participants, one of the suggestion from the participants included – ***Programme Evaluation (Annexure-A)***.

### **Including a practical hands-on session on a Gender Budget and the ways of doing it practically, study of a state's budget who have done Gender Budgeting.**

Ms. Sarojini G. Thakur gave the closing remarks. The workshop was effective as many issues were deliberated, true and likely situations were introspected, and participants actively engaged themselves in reaching out to possible solutions.

The workshop engaged the participants into active learning and also refreshed and motivated them to further the cause with commitment to create an equitable society. Ms. Sarojini, congratulated all the participants and gave away the certificates.

The workshop ended with the vote of thanks proposed by Ms. Aswathy.

\*\*\*\*\*

# PROGRAMME EVALUATION

(Annexure-A)

Total Number of  
Forms :34

## Session -1

### Questions

Ms. Shubha Chakravarty	Financing Gender Equality: Commitments and Goals	Excellent	Very Good	Good	Fair	Poor
		6	16	9	1	2
% answered in each category.		18%	47%	26%	3%	6%

Not given	Total	W. Average
0	34	
0%	100%	73.53%

## Session -2

Ms. Sarojini G. Thakur	An Overview on Gender Responsive Budgeting	Excellent	Very Good	Good	Fair	Poor
		24	6	3	1	0
% answered in each category.		71%	18%	9%	3%	0%

Not given	Total	W. Average
0	34	
0%	100%	91.18%

## Session -3

Ms. Sarojini G. Thakur	Reviewing the implementation process: GRB & Processes	Excellent	Very Good	Good	Fair	Poor
		22	8	3	1	0
% answered in each category.		65%	24%	9%	3%	0%

Not given	Total	W. Average
0	34	
0%	100%	90.00%

## Session -4

Dr. Sharmila M Joseph	Reviewing the implementation process: Role of Finance Department in GRB	Excellent	Very Good	Good	Fair	Poor
		8	17	5	1	1
% answered in each category.		25%	53%	16%	3%	3%

Not given	Total	W. Average
2	32	
6%	94%	78.75%

## Session -5

Shri A. K. Yadav	Reviewing the implementation process: Role of MWCD in GRB	Excellent	Very Good	Good	Fair	Poor
		1	8	18	6	0
% answered in each category.		3%	24%	55%	18%	0%

Not given	Total	W. Average
1	33	
3%	97%	62.42%

## Session -6

Ms. Neeraj Suneja	GRB in Sectoral interventions (traditional, non-traditional)	Excellent	Very Good	Good	Fair	Poor
		8	18	7	1	0

Not given	Total	W. Average
0	34	

and cross cutting) : Agriculture

% answered in each category. 24% 53% 21% 3% 0%

0% 100% 79.41%

**Session -7**

Ms. Ritu Dewan	GRB in Sectoral interventions ( traditional, non-traditional and cross cutting) : Transport and Infrastructure	Excellent	Very Good	Good	Fair	Poor
		15	11	5	2	1
% answered in each category.		44%	32%	15%	6%	3%

Not given	Total	W. Average
0	34	
0%	100%	81.76%

**Session -8**

Ms. Anju Pandey	GRB in Sectoral interventions ( traditional, non-traditional and cross cutting) : Gender Based Violence	Excellent	Very Good	Good	Fair	Poor
		10	10	11	2	1
% answered in each category.		30%	30%	33%	6%	3%

Not given	Total	W. Average
1	33	
3%	97%	77.58%

**Session -9**

Ms. Mridul Eapen	Learnings from the field on GRB: Kerala Experience	Excellent	Very Good	Good	Fair	Poor
		16	12	3	3	0
% answered in each category.		47%	35%	9%	9%	0%

Not given	Total	W. Average
0	34	
0%	100%	84.12%

**Session -10**

Ms. N. Umeshwari	Learnings from the field on GRB: Karnataka Experience	Excellent	Very Good	Good	Fair	Poor
		3	19	9	2	1
% answered in each category.		9%	58%	27%	6%	3%

Not given	Total	W. Average
1	33	
3%	97%	74.55%

**Session -11**

Ms. Ritu Dewan	Emerging Areas in Gender Responsive Budgeting (GRB): Unpaid Work & GRB	Excellent	Very Good	Good	Fair	Poor
		16	11	4	2	1
% answered in each category.		48%	33%	12%	6%	3%

Not given	Total	W. Average
1	33	
3%	97%	85.45%

**Session -12**

Ms. Sashwati Mishra	Emerging Areas in Gender Responsive Budgeting (GRB): Gram Panchayat Development Plan & GRB	Excellent	Very Good	Good	Fair	Poor
		1	5	16	6	6
% answered in each category.		4%	18%	57%	21%	21%

Not given	Total	W. Average
6	28	
18%	82%	65.00%

<b>Q B</b>	<b>How do you rate the following administrative aspects of the five days programme.</b>	Excellent	Very Good	Good	Average
a)	Programme Aids	23	9	2	0
	% answered in each category.	68%	26%	6%	0%
b)	Programme Hall facility	27	6	1	0
	% answered in each category.	79%	18%	3%	0%
c)	Lodging	24	9	1	0
	% answered in each category.	71%	26%	3%	0%
d)	Food Quality	17	13	3	1
	% answered in each category.	50%	38%	9%	3%
e)	Transportation Facility	19	13	1	0
	% answered in each category.	58%	39%	3%	0%
f)	Support Activities from NGC Team	32	2	0	0
	% answered in each category.	94%	6%	0%	0%

Not given	Total	W. Average
0	34	
0%	100%	90.44%
0	34	
0%	100%	94.12%
0	34	
0%	100%	91.91%
0	34	
0%	100%	83.82%
1	33	
3%	97%	88.64%
0	34	
0%	100%	98.53%

<b>Q C</b>	<b>Your overall rating of the programme and for the team</b>	Excellent	Very Good	Good	Average
		26	7	1	0
	% answered in each category.	76%	21%	3%	0%

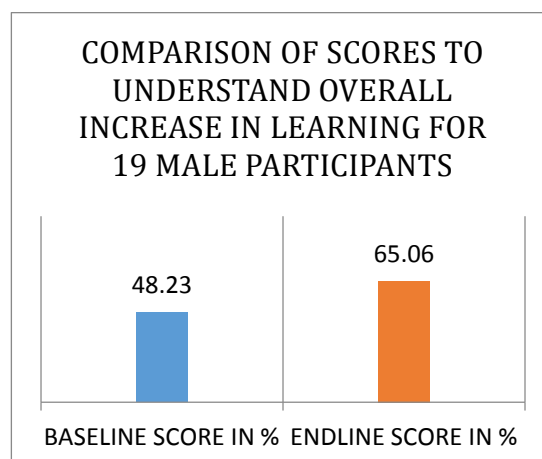
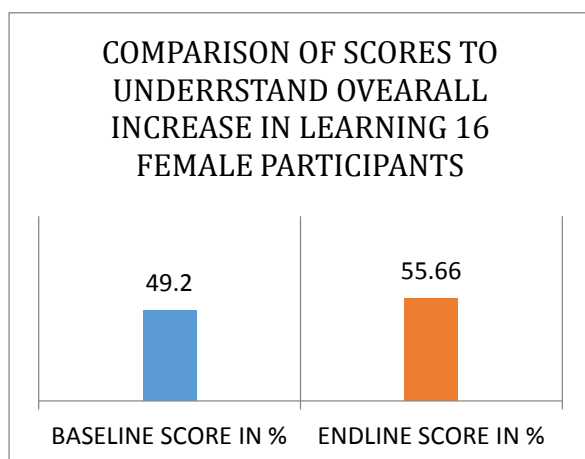
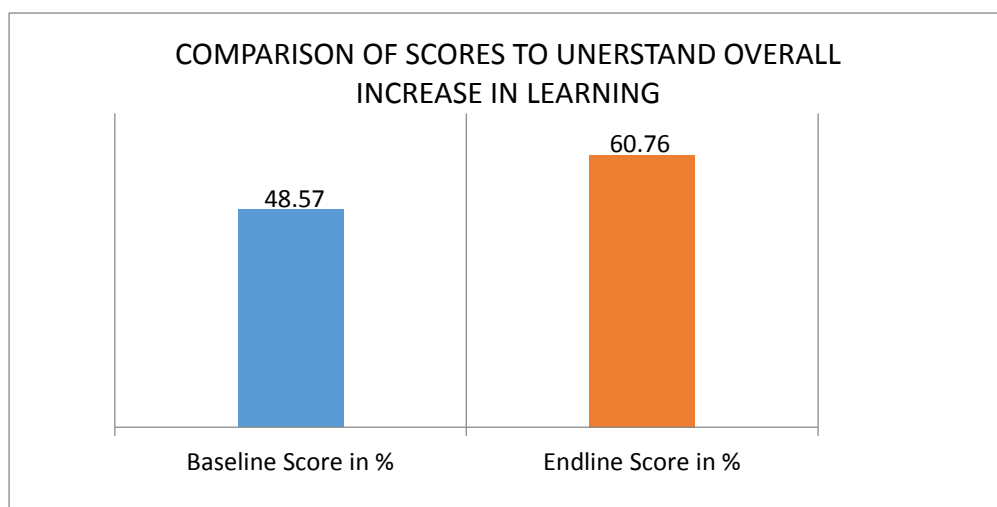
Not given	Total	W. Average
0	34	
0%	100%	93.38%

### Post training end line results

The baseline and endline questionnaires were analysed with a view to understand the overall levels of learning at entry and at the completion of the training. In overall terms, the learning levels increased by almost 12%. The following tables indicate the changes in overall learning of the group and also in sex-disaggregated terms for male/female participants.

From the analysis several other points that emerge are:

- I) Women were at a higher entry point in terms of knowledge as compared to the male participants, and
- II) The learning curve of male participants ended higher.



In the endline questionnaire there was an additional section, which assessed feedback from participants regarding the qualitative aspects of the course. 90% indicated that their interest was fully held throughout the course. Detailed analysis about the learnings from the course and how the understanding improved on gender responsive budgeting, financing gender equality & implementation process of GRB is appended. Unanimously the participants gave a score of 5 (highest) for the good mix of pedagogical methods. In overall terms, 25/27 participants gave the most positive score (5) in rating the course.





## Workshop on Gender Budgeting

(30 July to 01 August, 2018)

Venue – Nehru Auditorium, Gyanshila, LBSNAA, Mussoorie

<b>Day 1</b>	<b>30 July, 2018</b>	
09:00 - 09:30	Welcome	Ms. Aswathy S.
09:00 - 09:30	Introduction to the Workshop	Ms. Sarojini G. Thakur
09:30 - 11:00	<b>Theme 1 - Setting the Context</b>	
09:30 - 11:00	Session 1 - Financing Gender Equality: Commitments and Goals	Ms. Shubha Chakravarty
11:00 - 11:30	Group Photograph of Delegations & Tea Break	
11:30 - 13:00	Session 2 - An Overview on Gender Responsive Budgeting	Ms. Sarojini G. Thakur
13:00 - 14:00	Lunch	
14:00 - 15:30	<b>Theme 2 - Gender Responsive Budgeting (GRB): from Commitment to Realization</b>	
14:00 - 15:30	Session 3 - Reviewing the implementation process	
14:00 - 15:30	Panel Discussion	GRB & Processes - Ms. Sarojini G. Thakur Role of Finance Department in GRB- Dr. Sharmila M Joseph Role of MWCD in GRB- Shri A. K. Yadav
15:30 - 15:45	Tea Break	
15:45 - 17:15	Session 4 - Developing recommendations on process related issues	
15:45 - 17:15	Group Work	
<b>Day 2</b>	<b>31 July, 2018</b>	
09:30 - 11:30	Session 5 - GRB in Sectoral interventions ( traditional, non-traditional and cross cutting)	Chair: Shri M. Jagadeeshwar Discussants:



## List of Participants

Sl. No.	Department	Name, Present posting and address	Contact Numbers
<b>Andhra Pradesh</b>			
1.	WCD	Ms. K. Sunitha, IAS Secretary to Govt., Dept. for WCDA & SC., Govt. of A.P Room No. 263,269, 3rd Block, A.P. Secretariat Velagapudi, Guntur (Dist) - 522238	Mobile No.9866826688 Email- peshi.wcdsc@gmail.com
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9.	WCD	Shri Manoj Kumar, IAS Director, Social Welfare Women, Child Development & Social Security Department, Engineering Hostel, Room No. 302 2nd Floor, Dhurwa, Ranchi	Ph. No.- 0651-2400749 Fax. No.- 0651-2400758 Mob. No.- 09430734076 Email: manoj26005@gmail.com
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11.	RD	Shri Arunkumar Kembhavi, IAS Director, Community and Rural Development, Government of Meghalaya, Addl. Secretariat Building, Room Number -205, Shillong - 793 001	Mob. No.- 09435724426/9886524426 Email- arunkumar.kembhavi@gmail.com
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<b>Punjab</b>			
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<b>Rajasthan</b>			
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27.	EAD	Ms. Samten Dolma, IAS Secretary, Ecclesiastical Affairs Department Government of Sikkim	Ph. No.- 03592-206518 Fax. No.- 03592- 206542 Mob. No.-9434117515/8372042221 Email- ecclesiasticaldepartment@gmail.com



28.	SEC	Ms. Ambika Pradhan Secretary, Mines Mineral Geology & Cultural Affairs & Heritage Department Government of Sikkim	Ph. No.- 03592-281916 & 281543 Mob. No.- 9733157778 Email- dmmg@gmail.com culturesikkim@gmail.com
<b>Telangana</b>			
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