

**Report on  
Training of Trainers  
On  
Gender and Governance  
NGC-NIAR, LBSNAA, Mussourie**



**Venue: Karmshila Auditorium  
11<sup>th</sup> to 20<sup>th</sup> March, 2013**

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### **LIST OF ABBREVIATIONS**

CEDAW - Committee on the Elimination of Discrimination against Women

DIR- Domestic Incidence Report

DV Act - Domestic Violence Act

ECOSOC- Economic and Social Council

EAFDAW-Elimination of All Kinds of Discrimination against Women

FIR- First Information Report

GRB- Gender Responsive Budgeting

GP- Gram Panchayat

TP-Town Panchayat

ZP-Zila Panchayat

LBSNAA- Lal Bahadur Shastri National Academy for Administration

NASHA- Need Assessment and Stakeholders Analysis

NIAR -National Institute for Administrative Research

NGC -National Gender Centre

PCPNDT -Pre-Conception and Pre-Natal Diagnostic Technique

POCSO- Prevention of Children from Sexual Offences Act, 2012

UN Women- United Nations Entity for Gender Equality and the Empowerment of Women

## **Background**

The National Gender Centre- NIAR situated in the LBSNAA Academy, aims to mainstream gender in policy, planning programme formulation and implementation in Government, so as to establish gender as a priority concern in government and to ensure the equitable development of men and women. The Centre is committed to programmes on gender sensitization. NGC's approach to gender equality has been to ensure that all aspects of its training programme mainstream gender equality issues in design and implementation and monitoring. The Centre has been delivering gender training through courses and sensitization inputs to understand the conceptual and analytical gender relations framework to the regular courses run by the Academy.

Since its inception, the National Gender Centre has been involved in training of civil servants at different levels. Its genesis was actually conducting TOT Programmes under the Gender Planning Training Project which was run and financed by the British Council. It has been responsible for mainstreaming gender training into all courses at the LBSNAA viz. foundation courses, initial professional training and in-service training for IAS officers at all levels. In addition it also conducts thematic programmes on various aspects related to gender for officer's from All India/ Central Services. In addition, the Gender Centre has in the past and is in the process of conducting some research on organizational issues, and more specifically on gender and the civil service. Recently, while maintaining a separate identity it has been brought with other centres functioning in the Academy under the umbrella of the National Institute of Administrative Research, an autonomous society constituted under the aegis of the Lal Bahadur Shastri National Academy of Administration, Mussoorie. The institute conducts research on various aspects of governance and was conceived as Research and Training wing of Academy. All the research

Centres of LBSNAA have been merged under NIAR to as center for good governance.

### Key features of the Training for Trainers Programme

**Goal:** To develop a core group of gender trainers in National and State level administrative institutions and sectoral training institutions so as to enhance gender equality and equity in policy, planning and implementation of development programmes.

**Objectives:**

- i) to familiarize participants with approaches to gender and development
- ii) to develop an understanding of gender analytical frameworks and application and use of conceptual tools
- iii) to share and exchange good practice in gender and development
- iv) to equip the participants with appropriate resource materials to conducting relevant gender trainings at their institutes.
- v) to oversee the development of gender training modules and their delivery.

**Design:** The programme is designed to have a core component which would include exposure to gender concepts, approaches to gender and development, gender planning and analysis, and gender responsive budgets. In addition there would be a focus on five specific themes in order to enhance the understanding of gender and development issues.

The TOT will focus on the following themes:-

- Violence Against Women
- Health & Nutrition

- Disaster Management
- Gender & Panchayati Raj

During the course of the training programme, it would be expected of the participants that they actually develop 2 to 3 day training module. Institutions who participate in the training should necessarily commit themselves to conduct of training programmes post the training or to integrate parts of the curriculum of the training module into on-going trainings. In addition there would be national level trainers, which would be nominated by the national level training institutes. National level institutions can use the developed module as a basis to train others and to adapt this for their own states. LBSNAA will monitor some of the first programmes delivered in the state in order to ensure quality delivery of module. During the training the following subjects would be covered:

- Concepts of gender and sex
- Gender budgets
- Gender analytical frameworks
- Various gender tools that are used
- Policy approaches to gender and development
- Mainstreaming gender in policy and practice in thematic areas
- Case studies for the above

**Core Team:** Sarojini Ganju Thakur, IAS (Retd.), Senior Gender Expert  
Roli Singh, IAS , Deputy Director (Sr.)& Director, NGC-NIAR  
Anjali S Chauhan, Consultant/Associate Professor, NGC NIAR,  
LBSNAA

**Duration:** 11<sup>th</sup> March – 20<sup>th</sup> March 2013

**Venue:** Main Campus, Lal Bahadur Shastri National Academy of Administration, Mussoorie.

**Executive Summary**

The National Gender Centre- NIAR situated in the LBSNAA Academy, aims to mainstream gender in policy, planning programme formulation and implementation in Government, so as to establish gender as a priority concern in government and to ensure the equitable development of men and women. NGC's approach to gender equality has been to ensure that all aspects of its training programme mainstream gender equality issues in design and implementation and monitoring.

A 10 Day Long Training of Trainers was organized from 11<sup>th</sup> March to 20<sup>th</sup> March 2013 with the goal of developing a core group of gender trainers in National and State level administrative institutions and sectoral training institutions so as to enhance gender equality and equity in policy, planning and implementation of development programmes. The training was attended by 31 government functionaries from 9 states. The participants varied from different departments of states ranging from Health, Panchayati Raj Institutions, Rural Development, Police Department, Disaster Management etc. The choice of participants was diverse as the issue of gender inequalities is all pervading and needs sensitization of each and every men, women and institutions.

The objective was to familiarize participants with approaches to gender and development, to develop an understanding of gender analytical frameworks and application and use of conceptual tools, to share and exchange good practice in gender and development, to equip the participants with appropriate resource materials to conducting relevant gender trainings at their institutes, to oversee the development of gender training modules and their delivery. The training focussed on four specific themes in order to enhance the understanding of gender and development issues i.e.



- Violence Against Women
- Health & Nutrition
- Disaster Management
- Gender & Panchayati Raj

The 10 day long training was inaugurated in the presence of Ms. Sayeda Hameed, Member, Planning Commission. Welcoming Ms. Hameed, Ms. Roli Singh introduced her to the audience and stated that beside a renowned literary figure in the field of women emancipation, she is a recipient of 2003 Padamshree Award.

Mr. Sanjiv Chopra, Joint Director, LBSNAA commenting on the timing of the training mentioned that this training has come at a very 'critical juncture' alluding to the gang rape held in Delhi on 16<sup>th</sup> December 2012 and the need to curb such incidents. He also cited that changing mindsets of people is very difficult however it is the most important work to do as Law is not everything. Law only provides an enabling environment.

Ms. Sarojini Ganju Thakur added that Violence Against Women is now in the public domain. There are lot of issues like sex ratio and high morbidity of women which also needs attention. The objective of the training is to mainstream the gender training in the training curriculum of their departments/subjects. During the ten days of training, the focus will be on VAW, Panchayati Raj, Disaster Management and Health & Nutrition. Of the training, it is also expected that an outline of the module in the sectors mentioned above will be prepared which will be used to develop training manuals.

Ms. Syeda Hameed stating on the importance of the training said that women is a victim of patriarchy and faces multiple deprivations throughout her life. There is a need to bring about a systemic change and the inclusion of women should not be formal the inclusiveness should be complete i.e. Empowerment and participation of women at all level shall increase. She

also stressed on the need to increase the funding for gender development. Gender specific programmes should be developed so that strategic gender needs/ issues can be addressed.

During the ten days training, Experts/ Specialists like Ms. Flavia Agnes, Ms. Ratna Sudershan, various serving government functionaries having sectoral knowledge, NGOs experiences in addressing gender issues were called to deliver lectures and in particular interact with the trainees. At the end of the training, the modules developed by the teams were presented and appreciated by Dr. N.C. Saxena IAS (Rtd), Member, National Advisory Council and experts called for the thematic areas.

Dr. Saxena speaking in the valedictory session talked about gender stereotyping due to which the role of women in society is limited and they need to be protected all the time. He also highlighted that woman workforce has decreased from 34% to 27% due to increased mechanization. The status of women has further reduced. He also mentioned about the bureaucratic hurdle in implementing the amendments of Hindu Succession Act wherein equal share by girl/women has not been realized so far.

He was also of the view that there is little understanding among officers in government on planning and budgeting. The two terms are interchangeably used. Gender budgeting is not understood by many. The policies also need to change as few of them are anti-women like Rajasthan Tenancy Rights and royalty paid by Tendu leave collectors in Orissa. He stressed upon the need to work at a greater pace for improving the lives of women and raise their participation in economic and social spheres.

**DAY 1****Date: 11.3.2013****9:30 AM to 11:00 AM****Welcome Address**

The training started with the opening remarks by Ms. Roli Singh, IAS, Sr. Director, NIAR stating the rationale of holding the training for government functionaries as there have been lot of negative acts, incidences which has happened against women in the recent past. She further stated that since 1995, training on gender planning and the development issues are taken care off by the NIAR, the need has been felt to re-engineer the whole training curriculum which has been necessitated by the recent events. The objective of the training is to develop a curriculum on gender inequalities prevailing in the society and design methods to overcome them.

Ms. Sarojini Ganju Thakur, former IAS officer and Consultant to NIAR further emphasized the objective of the manual and it was stated that beside the ToT Manual, there is a need to integrate gender issues in government institutions so that the inequalities prevailing in the society is eliminated and the women and girls gets a just environment for living their life. It was suggested that the trainers in different departments must include a chapter/session on gender issues and discuss methods to overcome them/take remedial measures.

**Introduction and Ice Breaking Session:**

After the opening remarks, all the participants introduced themselves. The participants varied from different departments of various states ranging from Health, Panchayati Raj Institutions, Rural Development, Police Department, Disaster Management etc. The choice of participants was diverse as the issue of gender inequalities is all pervading and needs sensitization of each and every men, women and institutions. The participants in their introduction round told about their present role as

trainer, their knowledge of gender issues and personal thing they would to share with the participants (Format at Annexure 1).

After the introduction round, an exercise (Annexure 2) was undertaken in which the participants had to list advantages and reasons based on their life. The questions asked were:

1. Sometimes I'm glad, I'm a man/women because.....
2. Sometimes I wish I was a man/women because.....

**The men were asked about their responses to the 1<sup>st</sup> question and the responses received were as follows:**

- As a man, I can pursue higher education
- Move out freely outside
- Go out from home anytime I want
- I can head the family
- I can take decisions in family affairs, cooperate with family to address gender issues
- I can take responsibility of parents
- I can provide stability to family
- Take care of aspirations of family
- Can face challenges of life
- I can fire pyre of parents

**The women recorded following responses to the 1<sup>st</sup> question:**

- Don't have to care for earning the bread for the family
- Women have versatile work to do like baby rearing, cooking, dressing etc
- Don't have to worry as the men are around to take care of women
- I can cook whatever I like
- Can grow long hair and adopt any hair style
- No pressure to become something in life
- Can give birth to child
- Can make house a home

- Women can feel the pain of other women, share personal and clinical pains
- Groom the children
- Can give birth to another life

**To the 2<sup>nd</sup> question, the men participants recorded the following responses:**

- Since women are kind hearted, I can spread harmony in the society
- Mental pressure is not there to become something and be bread earner
- As a woman only, I could become a mother
- Would have sweeter voice than males
- Can wear colourful dresses

**To the 2<sup>nd</sup> question, the women participants recorded the following responses:**

- Don't wish to be a man as I can procreate
- I want to be a man so that If there is trouble on streets then, I can go out and fight
- As a man, there are no social taboos, no restriction on late coming
- Less responsibilities
- Can move out anytime
- Can travel freely and with less baggage
- As a women, managing both job and home is quite difficult
- Identity is linked to husband
- Women have perseverance so want to remain women

Delving on the feedbacks and listing the reasons received from the participants, Ms. Sarojini Ganju Thakur said that the responses show as to how we see ourselves in the society. There is a clear-cut demarcation as to what roles are expected of whom. People are happy with their current roles in the society. Pressure on men to earn livelihood has its own repercussions

in society and is immense. While some of the men have shown interest in experiencing the birth giving, a sizeable participants, both men and women, said that they wish to remain what they are i.e. they were happy with their current roles as men and women.

It was discussed by Ms. Thakur that social conditioning of each individual is such that it is hard to think different roles for themselves in the society. It is deep rooted, not only in society but also in our minds. Thus there is a patriarchal values and norms which resists the individuals to perform works other than assigned to them.

**11:30 AM to 1:00 PM**

The 10 day long training was formally inaugurated in the presence of Ms. Syeda Hameed, Member, Planning Commission. Welcoming Ms. Hameed, Ms. Roli Singh introduced her to the audience and said that beside a renowned literary figure in the field of women emancipation, she is a recipient of 2003 Padamshree Award as well.

Mr. Sanjiv Chopra, Joint Director, LBSNAA commenting on the timing of the training, mentioned that this training has come at a very 'critical juncture' alluding to the gang rape committed in Delhi on 16<sup>th</sup> December 2012 and the need to curb such incidents. He also cited that changing mindsets of people is very difficult however it is the most important work to do as Law is not everything. Law only provides an enabling environment. He narrated a personal real life incident where he also experienced an environment denigrating to the status of women.

Mr. Kush Verma, Director General- NIAR, LBSNAA explained the rationale of setting-up of NIAR. Mr. Yugandhar and Mr. Kurien asked for Rs. 1 Crore from GoI and were instrumental in setting-up the Research Unit in LBSNAA. The five centres of NIAR were merged in 2011. Training modules are being developed for the use of frontline workers.

Ms. Sarojini Ganju Thakur eulogising Ms. Hameed said that she championed the cause of gender mainstreaming and gender equality. As referred earlier by Mr. Chopra about 'critical juncture', Ms. Thakur added that Violence Against Women is now in the public domain. There are lot of issues like sex ratio and high morbidity of women which also needs attention. Speaking on the current training, she said that it is being done so that the Trainers further train different people/stakeholders in their states as the trainers represented varied departments from different states. It will have a cascade effect. The objective is also to mainstream the gender training in the training curriculum of their departments/subjects. During the ten days of training, the focus will be on VAW, Panchayati Raj, Disaster Management and Health & Nutrition. Of the training, it is also expected that an outline of the module in the sectors mentioned above will be prepared which will be used to develop training manuals. The resource materials on various topics have already been provided.

Ms. Syeda Hameed shared her experience of gender dimensions and narrated a story from her autobiography where an inspectress of school in Kashmir from where she hails condoled the birth of a girl child in the family. She said that women are a victim of patriarchy and it is so groomed that it has embedded deep in the men's consciousness. She quoted the speech by Prime Minister, Mr. Man Mohan Singh in the opening remarks of National Development Council meeting held on 27th December 2012. The relevant speech on Gender Inequality is reproduced here:

*"Women and girls represent half the population and our society has not been fair to this half. Their socio-economic status is improving, but gaps persist. The emergence of women in public spaces, which is an absolutely essential part of social emancipation, is accompanied by growing threats to their safety and security. I have in mind the brutal attack on a young woman only a few days ago in the capital and other such reprehensible incidents elsewhere. We must reflect on this problem, which occurs in all states and regions of our country, and which requires greater attention both by the Center and the States".*

She said that the women are facing multi-dimensional problem. In 12<sup>th</sup> plan, the scope has been provided for gender budgeting. Systemic change is required to improve the position of the women rather than piecemeal measures. Finance Minister in the budget speech of 2013-14 said that he could remember 3 faces of female while making policies:

- Women – Girl child and is a young student
- Youth – She is impatient and angry
- Poor – Rural poor women

Women faces multiple deprivations as she can be single, widow and destitute at the same time. In a tribute to the 23-year-old Delhi gang-rape victim, government announced setting up 'Nirbhaya Fund' of Rs 1,000 crore for safety and empowerment of women. This is too meagre an amount to enhance safety of women. The 33% reservation for women should not be yardstick of development as it may marginalize the women. There should not be a cap on the reservation as many states have already passed resolution for 50% reservation for women. She also referred to a book 'Another India' written by her where the role of women in the society has been illustrated.

The 12<sup>th</sup> Five Year Plan (2012-2017) was also mentioned by Dr. Hameed and she said that it is document for faster, sustainable and more inclusive growth. It is expected that India will achieve 8% GDP. In the document, a chapter on Women Agency and Child Rights has also been included which sets monitorable targets and is to be achieved by all the states by 2017. In order to achieve the targets, all the vacancies of ANMs/ASHAs need to be filled-up.

There is a need to empower women and increase participation by women and not just inclusion. The barriers to women participation must be removed like political inability of acting against Khap Panchayats and honour killing. The whole concept of machoism has to be shattered. The



Ardhnarishwar asks for different role of men and women. Also the need is to increase the funding for the empowerment of women.

**After the session, the participants went out for a group photograph.**

**2:00 PM to 3:30 PM**

In order to test the knowledge of the participants of various social and development indicators, a questionnaire (Annexure 3) was given to them. Based on their current knowledge, they were asked to mark the correct answers. After 20 minutes, the correct answers to all the questions were serially discussed.

The objective of the exercise was to contextualize the issue of gender development vis-à-vis the performance of Indian States and India on world stage. HDI, GII, CSR, incidence of domestic violence, rape, molestation, education, were discussed. The reasons for variations were postponed for the session on 'Gender, Regional Disparities and Poverty'.

**3:45 PM to 5:00 PM**

**Understanding Gender and Development – Presentation by Ms. Sarojini Ganju Thakur**

Initiating the presentation on ***Gender Equality***, Ms. Thakur discussed that it is not only a Human Rights Issue and but also a Social Justice Issue. It is an intrinsic issue which is linked to increased productivity. The 50% of the population cannot be ignored on the basis of various social and biological factors. The need is to recognize the 'instrumental value' of the women as this leads to economic growth. The increased income of a woman is for betterment of the family as the woman is the focal point of a family. In Bangladesh, the women are mostly in 'garment sector' and this has led to increased social status of women in Bangladesh. Bangladesh fares better than India on GII.

There have been significant improvement in education, life expectancy, local political representation, infant and maternal mortality but there is excess death of girls and mothers and it is estimated that in India there are 40 million girls/women who have gone 'missing'. Since women are mostly illiterate, there is unequal access to resources and opportunities. The ability to control their own life (called as agency) is not there and is dependent on their spouse. They play a very passive role in social situations. There are numerous laws which have been enacted for alleviating the life of women but it has to be understood that Laws enables change and does not bring change as such. It provides only an enabling environment. The difference between the Gender and Sex were also discussed and is elucidated below:

- ▶ **Gender** – Gender refers to the socially constructed roles ascribed to males and females. These roles, which are learned, change over time and vary widely with and between cultures
- ▶ **Sex** – Biological distinction between males and females. Determined with reference to genetic and anatomical characteristics.

#### **Sex and Gender – Differences**

<b>Sex</b>	<b>Gender</b>
Natural – biologically constructed	Socio-cultural, society-made
Constant everywhere	Variable with time, place and culture
Normally unalterable	Attributes can be changed
Aspect of physical inequality	Aspect of social inequality and unequal power
Innate and not learned	Learned behavior
Categorizes as male and female	Normative behavior expected from society

In a society, Gender defines the Roles and Responsibilities a man and woman share and performs. It attributes the dress one should wear, confines/defines mobility, and a certain kind of behavior is expected. The Rights and Opportunities which a man and woman enjoy are defined by

one's gender. There are certain/predefined spaces where a woman can venture in a household and society. The social conditioning is so intense that even objects/toys and jobs are predefined. While a male child has different sets of toys, female child has others.

Gender is cross-sectional axis of inequality like caste, class, ethnicity but no one can escape belonging to a gender. One can move from one's lower caste to higher caste through a phenomenon called 'Sanskritization'; the concept propounded by M.N. Srinivas. A person can earn more and raise his economic status but one cannot escape the gender – its preferences and needs. They differ systematically which are dependent on biological factors and learned behaviour in socio-cultural context. This leads to gender inequality.

Various laws and legislations have been enacted to bring about gender equality and are referred to as Formal Equality but it can result in further marginalization as the women/girls have faced discrimination/exploitation since time immemorial. There is a need to focus on Substantive Equality which focuses on equality of outcomes, and removing structural barriers to result in equality of opportunities and access and deal with difference and discrimination. The famous story of wolf and swan was narrated in order to highlight that both men and women have different needs and thus needs differential treatment to bring about gender equality.

The needs of the men and women have been categorized into Practical gender needs and Strategic gender needs. While the former responds to the immediate needs of women and men within their socially accepted roles in society without attempting to modify gender inequities, Strategic gender interests/needs responds 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 reform, reproductive choice, new extra household resources. It raises women's position in the society. Thus there is a need to focus on Strategic

gender needs. The 73<sup>rd</sup> Amendment of the Constitution of India provided for 33% reservation of seats for women (now in most states, it is raised to 50%) at Panchayat Level. This brought about a structural change in the power equation at village level and increased level of participation of women in development process.

Gender mainstreaming in ECOSOC, 1997 has been defined as ‘the process of assessing the implication for women and men of any planned action, including legislation, policies and programmes in all areas and at all levels. It is a strategy for making women as well as men/s concerns and experiences an integral dimension of design, implementation, monitoring and evaluation so that women and men benefit equally and inequality is not perpetuated. The ultimate goal is to achieve gender equality.

### **The methods to measuring gender inequality were also discussed**

Gender inequality index reflects inequality in achievements between women and men in

- Health ( MMR and adolescent fertility rate)
- Empowerment ( share of parliamentary seats held by each sex)
- Secondary and higher education attainment levels
- Labour ( Women’s participation in the work force)

### **Limitations of GII**

- ▶ Parliamentary representation at national level
- ▶ Labour market lacks information on informal sector/ unpaid work/time use
- ▶ Asset ownership

And therefore some of the same issues as earlier indices

Gender Development Index (GDI) – same dimensions as HDI (life expectancy, education and income)

Gender Empowerment measure (political and economic participation, and control over assets)

## **Limitations to measuring GE**

- ▶ Earlier Gender Development Index used the same dimensions as HDI, income, health and education, but was more a reflection of standard of living
- ▶ GEM- political participation, economic participation and control over economic resources

***“Development that is not engendered is endangered.”***

***UNDP HDR 1995***

## **Gender Inequalities - Group Exercise**

Four groups were constituted to work on the inequities prevailing for men, women, boys and girls in the following institutions (Format at Annexure 4):

- Households (Families)
- Communities (Social Institutions-Religions, Community, Institutions)
- Markets (Labour, Financial etc., Nature and distribution of jobs)
- State (Laws, Distribution of resources, programmes etc.)

The groups were asked to prepare presentations and present it on the 2<sup>nd</sup> day during the plenary session.

**DAY 2****Date: 12.3.2013****9:30 AM to 11:00 AM**

Plenary Session: Based on the assignment given to the 4 groups yesterday, the work done was discussed one-by-one:

**Group 1: Gender Inequalities at Household Level**

While working on the gender – inequalities, group 1 presented that inequalities starts at a very early stage and it is expected in a family that a MALE child shall born. During the pre-conception period, the following methods are adopted to get a male child:

- Divine Blessing
- Consult Astrologer
- Follow Chinese Calendar
- In-vitro Fertilization
- Use Pusewanbidha

**Post conception, the following tests are done to ascertain the sex of the child and in case a girl child is detected, the abortion is sought:**

- Ultrasonography
- Amniocentesis
- Chorionic villi biopsy

**When a male child is born in the family, Post Natal Period:**

- Celebration of Male Child Birth
- Cradle Ceremony
- Expensive beds and pillows etc
- Good diet for Mother

**Health care:**

- Better Medical Consultation(if a male child)
- Even doctors consulted

## **Regional Variation**

### **Food and Nutrition:**

- IN ODISHA, AP, HP-It is in the process of getting reduced
- RAJASTHAN-Not encouraged by mother herself
- ASSAM-Conduction of SASTHI ceremony
- KARNATAKA-Depends on no. of children
- MANIPUR-No difference

### **Difference during 0-6 years**

- **Difference in bringing up a child:**
  - Providing less costly toys to girl child
  - Restriction in better education
  - Also reflected in dresses and shoes
- **Language:**
  - Abusive words used for small mistakes
  - Advised to use soft words

### **Difference during 6-14 years and 14+**

- High school education even on loan
- Girl child encouraged in household works
- Boys allowed to play girl child to be at home

### **14+ Period**

Allowed for Higher Education

Technical Education-Boys preferred

Outside State -Boys preferred

### **Difference after attaining Voting Rights**

- No care of Anaemia
- No care for Menstrual Hygiene
- Advised by mother to take the left outs in the plate
- Restriction in articulation
- **All taboos and social restrictions.**

## **Group 2: Gender Inequality at Community Level**

### **Religion:**

- Limited Entry to the worship places for women
- Priest job is restricted to men
- Men chant the mantras

### **Rituals:**

- Men dominate in prestigious rituals- like funeral pyre, Kanyadan ect.
- Women observe Savitri Usha, Karvachauth (for the good of their husbands) , Rakhsa Bandhan for brothers etc.

### **Respect to females in Community is low:**

- Honour killing, foeticide, infanticide, KHAP Panchayat
- Maid servants engaged for sweeping and cleaning
- Inheritance of Ancestral property by daughters is very limited in-spite of the law.

### **Marriage:**

- Dowry problem persist and even for higher educated girls
- Love marriage by girls is less accepted – family prestige and community's views override
- More rules for female than male for observing marriage rituals

### **School and Education:**

Low enrolment & retention, high drop out, lesser facilities for higher and quality education

### **Health care:**

- For females there is low priority for health care
- Health seeking behaviour becomes low among women due to continuous negligence over the years

### **Food and Nutrition:**

- For women Non availability of adequate food
- Poor nutrition
- Women in most communities take food last and left over food

### **Games and sports:**

- Clear discrimination –in play materials / toys
- Less encouragement to girls for outdoor games



- Issues on advertisement and sponsorship
- Behaviour and Code of conduct:
  - Women: polite, nobility, modesty, passionate, loving & caring, soft spoken , many Dos & Don'ts
  - Restriction in movement
  - Dress for female is under the community's norm
- Toilet facilities:
  - Too limited facility for women - restrict themselves even for urination
  - Male can go anywhere and at any time
- Language:
  - More nos. of derogatory/abusive words used for women
  - Feminine words for women (*Pati Vrata, Pati Deva etc, Sati Savitri*) while no such equivalent words for males

### **Group 3: Markets (Labour, Financial etc., Nature and distribution of jobs)**

- **Agricultural sector**

Patience-Sowing by women

Small Land Holdings-women

Large Land Holdings-supervisory role of men

- **Plantation sector**

Picking and Plucking by Women

Spraying by Men

- **Informal sector**

**Aqua Culture-**

Micro-Women

Macro-Men

**Livestock-**

Less-Women

Large-Men

**Handloom-**

Development-Both men and women

Marketing-Men

- **Non-Agricultural Sectors-** Women migrate to cities/towns for better life but they are sexually exploited and are paid less wages. Maids are mostly women.
- **Entertainment-** Woman body is considered to be an industry.
- **Petty Traders-** Flower sellers-mostly women and cobblers are mostly men.
- **Formal Sector-** Salaried-both men and women but at decision making positions are mostly men. However this is changing.
- **Teachers and receptionist-** Mostly women
- **Police-** Mostly men
- **ASHAs and Aanganwadis-** Mostly women

The women have limited access to credit and mobility plays a vital role in accessing credit which for women in any case is very limited. The micro-credit has come as a big relief for women and they can access credit. The women are a big social capital. Whenever there is upgrading of job, it is taken-up by men in economic world. Skills are not provided to women. The jobs are stereotyped and women are mostly employed in low salaried jobs like Aanganwadi and Nursing. In NRHM, female health workers work more than male health workers. The high level technology is always taught to men first.

#### **Group 4: State Laws, Resources promoting Gender In-equality**

##### **Women**

- |              |   |  |
|--------------|---|--|
| 1. Political | - | No reservation at Centre & State                   |
|              | - | Cooperatives, PACS                                 |
| 2. Health    | - | PNDT Act not implemented                           |
| 3. General   | - | Right to property                                  |
|              | - | Juvenile law                                       |
|              | - | Wage Rates (IS)                                    |
|              | - | Non Registration of cases (violence against women) |
|              | - | Domestic Violence Act (improper implementation)    |
|              | - | Preferences to certain Jobs (No pilots, Army)      |

- Ineffective implementation of programmes
  - Ban on films/videos perpetuating violence
  - No legal assistance (free) fast tract
  - disposal of cases
  - Public amenities not Gender sensitive (Buses-KRTC)
4. Girl Child
- Sanitation
  - Girl Child enrolment in schools (special drive) at primary & secondary level
  - No Law/Programmes to encourage nutrition and health for adolescent girls
  - No facilitation for skill development/vocational courses
- 5.
- False implications of Men involvement in violence against women
  - Unequal opportunity in certain employment sectors reception, PRO etc.
6. Boys
- Secondary Education

**11:30 AM to 1:00 PM****Gender and Development: Presentation by Ms. Sarojini Ganju Thakur**

Ms. Thakur talked about approaches to gender and development and traced the evolution of the perspective since World War II. After WW-II, the countries were getting freedom from the colonial powers. The role of the women was predominantly that of 'mother' and 'carer' and this was the basic responsibility. In India, during 1950-1960s, Mahila Mandals were formed and Central Social Welfare Board ran few programs for running the household better like tailoring, cooking etc. The planning at that time was predominantly done by men.

The discourse was changed by women activists and movements like Esta Boris who questioned the protectionist approach of the society towards women. They said that women need to be more productive and should be engaged in income generating activities. The efficiency of the women should increase. The women were only passive recipients/beneficiaries of the scheme and then came the bath breaking report by Ms. Ella Bhatt of the 'Shram Shakti' called 'Towards Equality'. It covered the role of women and variations there off. During the 1980s, the discourse on empowerment of women started with the education sector. A separate Women and Child Development and Human Resource Development Department were established in 1985. All such movements started impacting the Constitution and ultimately lead to the 73<sup>rd</sup> Constitutional Amendment where 33% of the seats at Panchayat Level were reserved for women. In 1995, the Beijing Platform provided a document for mainstreaming of the women to which India is also a signatory. In 2001, the first National Policy on Gender came out. The first Human Development Report also incorporated Gender Development Index which led to the explosion of gender issues in public domain emphatically. India also became signatory to Elimination of All Forms of Violence Against Women (EAFVAW) and Committee on Elimination of Discrimination Against Women (CEDAW).

Under the Millennium Development Goals (MDGs), the target for countries was set and out of 8 goals, 6 were aimed at gender equality and empowerment. In the 6<sup>th</sup> Five Year Plan (1982-1987), separate chapter on women was included and in 7<sup>th</sup> Plan, 27 schemes for women were launched. In the Ninth Plan, 30% were reserved for women in all components. In 2004-05, Gender Budgeting was incorporated in the budget.

Ms. Thakur also discussed that Empowerment is often loosely used and schemes formulated were understood to bring empowerment. This is not so as schemes may address practical gender needs only and may not necessarily address strategic gender needs. So the trajectory of development has been from Welfare to Efficiency (Producer) to Empowerment. The review of the Beijing document is scheduled in 2015.

### **Group Exercise**

The four groups were formed and a case study (Annexure 5 Part 1) was given to the groups to comment on the scheme formulated. The groups were asked to compare their answers with the answer sheet provided (Annexure 5 Part 2). It was discussed that ground level realities were not taken into consideration while formulating policies and top-down approach was adopted. The formulation of scheme should take care of social systems, it should be participatory and option should be carefully chosen from wide range of solution.

**2:00 PM to 3:30 PM****Gender, Regional Disparities and Poverty – Presentation by Ms. Sarojini Ganju Thakur**

During the session, Ms. Thakur shared that there exists a regional variation in social development indicators in India as is evident from the sex ratio. The exercise preceding the session set the tone for the discussion. The northern and north-western states have lower sex ratios than the eastern and southern states. Society is patrilineal (Tracing Line of Descent through Father Side) in most of India while in Kerala and Meghalaya; it is matrilineal (Tracing Line of Descent through Mother Side).

Kinship and marriage practices weaken the position of the women in society as they are married at far off places (village exogamy and caste endogamy). This makes them prone to violence. The various practices like not even having water at in-laws home of daughter further weaken the bond with the natal family. The gender norms prescribed for each sex determines the values, dependency and relationships, control and access to resources. The property rights are not given to women/girls as there are no uniform civil codes. It varies with religion and state. Even after promulgation of laws conferring coparcenary rights to women (Amendment to HSA, 1956 in 2005), even on inherited agricultural land it is not practiced and implementation is very poor. The state of Haryana and Punjab have hindered the rights of women in father's property and vehemently opposed it. The argument is that the sisters need to keep a path to natal home open. The claim for property by sisters may lead to bad relations with brother and the so called 'protection' provided by brothers may be weaned away. The situation remains the same generation after generation. It has been seen that women having higher salaries have greater control over assets and they are less vulnerable to DV.

The norms also decide where a woman can venture in terms of physical movement, access to information and technology. The issue of

double marginalization in respect of Dalit and SC were also discussed. The belongingness to lower strata of society and the atrocities faced by them, recruitment in lowest paid jobs etc makes them so. The education provides an enabling environment to them and can be tool to address strategic gender needs.

The link between gender and poverty was made in 1970s and it led to income generating projects which met needs of the people but didn't change the marginalized status. The Beijing Platform also made that 70% of the poor are female and thus poverty has female face. There is huge labour force in informal sector in India. Even the women working housewives are not paid. The work done by them should be written down and they should be given a day off in a week (Satellite Accounting System). There are women who are dependent on common property like Tendu Leaf. They are charged Rs. 12000/tonne whereas the miners pay only Rs. 30/tonne as royalty to government.

To mitigate risks to women, various measures have been taken like MNREGA, social assistance, cash transfer schemes, scholarship for girl child, Mid Day Meal, National Livelihood Mission, Kudumbashree in Kerala and National Mission for Empowerment of Women (NMEW).

**3:30 PM to 5:00 PM**

**Gender and Empowerment – Presentation by Ms. Sarojini Ganju Thakur**

The link between Power and Empowerment was explained to the participants. Empowerment is difficult to define as it has many usages and interpretations. There are various programmes and projects aimed at empowerment of women. Power is a dynamic process and exists only if exercised. It changes from place to place in different socio-cultural milieu. Types of power were also discussed like Power to, Power with, Power over and Power within. For the women, it is very important to recognize the

power within as it gives them confidence to act and fight for herself. The women should recognize her worth. The women should work collectively.

In 1980, in Rajasthan, the World Bank Development Project was initiated which was a trailblazer in the empowerment of women and social engineering. The women from various villages were organized and were called saathin. They were trained and the needs were to be identified. In 1994, a woman called Bhanwari Devi was raped and the project came to an end.

The Feminist analysis of power is defined as “The capacity of women to increase their own self reliance and internal strength. This is identifies as the right to determine choices in life and to influence the direction of change, through the ability to gain control over material and non-material resources”-Moser and the Kabeer’s vision suggests that empowerment strategies for “Women must build on ‘the power within’ as a necessary adjunct to improving their ability to control resources, to determine agendas and make decisions”.

The new form of consciousness is “From a state of powerlessness that manifests itself in a feeling of ‘I cannot’ empowerment contains an element of collective self confidence that results in a feeling of ‘we can’. Resources and action should address strategic gender interests. Collective empowerment would change priorities in development, but not only for individual advancement.



**DAY 3****Date: 13.3.2013****9:30 AM to 11:00 AM**

The day 3 started with a game called 'Power Walk' wherein four categories were made. They are:

1. Powerless
2. Powerful
3. Not so powerless
4. Not so powerful

The identity of the men and women were exchanged and blue chits were depicting male actors but role assumed by females and yellow chits depicted female actors but role assumed by males. Randomly the identities were distributed and they are:

- For Men (Role Assumed by Females)
  - Male boss (Corporate Sector)
  - Urban Working Man- Muslim
  - Male Farmer
  - Male Unmarried Clerk
  - Dalit Cook Male
  - SP Male
  - DM Male
  - Urban Male Student
  - Computer Operator- Male (Contractual)
  - Man with two wives
  - Working Urban Hindu – Man
- For Women (Role Assumed by Males)
  - Female DM
  - Female SP
  - Sarpanch
  - Second wife of Hindu Male
  - Female Farmer
  - Urban Working Female – Hindu
  - Urban Working Female – Muslim

- Dalit Woman
- Class 12<sup>th</sup> Woman
- Female Boss
- Female Clerk
- Female Receptionist (Contractual)
- Female Cook
- Female Driver
- Urban female student
- Computer Operator – Female
- Tribal Female
- Urban Hindu Widow

The participants were asked to put the statement number on the chits provided to them and paste them in the 4 categories of power mentioned above depending on their identities:

<b>Statement No.</b>	<b>Statement</b>
1	I can work/not work as per my choice.
2	I can choose my vacation/job/career/posting at my will.
3	I can lead a public meeting.
4	I can say no to certain tasks to my seniors.
5	I can go on official tour for several days at a time.
6	I can travel to remote/interior areas for work.
7	When I come home from my work, I have remote control of TV in my hand.
8	I can participate in the last rites; can fire funeral pyre of my father.
9	I can decide how many children I want to have.
10	Whenever I wish, I can party with my friends/enjoy freely.
11	I can choose my partner for marriage.
12	I can remarry after my partner dies.
13	I can decide to spend my money, keep my pass book.
14	I can choose my child's education/school.

15	I can refuse matrimonial alliance of my sister on account of dowry demand.
16	I can do night stays when I am out for/on my work.
17	I can negotiate between two dominant groups in case of dispute over water or any resources/land dispute.
18	I can get equal share in father's ancestral property.
19	I can take a posting of higher responsibility or I can go to other place for higher wages.
20	I can go to higher education.
21	I can decide how the money of gram panchayat is spent/ I have a say in gram sabha.
22	I can go to police station/thana anytime day or night/late night/morning/evening to lodge a complaint.
23	I can decide on the place of treatment and amount for the healthcare of my family.

After the exercise was over, Ms. Roli Singh explained that power is a dynamic process and changes from place to place taking in to account socio-cultural-economic factors in context. They play a significant contextual role while exercising power. Power walk is a tool to understand power-equation in the society. Ms. Thakur said that this exercise has been an excellent learning exercise and sums-up the learning of the last two days on gender & development and empowerment.

One of the interpretations which can be drawn from the clusters (density) of chits on different categories of power is that on the 'powerful' category, the density of blue chits is more which were mostly male actors while the density of chits of yellow colour on the 'powerless' category is more which were mostly female actors.

After the exercise, four groups were constituted to work on training modules on the sectors:

- Disaster Management

- VAW
- Health and Nutrition
- Panchayati Raj Institutions

**11:30 PM to 1:00 PM**

**Analysing and Designing Interventions: Presentation by Sarojini Ganju Thakur**

In order to analyse interventions, certain criteria, certain lens should be adopted and it is always better to adopt gender lens. The actual position, roles, status and various social-economic indicators pertaining to women should be known before making or designing interventions. The gender disaggregated data should be kept in mind at all stages of planning and development.

There exist various frameworks to analyse gender and the most discussed are:

- ▶ Gender Roles Framework(Harvard)
- ▶ Gender Planning Framework (Moser)
- ▶ Social Relations approach (Kabeer)

The advantages and disadvantages of the frameworks were discussed. The Harvard Framework is not good for policy design but is excellent for project planning and baseline data collection. Caroline Moser's Gender Planning Framework takes into account the Community Management aspect of the project and by this she meant that women are involved in work which are invisible and demands commitment. It also takes into account the practical and strategic gender needs. It can be used with Gender Roles Framework. Various approaches to gender and development like Welfare, Antipoverty, Efficiency, Equity and Empowerment were discussed in detail, the references of which were also made on previous day. The Social Relations Framework is based on an institutional construction of gender relations in state, market, community and family. Various terms like Gender Intensified Disadvantage, Gender Specific Disadvantage, Bureaucratically Imposed Disadvantage, Gender Blind and Gender Aware Policies, Gender Neutral, Gender Specific and Gender Redistributive Policies were discussed.

In the end, Ms. Thakur asked the participants to simply remember and apply the following while analyzing and designing interventions:

- ▶ Who does what

- ▶ Who gets what
- ▶ Who gains? Who lose?
- ▶ Which men? Which women
- ▶ How does the intervention address practical gender needs and strategic gender interests

The participants were requested to go through the handouts given with respect to the frameworks discussed and the approaches to gender and development.

**2:00 PM to 3:30 PM**

**Analysing Sectoral Gender Issues in Panchayati Raj, Violence against Women, Health, Disaster Management: Presentation by Ms. Sarojini Ganju Thakur**

The concept of problem tree analysis was introduced to the participants and it was stated that before gender analysis, a general analysis of the situation should be done. It should be clearly made out whether it holds true for the women or more analysis is required. The effort should be made to identify immediate, intermediate and structural causes and effects which will be useful in designing the interventions. The example of lack of credit available for women was discussed.

The teams were asked to prepare intervention through problem tree analysis in the following areas:

- Low participation of EWR in decision making in Gram Panchayat
- Inadequate utilization of health services by adolescent boys and girls
- Inadequate recognition of and responsiveness to women's needs in disaster preparedness and management
- Increasing levels of domestic violence

The teams were asked to follow the following steps in development of the intervention:

- Develop a problem tree with causes
- Reverse by developing a means ( strategies) and ends (objectives) tree
- Prioritise the appropriate intervention after considering options, existing strategies etc

**3:45 PM to 5:00 PM**

**Introduction to Gender Responsive Budgets: Presentation by Ms. Sarojini Ganju Thakur**

Gender responsive budget (GRB) is tool for gender equality and gender mainstreaming and should be included by government in various planning and budgeting process. It is a process that aims to analyze how effectively governments policies, programmes and budgetary allocations responds to the differentiated needs of and impacts on women, men, girls and boys and the extent to which they promote gender equality. The important aspects are gender sensitive budget analysis and formulation of gender sensitive budget. The analysis should include and due recognition should be given to unpaid work done by women in homes. The GRBs can be done at all levels; national, state, district and panchayat. The distinction as to what are not GRBs was also made. It is not about separate budgets and separate budgetary/resource allocation.

GRBs are important because there exists in-equality in allocation of resources, rights, privileges, norms etc. It also enhances accountability of the government towards gender needs and improves participation of civil society and women in planning and budgeting policies. GRBs can be adopted by all like government, non-government, civil societies, NGOs, academicians and men and women. The five steps for the gender budgeting was discussed in detail alongwith GRB tools. The broad aspects of programme analysis from GRB point of view were also discussed.

Speaking on the usage and history, Ms. Thakur said that GRB are used by over 60 countries and it first came into practice in Australia and South-Africa. The Commonwealth countries are expected to report bi-annually on the progress made towards GRBs. In India, the tinge of GRB can be seen in 7<sup>th</sup> Five Year Plan and in 10<sup>th</sup> and 11<sup>th</sup> Plan strict adherence to GRB was made. The role of Finance Ministry is crucial in implementing GRB. Report on Statement 20 and establishment of GRB Cell has also been

made mandatory in all ministries. The role of Women and Child Development is vital as they build the capacities of GRB Cells through ToT, development of manuals, dissemination of best practices and formulation of guidelines. The role of Ministry of Home Affairs and Urban Development was also discussed as they have the role in making the environment gender sensitive. The GRBs in Kerala and Chiranjeevi scheme of Gujarat was discussed as to how GRBs can work.

The sustainability being the key issue, the following is required:

- Political and bureaucratic commitment
- Skills, time and support
- Requires different players - civil society participation
- Working of DWCD and Finance

In the end, Ms. Thakur quoted that:

**“If you want to see which way a country is headed, look at the country’s budget and how it allocates resources for women and children” – Preys Govender**

**DAY 4****Date: 14.3.2013****9:30 AM to 11:00 AM****Women in Panchayat: National Level Perspective by Ms. Ratna Sudershan**

Introducing Ms. Sudershan, Ms. Thakur said that she has vast experience in the sector and is currently associated with NCAER, Delhi. Her experience is based on ground level research. She is also advisor to Indian Social Studies Trust, an NGO.

The elected women in panchayats are more than a million. Politics of presence is achieved. Through the system of Panchayati Raj Institutions (PRIs), local self-governance at village level is achieved. The first countries to introduce quotas in governance were Sweden and Norway however even before the quota introduction, 33% and 25% representation were already achieved in these countries respectively. Two types of quotas are there in India-

- Gender quota
- Caste quota

The motivation for quota for women representation came in early 1990's when Lt. Prime Minister, Mr. Rajiv Gandhi commented on the condition of women and talked about empowerment of marginalised women. It is not clear whether the thoughts came due to political compulsion or the concern for empowerment. Amendment to the Constitution was made after successive efforts and came to be known as 73<sup>rd</sup> Amendment in 1993. For a long-time before 1993, there was no consensus on women reservation. Now there is rotation policy at Panchayat Level. Nine states have increased the reservation for women at Panchayat Level from 33% to 50%.

The results of survey conducted by Ms. Sudershan among 1200 participants showed that while 86% of the Elected Women representatives



(EWRs) cast their vote, the participation by them in Gram Sabha is only 28%. Seventy percent of the EWRs are unaware of the duties/work they have to perform. In a survey done by Ministry of Panchayati Raj in 2008 on sample basis among elected representatives, 20% of women got elected on their own self esteem, 6% contested because their spouse contested, 30% women were motivated by their spouse to contest elections and 37% contested because it was a reserved seat.

The training was received by 54% of the EWRs, out of which 6% said that they need more training, 82% said that training is short while 20% said that content was not understandable. It should have been in local language. The trainings are also provided by NGOs but their share is very small. Therefore, the state should look into the issue.

Regarding the household chorus performed by women, it was reported that the women continue to do their work as usual and only 30% distributed the work among members of the family. The political function performed by women has not increased and only participation has increased. There is only token presence of the women at Panchayat Level, at some places; the husband runs the show (Pati Panchyat) however on the contrary, there are EWRs who have done extra-ordinary work as well. In Odisha, a woman who is an MBA has got elected as Sarpanch.

The devolution of powers at the Panchayat Level is also a matter of concern. The extent of devolution of power is less and there is no strengthening of power. The devolution Index is best for Kerala and Karnataka and it is 41.9%. The structure limits the exercise of power. In a report called “Decentralization and Empowerment” by NCAER and under publication, it has been reported that there is an increase of 39% in income through bribes from Rs. 129 to 167 from 1999 to 2006 on an average at Panchayat Level. The bribes are mostly paid for two kinds of work i.e. Provision of Water and Public Works. Thus there is a possibility of converting the bribes into revenue.

It was also found out that questions are asked more when the Sarpanch is a woman and the voices are heard even more. Thus there is a need to have more intensified trainings for EWRs. It is not clear as to whether the women in PRIs are addressing gender practical needs or strategic needs. In a report published by ICRW on the basis of data collected from 3 different states, it has been concluded that PRIs are functioning well for practical gender needs. The women can share their problems with women sarpanch in private as well and get counselling. In case of alcohol abuse, 80% of the cases were resolved in DV cases. Thus there is potential that other issues/cases may also get resolved and therefore needs strengthening. Since PRIs are mandated to do work and women are at the helm, there is a need to change/expand the scope and deliberations.

The difference in the Fast Track and Slow Track transformation was also explained by Ms. Sudershan. The reservation of women seat should be extended for 2-3 terms so that it can bring about a change in thinking of the society and it can lead to transformation of women's status in the society. She explained the transformation by an example where an NGO called UMP was working on environmental education, child care, water and fodder i.e. the focus was on practical gender needs. All the women participated as they were less in number and shared common concerns. The NGO federated the groups formed in each of the village and it started addressing strategic gender needs. The women started dancing in marriages and started celebrating Holi by visiting each other's home. It is difficult for an individual to question tradition but a group can do so. Many of the women got elected even when the seat was not reserved. The situation is not always conflict free and thus there should be support in conflictual situations. Thus it is a horizontal learning process i.e. learning among themselves and no support from outside.

A difference was also made between Transaction and Transformation. While the bureaucracy is transactional, transformation includes transaction

and elevates both the follower and the leader. The training should be repeated and messages should be reinforced. The language of the training should be taken care off. The low attendance in trainings was attributed to distance, complex module and monotonous method. It should include more story telling. Remuneration to ward members may be one of the ideas to be followed for increasing attendance.

**11:30 AM to 1:00 AM**

**State Perspective on Women and Panchayati Raj- Karnataka:**  
**Presentation by V. Rashmi**

Initiating the talk on PRI status in Karnataka, Ms. Rashmi said that Karnataka was the pioneer state in India to devolve power at the village level through PRIs. The model of self-governance was further emulated by many states and also led to the 73<sup>rd</sup> Amendment of the Constitution. The Mandate of the 73<sup>rd</sup> Constitutional Amendment was Decentralisation, Direct democracy, Improve delivery of rural development programmes and to Act as local units of self governance. The Karnataka State has invested heavily in PRIs and there is a team of 9 people at each PRI and the funds directly flow to Zila Panchayat, Town Panchayat and in few cases to Gram Panchayat also.

Since 2004-05, there has been change in the functioning of PRIs and their mandate has been diluted due to the prevailing political situation. There is no robust MIS and only the expenses are reviewed. The indigenous methods devised at PRI level for better implementation is not taken into account during the audit and objections are raised. There is increasing clout of the MLAs on the functioning of PRIs which has diluted the agenda of the community. There is no sense of planning at the Gram Panchayat Level as the data on children, women and nutritional status and livelihood is not available with the PRIs while the same is collected by ASHAs and Aanganwadi workers but the sharing of information is not there. The absence of data has weakened the position of PRIs. Now there is rampant

corruption in PRI at all level. The MLAs increasing influence on the PRIs and controlling of elections by ensuring that EWRs do not return for the second term is also a matter of concern. Thus there is uncertainty of situation currently prevailing. The officers posted at the PRIs are loyal to their respective department heads. Parallel delivery structure in the form of SHGs have been created with is adding to the confusion.

A distinction between different kinds of EWRs was made by Ms. Rashmi and were placed in 3 groups namely, the mute and present with a male shadow, the participant and the leader. While most of the EWRs are accompanied by male chaperone, there are EWRs who are actively engaged in the affairs of Gram Panchayat.

Stressing on the need for training of the EWRs, she said that it should take care of the vision; the work they are ought to do, core work of local self governance, the body language and other aspects. EWRs are mere spectators at meetings. The Gram Panchayat meetings should be telecasted through the local cable TV. Governance is a commonsensical thing to do and confidence must be instilled in them like the Self Help Group members go about their work. Training should be radical and practical, local language should be used, innovative methods should be adopted and audio-visual medium should be widely used. The structural changes in PRIs are required first before gender issues are taken-up. Synergy and convergence at ground level is required.

**2:00 PM to 3:30 PM**

**Gender and Governance: Grass Root Perspective by Dr. Pramila Sanjaya**

At the outset, Dr. Pramila said that as a trainer the words should be carefully used while imparting training as they may be perceived differently by different people. Starting with the progressive comments of Pt. Jawahar Lal Nehru and Beijing Declaration, there is a need to focus on the EWRs and women to be elected. EWRs face very intimidating environment when they attend meeting or while interacting with other government officials.

Focusing on the training, it should be held at the place where people want. The training should be demand driven. The best time is Election as all the members gets active and can be called easily for the training. The Need Assessment and Stake Holder's Analysis (NASHA) should be carried out to design the training better. Also a strong follow-up mechanism is required as to see what has been learnt is translated into action or not. Providing knowledge is not everything but constant hand-holding is required to bring about a desired change. She also narrated Old Age Pension Cases incident where they followed it to the Chief Minister of Rajasthan just to signal that in case work is not done, they know how to get it done.

Ms. Radha Devi, Sarpanch, Meethi Beri also shared her experience. She was a Aanganwadi Worker for 27 years. The Sarpanch of the village didn't used to tell about the schemes but she still managed to get Old Age Pension Cases sanctioned. In 1996, the villagers asked her to contest election and in all 3 gents and 1 lady was contesting the election. She won and during the 2<sup>nd</sup> term, only two gents and one lady contested and she still won. During the 3<sup>rd</sup> term, 2 more ladies were in the fray but she won.

Sharing her experience, she said that there is not enough fund to get all the work done. So it depends on the fund received and accordingly the work is prioritised. To generate income, House Tax is levied, small savings scheme of LIC was sold and LIC awarded Rs. 25000/-. The Panchayat received Rs. 100000/- under the Nirmal Gramin Puraskar. Out of the amount received, drains were constructed and Rs. 10000 was given to a poor for daughter's marriage. She said that Proxy System doesn't work for long and emphasized that RTI consumes their lot of time and is widely misused. She recommended that the wages should be atleast Rs. 300 a day keeping in view the strenuous work done by the villagers/women in the hilly regions under the MNREGA. The Panchayat even sorted out a issue of land with Indian Military Academy in Dehradun. It was shared that when a women is newly elected as PRI member, she is not given importance and she

also feel shy in talking to people. It kills her confidence. She mentioned that it is very important to stand-up with the village folks in the time of sorrows/happiness as there is not much to do from the Panchayat work point of view. The awareness about schemes should be increased.

## **DAY 5**

**Date: 15.3.2013**

**9:30 AM to 11:00 AM**

### **Gender and Violence: Presentation by Ms. Flavia Agnes**

Introducing Ms. Flavia Agnes, Ms. Thakur said that she has worked extensively on Violence Against Women (VAW) and has worked in this field for more than 20 years. She heads an organization called Majlis and is a senior advocate in the Bombay High Court. Now she is mostly into research. The participants were also introduced alongwith their profile.

Ms. Agnes started with the current confused environment among law makers and implementers regarding various laws. The Maharashtra Police Department while monitoring domestic violence is not clear as to which law is applicable, which law to apply, which ordinance is relevant and which section, the definition of child is not clear.

Commenting on the data of National Crime Records Bureau (NCRB) which says that there is 26% conviction in domestic violence cases. She questioned the conviction rate and said that even the rate is not known whether it is in a year and at what level it has been collected. The data is not centrally located. She stressed upon the need to create a robust MIS for all the crimes at National Level like it is for other areas like Health. When the case reaches magistrate, the trial starts, the chargesheet is filed and the offender may be acquitted or convicted but it is never reported back to police. For the heinous crime of rape and murder of children, the data is not available. The court registers the case but the case may still be inconclusive. One case gets multiple numbers at various stages and hence tracking

becomes difficult. For the crime against children, there is no disaggregated data available. There should be fast track courts to settle the cases.

She also discussed the following sections under IPC:

- 302- Murder
- 354-Molestation
- 376 – Rape
- 376/511- Attempt to Rape
- 377- Unnatural Sex and now include Oral Sex
- 498 (a)-Marital Rape

There is need to give priority to Training and the person who records the crime at Police Station must be given proper training as he is the one records the crime as per his knowledge. He should be well versed with different sections. The trainings are done mostly for the higher rank officials in Police but the constabulary which is not ground level and faces the action in reality are less/ill trained. In the case of children, the disabilities arising out of crime should be given attention and should be adequately dealt. There are states which have amended the section 354 and have made it more comprehensive. Few participant said that in most of the rape cases, the victim and the offender compromises as the case progresses and thus there it less reporting or conviction in the rape cases. To this, Ms. Agnes opined that it is the police and the politician who in such cases interfere and pressurizes or counsel the victim to settle the matter out of court with the offender. Also the victim fearing and unsure of the law/decision which may come after a long process of trial reconciles and settles the case.

The crime against a child needs to be treaded cautiously as the language used by a child is experiential and conveys what he/she has undergone while the language of the adult is technical. Thus the adult must know the exact happening to the child so that FIR is properly registered. The children undergo all sorts of deprivation and cruelty at State Shelters. She also referred to POCSO Act, 2012 and asked everyone to read it. The

training should also include how to register an FIR and if possible even an audio-visual method should be tried out. The FIR should be carefully drafted so that it can stand in the court of law. The ground level assessment should be carried out after training. The Delhi Government has put-up the Standard Operational Protocol on their website and is the first state to do so. The sensitization of police personnel is important so that the confidentiality and dignity of the victim is upheld. The behaviour of the constable while dealing with rape cases should be free of bias. There should not be any morality loaded comments like 'Ganda Kaam' as said by lady constables in Mumbai to rape victims. The sensitization should translate into protocol. Women constables are deployed in security and frisks public diligently and thus they should be in a position to treat victim in a better way as well.

The infrastructure and human resources should be adequate and training modules and modals should be evolved so that it can be replicated. The judicial comments should be properly studied. The NGO and Government should work together but the state mechanism should be robustly developed to deal with VAW and children.

The Delhi Gang Rape which happened on 16<sup>th</sup> December 2012 in Delhi was also discussed. The incident saw an unprecedented protests and agitation from the student community. Ms. Agnes discussed the case in detail and asked as to why the incident forced legislatures to sit together and enact a harsher law. It happened because the incident captured the attention of whole world and UN bodies along with Harvard University asked Government of India whether any assistance is required in drafting a law for the women safety. Being embarrassed, India was forced to act. The International Women's Day was celebrated across India. India's Gender Inequality Index is worst in South Asia (112 out of 134 countries). In the political participation by women index, India features at 25<sup>th</sup> position out of 112 countries. The health indicators are worst than the sub-saharan countries.



There is a need to change the patriarchal mindset to fare better on the Gender In-equality Index. The family feels safer with boys. The women are more scrutinized for the same type of job or skill sets. There is unwritten code of conduct for boys and girls. Ms. Agnes shared her experience she had after delivering a lecture in a college at Pune. A youngster had questioned the very institution of marriage as it brings doom's day in the life of women. The women should therefore, not get married. She countered by saying that there is need to bring about a systemic change rather than abolition of social institution of marriage. In India, women have been idolised and thus we must seek the history icons.

There is a constitutional mandate to protect women. The reason for turning victim hostile (Shiney Ahuja Case) is that there is no support for the victim and there is no policy to protect the victim. The morality should not be discussed as it is nothing and value judgements should not be attached with anyone.

There are various techniques which are available and affect sex ratio. To prevent the misuse, PCPNDT Act has been enacted. The MTP is often camouflaged to commit female feticide. MTP pills are available over the counter. It was shared by one of the participants that there are kits which can be ordered on-line and can be used to detect the sex of the child at home itself. It came as a shock to everyone as nobody knew about it. It is prevalent in Punjab. Action can be taken and such sites can be blocked.

The ASHAs and USHAs can be sensitized to identify the DV cases in the villages and they may report to the Panchayats. CDPOs are the protection officers and they can file the case to magistrates. The cases can also be settled at lower level, mediation cell can be installed, and mobile courts can be made available. Acts are made but there is no investment in infrastructure. It was clarified that men cannot file cases under the DV Act against women and they have to do it under CrPC.

In the end, the debate currently in news about lowering the age for sex by mutual consent from 18 to 16 was discussed.

**2:00 PM to 3:30 AM**

### **Implementation and Good Practices**

Ms. Madhuri from the NGO Vanangana working in the Bundelkhand and Chitrakoot region of MP and bordering UP shared her experience of the plight of the women and ways they found out to combat the plight. The Bundelkhand region has been historically infamous for producing dreaded dacoits like Dadua and others. The region recorded only 4% literacy in 1992 when the NGO Vanangana started working the region. The area was rigged with violence. Women had to travel to far off places to fetch water. There was saying that pot shall not break, may husband die.

The NGO started with the water problem and taught the ladies to repair handpumps. The women became the handpump mechanic and could earn Rs. 100 per day. Traditionally women in supervisory role are not found like in the field of construction or electrician. Later they were asked under PRIs to work and could thus get better remuneration. The NGO categorised the women under two kind of caps (topi) i.e Acchi Topi and Buri Topi. Acchi Topi were those women who took up development work and Buri Topi were used for those who were facing violence.

The NGO formed Dalit Mahila Sangathan with the aim to encourage participation of women in Mahatma Gandhi National Rural Employment Guarantee Act (MNREGA). The women dug up a big pond and everyone was surprised. In the region, there were many unnatural death cases which were not reported. The NGO took out a silent procession against a family who compromised the death of its girl child. Deaths were mostly in upper castes. Ms. Madhuri distinguished between two types of Deewar (Wall). Moti Deewar and Patli Deewar. She said that violence in the lower caste or class is seen by everyone and thus it is known to everyone (Patli Deewar) but in upper

caste or people with high economic status, the violence is only known when the dead body comes out and people do not know as to what was happening behind the walls (Moti Deewar). The NGO recorded 300 death cases per year. There was a need to bring death cases in the public domain. Now the struggling women celebrate their being alive. They are called 'survivors' not victims.

Ms. Awadhesh shared that the NGO runs two programmes in the region, one called ***Mujhe Jawab Do*** and second ***Badalti Tasveer***. The first one is done to embarrass the family where unnatural death of girl/women has come to light. The later focuses on to make women self dependent. She further said that a single woman cannot live peacefully. She has to struggle very hard to live. At first the survey was done to estimate the number of deaths in the villages. The NGO provides shelter and rehabilitate the women as per her wish. She said, "Family may break, not woman". Follow-up is a key issue and is usually done for a long time. Confidence building measures are also undertaken. The journey has been full of struggles with the women. The Police have helped in many cases but in cases of rape and murder, the support is lacking. Survivors of trafficking are taken and helped by the NGO. Ms. Roli Singh commenting on the role of NGO said that they are filling a critical gap in the structure i.e. of rehabilitation of the victims. The need for training was discussed and it is should be all encompassing.

**DAY 6****Date: 16.3.2013****9:30 AM to 11:00 AM****Gender and Access to Health Care – Status & Policies : Presentation by Ms. Renu Khanna**

The session on health and nutrition was taken by Ms. Renu Khanna. She was member of the Planning Commission in the 12<sup>th</sup> Plan. She is currently member of the Technical Resource Group. At first, Ms. Khanna wanted to know as to what the participants have learnt in the by-gone days. She asked everyone to write on a piece of paper a unique thing which they have learnt and paste it on the board. The answer covered wide range of topics which were discussed in the previous days.

**Historical Perspective on Gender and Health**

At first, the meaning of gender mainstreaming in Health was asked and it was clarified that biological differences in male and female results in different health outcomes/needs. The biological differences should be recognized in planning, programs and policies. During menarche/menstruation, there is loss of blood from the body, the anaemia sets in and being girl, she is the last to take food and thus she feels exasperated. Also during pregnancy, the women are deprived of nutritious food. There are social determinants of health.

Post Independence, the focus shifted from Planning to Welfare. All programmes, MCH, CSSM targeted women as 'mothers'. The women were targeted only till reproductive age group i.e. till child bearing age. India's Family Planning Programme in 1951 was based not on a 'reproductive rights, control over bodies' perspective, but on a population control perspective. India was affected by 'Tight Aid' approach from US which spelt that India will have greater population and will consume more resources and therefore must contain the increasing population. Old women were

dropped from the programme. Abortions were made legal through MTP Act, 1972 unlike many other countries. There was no talk about sexuality related issues in FP Programme, MCH Programme.

During late 1980's, the focus was on population control. Sterilization camps were held and care taken was pathetic. Norplants 3<sup>rd</sup> phase trial was being done on poor women and they were herded for it. Only the women were targeted for sterilization and not men. The MTP Act was brought in as Ms. Indira Gandhi didn't wanted unwed mothers. There are methods like Non-Scalpel Vasectomy (NSV) available for male sterilization but is not availed by men. Women also don't encourage men as women feel that it will lead to loss of manhood i.e. sexual virility. In the book, 'Morbidities of Women' by Lancet, the programme has been termed as Women and Child health rather than Mother and Child Health.

After the ICPD, Cairo and Beijing Platform, the women health needs were liberalized. The Target Free Approach was adopted. There were no targets. The Community Needs Assessment Approach was adopted and it didn't work because there was confusion without the target. Still the targeted approach remains however it is not that strictly implemented. In 1997, Reproductive and Child Health (RCH) programme was launched with Rights, Women Centric and Syndromic approach. National Population Policy was passed in 2000 and many southern states have achieved 2 child norms i.e. TFR is at replacement value. In 2005, RCH-II was launched but still signature of husband is required to avail sterilization /abortion services by women. There is no focus on cervical cancer and the basic test required to detect cervical cancer is not known to the frontline workers. In RCH-II, Project Implementation Plan (PIP), Adolescent Reproductive and Sexual Health (ARSH) though have also been given attention but its implementation has been sporadic, exclusive focus on clinics and no emphasis on non-clinical services, Inadequate efforts to maintain privacy and confidentiality, Non availability of IEC materials, Lack of effective monitoring systems, Low service utilisation due to restricted timings of clinic, Inadequate number of

clinics and facilities in most states and Low awareness in community about existence of clinics.

The Mid-Term Review of RCH-II done in 2008-2009 found that Program Managers at various levels are now familiar with the term 'Gender'. There is an increased use of condom/contraception and male participation has increased. The Review Committee recommended that Nurses should have adequate representation as well in various planning processes. The review of NRHM was also done and it came out that very little progress has been made on 11 indicators. 'Female foeticide', 'save the girl child' jeopardising women's access to safe abortions and violating rights to privacy and confidentiality. There is still 8-18% mortality due to unsafe abortions. The care for maternal health has been reduced to Institutional Deliveries only and the main indicator is disbursements under Janani Suraksha Yojana which is often inadequate and is received after a long time. The people come from far off places. There is no gender perspective in Malaria and TB Control Programme. The Malaria and TB during pregnancy causes complications but there has been no attention to it both in RCH-II and NRHM projects. There is no coordination among both the projects and have no gender perspective. While analysing MMR, Ms. Khanna said that at first there is delay at family level, then there is a delay in reaching the health facility and after reaching, there is delay in getting the required service and thus not all institutional deliveries are safe deliveries.

#### **11:30 AM to 1:00 PM**

The talk shifted to role of PRIs in Health sector. There is a Village Health and Sanitation Committee (VHSC) and thus there is a community based monitoring system at PRI level. The PRIs can identify the vulnerable women and women at stress and they can be:

- Family with two daughters
- Single Woman HH
- Facing Violence
- Suffering from TB, HIV/AIDS

Some places have Nigrani Samuh (Vigilance Group) however there should be clear demarcation as to what should be brought under vigilance and what not. The personal matter should not be disclosed in the public as the village community is small. The training of VHSCs is important. The medical officers at PHCs and Taluka health functionaries should be actively involved. At some places, CBOs takes the function of VHSCs. The medicines are available through Rogi Kalyan Samiti Fund and are an adhoc system. The medicines are not at all available at PHC level. Before gram sabha, mahila gram sabha are held in few states so that EWRs can discuss the issues in gram sabha confidently.

Ms. Khanna shared her experience in making hospitals more responsive to the needs of the patients. In a hospital in Bombay, BMC has posted a counsellor in the casualty department. Women come to the counsellor by themselves or are referred by the doctor. The doctors are given checklist to check for domestic violence. She shared various recommendations given by her as member of Technical Resource Group on Gender and Universal Health Care. Some of the important recommendations made were:

- Life cycle approach to the health needs of women
- Recognizing the key role women play as formal and informal providers and empowering them for that role
- There should be proper spaces for disposal of sanitary napkins at all places
- The design of the hospitals should be prepared keeping gender sensitivity in view. The architecture should be gender sensitive. They should not be made on 1<sup>st</sup> floor or in the basement. The hospitals are very poorly designed.

**2:00 PM to 3:30 PM****Gender and Nutrition: Presentation by Ms. Vandana Krishna**

Ms. Vandana Krishna is a senior IAS officer and currently Principal Secretary & Director General, Rajmata Jijau Mother-Child Health and Nutrition Mission, Govt. of Maharashtra. She started with a movie clip of a woman called Devki. She had two children, a son and a daughter. There was stark difference in the health of the two children. The son was looking healthier and the daughter very feeble. There are Nutritional Rehabilitation Centers (NRCs) where more male children are brought.

The difference between food and nutrition was made and it was explained that while food can be anything which can be consumed to satisfy hunger, nutrition refers to the daily requirement of calorie intake by both men and women. The food schemes run by Government of India like ICDS, Take Home Rations (THR), and Ready to Use Therapeutic Food (RUTF), Mid-Day Meal Scheme, PDS alongwith the recently launched Conditional Cash Transfer Scheme of IGMSY were mentioned. The focus has been to provide food in the form of rice and wheat supplying carbohydrates.

The importance of breastfeeding was emphasized and recent studies have indicated that the child should be breastfeed for 2 years and atleast for 6 months exclusive. This is professed by WHO and UNICEF. The presenter talked about Hirkani Rooms to be constructed all over public places. Hirkani Rooms are places where a mother can peacefully breastfeed her child. It is for the society to create enabling environment. Under the ICDS, the beneficiary should get 500 calories/day but the money earmarked per beneficiary is so less that intended calories cannot be provided. Thus intensions don't match resources. The food which a woman gets may be shared by other family members as well.

In India, poverty is not an issue in getting food to eat. Only 1-2% families in India are not getting sufficient food to eat. The malnutrition



prevalence rate is 48%. The onus to provide food is largely with government and parents share little responsibility. The training of mothers is important and they should be empowered to decide as what to eat and in what quantity. In Maharashtra, for every underweight children, 35 kgs of cereals are provided and thus if a family gets 70kgs of cereals if it has two underweight children. It is given to tide over the monsoon season. Thus there is an observation that few parents deliberately control the weight of their children to underweight levels.

The NFHS, 2006 data shows that Body Mass Index of nearly 50% of girls/women is low in the age group 15-19. The malnutrition in women can be ascertained by following indicators:

- Height
- BMI
- Anemia- 70-80% pregnant women are anemic.

The nutritional requirement of the woman during different stages of the life cycle was also discussed stressing the additional requirement during the pregnancy. The woman should not carry weight during pregnancy as there is danger of uterine prolapse. The balanced diet slide was also shown to the participants and it was stressed that out of seven basic food categories, atleast 4 should be consumed daily but it has been observed that mostly 2 categories are consumed. The importance of balanced nutrition in the first two years was greatly emphasized as it is in the first two years the growth is more rapid and significant. When a child does not get balanced diet, it leads to stunting and abnormal growth. The child is feeble minded, stunted and weak.

**DAY 8****Date: 18.3.2013****9:30 AM to 11:00 AM****Police Response to Crime against Women: Presentation by Dr. P.M. Nair**

Dr. P.M. Nair is a Bihar Cadre IPS officer and he has served in CBI for 10 years. He handled Lt. Prime Minister Rajiv Gandhi Assassination Case, Purilia Arms Drop Case and received Police Service Award. He is currently heading National Disaster Response Force and Civil Defence (NDRF and CD).

Women constitutes 50% of the population and 85% of the crime are committed against women. There are victims of social and cultural norms and values, DV, Naxalite Movement and other forms of violence. The Police Station (PS) is the gateway (shortcut) to Human Rights and the officials/officers should be sensitive enough to deal with the crime against women. The PS can only be made sensitive to women if the officers at PS are sensitive. The Law of the Land is gender sensitive and can be seen from the laws that women cannot be called to PS and the victim and witness can decide where the police officer can be called under IPC. Under Immoral Trafficking Prevention Act (ITPA), the rescued woman shall be interviewed by woman police or male police along with woman NGO, 5 respectable witness, majority women and the women can be local. The movement of Mohini Giri was also discussed.

The practice of Law is more important than just enacting laws. The attitude also needs to be changed. The victims of trafficking/prostitutes are referred to as customer, child prostitute and into flesh trade however the Laws do not refer or uses such phrases. The Gaya Case study was narrated and he stated that validation of the crime is important and the response should be supportive and not always punitive.

The Indrajeet Rai Case was also discussed in detail. The role of the NGO is crucial in providing relief and help to the victim. The help of the NGO shall also be taken in training the police officials and how to approach the women victim. The Broken Widow Theory says that curbing the small

crimes like breaking the window of house and rounding-up the perpetrators for it goes a long way in controlling the rowdy elements. The places can be made safer by initiating small steps. It came as reference to New York which was once a very dreaded place. The audit of resources is also a very important thing that should be undertaken as it determines the response time to a crime. The number of police personnel, number of PCR Vans, beat officers etc to crime rate in the city is an important indicator of controlling the crime.

The research by Bachpan Bachao Andolan shows that annually 1 lakh children goes missing and remain untraceable. All these children are forced into beggary, employed as child labourer in households/factories and various hazardous industries. Various laws like POCSO, GOA Act on Child Trafficking and amendment to section 375 has been enacted to protect children.

He also talked about imparting **K**nowledge, **S**kills, working for **R**ehabilitation and changing the **A**ttitude towards women (KSRA) for upliftment of the women with special focus on vulnerable women. There have been various good practices like identification of the offender through video conferencing or screening as done in Sakshi Case, Praphul Desai Case. The other things which can be done like victim speak in training/capacity building programmes NGO association in trg/capacity building, Help seeking behaviour of LEA, Help rendering behaviour of NGOs, Partnership in public cause, Ensuring victim/witness rights, Justice delivery expedited, Stringent law enforcement (see data), Good governance and Rule of Law.

**11:30 AM to 1:00 PM**

**Engendering Disaster Management: Presentation by Dr. P.M. Nair**

Chanakya, the 3<sup>rd</sup> Century BC diplomat professed that people in their houses must keep 12 pots of water, 2 sickles and 1 long hoe to fight disasters. The National Disaster Management Act led to raising of National Disaster Relief Force for proactive and reactive responses to disasters. Now Civil Defence is another wing of NDRF. The difference between hazard and disaster was explained to the participants. Any event having potential to cause disaster is a hazard.

During the disasters, men can reside in any location, faces relatively less or no danger and don't require additional privacy. The uglier side of disaster is that people become more opportunistic. In a disaster situation, the community is the first responder and first violator. The effects of disasters are deepened by the patriarchal mindset which propagates vulnerability and vulnerability in turn propagates exploitation.

During the discussion, for the disaster management, Mr. Nair said that 12 battalions have already been deployed and the 13<sup>th</sup> battalion is coming-up shortly. The disaster management cells are headed by Prime Minister, Chief Minister and District Magistrate at National, State and District Level respectively. Separate funds are allocated to each of the level. It was also highlighted that fighting disasters need coordination efforts between different agencies which completely lacking. The standard operating procedures (SOP) should be developed to respond to disaster situation. To enhance the capability of the NDRF battalions, the villages were allotted on the basis of disaster occurrence and now there is 50% less damage/sufferings caused due to disasters. The need of the training was also emphasized. As of now, there is no institutional mechanism to address disaster in various states. Every department has disaster management budget which should be made use of to fight disasters.

**2:00 PM to 3:30 PM****Gender and Disaster Management-Issues and Challenges by Ms. Nandita Hazarika**

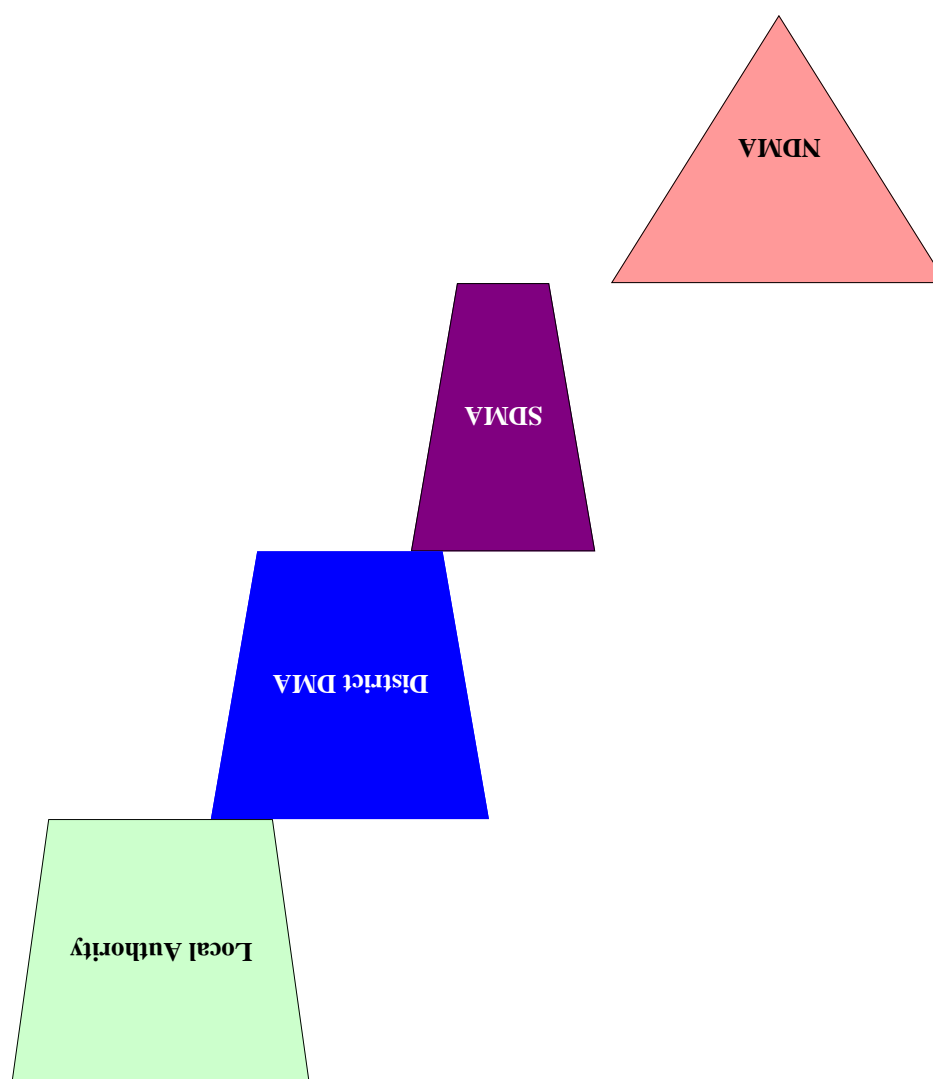
The session started with as to what is meant by Disaster Management (DM). It is about minimising the loss of disasters. Many people have fatalistic view and thinks what is to happen, will happen. Therefore there is no disaster preparedness. Any event having potential to cause disaster is a hazard. It is expressed as:

$$H \times V - C = R$$

$$\text{Hazard} \times \text{Vulnerability} - \text{Capacity} = \text{Risk}$$

Disaster is the realization of the risk and vulnerability is the susceptibility. The DM is possible through decreasing the vulnerability and increasing the capacity of the stakeholders. Traditionally, the DM focussed on post disaster relief and rehabilitation. In 2005, Disaster Management Act was passed which is a paradigm shift in dealing with disasters. It focuses on preparedness, mitigation and prevention to minimise the loss due to disasters. The natural disasters can't be prevented, man-made can be prevented. The use of technology can mitigate the effect the disasters. Early warning systems like Tsunami early warning system can be used for better preparedness. DM is not a function of one department rather it needs a concerted and coordination of all the departments as all the departments are affected in one way or the other.

The structure of NDMA is as follows:



The State Disaster Management Authority is still not functional in many states however it is now legal mandate to set-up SDMA. The role of PRIs in DM is still negligible.

There are certain categories which are more vulnerable to disasters like:

- Poor and Low Income Households
- Socially Isolated Households
- Recently arrived residents, immigrants, foreigners
- Senior citizens and young people
- Single Parent Households
- People with mental and physical disabilities
- Diseased people
- Women at large

The women at large are vulnerable to disasters due to biological attributes having reproductive health problems and lesser physical strength. In situation of distribution of food or air-dropping, the women cannot get the food due to lesser physical strength. The social vulnerability is due to cultural devaluation of girl child/woman. The sons are saved and not girls during disasters. The patriarchal society also reinforces vulnerability. Being victim of violence and not being involved in decision making during life-time, the women die during disasters as they lack the ability to take decision to flee. They wait for their husbands to come and rescue them by which time it is too late. The messages of preparedness are given at market places where women don't go. The restricted mobility also causes more mortality. The caring and sharing nature of the women do not allow her to leave her children behind. The economic and psychological factors also increase the vulnerability of the women. They are not economically independent and face great stress during their lifetime.

Gender influences vulnerability in all phases of disasters. Before disasters, women are not included in the decision making process or are seldomly included and their capacities are not taken into consideration. During the disaster, they have lesser life saving skills than men to save life like swimming or climbing the tree etc. They don't have access to early warning system and socio-cultural practices restrict movement. After the disasters, their privacy is not considered and they are not given shelters in safe areas. There is differential impact of disasters on men and women and various studies have shown that women die more than men during disasters.

After the disasters, women experience an increase in their workloads and they are also at an increased risk of gender based violence. Women do not receive adequate gender sensitive healthcare. The economic vulnerability deepens. They are also denied adequate relief aid or compensation for their losses. They are also not included in relief building and reconstruction

efforts. The design of the temporary shelters must take into account the sanitation needs of women as it is during the defecation that they face sexual harassment/eve-teasing. So there is a need to take gender sensitive measures and plan taking into account the gender needs.

From various disasters, the lesson learnt are that women more vulnerable and affected differently, they have specific needs and should not be perceived as victims. They are contributors and disaster is a window of opportunity to empower women.

**“In emergency, it is better to work with women than  
to work for women”**



**DAY 9****Date: 19.3.2013****9:30 AM to 11:00 AM****Domestic Violence: Presentation by Ms. Sunita Menon**

Ms. Sunita Menon is working in Breakthrough India and is in charge of Education, has coordinated 800 programs on wide range of topics, she hosts program on Gyandarshan channel, member of different NGOs, member of Human Rights Commission Organization, educate on Human Rights and uses entertainment as mode of teaching. She has trained 7500 people.

A video named 'Babul' was filmed which was produced in 1999. It reflects the kind of violence a woman undergoes in her life and at in-laws house. The different scenes of the video were discussed in great detail. When husband slaps a wife, it is taken as something which is mundane but when a wife slaps a husband, it is not tolerated and cannot be even imagined by a wife. The wife is seen as lunatic and it is perceived as loss of honour and dignity for man. Even after undergoing all the violence and harassment, the woman goes with the family and seeking reprieve from the court/police is the last resort.

Talking about the effect of the scoldings, beatings and abuses on women, she said that it kills a women ability to take decision in normal as well as in critical situations. Decision making is considered as men's forte'. Highlighting the burden shared by woman of household chorus, it is woman who takes leave when the child is sick. According to NFHS 2005-06, 40% women faced domestic violence however a lot more remains unreported. Communicating around sexuality and sexual pleasures is critical to conjugal relationships but woman never expresses what pleases them. Thus they undergo sexual violence as well. The woman is subjected to all kind of violence including economic violence when she is not given any money to spend or snatching her earned money. The women wants is to have her own identity and independence to make decision. In the video, the little girl is

making requests to her father as man in the family is the decision maker to marry off her to an iron smith rather than to goldsmith or business tycoon as she will get freedom to live with the ironsmith.

Another film was shown based on the real life story of a Muslim woman named Shameem Pathan. She was living in Gujarat with her husband. For the first two years, the relationship went fine but things deteriorated after that and she left her husband's home with her daughter. She took upon petty jobs like selling vegetables, making kites etc. She now drives a truck (a tempo in real life). Before the Gujarat riots, she went underground and nobody knows about her whereabouts. A single woman faces molestation and is vulnerable to being subjugated. She faces immense pressure of getting married and/or enter into some kind of relationship. Ms. Menon also talked about gender stereotyping wherein men and women in society are expected to perform different roles. It changes with time, location, circumstances and political situation. There is constant pressure on men since childhood to earn for the family.

Ms. Menon presented a hypothetical situation that a woman after her marriage was beaten up and she went to her mother's home. After sometime, she again went to her in-laws home. The cycle was repeated a number of times. Now she is again at her mother's home. Every participant was given a chit and they asked to write suggestion as to what they will suggest the girl to do now and why the girl should go back to her husband's home. The responses were categorised into self, family, economic, tradition and culture and social. It was concluded that women find it difficult to leave violent situations due to reasons categorised above.

11:30 AM to 1:00 PM

**Domestic Violence Act: Presentation by Ms. Sunita Menon**

The session started with the discussion on Domestic Violence Act. She said that for the sake of audience, the discussion will be simplified. The DV Act is also referred to as Protection of Women Against Domestic Violence. The children also covered in the Act. It is applicable only when the violence takes place in the home/four-wall of a house. It is not applicable outside. It is a civil law. It is directly under magistrate and not under police. No one put behind the bars. It covers live-in relationship also. Instead of FIR, Domestic Incidence Report (DIR) is filed. She can take the help of Service Provider to file a DIR. The service providers are registered with the government. The DIR can be filed at various places like:

1. With Magistrates
2. Protection Officers
3. Service Providers
4. Police Station

If a woman files DIR, she may face reprehension and thus to prevent it, various orders are passed by magistrate. The case has to be sent to Magistrate from Protection Officer within 3 days and the case has to dispose off within 3-6 months but in reality the situation is different and takes a lot of time. If a woman faces threat than the magistrate can pass, after filing DIR, **a Protection Order**. After that if a woman is harassed and protection order is violated than the DIR gets converted into FIR. The civil nature of the complaint is converted into criminal nature. If a woman faces threat of evacuation or getting evicted from the home, than **a Residence Order** is passed. She may continue to live in the marital home, may ask for a rented home or her husband may have to leave his home to accommodate the aggrieved. **Temporary Custody of Children** can be given to woman if she is not living in her marital home. The magistrate can also pass **Maintenance Order** and the husband has to provide support for maintaining the life of wife if the wife asks for it. If a woman suffers injury and is hospitalized/loss of property is there then the husband has to compensate the loss or pay for

hospitalization and in such case **Compensation Order** is passed by the magistrate. An **Interim Order** can also be issued and relief can be provided to woman if case lingers on. When the other party is not present despite repeated requests, an **Ex-parte' Order** is passed to hasten the settlement of case. Under the DV Act, free legal aid is provided by the government. In some states, CDPOs have been given the role of Protection Officers. It was also discussed that to implement the Act, there are no proper infrastructure, magistrates and protection officers. Budgetary allocation has to be made. The most important is to change the mindset/attitude of the people. The Bel Bajao video was also filmed.

### **Sexual Harassment at Work Place**

The participants were asked to list acts which can be seen as an act of sexual harassment. The following were listed:

1. Comments
2. Discomfort
3. Physical Touch
4. Body Language
5. Unwelcome Act
6. Indirect tags
7. Voyeurism
8. Stalking
9. Eve Teasing
10. Gestures
11. Vulgar Mails
12. Vulgar Language
13. Showing Pornography

The sexual harassment acts are reported only when it has reached a threshold limit. Sexual harassment was categorised into consent and coercion:

Consent	Coercion
Informed Decision	Against Will
Accepted	Forced directly or indirectly
Comfortable	Not acceptable
Voluntary	Manipulation/Restricted
Mutual	Curbs
Equally Involved	Hindered privacy

There have been pronouncements which are biased as it has concluded that there is an implied approval by girls e.g. like in case, a girl goes out for night party and consume alcohol with friends/colleagues or any acquaintance and in due course is raped by them. In such cases, the pronouncements have been biased and girls have been a victim. In case of cases of coercion, the character of a girl is questioned at first which should not be done at all. Rape by woman of a man was also discussed and it came out that such cases can now be filed under the POCSO Act. The parliament has recently passed Prevention, Prohibition and Redressal of Sexual Harassment at Workplace. It is applicable only to women and cover both private and public places, organized and unorganized sectors. The participants were asked to get themselves oriented on the Act. For filing forged/false cases, women can also be punished under the Act.

**2:00 PM to 3:30 PM**

### **Gender and Organizations: Presentation by Ms. Sarojini Ganju Thakur**

The Organisation refers to the rational coordination of activities by a group of individuals with the aim of achieving some common purpose. Through these activities certain products are produced e.g. law and order, health services etc. It is about the people and where they work. The judiciary and the bureaucracy also propagate biases. The Normative Framework like Constitution treats every citizen equal however also directs to take steps for women security. In 1972, the women appointed in the IAS can be asked to leave the service if daily chorus at home comes in way of her duty. The

women are always under pressure to prove her ability. The leave for father during the birth of the child i.e. paternity leave took a long time to see the day.

Gender sensitive work environment should be made. There should be data as to how many men and women are working in the organization. In Maharashtra, till recently, there were differential payments for men and women employee. The organization should use gender neutral language like Chairman and instead Chairperson can be used. Discriminatory questions at the time of interview should not be asked.

The experiences of men and women working in an organization are different. The organization should have a clear cut policy to deal with Sexual Harassment Cases. It must know whether it exists or not and in what form. They must have the measures to deal with it. Men use their informal networks to get the work done and thus women should also develop such networks. They must also act collectively. It will lessen the stress the women faces at home and at work.

The organization should change for the betterment of the women. the constraints and the disabling factors must be recognized. In an organization, there will be Innovators, Loyal Bureaucrats, Hesitators and hardliners. The Hardliners would presume that gender is a non-sensical thing and hence they won't be interested in doing anything for making the organization gender sensitive while others can be asked for contributions. One should identify as to which group he/she belongs to. It was suggested that in ACRs, the attitude towards gender should be incorporated.

**DAY 10****Date: 20.3.2013****9:30 AM to 12:30 PM**

The last day of the ToT started with filming of a small movie on mundane activities done by a man and woman both in and out of the home called 'Impossible Dream'. The film showcased the stereotyped role performed by both the sexes. While the woman has to burden both the home chorus and official work, the man was shown to lead a relaxed life. The woman's life was hectic as she has to take care off three children as well. One day she dreamt off that her husband is sharing the responsibility at home with wife thereby lessening the home chorus burden. Since it didn't happen in reality, she woke up in the morning and realized that nothing has changed and it is an 'Impossible Dream'.

Thereafter training evaluation forms was distributed to all the participants for feedback and were asked to fill the same in 20 minutes. It was done to assess the different aspects of training.

After the feedback form was received from all the participants, the training modules prepared by the 4 teams were presented. At first, the team on 'Health and Nutrition' made 4 presentations. The session was chaired by Ms. Ranjana Chopra, IAS. While acclaiming the content of the presentations, she suggested that there should be a session incorporated on 'Violence Against Women'. The Medical Officers (MOs) at Primary Health Care Units should also be targeted for such trainings. The woman shall be made aware of their health needs during their life cycle. The MOs may be involved as counsellor and advocate preventive measures from HIV/AIDS. Apart from the RTI and STI, the women should be made aware about other health concerns and should be adequately tackled like piercing of ears prevalent in few communities in Rajasthan.

The team on 'Disaster Management' made two presentations and the Expert on the subject, Mr. Jayant Singh, IAS appreciated the effort made

and commented that it is a glaring truth that no disaster management mechanism at district level even today. So at first there is a need to set-up disaster response mechanism. The vulnerable categories should be carefully classified and the target should be kept as low as possible in training sessions as it requires meticulous planning and differential responses. The communication should be given a priority. The needs of the communities to be affected by the disaster should be carefully assessed like fisherman, fisherwoman etc.

The team on 'Violence Against Women' made 3 presentations and the Expert Mr. Rajesh Arya, IAS chaired the session. After observing and applauding the presentations made, he suggested that the module should include incidences in the past. A robust MIS should be developed and introspection should be made as to why the Act is not working well. It should record nature and pace of response for domestic violence incidences. Suggesting on 'Anti-Human Trafficking', an early warning system type of response, if thought of, can be developed so that it can be prevented and nipped in the bud.

The team on 'Panchayati Raj Institutions (PRIs)' made 3 modules and presented before the Expert, Mr. Rajesh Arya. Meanwhile, Dr. N.C. Saxena had also arrived and joined the session. The team was suggested to include a session on domestic violence so that PRIs are also sensitized on DV Act. The focus of training should be both men and women. The grievance redressal mechanism should be evolved and performance indicators should also be developed for PRIs.

After the presentations were over, Ms. Roli Singh, IAS welcomed Dr. N.C. Saxena, Retd IAS and Member, National Advisory Council. Dr. Saxena distributed the certificate of participation to all the participants.



**Valedictory Session:**

Dr. Saxena speaking in the valedictory session talked about gender stereotyping due to which the role of women in society is limited and they need to be protected all the time. He also highlighted that woman workforce has decreased from 34% to 27% due to increased mechanization. The status of women has further reduced. He also mentioned about the bureaucratic hurdle in implementing the amendments of Hindu Succession Act wherein equal share by girl/women has not been realized so far.

He was also of the view that there is little understanding among officers in government on planning and budgeting. The two terms are interchangeably used. Gender budgeting is not understood by many. The policies also need to change as few of them are anti-women like Rajasthan Tenancy Rights and royalty paid by Tendu leave collectors in Orissa. He stressed upon the need to work at a greater pace for improving the lives of women and raise their participation in economic and social spheres.

The training ended with the expectation that the trainers would further train officers in various institutions from gender perspective and promote equality and equity of gender.

**Annexure 1**

- Name/present job.
- As a trainer, what kind of subjects/courses/inputs are you responsible for?
- Is your institute involved in gender training? If yes, then how are you involved?
- Share one personal thing which you would like the group to know.

## ***Annexure 2***

**Training of Trainers  
on  
“Gender and Governance”  
from 11 -20 March, 2013 at LBSNAA, Mussoorie**

Based on your life fill up the following:

- Sometimes I'm glad, I'm a man/women because.....

(List as many advantages as you can)

[illegible]

- Sometimes I wish I was a man/women because.....

(List as many reasons as possible)

[illegible]

**Annexure 3****A QUIZ ON SELECTED INDICATORS**

1. In UNDP Human Development Index 2011 what are the ranks of the following countries:-

<b>India</b>	<b>Bangladesh</b>	<b>Sweden</b>
a) 96	92	3
b) 134	123	10
c) 117	146	17

2. In UNDP Gender Inequality Index 2011 what are ranks of the following countries:-

<b>Norway</b>	<b>India</b>	<b>Bangladesh</b>
a) 62	114	112
b) 66	129	130
c) 12	135	142

3. What percentage of property worldwide is owned by women?

- a) 1%
- b) 5%
- c) 10%
- d) 25%

4. What percentage of the world's working hours is worked by women?

- a) 33%
- b) 50%
- c) 66%

5. Indicate the sex ratio (number of females per thousand males).

- i) In India in the following years:      ii) In the following states in 2011

<b>1951</b>	<b>1991</b>	<b>2011</b>	<b>Andhra Pradesh</b>	<b>Gujarat</b>	<b>Punjab</b>
946	927	914	a) 898	918	867
973	965	940	b) 969	956	893
990	1003	987	c) 992	983	932

6. Indicate the child sex ratio in 2011 (0-6 years) for the following:-

<b>India</b>	<b>Gujarat</b>	<b>Assam</b>
a) 914	886	899
b) 927	934	931

c) 946                      956                      957

7. The maternal mortality ratio (per 1,00,000 live births) for the following are:-

i)	India	Australia	ii) Rajasthan	Andhra Pradesh
a)	107	8	220	134
b)	212	17	272	176
c)	362	24	318	205

8. Indicate infant mortality rate in 2011 for

	India	Karnataka	Orissa
a)	33	38	48
b)	47	45	61
c)	69	67	75

9. Indicate the overall percentage of literacy among males and females respectively in 2011

i)	India	
	Male	Female
a)	64	55
b)	75	65
c)	82	75

ii) In the following states

	Bihar		Himachal Pradesh	
	Male	Female	Male	Female
a)	55	49	74	66
b)	64	53	86	77
c)	73	61	91	88

10. The incremental % increase in literacy over census 2001 is :--

	Women	Men
a)	12%	7 %
b)	7 %	4 %
c)	4 %	12 %

11. Indicate the population % with at least secondary education (above 25 yrs)

i)	India	
	Female	Males
a)	19	28
b)	27	39
c)	34	50

ii)	<b>South Africa</b>		<b>Saudi Arabia</b>	
	Females	Males	Females	Males
a)	36	44	29	35
b)	49	56	42	45
c)	66	68	50	56

12. Which of the following is responsible for the most deaths of women in the age group 15-45 in India.

- a) Cancer
- b) Gender based violence
- c) Malaria
- d) Traffic deaths
- e) War

13. Share of anaemic women in India in the age group of 15-49 for 2005-2006 is –

- a) 43%
- b) 55%
- c) 76%

14. What is the percentage of female headed households in India?

	<b>Rural Areas</b>	<b>Urban Areas</b>
a)	28	11
b)	11	17
c)	32	23

15. What is labour force participation rate across all age group in rural sector?

	<b>Men</b>	<b>Women</b>
a)	69	21
b)	55	32
c)	49	40

16. What is the daily average wage/salary of regular employees (15.59 yrs 2009-2010)

i)	<b>Rural</b>		ii)	<b>Urban</b>	
	Women	Men		Women	Men
a)	87	105		195	295
b)	155	249		272	378
c)	252	295		309	443

17. In India, in 2010, number of accounts operated in all commercial banks by

Women	Men
a) 153 crores	300 crores
b) 380 crores	487 crores
c) 223crores	569 crores

18. Match the crimes against percentage of reported crimes on violence against women (2011)

	%
a) Cruelty by Husband and Relation	a) 3.7
b) Molestation	b) 18.8
c) Kidnapping & abduction	c) 10.6
d) Rape	d) 15.6
e) Dowry Deaths	e) 43.4
f) Sexual Harassment	f) 3.8

19. Out of 543 seats in Lok Sabha, what is the number seats held by women ?

- a) 61
- b) 78
- c) 92

20. Out of 26 SC judges how many are women?

- a) 2
- b) 4
- c) 7

**Annexure 4**

**Training of Trainers  
on  
“Gender and Governance”  
from 11 -20 March, 2013 at LBSNAA, Mussoorie**

Discuss and list on a flipchart the gender inequalities that exist between women and men and girls and boys in the following institutions:-

- Households (Families)
- Communities (Social Institutions-Religions, Community, Institutions)
- Markets (Labour, Financial etc., Nature and distribution of jobs)
- State (Laws, Distribution of resources, programmes etc.)

Each group will be given one institutions to focus on.

These inequalities may be drawn from personal, work and other experiences. This will differ from culture to culture and also depend on class & caste but the issues may be treated generically.

The group should choose a rapporteur who will report back in the plenary.



**Annexure 5****Mwea case study:****A rice irrigation settlement scheme in Kenya****Part 1: The setting up of the scheme**

The Mwea rice-irrigation settlement scheme in Kenya is one where very poor landless peasants of the Kikuyu and Embu tribes have been settled, and taught to grow rice as a cash crop.

The scheme covers over 30 villages with between 400 and 700 people living in each. 'Mwea' is one of four administrative divisions in the larger scheme.

**Objectives of the scheme:** To raise household income and hence household welfare by the introduction of a monocrop of irrigated rice.

**Expectations:** the household will adopt rice as a staple-food crop and as a cash crop, the sale of which will provide cash to purchase all other household needs.

**The pre-existing farming system**

The off-scheme farming system of the Kikuyu and Embu people was characterised by relatively independent spheres of responsibility for men and women. Men and women had their own plots of land. Men generally grew maize and coffee as cash crops; women grew subsistence crops of maize and beans to meet the household's consumption requirements.

In the production process, labour was not completely segregated and women performed about half of their agricultural work on men's crops. Women's labour input on men's crops would vary according to whether men were physically present on the farm (in some cases men engaged in outside work or business or lived away from home). Women would increase their labour input when men were present (whether or not men were working on the crop). But even when men were present, women had considerable freedom in organising the work they performed on men's crops.

Women controlled the production of their plots and used it to provide for the household's subsistence needs; any surplus produce from these plots was sold and the income retained by women for their own use. Men controlled the income from cash crops and this was not usually shared at all with women. In most cases, women were unaware of whether the household's monetary income would be adequate to supply the household's needs. Indeed, a woman would consider herself a failure if she had to ask her husband to provide food which she would ordinarily have grown herself.

### **Other information**

Many men are polygamous. Harvest time is busy. Families have to hire help, or get help from relatives, which will be reciprocated. Additional helpers have to be cooked for.

### **Implementation of the scheme**

Families were allocated plots of good, irrigated land to grow rice through the male head of the family. There was some land available for gardens around the outside of the main farm land. These were divided into equal-sized plots.

Families were settled onto the scheme. Each was provided with a new two-roomed basic house.

### **Questions**

1. Do you think the objectives of the scheme will be met? Why/why not?
2. What might be other effects of the scheme (positive and negative)?

## **Case study: A rice irrigation**

### **Settlement scheme in Kenya**

#### **Part 2: The results of the scheme**

The scheme has been regarded as a model of development. It has achieved its objectives. It has been very successful in getting people to grow rice productively as a cash crop, and household incomes have risen. But it is evident that these higher incomes have not necessarily been translated into improvements in the whole family's welfare, certainly in respect of nutrition.

Moving to the scheme meant that women worked longer and harder, because they also work in the rice fields which their husbands lease in the scheme. Some men work in their fields themselves, but women work more hours than men do in the rice fields. Many men work off the settlement, in nearby towns, and where this happens women have to take on work which men normally do. This flexibility in the division of labour does not work both ways; men would not take bananas to market, carry water, weed, or cook. These are regarded as female tasks.

Although women do most of the work, the procedures of the scheme treat the male head of the household as if he was the main decision-maker and worker. Women receive no payment at all. Women remained in control of the production of their own plots and had access to the proportion of the harvested paddy which was allocated by the scheme for 'home consumption'. Adults in Mwea disliked rice as a food. The rice to which women had access for 'home consumption' was therefore used as gifts to relatives, as a black-market currency to pay casual labour, or in the last resort to feed children and outside workers. So in some cases this was a possible source of small amounts of income for women. Men remained in control of the cash income from the rice crop which increased in the scheme due to successful yields being obtained. It is not clear how men used their higher incomes.

Fuelwood, which women would have collected in the off-scheme environment, had to be bought within the scheme, further necessitating cash incomes for women. Moreover, prices of almost all commodities were higher in the scheme than outside it, so reducing the purchasing power of any income women did obtain. Women at Mwea do most of the farm work in the cultivation of rice, as well as cultivating maize and beans for family consumption on their own domestic plots. The demands of these two conflicted at certain times of the year, especially at harvest time. Women do not complain of the long hours of work. In fact the women who are most dissatisfied

are those who do not have their own subsistence plots. Generally women felt that this was the biggest difficulty facing them on the scheme.

Where women do not have land on which to grow maize and beans, they have to ask their husbands for money to buy them. Women are accustomed to being the providers of food. They feel uncomfortable asking their husbands, or relying on their 'generosity' in order to fulfil food requirements. It implies they are not good housewives. It also makes them dependent in a new way. Also, evidence of deteriorating nutritional standards of children of families in the scheme suggests that subsistence requirements were not always being met.

For those women who have been allocated plots there are problems too. Some women with large families found the standard-size plot too small for their needs. Most of the plots are too far from their houses for women to be able to return home during the day to feed small children and to start the lengthy cooking process. This is another example of competing demands on women's time and energy in their responsibilities at home, as mothers, and for agricultural work.

There are other aspects about life on the settlement which make it difficult and unpleasant for women. The two-roomed houses have not been provided with outside hearths for cooking or with chimneys in the dwellings themselves. Cooking indoors, with no chimney, soots up the room and makes cooking unpleasant. It also makes the room unusable for sleeping. So, the whole family sleeps in the second room in many households. This is not only uncomfortable, it deprives people of privacy. Adults feel it is improper to have their children sleeping in the same room, and if a man has two wives it is considered indecent.

Cooking is particularly a problem at harvest time. In addition to working on their husbands' and others' fields, women have to cook for additional helpers (hired or reciprocated labour). If a woman does not have enough cooking pots and other utensils, she may have to go through the lengthy cooking procedure twice every day.

Many women involved in the scheme experience a high degree of stress. They say they are not happy there. Men find it difficult to get wives who will live there. And it is said that every year numbers of women leave, deserting their husbands.

## Questions

1. Compare your answers to questions 4 and 5 of Part 1 with the actual effects of the scheme. What are the similarities/differences?
2. What other information would you have needed in order to anticipate the effects?
3. How would you re-design the programme to take account of gender needs?