

Capsule Module on Gender Budgeting



National Institute of Agricultural Extension Management
(An Organization of Ministry of Agriculture & Farmers Welfare, Govt. of India)

Rajendranagar, Hyderabad - 500 030

Objectives of the Module

- To orient the participants about the role of women in agriculture and allied sectors and the constraints faced by them
- To provide the participants with an overview on gender budgeting initiatives in India
- To expose the participants to the entry point tools and their relation to five steps of Gender Budgeting
- To help the participants in thinking about the use of provisions made by different ministries for women empowerment

Module Outline

Time	Topics	Methodology	Handout no.
Part - A			
9:00 am	Introduction to the Module - objectives, methodology and handouts	Briefing	
9:05 am	Status, contribution, issues and constrains of women farmers	Brainstorming + Discussion	I
9:25 am	Gender Concepts	Buzz Group + Discussion	II (a)
9:40 am	Importance of Gender Mainstreaming and Gender Responsive Budgets	Lecture + Discussion	II (b)
Part - B			
10:10 am	Concept, need for Gender Budgeting (GB) and data needs	Lecture + Discussion	III (a) & (b)
10:30am	Gender Analysis tools	Lecture + Discussion	IV
10:45am	Tea break		
11:00 am	Entry points-Five steps framework for GB – sector wise examples	Lecture cum Discussion, and group work	V (a, b, c, d) V (1, 2, 3, 4)
Part- C			
12:15 pm	Policy decisions and provision for the empowerment of women farmers – Inter-sectoral activities, scope for convergence and achieving synergy		
	i. Gender Perspective in Agriculture, Ministry of Agriculture , GoI	Briefing	VI (a)
	ii. NRLM & MKSP- Ministry of Rural Development, GoI		VI (b)
	iii. Women SHGs Development Fund - Ministry of Finance, GoI		VI (c)
Part – D			
12:30 pm	Findings of the research studies on Women in Agriculture, conducted by Ministry of Agriculture, GoI.	Briefing	VII
12:50 pm	Wrap up		VIII

Annexure I: Gender Budgeting Initiatives in India

Annexure II: Budgeting for Gender Equity

Capsule Module on Gender Budgeting

Introduction and Need

The constitution of India guarantees equality for both men and women. However the reality on the ground is different. A range of indicators confirm that women do not enjoy equality with men economically, socially or politically. In 2004 the Ministry of Women and Child Development (MWCD) recognized Gender Budgeting as an important tool for women's empowerment, and as a way of addressing the observed inequality. The MWCD adopted "Budgeting for Gender Equity" as a mission statement, and framed a Strategic Framework of Activities to implement this mission.

The Ministry of Finance, as the agency with primary responsibility for the budget, has also recognized the potential of Gender Budgeting. The Ministry of Finance mandated all ministries to establish Gender Budgeting Cells by January 2005, and asked 18 ministries and departments to submit a report highlighting budgetary allocations for women. The first Gender Budget Statement (GBS) appeared in the Union Budget 2005-06 and included 10 demands for grants. In 2006-07, the GBS covered 24 demands for grants under 18 ministries and departments of the Union government and five Union Territories. In 2007-08, the GBS covers 33 demands for grants under 27 ministries and departments as well as the five union Territories.

To understand Gender Budgeting (GB) and the tools for GB it is important to know the basics like Gender concepts, existing status of women in the country, their roles, responsibilities, constraints faced by them and access to public resources. In addition, to study the existing inequalities in general, in agriculture and allied sectors in particular one need to understand how to use gender analysis tools and collect data/ information based on which GRB can be attempted.

Handout – I

Status and Contribution of Women in Agriculture and Allied Sectors and constraints faced.

Dr.M.S.Swaminathan, famous agricultural scientist and some historians believe that it was woman who first domesticated crop plants and, thereby, initiated the art and science of farming. While men went out hunting in search of food, women started gathering seeds from the native flora and began cultivation for food, feed, fodder, fibre and fuel. Women have played and continue to play a key role in the conservation of basic life support systems such as land, water, flora and fauna. They have protected the health of the soil through organic recycling and promoted crop security through maintenance of varietal diversity and genetic resistance.

The nature and extent of involvement of women in agriculture varies greatly from region to region. Even within a region, their involvement varies widely among different ecological sub-zones, farming systems, castes, classes and stages in the family cycle. But regardless of these variations, there is hardly any activity in agricultural production, except ploughing, in which women are not actively involved. In some of the farm activities like processing and storage, women predominate so strongly that men workers are numerically insignificant.

Multi-Dimensional Role of Women

- (i) **Agriculture** - sowing, transplanting, weeding, irrigation, fertilizer application, plant protection, harvesting, winnowing, storing etc.
- (ii) **Domestic-** cooking, child rearing, water collection, fuel wood gathering, household maintenance etc.
- (iii) **Allied sectors** - cattle management, fodder collection, milking etc.

Rural women are mainly engaged in agricultural activities in three different ways depending on the socio-economic status of their family and regional factors. They work as (i) Paid Labourers (ii) Cultivator doing labour on their own land and (iii) Managers of certain aspects of agricultural production by way of labour supervision and participation in post harvest operations.

Social Dimensions of Women in India (2011 Census)

1	Sex Ratio	940
2	Sex Ratio in Rural Areas	947
3	Literacy Rate in India	74%
4	Rural Literacy Rate in India	68.90%
5	Females literacy rate	65.50%
6	a) Rural female literacy rate	58.80%
	b) Urban female literacy rate	80%
7	Female Life Expectancy (in the year 2006)	60 years
8	Death Rates	
	Male	7.8
	Female	6.3

- The sex ratio at all India level is 940 females per every 1000 males in India in 2011 Census which has slightly improved from 2001 Census
- Sex ratio in rural areas of India is slightly higher than the all India level
- Literacy rates at all India level are slightly higher than rural areas. Though female literacy rate at all India level is 65.50%, the female literacy rate in rural areas is much below that of urban areas
- Life expectancy of women in India in 2006 is 60 years
- The death rate of females is less than that of males in India.

Economic Dimension of Women in India

- Female work participation rates in 2009-10 in rural India have doubled when compared to those in urban India. In rural India it is 26% and in urban India it is 14%.

Work Force

- Though the number of women cultivators and labourers has been increasing, the rate of increase is more in case of women as agriculture labourers
- In India, the typical work of the female agricultural labourer or cultivator is limited to less skilled jobs, such as sowing, transplanting, weeding and harvesting
- Many women also participate in agricultural work as unpaid subsistence labour.
- According to United Nations Human Development (UNDP) Report, only 32.8% of Indian women formally participate in labour force, a rate that has remained steady since 2009 statistics. By comparison, men constitute 81.1%

Women Workers in Agriculture (Millions)

Agriculture	1981 Census	1991 Census	2011 census
Cultivators	14.8	21.5	35.1
Agriculture Labourers	20.8	28.2	59.1

Distribution of Labour Force in India as per 2011 Census (Millions)

Item		2011	2001	1991
Total Population	Total Population	1210.6	833.5	377.1
	Male	623.1	427.6	195.5
	Female	587.4	405.8	181.6
Total Workers	Person	481.7	348.6	133.1
	Male	331.9	226.8	105.1
	Female	149.9	121.8	28.0
Total Main Workers	Person	362.4	245.7	116.7
	Male	273.1	178.0	95.1
	Female	89.3	67.7	21.6
Total Marginal Workers	Person	119.3	102.8	16.4
	Male	58.7	48.7	10.0
	Female	60.6	54.1	6.5
Cultivators	Person	118.7	115.0	3.7
	Male	82.7	79.8	2.9
	Female	36.0	35.1	0.9
Agricultural Labourers	Person	144.3	137.0	7.3
	Male	82.7	77.9	4.8
	Female	61.6	59.1	2.5

(Source www.indiastat.com)

- Female population constitutes 49 per cent of the total population and also 49 per cent of the total rural population in India
- 31% of the total workers and 35% of the total rural workers in India are women
- But majority of the main workers are men with 75% share in total and 72% share in rural total main workers
- The percentage of females under the marginal work categories is more when compared to males
- Females constitute almost equal share in labour activities both at all India level and also in rural areas
- However, as cultivators, their role is far less when compared to male counterparts

Wages

Wage Rates in Agriculture in India as per 2011 Census

Activity	Gender	Wage Rate (Rs)
Weeding	Male	98.96
	Female	81.1
Transplanting	Male	105.46
	Female	88.18
Harvesting	Male	106.87
	Female	88.69
Threshing	Male	108.3
	Female	86.93

- In all activities there is an average gender wage disparity, with women earning only 70 percent of men's wage
- Females are getting maximum wage rate for harvesting the agriculture produce
- Wage rate of female varies from Rs 81 to Rs 89 and in case of male the wage rate varies from Rs 98 to Rs 108

Gender Issues in Agriculture

Over-Burden of Work

Rural women are much more over-burdened than men owing to their multiple-occupations. Researches on women in agriculture have revealed that on an average women work for 15-16 hours a day. Studies further point out that farm activities, which are time and labour intensive, monotonous, repetitive and more drudgery prone, are generally performed by women. Since these operations are done manually, they cause considerable physical and mental fatigue and health problems.

Impact of Technology

Some of the new agricultural technologies are reported to have affected farmwomen adversely. Green revolution had led to the dispossession of small women land-holders, who have been forced to join the ranks of wage earners. Wherever the new agricultural technology led to multiple cropping, the work load of women has increased. While a number of tasks performed by males have been mechanized, the tasks usually allotted to women continue to be

manual and suffer from drudgery. Even where improved techniques have been found for the women's activities, there is not sufficient access to training in such techniques.

Facilities and Support Services

There is rigidity for female labourers in terms of working hours, place and duration of work. Because of this, children are neglected and health of women is also adversely affected. Lack of adequate support services like child care services-crèche, balwadi, adequate maternity and health care- lack of safe drinking water etc. further add to their problems.

Development Bias

Despite the contribution of women in the production process, persistent bias of development planners in treating them primarily as consumers of social services rather than producers, kept them away from the development programmes in agriculture and allied sectors.

Women suffer from a statistical *purdah* as a result of which their contribution is not recognized. They often have heavier workloads than men and bear virtually sole responsibility for family welfare and household management. However, they have limited control over productive resources. Gender discrimination, rooted in law and custom, is pervasive and impedes socio-economic development.

Constraints to Women's Access to Resources

Many of the constraints that rural women confront are similar to those all resource poor farmers confront such as lack of access to land, credit, training, extension and marketing facilities. But, for social and economic reasons, women's constraints are even more pronounced and, in general, development interventions that seek to remove constraints for poor farmers do not reach women.

Consequently, the development of technologies specifically tailored to women-specific occupations and the involvement of women in technology development and transfer have received inadequate attention from both scientific and administrative departments of governments.

Access to Land

Women's lack of access to land or insecure tenure continues to be a major obstacle to increasing their contributions and benefits. When women have access to land, they often do not have secure tenancy and tend to have smaller and less productive plots in comparison with men. While land access is increasingly problematic for poor men and women, women's access has further restriction by inheritance laws and customs. Rural women-headed households are especially affected by land constraints.

Access to Credit

Women are better credit risks. In places where women are legally entitled to access to financial institutions, they face problems getting loans because they often belong to the poorest sector of the rural population. Rural financial institutions are also often hesitant to accept women clients because they, in an even greater proportion than men, cannot fulfill collateral requirements, are inexperienced borrowers, do not have access to extension and marketing services and cannot fulfill application requirements.

Access to Markets

Women engaged in agriculture, forestry and fishery tend to produce small quantities and have poor access to marketing boards and cooperatives. Therefore, women sell mainly to private traders and have low bargaining power. Institutions which promote women's group access to market should be strengthened. Successful examples are of SEWA, Gramin Bank, SHG Federations etc.

Research and Technology Development

Women only benefit from agricultural support programmes if the information, technology and methods imparted are relevant to their production activities. Agricultural research is generally very less oriented towards adapting technology to women's physical capabilities or towards addressing their tasks. Women's low productivity stems mainly from lack of appropriate technology.

Access to Extension and Training

Women farmers usually have been neglected in extension efforts. Recently, the need for innovating changes in extension programmes for women farmers is being felt. The Central Sector Scheme "Women in Agriculture", which started on a pilot basis in 1993-94 in seven states, has shown encouraging results and was expanded to a few other states. The need for capacity building and skill up-gradation of farmwomen is now receiving the priority it deserves. Special extension and technology dissemination programmes for women are being implemented.

Handout – II (a)

Gender and Related Concepts

Gender and Sex

Gender refers to the attributes and opportunities associated with being male and female and the socio-cultural relationships between women and men, girls and boys, as well as the relations between different groups of women and different groups of men. These attributes, opportunities and relationships are socially constructed and learned through socialization processes. They are context specific and changeable. Gender determines what is expected, allowed and valued in a woman / man in different contexts. In most societies there are differences and disparities (inequalities) between women and men in activities undertaken, access to control over resources and decision making (power) opportunities.

Gender is part of the broader socio-cultural context. Other important criteria for socio-cultural analysis include class, race, poverty level, or well being, ethnic group, religious affiliation and age.

Sex is the biological make-up of male and female people. It is what we are born with, and does not change over time, nor different from place to place.

Gender Division of Work

Gender division of labour refers to who (women or men, young or old) does what in terms of different types of work such as productive work in factories, offices and on the land, reproductive work, cooking, cleaning and caring for family members, and community activities such as attending community meetings.

Practical Gender Needs:

Practical Gender Needs (PGNs) are the needs that help meet socially accepted roles in society. PGNs do not challenge, although they arise out of gender division of labour and women's subordinate position in society. PGNs are a response to immediate and perceived necessity, identified within a specific context. They are practical in nature and often concern inadequacies in living conditions such as water provision, health care and training.

Strategic Gender Needs:

Strategic Gender Needs (SGNs) vary according to particular contexts, related to gender divisions of labour, power and control. These may include issues such as legal rights, reproductive rights, domestic violence, equal wages and women's control over their bodies. SGNs assists women to achieve greater equality and change existing roles, thereby challenging women's subordinate position. They are more long term and less visible than practical gender needs.

Gender Mainstreaming

Gender mainstreaming is about considering gender in all policies, planning. budgets implementation and monitoring of programmes/schemes instead of addressing gender as a separate issue through separate programmes.

Gender mainstreaming is the processes of ensuring that women and men have equal access and control over resources, development benefits and decision-making, at all stages of the development process.

Gender Analysis

Gender analysis is about analyzing the situation of women and men, girls and boys and the relations between them. Gender analysis also considers other social divisions, such as rich and poor, caste and tribe, urban and rural, educated and less educated, and how these affect relations between women and men

Gender-Sensitivity

Gender sensitivity encompasses the ability to acknowledge and highlight existing gender differences, issues and inequalities and incorporates these into strategies and actions.

Gender Discrimination

Prejudicial treatment of an individual based on a gender stereotype (often referred to as sexism or sexual discrimination).

Gender Issues

Specific consequences of the inequality between women and men.

Sex Disaggregated Data

For a gender analysis, all data should be separated by sex / gender in order to allow differential impacts on men and women to be identified, seen and measured.

Gender Planning

Gender Planning refers to the process of planning developmental programmes and projects that are gender sensitive and which take into account the impact of differing gender roles and gender needs of women and men in the target community or sector.

Gender - Blind

Gender-blind policy ignores the different situation, roles, needs and interests of women, men, girls and boys.

Gender-Neutral

Gender-neutral policy is not affected by and does not affect, the different situation, roles, needs and interests of women, men, girls and boys. In reality, very few policies are gender-neutral. When policy-makers claim a policy is gender-neutral, they are usually being gender-blind!

Handout – II (b)

Importance of Gender Mainstreaming and Gender Responsive Budgets

The conventional approach to gender budgeting, i.e., isolating public expenditure- direct and indirect - for women, would continue to be a core activity under the broad gender budgeting exercise with future action concentrating on fine tuning methodology and universalizing the tools for application at all levels of public expenditure.

However, a broader perspective is emerging under the concept of Gender Budgeting - Gender Mainstreaming. The gender perspective on Public Expenditure and Policy is no longer restricted to the realm of social sector Departments like Education, Health, Rural Development etc. All areas of public expenditure, Revenue and Policy need to be viewed with a gender perspective.

It is necessary to recognize that women are equal players in the economy whether they participate directly as workers or indirectly as members of the care economy. To that extent, every policy of the Government fiscal, monetary or trade, as a direct impact on the well being of women. Thus it is not adequate to analyze in detail, allocation of resources for a few sectors of the economy which are traditionally considered as women related. The analysis has to cover every rupee of public expenditure. It has to cover the way schemes are conceptualized and how women friendly they are in implementation and targeting of beneficiaries. It has to embrace a gender sensitive analysis of Monetary policies, covering impact of indicators like inflation, interest rates etc and Fiscal policies covering taxation, excise etc. Thus gender budgeting analysis has to go hand in hand with gender mainstreaming.

Gender Responsive Budgets

Government needs to think about gender and sex when making policies and allocating budgets to implement the policies. In respect of sex, government needs to ensure that policies and programmes are available and adequately financed to address the different biological needs of women and men, including childbearing for women. In respect of gender, government needs to have a vision of the type of roles, responsibilities and relationships that it wants to see in the country for women and men, girls and boys, and design, fund and implement policies and programmes to move towards this goal.

A gender responsive budget is a budget that acknowledge the gender patterns in society and allocates money to implement policies and programmes that will change these patterns in a way that moves towards a more gender equal society. Gender budget initiatives are exercises that aim to move the country in the direction of a gender responsive budget.

Handout – III (a)

Gender Budgeting (GB)

Gender Budgeting (GB) is a powerful tool for achieving gender mainstreaming so as to ensure that benefits of development reach women as much as men. It is not an accounting exercise but an ongoing process of keeping a gender perspective in policy/programme formulation, its implementation and review. GB entails dissection of the Government budgets to establish its gender differential impacts and to ensure that gender commitments are translated into budgetary commitments.

The rationale for gender budgeting arises from recognition of the fact that national budgets impact men and women differently through the pattern of resource allocation. Women, constitute 48% of India's population, but they lag behind men on many social indicators like health, education, economic opportunities, etc. Hence they warrant special attention due to their vulnerability and lack of access to resources. The way government budgets allocate resources, has the potential to transform these gender inequalities. In view of this, Gender Budgeting, as a tool for achieving gender mainstreaming, has been propagated.

Purpose of Gender budgeting

- Identifying the felt needs of women and reprioritizing and /or increasing expenditure to meet these needs:
- Supporting gender mainstreaming in macroeconomics
- Strengthening civil society participation in economic policymaking
- Enhancing the linkages between economic and social policy outcomes
- Tracking public expenditure against gender and development policy commitments; and
- Contributing to the attainment of the Millennium Development Goals (MDGs)

Gender Budgeting can help to improve economic governance and financial management. It can provide feedback to government on whether it is meeting the needs of different groups of women and men, girls and boys.

Why does Gender Budgeting Focus on Women?

Around the world, Gender Budgeting tends to focus on women because:

nearly two thirds of the illiterate people in the world are women;

- In developing countries, maternal mortality continues to be a leading cause of death for women of reproductive age;
- Women are under-represented in decision-making in both government and business sectors especially at senior levels;
- Women's 'economic' work continues to be very different in nature from men's. women are engaged in less formal, lower status types of work and continue to receive less pay than men for the same work; and
- Women also continue to do most of the unpaid work of bearing, rearing and caring for children and other citizens.

Handout – III (b)

Data Needs for Gender Budgeting

Gender Budgeting relies heavily on data, so that policies, programmes and budgets can be evidence based rather than based on myths or assumptions. Data are needed at different stages of the budgeting process. Initially, 1. data are needed to describe the situation of women and men, girls and boys. Subsequently, 2. data are needed that reflect delivery of the programmes and projects i.e., how many women and men, girls and boys are reached. Data are also needed to show the 3. impact of the policies and programmes i.e., whether they have made a difference to the situation of the people of the country. Thus sex disaggregated data is a basic requirement for GB which can be collected using different gender analysis tools.

Handout - IV

GENDER ANALYSIS

Gender Analysis

Gender analysis is the first and most critical step towards gender-responsive planning and programming. It involves the collection and analysis of sex-disaggregated information. It examines the differences, commonalities and interactions between women and men. Gender analysis examines women's and men's specific activities, conditions, needs, access to and control over resources, and access to development benefits and decision-making.

There are several frameworks and methodologies to conduct a Gender analysis in development related fields: The Moser Framework, the Harvard Analytical Framework, the Social-relations Framework, the Longwe Framework and more. Each model has its strengths and weaknesses. Some are useful for micro-planning and give greater importance to gender roles (Harvard Framework), while others emphasize the enquiry into social relations. Some have been designed to exclusively look at women's empowerment (Longwe Framework).

To conduct a Gender Analysis, a core set of issues should be addressed. These are:

<i>Women's and men's roles</i>	Who does what, with what resources? Paying particular attention to variations within sub-groups of women and men (eg. elderly women, adolescent girls, men from urban areas etc). Typically, women perform three kinds of roles: <ul style="list-style-type: none">- Productive roles (paid or not);- Reproductive roles (sustaining family living conditions and basic needs—usually unpaid work) and- Community role.
<i>Factors that shape gender roles and the gender division of work</i>	Depending on the circumstances, traditions and institutions that shape gender roles represent constraints and / or opportunities for women and men. Understanding to what extent, and when, they are critical to designing the programs and projects suitable to the community

<i>Access to and control over resources and opportunities, and their systems of distribution</i>	Not all men and women have the same access to and control over resources and opportunities. Understanding the mechanisms and rules by which the resources and benefits are distributed is important to assess the situation of women vis-à-vis men (and vice versa) and determine the most effective entry points for action.
<i>Access to and participation in decision making processes</i>	Who decides? How are decisions taken concerning women's and men's lives and those of their families? Are women and men equally represented or given an opportunity to influence such processes?
<i>Men's and women's practical and strategic needs and interests.</i>	Given their respective roles, who needs what for what purpose?

Tools for Gender Analysis

Tools for gender analysis are essential building blocks for effective projects and programs. They reveal how gender differences define people's rights, responsibilities and opportunities in resource management. Recognizing the ways that development plans affect men and women differently allows planners to incorporate this information in the successful implementation, monitoring and evaluation of development projects and programs.

The tools discussed under offer ways of gathering data and analyzing gender as a variable in household and community organization for natural resource management. Individually, each method gives new insights into the local situation. Used together, these methods permit a more comprehensive understanding of the community's situation and facilitate the creation of a more effective and equitable development program.

Wealth Ranking

Definition	A card sorting exercise to elicit information from key informants about local socio-economic distinctions.
Purpose	To devise a sample of households which is representative of the community's different socio-economic groups
Materials	Cards, each with the name of a household of the community. If all households are not included, then a random sample should be used.
Approach	Interview both male and female informants independently, about four or five in total should suffice. Ask each to separate cards with family names into piles according to the informant's notion of the household's relative level of well-being. Following the card sorting, the researcher and the informant discuss the characteristics associated with each informant's choice, and the reasons for assigning a household to a particular cluster
Value	Important indicators about socio-economic strata within the community are determined by both male and female residents, and not by the researchers. Analysis of the results assures that the households selected for household and confirmation surveys represent the range of socio-economic circumstances found in the study site. Researchers may also control ecological circumstances by dividing families into agro-ecological zones to ensure representation from each zone

In-depth Household Interviews

Definition	A discussion with the adult male and / or female in charge of the household.
Purpose	To uncover how gender is a variable in the livelihood strategies of individual households, particularly in terms of natural resource management, and to permit respondents to explore the household's linkages with the broader social, economic and ecological systems in which it resides. It is important to hear both men's and women's perspectives. In general, it has been much easier to interview men and to obtain their viewpoints. Household interviews should address this disparity by assuring that at least half the interviews are with women.

Materials	Notebook and pen. In some instances a tape recorder might be useful
Approach	Informal interviews or discussions of 45 minutes to one hour. Researchers may include a wide range of topics depending on the circumstances in the study site household composition; socio-economic status; gender division of labour and decision making in the household; gender basis of use, access, management, and control over family resources. If the male respondent is dominating the discussion, suggest that there are topics related to women's perspectives on environmental issues, health, and childcare, which you would like to discuss with woman alone. If this approach is not successful, schedule a follow-up meeting with the wife, ideally outside the home, in a work site.
Value	Households may be selected randomly from the categories generated by the Wealth Ranking exercise. They may be identified by key informants and selected according to the researcher's/ extension worker's criteria; or a planner may select them on the basis of points raised during general community meetings.

Gender Resource Mapping

Definition	The 'gender map' represents men, women, and children as distinct land user groups and thereby clarifies the intra-household division of control (C), responsibility (R) and labor (L) of resources and related activities
Purpose	To present the rural landscape as an arena of complementary and/or conflicting relationships between men, women, and children in regard to natural resources
Materials	Poster-size paper and markers to draw a map of the household and its resource base.
Approach	Work closely with individuals who are representative of major household types, socio-economic strata and agro-ecological zones in a community in order to understand the division of C, R, and L of resources and activities, both within a household and also between households of different socio-economic circumstances. By mapping the major socio-economic strata, one learns how the gender divisions and land use change according to class.

Value Women and men make very different use of resources-even in some cases, of a single species of tree. Therefore, it is essential for development planners and researchers to understand the "domestication" of the rural landscape. Gender mapping is also valuable because it offers a tangible representation of the landscape (in terms of C, R & L), which can be presented to community members for their feedback.

Gender-Disaggregated Seasonal Activities Calendar

Definition A calendar that identifies livelihood tasks and categorizes responsibilities by season, gender, age, and intensity of activity. It highlights community constraints such as drought or flood seasons, hungry periods, or even local cultural events, which should be factored into project planning

Purpose To generate information on the gender-based division of labour and responsibilities in livelihood systems and resource management.

Materials Poster board or large roll of brown paper, magic markers.

Approach Input is elicited from both men and women in focus groups or from key informants. Calendars specify the usual activities and responsibilities of household and community members, including children, throughout the year. Calendars will vary according to socio-economic status; researchers need to be attentive to this variation.

Value Assists project planners and managers in anticipating the best timing for work with a local community. The seasonal calendar helps planners analyze various local indicators and both men's and women's changing responsibilities.

Activities, Resources and Benefits Analysis

Definition An in-depth analysis of the activities, resources and benefits of a handful of households, representative of the various socio-economic categories established through wealth ranking

Purpose To obtain detailed information about livelihood strategies and resource management activities of households, representative of the key socio-economic clusters within the community

Materials Poster board and magic markers for making diagrammatic and pictorial representations of the household and community and a notebook to record

additional information

Approach

Arrange three visits with two or three households, representing each of the socio-economic categories established. Each visit lasts about an hour and should involve as many family members as are available to participate. Discussion about activities, resources, and benefits among the family members can be useful for the participants as well as for the researcher.

The Resource Analysis is generated in a second discussion and builds on information collected through the seasonal activities calendar. Research provides a sketch map of the community on large paper or poster board. The researcher and family members draw the household and the physical resources upon which it depends. Natural as well as economic resources are included. Less tangible social resources and networks are then drawn as an overlay, usually represented with a different color set of arrows. The house is used as the reference point. Arrows are drawn to show the flow of these resources to and from the household. Questions include Who has access to a particular resource? What are the terms of access? Who owns it? What are the family's formal and informal credit sources? Where are products sold? What inputs are used? What are their sources? Answers to these questions are drawn on the map wherever possible

The Benefits Analysis is the last of the three activities with a given household. Index cards are used to facilitate a discussion with family members about who has access to the products of a household's labour and who decides how products should be used. A different set of index cards is made for each family interviewed, based on information from their completed activities and resource analyses. A representative set of products and by-products of the family's various livelihood activities is written on the cards. For example, the products and by-products of a tree may include fruit, fodder, fuel wood, lumber, bark, and poles. The cards are circulated to adult family members who take turns reading the cards and describing who in the family or community uses the product or by-product, how it is used, who decides how it should be used, and who controls the money, if sold. If the member does not have knowledge of the product/by-product, the card is passed to the member who does. Additional input is sought from other household members.

Value These procedures can be an important learning process for the household, as well as for the researcher who has an opportunity to explore in a lively, yet detailed manner, the fundamental resource and economic issues of these households. Questions arising can be examined further through participant observation. They can also be discussed in focus group meetings.

(Methods for activities, resource, and benefits analyses were first introduced by Overholt et al. (1985) and have been adapted for use by the ECOGEN project.)

Handout - V

Entry points for Gender Budgeting

The following text presents the entry points and associated tools that are considered most appropriate in the Indian context for Gender Budgeting that are promoted by the Ministry of Women and Child Development. The five steps process of Gender Budgeting given below should, in fact, underlie any budgeting process as they ensure that the budget addresses real needs, and that the money allocated is used for the intended purpose.

The Five Steps Framework for Gender Budgeting

- Step 1:** An analysis of the situation for women and men and girls and boys (and the different sub groups) in a given sector.
- Step 2:** An assessment of the extent to which the sector's policy addresses the gender issues and gaps described in the first step. This step should include an assessment of the relevant legislation, policies, programmes and schemes. It includes an analysis of both the written policy as well as the implicit policy reflected in government activities. It should examine the extent to which the above meet the socio-economic and other rights of women.
- Step 3:** An assessment of the adequacy of budget allocations to implement the gender sensitive policies and programmes identified in step 2 above.
- Step 4:** Monitoring whether the money was spent as planned, what was delivered and to whom. This involves checking both financial performance and the physical deliverables (disaggregated by sex)
- Step 5:** An assessment of the impact of the policy / programme / scheme and the extent to which the Situation described in step 1 has been changed, in the direction of greater gender equality

(UNIFEM-UNFPA Gender Responsive Budgeting and Women's Reproductive Rights: Resource pack)

Entry point1. Participatory Planning and Budgeting

(Can happen at all 5 steps)

Involvement of women in decision making is seen as a key to success of Gender Budgeting initiatives. Women have to be treated as equal partners in decision making and implementation rather than only as beneficiaries. In this regard, it is necessary for capacity building not only of elected women representatives but also of women members of community-based organizations (CBOs) and Self Help Groups in order to ensure their active involvement in decision making and budgeting.

Women's empowerment requires adequate resource allocation in all areas including health, education, water sanitation and nutrition, sustained employment, access to credit and asset ownership, skills, research and design technology and political participation. Further, regional imbalances have to be corrected. For this, we need to know about the specific needs of women residing in particular village and towns.

Entry point 2. Spatial Mapping

(Corresponds to step 1 of the five step framework for GB)

Spatial mapping of social infrastructure and access to employment opportunities for women can highlight the resources available and overall gaps. This will help in pointing to the resources required taking into account the size of the population and norms for availability of facilities, so that universalisation of basic social-economic infrastructure is achieved progressively and interventions and allocations are more focused.

The spatial maps can become the basis for regional plans and projections of funds required for women's empowerment. Mapping would also encourage the taking into account of regional imbalances within states and districts.

Entry point 3. Gender Appraisal for all New Programmes and Schemes

(Corresponds to step 2 of the five step framework for GB)

All new programmes, projects and schemes (PPS) for which funds are requested should be viewed through a gender lens. The suggested format for doing this is enclosed as Handout – V (a). Use of this format will encourage gender sensitivity and women's participation in all new PPSs from the start. It will also ensure that the implementation modality of the PPS is gender sensitive and that gender impact assessment is built into the design of the PPS

Entry point 4. Guidelines for gender sensitive review of public expenditure and policy

(Corresponds to step 2 of the five step framework for GB)

*The Ministry of Women and Child Development has formulated specific guidelines in the form of **Checklists I and II. Checklist I** (handout–V (b)) **is for programmes that are beneficiary-oriented and consciously target women. Checklist II** (handout–V*

(c) covers other "mainstream" sectors and programmes. These guidelines help in reviewing public expenditure and policy from a gender perspective to enable identification of constraints in outreach of programmes and policies to cover women introduction of suitable corrective action.

Entry point 5. Gender – Based Profile of Public Expenditure

(Corresponds to step 3 of the five step framework for GB)

Preparation of a profile facilitates review of schemes and public expenditure from a gender component of expenditure and physical targets. The trend of the targeted expenditure, and male/female reach in terms of beneficiaries is indicative of the extent to which budgeting is gender responsive. The exercise can, when first done, point to constraints such as non-availability of gender-relevant data. It can highlight the need to determine reasons for non-adherence to targeted expenditure on women. The format in *(handout – V(d))* is recommended for use in constructing the profile.

Entry point 6. Outcome Budget

(Corresponds to step 4 & 5 of the five step framework for GB)

The Charter for Gender Budget Cells lists among the functions of the cells the possibility of including the results of gender analysis of Ministry budgets in their outcome / performance budgets

Government of India first introduced performance budgeting in 1969. This innovation initiated a focus on what is done with the money, for example what is delivered ('outputs') and to whom, alongside the traditional focus on bookkeeping and accounting for the financial numbers. Over the years, Government of India also realized there was a need to move beyond performance to outcomes - to what is achieved through the expenditure.

The GOI currently requires government official to use a two-category format as the basis of presentation in the Gender Budget statement in the Union Budget. The two categories cover:

- Pro-women allocations, where 100% of the allocation is meant for women
- Pro-women allocations where between 30 to 99% of the allocation is meant for women

Some Gender Budgeting initiatives across the globe have focused on the first

category because they are easier to identify and measure than the gender-responsiveness of non-targeted allocations. These targeted allocations can be important as a form of affirmative action or positive discrimination. However focusing on the first category alone often means focusing on a small part of the budget meant exclusively for women while the main budget is ignored. For the second category assuming that 30% means 'pro-women' is a problem since about half of the population of India is female.

Real value of outcome budget lies in its utility as a policy tool to establish effective linkage with allocation and disbursement of public funds on the basis of measurable performance. From a gender budgeting perspective, the outcome budget provides a golden opportunity to examine the linkages between allocations and disbursements, the delivery of immediate benefits and services for women and girls, and gender equality outcomes.

Entry point 7. Impact analysis

(Corresponds to step 5 of the five step framework for GB)

Beyond monitoring who the money reaches, it is important to evaluate the impact of programmes and schemes of the government to see if they are meeting the objectives for which they were initiated. Impact analysis can be done through a range of different methods, including impact assessments, evaluations and field level surveys.

Results of impact assessment of programmes from a gender perspective help in identifying barriers to women's access to public services/expenditure. They may also identify that, although women were reached by the programme, it did not bring about the desired changes in their situation and lives. In some cases impact assessments may identify challenges which require fundamental changes to initiatives. In other cases, only minor changes in design and modalities of implementation may be necessary.

Role of Gender Budgeting Cells

The Department of Expenditure, Ministry of Finance issued a charter for the Gender Budget Cells, on 8 March 2007, clearly articulating the composition and the functions of the gender budget cells. The MWCD has been actively pursuing other ministries with regard to setting up of gender budget cells. By May 2007, 51 ministries and departments had set up these cells. These gender budget cells serve as focal points for coordinating Gender Budgeting initiatives both intra- and inter-ministerially. The roles envisaged for these cells

include:

- Act as a nodal agency for all Gender Budgeting initiatives.
- Pilot action on gender sensitive review of public expenditure and policies (Expenditure/Revenue/ Policies/Legislation etc.)
- Guide and undertake collection of sex disaggregated data for target group of beneficiaries covered under expenditure, revenue raising/ policy/ legislation
- Guide Gender Budgeting initiatives within departments as well as in field units responsible for implementing government programmes.
- Conduct gender based impact analysis, beneficiary needs assessment and beneficiary incidence analysis to
 - ❖ Establish effectiveness of public expenditure
 - ❖ Identify scope for re-prioritization of public expenditure
 - ❖ Improve implementation etc.
 - ❖ Collate and promote best practices on participative budgeting for implementation of schemes

Handout – V (a)

Check List for Integrating Gender / Gender Budgeting into new Programmes, Projects and Schemes (PPS)

Participation	Response to questions
Has the PPS been developed in a participatory way involving all stakeholders, especially women? Women's involvement should not be tokenism but they should be encouraged to participate and contribute by creating an enabling environment. Their participation and contribution should be at all stages - planning, implementation, and monitoring as well as participatory evaluation.	
Background and Justification	
1. Is gender part of the context analysis of the PPS?	
2. Does this section include arguments for gender mainstreaming and gender equality	
3. Are the data quoted in the background sex-disaggregated?	
4. Have the different needs and concerns of men and women, girls and boys been identified?	
5. Is the language of the PPS gender sensitive and does it avoid gender stereotypes	
II Goal / Objective	
1. Does the goal / objective reflect the needs of women and men?	
2. Does it aim to meet practical gender needs (PGN) of women or strategic gender interests (SGI) (that will seek to change gender relations and address gender inequality and promote women's rights and control over her body and her life?)	
III. Target Group / Stakeholders:	
1. Are women and men both going to benefit from the PPS?	
2. Is there need for affirmative action (quotas or reservation) to ensure women are benefited?	
IV. Strategy and Activities:	
1. Is there a better more women-friendly and yet cost-effective way of achieving the objectives? Can it be considered?	
2. Are the strategies and activities of the PPS gender sensitive?	
3. What are the constraints to women benefiting? Does the PPS address the constraints in order to reduce them?	
4. Have possible constraints on women benefiting been addressed? For example, are the activities planned for times when women are free from household chores?	
5. Will the PPS entail an additional burden on women? If so, what steps will the PPS take for men to share the burden of women's traditional roles?	
6. If technology is involved, is it appropriate for women?	
IV. Strategy and Activities:	
7. Who will implement the PPS? Are they sufficiently gender sensitive? Do they need gender orientation? (e.g. health service providers, teachers, cooperative department staff should be sensitized if necessary)	

8. Do implementation mechanisms use existing networks or organizations of women (e.g. self help groups, mother's groups in Integrated Child Development Scheme (ICDS))	
9. If there is an information/IEC component, will women be involved in developing it and field testing it to ensure its gender and cultural sensitivity, comprehensibility and efficacy?	
V. Budgeting for Equality:	
1. Has sufficient budget been allotted for each of the components of the PPS?	
2. Has the PPS budgeted for gender training?	
3. Is the budget sufficiently disaggregated to ensure that gender concerns are adequately addressed?	
4. Has the PPS budgeted for monitoring?	
VI. Indicators for Measuring Outcomes and Outputs:	
1. What are the indicators for measuring progress on outcomes and outputs? Are they sex-disaggregated and gender sensitive?	
2. Are the indicators SMART - specific, measurable, accurate, relevant and time-bound?	
3. Do the indicators measure progress in achieving strategic gender interests (SGNs) as well as practical gender needs (PGNs)?	
VII. Monitoring:	
Has the PPS built in participatory on-going monitoring, involving women? What is the frequency? And are the monitoring tools (formats, visit timings etc) women friendly?	
2. Does the monitoring strategy look at both content and process?	
VIII. Evaluation:	
1. Has the PPS provision for a mid-term (after 2 or 3 years) and an end-term (if the PPS is for a fixed duration) evaluation?	
2. Does the evaluation design allow for (a) the differential impact of the PPS on men and women to come out clearly; (b) women to be part of the evaluation team; and(c) perspectives and feedback from women beneficiaries to be obtained first-hand and not through male family members?	

Handout – V (b)

Checklist I for Gender – Specific Expenditure

Conventionally, gender budget analysis, by way of identification of women-related expenditure, has been carried out for Ministries/Departments like Health and Family Welfare Rural Development, Human Resource Development. Urban Employment and Poverty Alleviation, Youth and Sports Affairs, Labour, Social Justice and Empowerment, Tribal Affairs, Drinking Water, Small Scale Industries and Agro and Rural Industries, Science and Technology, Non-Conventional Energy Sources, Textiles and Agriculture. Suggested steps that may be undertaken by these various Ministries/Departments who are running programmes/schemes of a gender-specific nature i.e., where the targeted beneficiaries are primarily women are as follows:

Planning and Budgeting

1. List schemes and programmes which are gender specific
2. Briefly indicate activities undertaken under the programme for women.
3. Indicate expected output indicators like number of women beneficiaries.
increase in employment of women, post-project increase in resources/income /skills etc.
4. Quantify allocation of resources in annual budget and physical targets thereof.
5. Assess adequacy of resource allocation in terms of population of targeted beneficiaries that need the concerned schematic intervention, the trend of past expenditure etc.

Performance audit

1. Review actual performance - physical and financial - against the annual targets and identify constraints in achieving targets (like need for strengthening delivery infrastructure, capacity building etc.)
2. Carrying out reality check - Evaluate programme intervention. incidence of benefit, identifying impact indicators like comparative status of women before and after the programme etc
3. Compile a trend analysis of expenditure and output indicators and impact indicators.
4. Address constraints identified from steps above.
5. Establish requirement of resources in terms of population of targeted beneficiaries/

magnitude of perceived problems like IMR, MMR, literacy ratio etc.

6. Review adequacy of resources available - financial and physical like trained person power, etc.
7. Plan for modification in policies and/or programmes/schemes based on results of review.

Handout – V (c)

Checklist II for mainstream sectors

Sectors like Defence, Power, Telecom, Communications, Transport, Industry, Commerce etc. may consider adopting the following checklist to determine the gender impact of their expenditure.

1. List all programmes entailing public expenditure with a brief description of activities entailed.
2. Identify target group of beneficiaries/users.
3. Establish whether users/beneficiaries are being categorized by sex (male/female) at present and if not to what extent would it be feasible.
4. Identify possibility of undertaking special measures to facilitate access to services for women-either through affirmative action like quotas, priority lists etc. or through expansion of services that are women-specific like all-women police stations, women's special buses etc, or through delivering the services in a more gender-friendly way e.g. looking at opening hours, safety, etc.
5. Analyse the employment pattern in rendering of these services/programmes from a gender perspective and examining avenues to enhance women's recruitment.
6. Focus on special initiatives to promote participation of women either in employment force or as users
7. Indicate the extent to which women are engaged in decision making processes at various levels within the sector and in the organizations and initiating action to correct gender biases and imbalances

These exercises can be done by each Ministry/ Department of the Government, to start with, for a few select programmes/schemes which may be selected either in terms of their perceived gender impact, or the selection can be based on considerations of heaviest budget allocation. Based on the result of carrying out the above steps, the Gender Budgeting exercise may be institutionalized in the manner detailed in checklist I.

Handout – V (d)

GENDER – BASED PROFILE OF PUBLIC EXPENDITURE

2007-08

S. No.	Name of Scheme	Objective of Scheme	Financial						Physical			
			Total						Target		Actual Achievement	
			Budget Estimate			Actual Expenditure			Total (No. of Units)	For girls/women (% of total target)	Total (No. of Units)	For girls / women (% of total achieved)
1	2	3	4	5	6	7	8	9	10	11	12	13
			Total	Amount for targeted interventions for girls/women	% of BT $(5/4) \times 100$	Total	Amount for targeted interventions for girls/women	% of BT $(8/4) \times 100$				

Handout – V (1)
SECTOR WISE EXAMPLES
FIVE STEP FRAMEWORK FOR GENDER BUDGETING

SECTOR: Ministry of Agriculture

Example: National Agricultural Development Programme (NADP)

A case of Tamil Nadu State

Component: Agricultural Mechanization

Sub-component: Machine Transplanting in Paddy Cultivation (Paddy Transplanter)

NADP was launched in 2007-08 to incentivize states to draw up comprehensive development plans taking into account agro-climatic conditions, natural resources, and technology for ensuring more inclusive and integrated development of agriculture and allied sector.

Under the scheme, different components/ activities are implemented and for the sake of gender budgeting exercise, Agricultural Mechanization, one of the sub component of the scheme has been chosen, as an example. Under agriculture mechanization, subsidy facility assistance is provided to farmers for popularizing machine and motivating them to adopt the new or improved and gender-friendly tools, implements and machinery.

Step 1: Situation Analysis

Promoting agriculture mechanization facilitates enhanced productivity of agricultural crops by engaging less labour and spending less time. As women are engaged in most of the agricultural operations like sowing, transplanting, weeding, harvesting etc. it is necessary to provide them access to farm machinery, tools, equipment etc. particularly gender friendly equipment, to reduce their burden/ drudgery.

Transplanting is one of the activities in paddy cultivation which involves more time, energy and drudgery. Women are found as major performers of this operation. Thus, it is important to provide subsidy assistance to women farmers for adopting paddy transplanter.

It helps women farmers in various ways, for example,

- Planting young seedlings (15-20 days) in paddy results in high yield / unit area
- Reduces the cost of cultivation by :

- a. Low seed rate 12-15 kgs / ac
- b. Preparation and maintenance of nursery cost is less
- c. Transplanting cost is reduced
- d. Intercultural operation is easy and the physical stress and drudgery to women farmer is reduced.

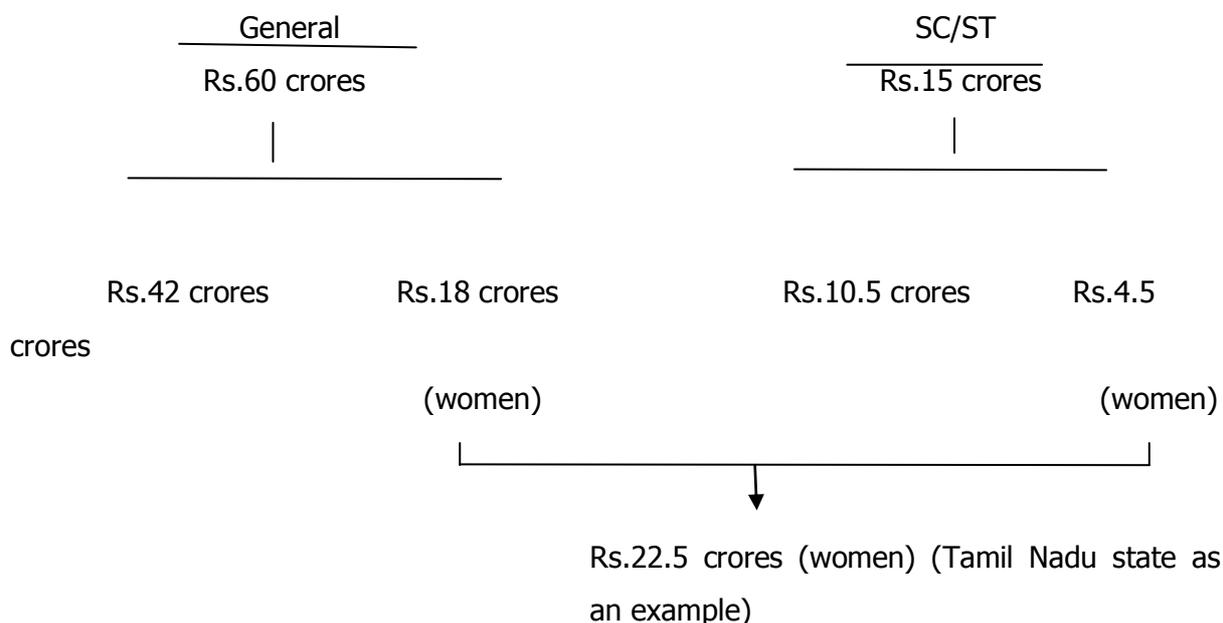
Step 2: Assessment of relevant programmes and extent to which it address gender issues

To popularize the machine transplanting in paddy cultivation government is giving subsidy to women farmers and ensured 30 percent of budget allocation to women.

Step 3: Assessment of Adequacy of Budget

- 1. Subsidy pattern : Rs.3000/hectare as a back ended subsidy in cash
- 2. Target : Physical – Rs.2.5 lakhs hectare ; Finance : Rs.75 crores

Out of the above budget 30 % flow to women beneficiary farmer. (Rs.22.5 crores to women farmers approximately)



Step 4: Monitoring:

- 1. Category of farmer (SC/ST/women / others) is maintained.
- 2. Subsidy claiming application with documentation record received from the farmer will be verified by AAO, AO in the field level

3. A separate list will be prepared for women farmers to achieve 30 % flow

Step 5: Assessment of the Impact

Because of 30 % separate allocation to women farmers it has encouraged women to take up cultivation independently. Helped them to acquire technical skills in cultivation and reduced their drudgery in transplanting.

- Motivated women to take land on lease for cultivation and helped them in improving their economic status.
- Enhanced decision making

Handout – V (2)

FIVE STEP FRAMEWORK FOR GENDER BUDGETING

SECTOR: Animal Husbandry

Example: Female Calf Rearing Scheme (Sunandini)

About the Scheme: Keeping in view the decreasing number of calves in the State and subsequent reduction in milk production, the Government of Andhra Pradesh has taken up female calf rearing programme called 'Sunandini'. Similar kind of programme is under implementation in Karnataka, Odisha and other states.

Under the **Rashtriya Krishi Vikas Yojana 2013-14**, this two-year long term programme was launched by the State Animal Husbandry Department of Andhra Pradesh. As the first few months of life is very crucial for the calves, problems like malnutrition due to improper colostrums feeding, over greediness of the farmers are leading to diseases like diarrhoea, toxæmia and anaemia due to ecto and endo parasites and also pneumonia in calves at early stage.

All these problems will lead to calf mortality and stunted growth, poor development of reproductive organs and delayed conception. Female calf rearing scheme is launched to ensure the health, dietary needs and insurance of female calves born through Artificial Insemination. There are 12 lakh calves in the State out of which only 20,000 are female calves. Calf feed, health and insurance are the three main components in 'Sunandini' programme and the government will take care calf feed supply up to one year of age, health and insurance up to 24 months in case of Cross Breed (CB) calves and 28 months in case of Murrah and Graded Buffalo (GB) calves.

Objectives of the scheme:

- To increase the number of productive milch animals and enhance milk production
- To achieve timely puberty and conception rates in cross breed calves
- To support the rural poor in order to improve their livelihood through dairying

Step 1: Situational Analysis

- ❖ Women were not having income of their own.
- ❖ Women did not have lands or assets in their name.
- ❖ Women were not involved in the local MPCS activities
- ❖ There were no women SHG's
- ❖ No participation of women in village activities
- ❖ The number of women beneficiaries in govt. schemes was less

Step 2: Assessment of relevant programmes and extent to which it address gender issues

- ❖ Calf rearing scheme is the most relevant scheme to meet the economic needs of women as they are already involved in animal husbandry activities.
- ❖ Handling of calf and feeding them can be done easily by the women .
- ❖ Women can take up this activity at home without affecting their routine activities and this will give them some additional income and group is a basis for transferring the technical knowledge regarding calf rearing under the scheme.

Step 3: Assessment of Adequacy of Budget

- ❖ Under 'Sunandini' programme, the calf feed will be supplied to the farmer at 75 per cent subsidy out of Rs.3900/- (260 kg) along with Rs.500/- towards health care of each calve, insurance Rs.600/- and a total of Rs.4025/- will be given. The beneficiary contribution is Rs.975/-. All BPL family members are eligible to be covered under this programme and stipulated norms for SC and ST and women beneficiaries will be followed. 30 % beneficiaries are supposed to be women under the scheme.

Step 4: Monitoring

As dairying is one of the main livelihood for women particularly for landless, small and marginal women and women in dryland agriculture, the scheme has ensured the involvement of women atleast 30 %. However, after going through the whole process of

gender budgeting, it is felt that atleast 50 % of the budget should be allocated for the women farmers considering their involvement in the activity.

Step 5: Assessment of the Impact

- As the scheme did not interfere the women daily routine activities it was acceptable to the women and was implemented successfully.
- As the calves were supported to become productive mulch animals it provided a source of income for women through sale of milk.
- The women became aware of the govt. schemes and started taking up initiatives under govt. support
- The women beneficiaries were able to come in contact with each other and formed a common interest group, thereby their socializing skills were improved

Handout – V (3)

FIVE STEP FRAMEWORK FOR GENDER BUDGETING

Sector: Horticulture

Example: Mission for Integrated Development of Horticulture (MIDH)

Sub component: Protected cultivation

About the scheme

A Centrally Sponsored Scheme of MIDH has been launched for the holistic development of horticulture in the country during XII plan. The scheme, in 2014-15, integrated the ongoing schemes of National Horticulture Mission, Horticulture Mission for North East & Himalayan States, National Bamboo Mission, National Horticulture Board, Coconut Development Board and Central Institute for Horticulture, Nagaland.

Objectives:

1. To promote holistic growth of horticulture sector
2. Encourage aggregation of farmers into farmer groups to bring economy of scale and scope
3. Enhance horticulture production, income and strengthen nutritional security
4. Increase productivity by way of quality, planting material and water use efficiency through micro-irrigation
5. Support skill development and create employment generation opportunity for rural youth in horticulture and post-harvest management

Step 1: Analysis of situation

Horticulture is a sector which engages women and skilled labour intensively. Therefore, there is a scope for the women to involve more and improve their livelihoods. Traditionally, women involvement in horticulture is nursery raising transplanting, floriculture, mushroom cultivation, beekeeping, post-harvest activities etc. however very little focus was given in improving the technical knowledge and skills of the women in the above areas. For the development of horticulture sector upgradation and refinement of the knowledge and skills of the women farmers are essential as the sector itself is technology oriented. The issues like lack of commercial value of crops, wastage of produce due to lack of access to

post-harvest technology and market information to the farmers and poor transfer of technology to the farmers, specially for women needs to be addressed.

Step 2: Assessment of relevant programmes and extent to which it address gender issues

The guidelines of MIDH scheme has made provisions and special subsidies based on the social categories previously, but since 2012-13 State Horticulture Missions have been directed to ensure that at least 30% of budget allocation is earmarked for women beneficiaries/farmers.

Special provisions were made for women farmers under horticulture mechanization, plantation infrastructure development and technology adoption.

Step 3: Assessment of Adequacy of Budget

1. For the financial year 2015-16, GOI allocated 2000 crores for MIDH, out of which 30 percent funds have to be spent for women farmers.
2. Financial assistance ranging from 25 percent to 100 percent is provided to women farmers in horticulture mechanization (tractor, power tillers, sowing, planting reaping and digging equipment, plastic mulch laying machine, self-propelled horticulture machinery, plant protection equipment, plantation infrastructure development for bamboo and technology adoption.
3. Scheme is bank linked so that there is direct benefit to women farmers
4. State GOs instructed to give priority to the women farmers
5. While finalizing the Annual Action Plans, due attention will be paid for earmarking specific targets for women beneficiaries.

Step – 4: Monitoring:

There is no specific mechanism indicated in the guidelines of the mission for monitoring the extent to which women are being benefited. No specific reference was given related to the maintenance of gender disaggregated data at the implementation level and reporting.

Step – 5: Impact:

1. Activities such as floriculture including protected cultivation of flowers, mushroom production and beekeeping are some of the activities which are attractive to women farmers.
2. To quote an example, in Maharashtra, women participation was found more in post-harvest activities by forming their own groups and developing own brands namely *Mai*-turmeric and ginger production, *Mauli* – organic vegetables etc.
3. As per the available literature, in Bijapur, Bagalkot, Bangalore Rural and Tumkur districts of Karnataka state, small, marginal, SC/ST and women farmers are growing grapes, pomegranate, flower, aromatic and medicinal crops etc. and benefitted economically by the scheme.
4. Annual report of horticulture mission for northeast and Himalayan states in 2010-11 states that under transfer of technology, 92072 farmers, trainers and women have been benefited.

Handout – V (4)

FIVE STEP FRAMEWORK FOR GENDER BUDGETING

SECTOR: Rural Development

Example: MGNREGA

About MGNREGA

National Rural Employment Guarantee Act 2005 (NREGA) was later renamed as the "Mahatma Gandhi National Rural Employment Guarantee Act" (MGNREGA), that aims to guarantee the 'right to work'. It aims to ensure livelihood security in rural areas by providing at least 100 days of wage employment in a financial year to every household whose adult members volunteer to do unskilled manual work. MGNREGA is designed as a safety net to reduce migration by rural poor households in lean period. Apart from providing economic security and creating rural assets, NREGA can help in protecting the environment, empowering rural women, reducing rural-urban migration and fostering social equity, among others."

Step 1: Situational Analysis

MGNREGA was initiated to bring changes in the existing condition of the rural areas which are affected by unemployment and poverty, poor wages, food insecurity, lack of assets etc. due to which migration was taking place on large scale. Particularly for the women it is difficult to travel long distance in search of wages and employment.

Step 2: Assessment of relevant programmes and extent to which it address gender issues

MGNREGA emphasizes the need for gender mainstreaming through its policy and the specific guidelines are issued.

The gender issues identified in step I of the framework are being addressed as under:

- At least one-third of the beneficiaries shall be women who have registered and requested for work under the programme. Efforts should be made to increase participation of the single and the disabled women.
- Equal wages to male and female
- Participation in management and monitoring of the programme and Participation in social audit
- Ensuring that single women are covered– The Act recognizes a single person as a 'household', thus making it possible for widows and other single women to access this work.
- Further, employment is provided within 5 km radius of the village, to ensure that pregnant women and lactating mothers (at least up to 8 months before delivery and 10 months after delivery) are given works which require less effort and are close to their houses.
- To ensure that at least 50% of the worksite supervisors (mates) at all worksites are women.
- To encourage participation of women groups, including Self Help Groups in awareness generation, capturing demand, planning, implementation, monitoring and maintenance of works.

Step 3: Assessment of Adequacy of Budget

For the financial year 2015-16, 39,699 crore is allocated for MGNREGA. It is envisaged at least one-third of the beneficiaries shall be women. (60 percent- labour wages, 40 percent-materials)

During the year 2012-13 (up to 27th Dec. 2012) total employment of 134.76 crore person days were reported to have been generated. The employment generated for women were reported as 71.88 crore person days which is 53.34% of total employment generated under this Programme.

Step 4: Monitoring

On review of the physical and financial progress of the scheme (website: narega.nic.in) it is found that more than one third of the women are being covered in different activities undertaken at village level.

Step 5: Assessment of the Impact

- In 2014-15, total employment of 166.22 crore per person days was generated under the programme, out of this 83.49 crore was used for generating employment for women, which is 50.23 percent of the total employment.
- Women participation has increased (47.07% in 2012-13 to 50.23 % in 2014-15) whereas for males it was 52.93 and 49.77%, respectively). However, there are wide variations across states and across districts within a state. While the statute mandates that at least one-third of the beneficiaries shall be women, the actual proportion varies, ranging from 22% in Uttar Pradesh to 93% in Kerala in 2013-14.
- The Scheme has also led to gender parity in wages
- However it is also observed that single women are getting sidelined in allotment of work and sometimes women are not getting work with in the village near to their houses and they are not preferred, if the worksite is far off.

Handout – VI (a)
**POLICY DECISIONS AND PROVISION FOR THE EMPOWERMENT OF WOMEN/
WOMEN FARMERS**

GENDER PERSPECTIVE IN AGRICULTURE

*- A chapter written by NGRCA in Performance Budget
Document of DAO for 2005-06*

In order to mainstream gender concerns in agriculture, the Department of Agriculture and Cooperation is making conscious efforts to 'engender the agricultural development process' for which appropriate measures are being initiated. Currently, there are no specific allocations earmarked for women farmers under most of the schemes of the department, however, an attempt has been made almost under each scheme to identify and promote the involvement of women in areas having better potential and scope so as to ensure women's full and equitable participation under these components / areas.

The salient gender specific interventions (Division wise) are as follows:

1. Cooperation Division: The National Cooperative Union of India (NCUI) is implementing a "Cooperative Education and Development program for women' through its 45 Cooperative Education Field Projects and 4 exclusive Cooperative Education and Development Projects for women located at Shimoga (Karnataka); Berhampur (Orissa); Bhopal (MP) and Imphal (Manipur).

The focus of these programs besides promoting literacy; generating awareness and educating women to be organized into cooperatives is to advance loans to members for production and consumer purposes. The NCUI also monitors, guides and supervises the Cooperative Education Program being implemented by State Cooperative Unions under which 16 state cooperative unions are providing cooperative education to women with the help of 60 cooperative education instructors.

2. Crops Division: The schemes namely 'Technology Mission on Cotton and On farm Water Management for increasing crop production in Eastern India' are neither gender specific nor have any specific allocations for women, however to enable women to take full

benefits of the scheme, the States/ Implementing Agencies are being encouraged to give preference to women farmers who head the household/ have land holdings in components like distribution of agriculture inputs, trainings and demonstrations.

3. Extension Division:

(i) Support to States for Extension Reports: A centrally Sponsored Scheme "Support to States for Extension Reforms" based on Agricultural Technology Management Agency (ATMA) Model, which was successfully pilot tested under the National Agricultural Technology Project (NATP) has been launched during the current year. The Scheme aims at providing decentralized and demand driven extension services through active involvement of Farmers/ Women Farmers / Subject Matter Specialists / NGOs / Krishi Vigyan Kendras etc. A total of 218 ATMAs have been set up as against the target of 252 in the Tenth Plan. The gender concerns are being mainstreamed by mandating that 30% of resources on programmes and activities are allocated for Women Farmers and Women Extension Functionaries.

(ii) National Agriculture Technology Project (NATP): There has been a focused participation of women under the ITD component of National Agriculture Technology Project (NATP), which concluded in June, 2005. A total of 1.27 lakh of women farmers have been benefited in seven states, implementing the programme through demonstrations; exposure visits; farm women training, FAC meetings and other such activities.

(iii) UNDP National Food Security Programme: The agreement for UNDP-GOI Food Security programme was signed in 1998. The sub-programmes included maize based cropping system; promotion of hybrid rice; sustainable dry-land agriculture, natural resource management along with supplementary programme for cyclone affected districts and management support for food security. Under the women specific programmes implemented in the States of Orissa, Andhra Pradesh and Uttar Pradesh, 2206 Farm Women Groups (FWGs) have been directly benefited and 49,976 Women Farmers have been directly trained. The programmatic interventions concluded in December 2004, however, the support was being routed through Management Support sub-programmes upto December 2005.

(iv) Extension Support to Central Institutes/DOE : Out of 11 components of scheme, 'Support to Central Institutions / DOE' the budget for gender purposes is allocated

only under one component viz. 'National Gender Resource Center in Agriculture (NGRCA)' where in the expenditure is made on women specific activities mainly - undertaking macro/micro level studies; action research on critical thrust areas related to Women in Agriculture; developing Gender Sensitization Modules for programme implementers; arranging exposure visits of extension functionaries to women specific/pro women programmes and developing a separate portal for this Centre. The NGRCA is also housing a Gender Budgeting Cell of the DAC. The Cell has sensitized the subject matter Divisions of DAC to have Divisional Gender Coordinators identified in each division. In remaining components of the scheme, consistent efforts are being made to promote both-organization of specific training programs for women in agriculture and also improving their participation in all the training programmes.

(v) Mass Media Support to Agriculture Extension: The Central Sector Scheme "Mass Media Support to Agriculture Extension" envisages utilization of existing infrastructure of Doordarshan and All India Radio to produce and transmit programmes covering wide spectrum of topics in agriculture and allied fields for bringing the latest information and knowledge to the farming community viz. farmers /women farmers. Special programmes are being produced and telecast under the Doordarshan-Narrow Casting programmes to transfer information and technology in areas in which women farmers are pre-dominantly engaged such as vermin compost, nursery-raising, seed treatment, floriculture, kitchen garden, gender friendly tools etc. Also under the Doordarshan-National / Regional Agricultural Programmes the areas of women interest such as organic farming, vermin compost, nursery-raising, seed treatment, floriculture, kitchen gardening as well as their success stories are included. The existing infrastructure of FM Transmitters of All India Radio is being used to broadcast half an hour Kisan Vani Programme daily, six days a week from Monday to Saturday, from 96 rural areas FM Stations. These FM Stations are also producing special programs to transfer information and technology in areas of women's involvement.

(vi) Establishment of Agri-Clinics and Agri-Business Centres (ACABC): The scheme is open to all eligible Agriculture Graduates including women. As an outcome of the special efforts, 870 women have been trained as against the total of 9461 (9.02%). Also, 37 trained women candidates have taken up enterprises against 2729 (1.35%) ventures set up across the country.

4. Seeds Division: Specific financial targets have been fixed for women farmers under the Central Sector Scheme titles 'Development and Strengthening of Infrastructure facilities for Production and Distribution of Quality seeds under its following components

- * Seed Village Scheme
- * Human Resource Development
- * National Seeds Research and Training Centre (Varanasi)
- * Use of Bio Technology in Agriculture and Public Awareness Campaign

The implementing agencies have been advised to allocate specific amount for women farmers.

5. Horticulture Division: Women as a work force contribute to the coconut cultivation and industry especially in the making of coir which is widely used. Keeping this in view, under the scheme 'Expansion of Area under Coconut' being implemented by Coconut Development Board', conscious efforts are made to extend the benefits of the scheme to women farmers. During 2004-05, in Kerala state, 228 women beneficiaries out of a total of 945 were women (24.12%) while in 2005-06, their number is 231 out of a total of 1036 (22.29%).

Under the schemes of National Horticulture Board namely 'Development of Commercial Horticulture through Production and Post Harvest Management' and Technology, Development and Transfer for Promotion of Horticulture', 174 and 107 women have been benefited during 2004-05 and 2005-06 respectively.

6. International Cooperation Division: FAO Regional Office for Asia and Pacific decided to honor a model female farmer who had done an exemplary work in the field of 'Heritage / Conservation Agriculture' on the occasion of World Food Day 2005, the Division has nominated a model female farmer for this purpose.

7. Machinery & Technology Division: A number of agricultural implements and hand tools suitable for farm women have been developed by Research and Development Organizations under ICAR. These gender friendly tools are being promoted through Macro Management Scheme. The feedback from the state governments indicate that 20,380 women farmers have been benefited under this scheme during 2004-05. Under the Central Sector Scheme 'Promotion and Strengthening of Agricultural Mechanization through

Training, Testing and Demonstration', the skill development aspect among women farmers has been adequately taken care of by earmarking 10% of the funds and fixing up of separate physical targets for women. Under the 'Training and Testing component', Farm Machinery, Training and Testing Institutes (4) have organized short duration training and testing programmes - both institutional and on site for farmers in the areas of selection, operation, maintenance and management of agricultural implements. A total of 309 women have been trained against the target of 400 during 2004-05 and 217 against a target of 500 during 2005-06.

Though, there are no specific targets for women farmers under 'Demonstrations', however, the women farmers have been actively made to participate in the demonstrations (app.3000) organized during 2004-05. During 2005-06, 961 demonstrations have been organized in the farmers' fields including the fields of women farmers. The State Governments have been requested to earmark 10% of the funds for women and furnish their reports separately on gender disaggregated basis.

Under a new component 'outsourcing of training' during the 10th Plan to train large number of farmers in nearby places', despite no separate target being for training of women. The State Governments have been requested to earmark 10% of the funds under this component for training of women farmers.

8. Integrated Nutrient Management (INM) Division: As per the guidelines of 'National Project on Organic Farming (NPOF)', there are no gender specific activities / allocation. However, 25% seats for training of farmers on organic farming have been reserved for women farmers.

9. Technology Mission on Oilseeds & Pulses (TMOP) Division: There is no separate provision for gender based budgeting. However, under the NOVOD Board's schemes on 'Integrated Development of Tree Borne Oilseeds', the implementing agencies have been advised to ensure maximum participation of women in the programme.

10. Plant Protection Division: Under the scheme 'strengthening and Modernization of Pest Management Approach in India', there are no separate provision / budget allocated for women. However, under the sub-component 'Integrated Pest Management', the Farmers' Field Schools are organized in collaboration and support of the State Government on

different crops in which women farmers actively participate in the training activities / programmes.

11. Natural Resource Management (NRM) Division: Under the 'Watershed Development Project in Shifting Cultivation Areas (WDPSCA)', there is no specific component exclusively allocated for women farmers, however, under the scheme 17.5% of the total allocation is earmarked for rehabilitation component which enable the beneficiaries to take up agriculture and allied activities such as Production of short duration crops like banana, papaya, etc.; animal Husbandry / Piggery / Poultry / Duckery / Purchase of milch cows; Pisciculture; Sericulture - Plantation of Mulberry, Supply of mulberry seed worm; and house hold activities - Basket / rope / Mats making, Tailoring, embroidery, carpentry, black smithy, small house hold food processing units, cottage industries and many other activities suitable to the locality with the approval of the DWDC. These activities are mainly done by women.

12. Rain Fed Farming System Division: Under the 'National Watershed Development Project for Rainfed Areas (NWDPRRA)' which has been subsumed with Macro Management scheme for funds, there is an active participation of women in different activities. In a Watershed Development Team (WDT), one out of four members is a women; Each Watershed Committee has two women members to facilitate active participation of women in the programme. The women oriented users groups (UGs) are formed at each watershed. Also, for income generating activities, exclusive women SHGs as well as general SHGs with adequate participation of women are formed.

13. Agricultural Marketing Division: Under the scheme 'National Institute of Agricultural Marketing', the provision have been made to organize training programmes for women in the field of modern marketing system, export of horticulture produce from north-east, orientation of SHGs for women during 2005-06 and 2006-07. While, it is not possible to make women specific allocations in view of the scheme being demand driven, however, as and when the project proposals from women entrepreneurs are received, they are processed on priority basis.

14. Agriculture Census Division: The 'Centrally Sponsored Scheme for Agriculture Census' is not a development oriented programme and involves only statistical operations. As such, it has not been possible to fix any target / allocation for women in the scheme. However, the Division has collected, collated and documented the data on 'operational land

holdings and land use pattern' on gender disaggregated basis in its Agricultural Census conducted during 1995-96.

15. Macro Management Division: The Centrally sponsored Scheme-Supplementation/Complementation of States efforts through Work Plans (Macro Management) is a step towards achieving decentralization in pursuance of restoring primacy of states in agricultural development planning. Since, the scheme is being implemented through the Work Plan being prepared by the states themselves, there is no separate allocation of funds from DAC. However, some states themselves have provided funds for the benefits of women.

16. IT Division: The IT Division's scheme 'strengthening / promoting agricultural information systems' is inherently gender neutral. However, it is anticipated that proportionate benefits accrue to women employees / users. The following benefits accrue to women through the scheme

* Women employees at the Headquarters as well as in the field offices of the Department get computer facilities in proportion to their strength among all employees, which is about 15 percent.

* Similarly, the benefits from websites / portals, kisan call centers etc. flow to women.

Further, to encourage flow of benefits of this scheme to women farmers / beneficiaries, the following initiatives are being taken within the overall framework of the scheme.

- It is proposed to include in the guidelines scheme issued to the states under AGRISNET Scheme that adequate benefits of the scheme should flow to women farmers / beneficiaries.
- In training courses, women participation to be encourages. It would also be ensured that they are represented in training courses relating to IT at least in proportion to their number among employees.

Handout – VI (b)

NRLM- Mahila Kisan Sashaktikaran Pariyojana (MKSP) (Ministry of Rural Development, GoI)

National Rural Livelihood Mission (NRLM) has initiated livelihood enhancement and vulnerability reduction interventions through a special program "Mahila Kisan Sashaktikaran Pariyojana" MKSP in 2010-11. The program envisages empowering women in agriculture by making systematic investments to enhance their participation and productivity, as also create and sustain agriculture based livelihoods of rural women.

Mahila Kisan Sashaktikaran Pariyojana (MKSP)

Rural women form the most productive work force in the economy of majority of the developing nations including India. Agriculture, the single largest production endeavour in India and contributing to 16% of the GDP, is increasingly becoming a female activity. Agriculture sector employs 80% of all economically active women; they comprise 33% of the agricultural labour force and 48% of self-employed farmers. About 18% of the farm families in India, according to NSSO Reports, are reported to be headed by women. Beyond the conventional market-oriented narrower definition of 'productive workers', almost all women in rural India can be considered as 'farmers' in some sense, working as agricultural labourers, unpaid workers in the family farm enterprises or combination of the two. Women in Agriculture are generally not able to access extension services and production assets like seed, water, credit, subsidy etc. As most of them are not recognized as farmers for want of ownership of land, they are not considered as beneficiaries of various government programmes/services. The wage differentials between men and women being adverse to them, the situation is further aggravated. Some of the tasks performed by the women are not valued adequately and considered less important economically. Further, due to multiple roles that a woman has to perform within the family and the farm, her access to knowledge and information, is constrained and therefore her opportunities get limited.

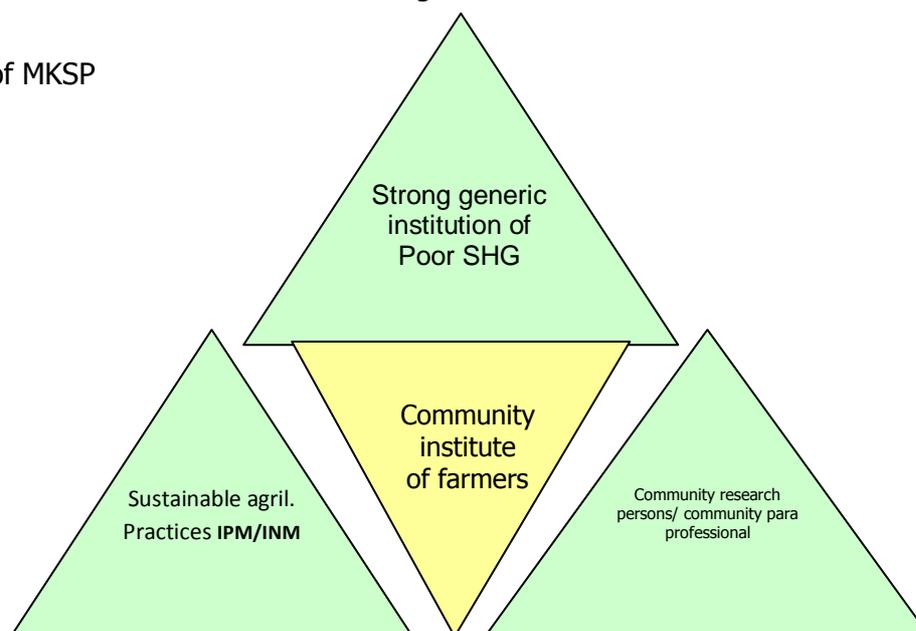
To improve the present status of women in Agriculture, and to enhance the opportunities for her empowerment, Government of India has announced "Mahila Kisan Sashaktikaran Pariyojana" (MKSP), as a sub component of the National Rural Livelihood Mission (NRLM) and decided to provide support to the tune of Rs. 100 crore during 2010-11 budget.

The program is being implemented by NRLM in partnership with State Departments/CSOs as implementing partners (PIAs) across the country. The centre to state share in funding for MKSP stands at 75:25 ratio.

Framework of MKSP

The project aims to improve the capacities of farmwomen to access the resources of other institutes and schemes within a convergence framework.

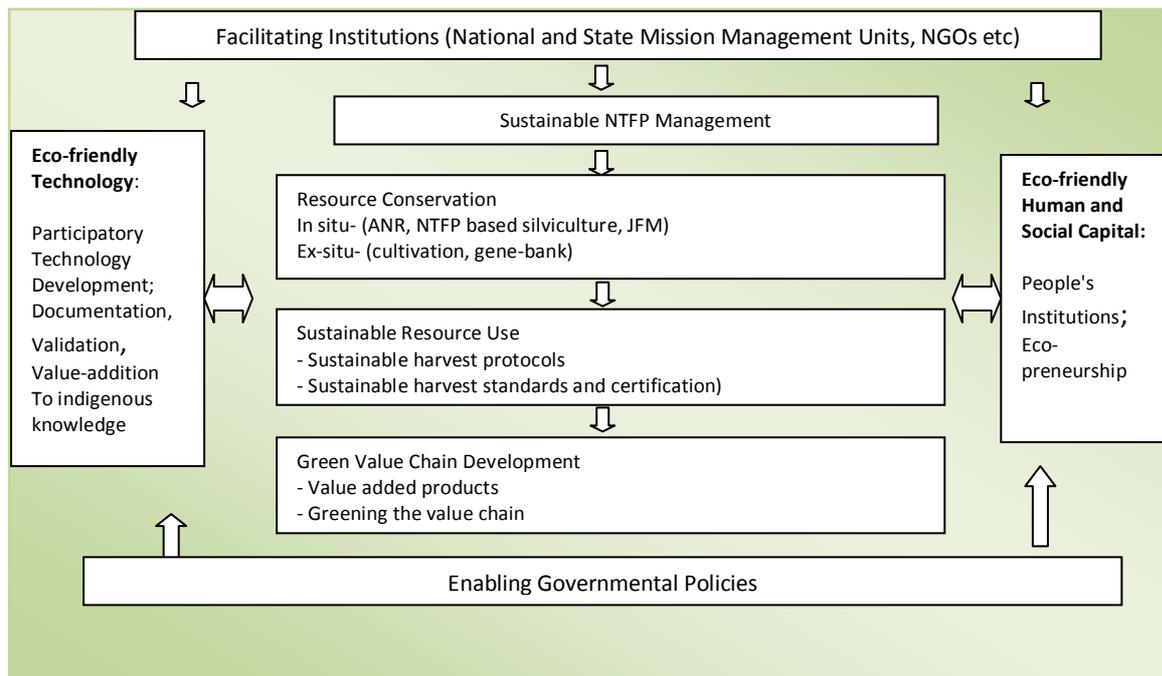
Framework of MKSP



Themes

1. **Sustainable agriculture** - Expanding sustainable agriculture activities such as non-pesticide management, soil management, water productivity enhancing methods, ecological cultivation and multi-crop bio-diverse models.
2. Non Timber forest produce dwellers (NTFP)

Agenda for Sustainable NTFP Livelihood Development



Objectives of MKSP

The primary objective of the MKSP is to empower women in agriculture by making systematic investments to enhance their participation and productivity, as also create and sustain agriculture based livelihoods of rural women. By establishing efficient local resource based agriculture, wherein women in agriculture gain more control over the production resources and manage the support systems, the project seeks to enable them to gain better access to the inputs and services provided by the government and other agencies. Once the production capacities of women in agriculture improve, food security ensues for their families and communities.

Need for MKSP

- To improve the status of women in Agriculture
- To enhance opportunities for her empowerment

Objectives

- To enhance the participation and productivity of women in agriculture
- To create sustainable agricultural livelihood opportunities for women in agriculture
- To improve the skills and capabilities of women in agriculture to support farm and non-farm based activities
- To ensure food and nutritional security at the household and the community level

- To enable women to have better access to inputs and services of the government and other Agencies

Focus of MKSP

- A systematic programme
- Provide a specific platform for broad basing the implementation mechanism with a clear cut focus on rural women
- Support farm (as well as non-farm) based livelihoods
- Gender equity
- Contribute to sustainability of rural incomes

Approach and Strategy

- Project based Approach for Implementation
 1. Sub component of Ajeevika
- Capacity Building oriented
 1. To initiate cycle by which women are enabled to learn and adopt new technologies and farming system
- Project implementing agencies
 1. Govt. Agencies, NGO, CBO's, SHG Federation,
 2. Need not to be a single PIA based (Consortium of different Agencies)
 3. Approved by State Govt. through SRLM

Project Cycle

- Project to be submitted to State Rural Livelihood Mission
- Initial screening at State level by the core committee
- A Project Screening Committee (PSC) headed by Joint Secretary (JS) Rural Livelihood to screen the projects against a pre-defined criteria including State recommendations and processes forwarded
- Project Approval Committee to consider the recommendations and in reference to State allocations and status of previous project
- Project period - Maximum three years
- Installment of fund (first 25%) Second-50%, third 25%

Important Requirements including reporting

- A MoU may be needed to be executed between SRLM and PIAs
- SRLM to closely monitor the progress
- Third party verification shall be coordinated by NMMU

The Project under MKSP-1

1. To be conceived in a manner so as to provide end to end solution
 - A complete package of end-to-end services through linking up women farmers with the CBOs providing access to a complete package of options
 - Credit /Insurance
 - Inputs to procurement, value addition and marketing the produce
2. Scaling up strategy to be completed outlined
 - How will the Community Resource Person benefit? How the CBOs/ Federation participate? How would existing best practicing farmers derive benefit
3. Collaboration Strategy with (any or some or all the following)
 - Research Institute, Private sector, NGOs, Concerned department
4. Specific details of project area and the reason for choosing the project area

The project under MKSP-2

1. Tangible and intangible benefits to be clearly mentioned
2. Internal monitoring strategy
 - Role of federations/Role of Block/District missions
3. Information dissemination strategies
 - Whether internet (Website preferred)/update in local dailies/radio broadcast etc.
 - IEC mode awareness campaign
4. Role of Gram Sabha
 - People's participation and accountability

Components under MKSP Project -1

1. Organization and mobilization of women in agriculture into groups
 - Critical elements
2. To follow the group approach for the delivery of the services
3. Enhanced access to assets and creation or productive assets
4. Knowledge dissemination strategy
 - Training, Demonstration, Farmers - Scientist interactions

- Agriculture related productivity enhancement techniques
- 5. Local natural resource based sustainable agriculture
- 6. Blend agriculture and allied sector activities as also the post processing activities that add value to agricultural produce

Components under MKSP Project - 2

1. Improving market access to women in agriculture
2. Drudgery reduction through effective use of gender friendly tools and transfer of technologies
3. Well defined convergence strategies should be mentioned at state, district and block level in order to leverage schemes such as
 - MGNREGA, ATMA, RKVY, IWMP, National food security mission (NFSM) and the schemes with Ministry of Women & Child development
4. Livestock activities can be included wherever there is genuine integration with agricultural activities
5. Food and nutrition securities of women in agriculture at household and community level should be made an integral part of the project

Case study no. 1 - PRADAN's Tasar Silk Value Chain

Extensive work over two decades by PRADAN (NGO) has enabled forest communities to strengthen and expand tasar sericultural-based livelihoods. PRADAN supported rearers produce over 60 million cocoons, almost 12 percent the total production of the country and significant strides have been made in breaking traditional taboos against women rearing tasar silkworms. Tropical sub-humid forests are the natural habitat for the insect called *Antheraea mylitta* Drury which produces tasar silk. The beige coloured tasar silk fibre has a subtle luster, is strong and amenable to dyeing. Tasar is mainly traded in three forms- cocoon, yarn and fabric. Producer groups have formed around each of these tradable items.

In India, forest dwelling tribals are the main rearers of silkworm or cocoon producers. An estimated 120,000 tasar cocoon rearers live in Chhattisgarh, Jharkhand, Madhya Pradesh and Odisha. These are amongst the poorest regions in India with very low agricultural productivity. The rearers physically mount the worms on fresh food plants and protect the caterpillars from predators and diseases. Tasar rearing is seasonal. All the members of a rearer's family are involved at different stages of the production process.

Typically, a family spends about 70-80 days annually in rearing tasar silk worms and earns around INR 5,000. The role of the forest dweller is typically limited to producing cocoons, which involves family labour, requires simple technologies and yields quick returns. It is an ideal source of secondary income for tribal people living in central India's forest belt. Being an age-old practice among tribals, their culture itself sustains their interest despite often low and unpredictable economic returns. The yarn producers are mainly women from the households of weavers who use the silk yarn to weave fabric on handlooms. Tasar sericulture involves a series of interdependent activities with a complex value chain.

PRADAN has done extensive work over the past two decades to strengthen and expand tasar sericulture-based livelihoods for forest dwellers in Jharkhand, Bihar and Odisha. Key highlights of PRADAN's interventions include 6,750 ha. of tasar host tree plantations raised (*Terminalia arjuna* and *Terminalia tomentosa*) in fallow uplands owned by 8,600 families. A one-hectare plantation, on an average, yields an annual income of INR 25,000 through the sale of cocoons.

Traditional rearers organized to rejuvenate about 15,000 ha. of tasar host flora in natural forests through developing collectives.

- Young members of families that rear cocoon are trained to manage 300 grainages that annually produce 1.5 million Disease Free Layings (DFLs).
- Traditional taboos against women rearing tasar silkworms are being addressed through enabling women SHGs to take part in this activity and earn livelihoods.
- The enhanced productivity of cocoons in PRADAN's project areas is widely attributed to the hard work of women. Over 1,000 women also produced yarn - a new activity for them.
- On an average, about 15-18 tons of tasar yarns are produced in the project areas that meet the specifications of discerning markets.
- The collaboration between PRADAN and the Central Silk Board (CSB) has resulted in significant policy changes, large-scale public investments in the tasar sector and the creation of a community-based model for livelihood promotion.

Case study No. 2 Farm widows taking to agriculture and making a go of it

In a tiny home tucked away in a corner of Kurzadi village in Wardha district, Madhya Pradesh State, 41-year-old Ujjwala Petkar engages in long discussions with her sister-in-law

Usha Petkar (45) over which seeds can be sowed this year, what kind of crop will grow the next and so on. If today farming brings them together, just a few years ago it was tragedy. Their husbands, who were brothers, committed suicide as they were buried under debts and couldn't see a way out. They were also confronted with a mountain of problems. Getting their children an education and paying off their husbands' debt was a priority but they had no clue how to go about it. "My world came crashing down after my husband committed suicide in 2002. My two children were young and not only did I not know anything about money, I didn't even know the details of my husband's farm," says Ujjwala, whose husband, Prabhakar, owed Rs 2 lakh when he died.

Soon, Usha and Ujjwala along with other women, started getting involved in the project, which covered around 1,354 women farmers organized into 86 women farmer groups across 55 villages. More than three years later, the success is out there to see. About 100 women farmers have undertaken some form of sustainable agricultural practices which helped them reduce the cost of cultivation and over 250 women have established kitchen gardens which have helped them diversify their dietary basket and ultimately improve their nutritional status.

Ujjwala has managed to pay off a debt of Rs 1 lakh and got her daughter admitted to a nursing college. She now grows cotton, tur, soyabean and wheat on her five-acre irrigated land. She has also managed to get the land transferred to her name, something that is important after a man commits suicide. Usha, meanwhile, has managed to get one of her daughters married, and the other trained in nursing. Her two sons have taken up farming. "I am left with only Rs 25,000 of the Rs 1,60,000 loan my husband had taken to repay," she says.

Kishor Jagtap, project coordinator at the institute, says it will still take long for major changes to be seen. "Along with women, we focus on children as well since they will inherit. Last year, we conducted a massive drive and found that more than 50% women are anaemic. So a holistic approach is needed while empowering women to take own decisions. Once changes are seen in women, the children benefit automatically," he said.

Indira Meshram from Takli village in Ralegaon block of Yavatmal district, (Maharashtra state) became part of the project in 2009. "I didn't know anything about farming; now I know everything from manure to the importance of food security. I take all

the decisions at home, not only about farming but everything else as well. The decision to send my son for a bachelor's degree in social work was also mine," she says.

Handout – VI (c)
WOMEN SHGs DEVELOPMENT FUND
(Ministry of Finance, GoI)

1. Objective

The Women SHGs Development Fund (herein after referred to as fund) would be used to address issues related to imbalances and State wise disparities in the SHG Bank Linkage programme with particular focus on women SHGs in backward regions identified in consultation with the Ministry of Rural Development where the progress of SHG Bank Linkage is slow. The fund shall be utilised for providing refinance to banks against the first time loans given to women SHGs developmental activities, financing micro enterprises set up by Women SHGs and supporting the promotion of Women SHGs in the Project Area.

2. Project Area

The project will be implemented in districts where the progress in SHG-Bank Linkage Programme has been relatively slow. Such underserved districts will be identified in consultation with the Ministry of Rural Development. At present, this Department in consultation with Ministry of Rural Development has identified 30 districts, as per the details given in the Annexure. The scope of the project area will be increased to cover more number of districts in tune with the National Rural Livelihood Mission (NRLM) programme in consultation with the Ministry of Rural Development.

3. Implementing Agencies

The project will be implemented by NABARD in association with Regional Rural Banks, Co-operative Banks and Commercial Banks and such other institutions focused on promotion and support of women's SHGs through their branches in selected districts as indicated in para 2.

4. Allocation of the Fund:

The Fund shall be allocated as under:

S.No	Particulars	Fund allocation*
1	Refinance on soft interest terms to eligible agencies (RRBs, Cooperative Banks, Commercial Banks) for financing new Women SHGs in the project area. It can also be provided to existing Women SHGs which have opened Saving Bank Accounts but have never availed loan including cash credit limit from the bank.	Not less than 80% of the allocated fund as may be necessary
2	Refinance to the banks for financing micro enterprises (income generating activities with fixed assets) set up by Women SHGs will be provided under the project at soft rate of interest for a period of not less than one year and not exceeding three year.	
3	Supporting promotion of Women SHGs in project area	Not more than 20% of the allocated fund

* The allocation of the Fund is indicative only and the same may be interchangeable, based on the emerging needs and requirements as also availability of the Fund. This shall be decided by the Steering Committee mentioned in 9(ii).

5. Disbursements from the Fund

5.1 The rate of interest charged by the banks from the women SHGs will be as follows:

- (a) As per the guidelines in case of any Government subsidy scheme. Refinance facility will not be available to the banks, if SHGs are accessing interest subsidy under NRLM or any other Govt. of India scheme.
- (b) 7% per annum if banks do not have to bear the cost of development of SHG Groups.
- (c) 7% per annum, in addition to this banks may also charge development cost in accordance with the SHG circular issued on 4th January, 2012.

The difference between rate of interest which would be charged to women SHGs by the bank and the rate of interest for refinance shall not exceed 3%. The refinance will also be eligible for existing women SHGs which have opened Saving Bank Accounts but have not availed bank loan including cash credit limit from the Bank. However, preference will be given to SHGs which have not been covered under Govt. sponsored programmes.

5.2. The eligible banks will also be provided refinance at 4% p.a. or at such rate as decided by Govt. from time to time for financing micro enterprises set up by women SHGs under the project, for a period of not less than one year and not exceeding three years.

5.3 The Banks may charge such higher rates of interest as to cover the costs of supporting the promotion of SHGs, till such time as the NRLM programme of the Ministry of Rural Development is extended to the district. Thereafter the banks shall charge 7% interest per annum to all Women SHGs.

5.4. The NABARD refinance will be repaid by banks over a period of three years.

6. Grant Support to Banks for Promotion of women SHGs

Grant support will be available for promotion of women SHGs in the project area. Banks may avail the services of NGOs or other support organisations for promotion and nurturing of SHGs. Grant assistance up to ` 10,000 per women SHG will be released in suitable installments as per the terms and conditions laid down by NABARD while sanctioning the project.

7. Rates of Interest to be charged by Banks to women SHGs

The rate of interest charged by bank from the women SHGs will be 7% per annum on loans as per cash credit limit guidelines. Loans will be provided by banks to these SHGs repayable over three years (or the actual period of bank loan) on half-yearly basis alongwith interest.

8. Operations of the Fund

- (i) The Fund will be operated by NABARD and kept in a separate account titled 'Women Self Help Group Development Fund'. The repayments of refinance and interest received thereon from banks will be credited to the Fund.
- (ii) A suitable Management Information System (MIS) shall be put in place by NABARD to monitor the progress under the Project. NABARD will also conduct monitoring visits and test checks as required. The monitoring of the end use of the 'Fund' at ground level could also be out sourced and be borne by NABARD out of administrative charges as mentioned in para 8(iii) below.
- (iii) NABARD will be entitled to receive service charges @ 0.30% of the Fund utilized in any year as administrative and monitoring expenses during the financial year.

9. Steering and Implementation

- (i) A dedicated Aajeevika Unit will be set up in NABARD to work in close coordination with Ministry of Rural Development for rolling out the implementation of the guidelines of this fund. The funding requirements for NRLM initiatives will be from Ministry of Rural Development separately.

Inter-sectoral activities, scope for convergence and achieving synergy

- Centrally sponsored scheme "Support to State Extension programs for Extension Reforms" of the Ministry of Agriculture, Govt. of India has allocated 30 % of resources for the activities of women farmers and women extension functionaries and also has made a provision for appointing a Gender Coordinator at the state level to ensure flow of benefits under all schemes to women farmers, collect gender dis-aggregated data, conduct studies / action research in thrust areas and promote farm women's food security groups.
- The Mahila Kisan Sashaktikaran Pariyojana (MKSP), a sub-component of National Rural Livelihood Mission (NRLM), of the Ministry of Rural Development (MoRD), Govt. of India focuses on the improvement of the present status of women in Agriculture and to enhance the opportunities for empowerment. Achieving food and nutritional security (F & N) is an integral part of MKSP. The gender coordinator under Extension Reforms can take the advantage of the provision under MKSP and plan common orientation programs and field based activities with the F & N groups on the subject.
- Women SHGs Development Fund of the Ministry of Finance, Govt. of India provides fund for refinance to banks for the first time loans given to the Women SHG developmental activities, micro-enterprises set up by women SHGs and support the promotion of Women SHGs in identified project areas where there is a slow progress in terms of SHG bank linkage. Grant assistance upto 10,000 will be released to SHGs.
- Mahatma Gandhi National Rural Employment Guarantee Act (MGNREGA) provides atleast 100 days of wage employment in a financial year to every household in which one-third of the beneficiaries shall be women.

Taking into considering the provisions, the salient features of each of the above schemes and programs the following suggestions are given for working together to achieve synergy by identifying the common activities, available funding and manpower.

Wherever women groups doesn't exist and need has been identified for organizing a women group, the funding of Women SHG Development Fund can be tapped. ATMA provides 30 % of funds for women activities which also includes the formation of the groups. Wherever this amount is not sufficient the extension functionaries can think of dovetailing their group formation and bank linkages activities with the activities under Women SHG Development Fund.

Cafeteria of ATMA focuses on capacity building of women farmers by exposing them to new technologies in agri. and allied sectors through various trainings, exposures, demonstrations, farm schools etc. The approach and strategy of MKSP has been to enable the women farmers to learn and adopt the new technologies and farming systems. These activities are implemented through identified PIAs in the district such as Govt. agencies, NGOs, CBOs, SHG Federation etc. The activities related to technology transfer to farm women under these two schemes can be implemented by identifying common crops/livelihood/interest and making a joint plan, so that the activities get more focus and the benefits of both the scheme reaches the women in more efficient manner.

The Gender Coordinator should work for achieving synergy by taking the advantage of provisions made for women farmers in MKSP, Women SHG Development Fund, MGNREGA and ATMA. A few examples of common areas of interest in the above schemes are as follows:

- Organization and mobilization into groups (Women SHG Development Fund specifically)
- Knowledge dissemination related to agri. and allied sectors through training, demonstration, farmer-scientist interactions etc.
- Group approach for delivery of services
- Reduction of drudgery through use of gender friendly tools
- Providing access to assets
- Improving market access to women in agriculture and allied sectors

MGNREGA works includes irrigation facility, plantation, horticulture, land development to land owned by households belonging to SC/ST or the land of the beneficiaries under Indira Awas Yojana (IAY), watershed related works, NADEP composting, vermin-composting, bio-fertilizers, poultry and goat shelters, fodder trough for cattle, Azolla as cattle-feed supplement, fish drying yards etc. Many of the activities under MKSP and MGNREGA are related to agriculture and allied sector development. Wherever the fund is a constraint in ATMA, convergence with MKSP and MGNREGA can be thought of involving the local leaders/panchayats to benefit the women farmers. The women beneficiaries can be identified under ATMA for undertaking the above activities. Infrastructure development work such as markets for women, Azolla pits, threshing units etc., can be created under MGNREGA which can be used by the farm women groups.

The field functionaries of AMTA, MKSP, MGNREGA can have a joint action plan at the district level to compliment and supplement each other's activities in a gap filling mode, so that, the activities are strengthened and the benefits of the schemes reaches the women in proper manner.

Handout – VII

FINDINGS AND RECOMMENDATIONS OF THE STUDIES CONDUCTED BY NATIONAL GENDER RESOURCE CENTRE IN AGRICULTURE (NGRCA), MOA, GoI.

STUDY - I. *EXISTING STATE POLICIES, PROGRAMMES, INTERVENTIONS AND PROCESSES AND THEIR IMPACT ON WOMEN'S ACCESS TO LAND (2011)*

A study was conducted in Meghalaya, West Bengal, Madhya Pradesh, Rajasthan and Andhra Pradesh to assess whether women are able to access land from family and government and how far they are able to make use of land accessed to the full potential and its impact on women farmer's empowerment

1. Women's Access to Land

i. The Contribution of the State

- The proportion of households having land in all the sample villages for the respective states were highest in West Bengal at 78.0 percent followed by 76.0 percent in Madhya Pradesh and least in Andhra Pradesh at 65.0 percent.
- But the proportion of households having land on women's name is highest at 33.0 percent in Andhra Pradesh and least at 16.0 percent in West Bengal while it is 22.0 percent in Madhya Pradesh.
- The presence of government through various programmes is making a positive contribution in breaking the structures of patriarchy and facilitating households to treat female children more equally with male children in structural factors like giving land despite larger proportion of women in the household.

- ii. **The Contribution of the Civil Society:** The practice of giving land to daughters by the land owning women is abysmally low in the states of Madhya Pradesh and West Bengal, though this is somewhat better in the state of Andhra Pradesh. And thus social culture prevailing in the society affects the ownership of the land on the name of women.

- iii. **The Contribution of Market (Convergence among-Developed/Less Developed Areas)**

A more developed socio-economic situation may also lead to higher assertion of land rights by women. One pathway of getting land to women because of market changes are rise in literacy levels leading to high awareness of property rights. Secondly in case of the demographic transition and treatment of male and female children alike possibility of women getting land is higher. Other reason was land put to non-agricultural use enhance land values and hence demand for land by women rises leading to greater possibility of getting land for women which was the case of developed blocks/ mandals.

vi. The Contribution of Household: Women's access to land in tribal situation was mainly sourced through natal family in states of AP followed by MP and predominantly through marital family in WB and Rajasthan. It was also observed that across all states the proportion of households in which women access land rises with the land holding size of the household.

2. Participation in Agriculture

- Women belonging to upper caste in less developed contexts participate in agriculture whereas in developed situation lower castes participate. Upper castes in developed situation have diversified into non-farm activities which can be termed as surplus diversification.
- Women's participation in agriculture has been high especially in the case of marginalized sections the SC, and the ST. But state interventions in terms of infrastructure like irrigation, extension and marketing are not adequate enough to make the participation more productive and effective.
- Women from male headed households belonging to small farmer households who have possessed good quality of land had higher probability of participating in agriculture.
- Accessing of agriculture related programmes and household related livelihood programmes provided by the state had improved the chances of participation.
- Women's mode of participation in agriculture in the realm of decision making followed only to a small extent of actual participation by way of interaction with institutions like market, banks and so on to procure inputs and market agricultural produce.

Policy Implications of the study

i. Access to Land

- The findings emphasized that notwithstanding legal enactments towards women's land rights effective rights are contingent on two factors, one existing socio economic conditions and two, implementing agencies. Policy implications regarding women's land access essentially need to touch upon both these aspects.
- In order to facilitate obtaining operational rights over land by women a 'Single window approach' to land records with close coordination between Survey, Revenue and Registration departments is needed.
- The institutions of Panchayat or/and the Revenue Department dealing with the implementation of issues related to land access to women can be linked to the women's self help groups at various levels (village, block and the district) for better implementation of both inheritance rights as well as government land distribution programmes.
- To build gender sensitivity into implementation, at least 30.0 percent of personnel in the revenue department need to be allotted to women.
- Civil society organizations like the NGOs also can be roped into the institutional frame for effective dissemination of knowledge on women's land rights and implementation of land access to women.

ii. Participation in Agriculture

- Secure land rights to land for women are one aspect to realize their effective land rights and ensure productive use of land.
- To make institutions sensitive to women, women could be integrated into design of programmes and implementation of different programmes like farmer extension, seed village programme, farmer schools and other farmer oriented programmes.
- Women in tribal areas need to be prioritized and strategized in ways suitable to their needs and conditions. It is also important to enhance the overall infrastructure in agriculture by enhancing financial allocations which facilitates supply induced conditions in which women also can effectively participate in agriculture.

Study - 2. EVALUATION AND IMPACT ASSESSMENT OF CENTRAL SECTOR SCHEME OF "WOMEN IN AGRICULTURE" (2009)

The Central Sector Scheme of 'Women in Agriculture' was launched on pilot basis during the VIII Five Year Plan in one district each of the 7 selected States of the country viz. Punjab, Haryana, Uttar Pradesh, Himachal Pradesh, Maharashtra, Kerala and Rajasthan. The scheme was subsequently extended during the IX Plan period to one district each of 8 North-Eastern Hill States namely Manipur, Meghalaya, Mizoram, Arunachal Pradesh, Nagaland, Tripura, Assam and Sikkim making it to a total of one district each of 15 States in all.

Aim

The broad aim of this scheme is to motivate and mobilize women farmers through a group approach.

These groups would form an effective network for channeling agricultural development programmes and other support system such as the input support, technological and extension support etc. The scheme envisaged to make women farmers self-reliant by providing them equal opportunities, so that they are able to avail the benefits and opportunities of the existing agricultural system.

Impact

Department of Agriculture & Cooperation studied the impact of this scheme and found that the overall impact of the scheme was quite good. The women are better able to articulate their aspirations and needs. The scheme also contributed for the social changes such as mobility of women and their ability to interact with outsiders, especially with officials and banks. Groups felt that with the number and type of exposures that the women are given through the trips and tours, has not only helped them to learn newer skills and technologies, but also raised their self confidence. The beneficiaries felt that they have gained recognition as a group in the village. Another impact which was mentioned by the beneficiaries was that the non beneficiary women saw the benefits of group formation through this scheme. The overall impact of the scheme was studied in terms of the following:

Leadership capabilities -Almost every group functioning under the scheme had distinctive and dynamic leadership. The link workers acting as the conveners of the groups were identified to have good leadership capabilities.

Knowledge- Earlier the women were involved in practicing agriculture in a traditional way. But after receiving repeated trainings in several areas, women farmers gained maximum knowledge in the areas of improved production technology, crop varieties, agronomic practices, fertilizers, irrigation and post-harvest technology, plant protection measures etc.

Attitudes – Implementation of the scheme has helped the farm women organize into groups and after being part of the groups they have become empowered, are able to interact with each other and had greater mobility.

Adoption of improved agricultural practices - members of the scheme reported high exposure to a number of innovative technologies through weekly and monthly meetings, tour programmes to research stations and participation in exhibitions. Such exposures enabled the members to experiment with new enterprises. Results revealed that there was 83.0-97.0 % increase in the adoption of improved agricultural practices in all the states under the scheme.

Productivity and production- Adoption of newer and better production technologies has increased the agricultural production manifold. Increase in production and productivity was reported by 93.3% groups of Uttar Pradesh followed by Maharashtra (82.8%) and 82.1% in Assam.

Role in decision making—An important impact of the scheme observed was enhanced decision making power of the women farmers in agriculture and family matters. In Sikkim 93.1% groups felt there has been increase in decision making ability and in almost all the states the responses were between 60.0 to 80.0 percent except Arunachal Pradesh (20.7%), Himachal Pradesh (20.7%) and Haryana (17.9%).

Self-reliance-findings revealed that gain in knowledge, increased income and savings have helped in increased self reliance among the women. Data shows that maximum groups from Tripura (95.7%) reported increase in self reliance followed by 82.8% from Manipur. But in states like Uttar Pradesh and Arunachal Pradesh, only 3.3% and 3.4% reported the same

Greater participation in agriculture – Under the scheme groups have been made aware of newer and better technologies of production, diversified agricultural practices which has increased the interest of women in agriculture and thus participation increased. Among all the states Maharashtra got first rank with 86.2 percent followed by Uttar Pradesh (66.7%) and Assam (60.7%).

Socio-economic status of women farmers: The Central Sector Scheme of Women in Agriculture has brought about quite an improvement in the socio-economic status of the women farmers. Earlier though the women were involved in laborious kind of work, the socio economic return was far less. But now after they became members of the SHGs and beneficiaries of the scheme, they got some sort of identity, a forum where they could voice their ideas and experiences besides knowledge gain and an enhancement in their income.

Status in family and community – The increase in income of the farm women has enabled them to contribute more to the family and together with this, they are also able to save some amount. The highest i.e. 93.1% groups in Maharashtra reported increased status in the family. The same thing was also reported in states like Assam (82.1%), Kerala (75.9%) and Punjab (72.4%).

Drudgery-Through the implementation of CSSWA scheme, the farm women were trained in the use of drudgery reducing technology ultimately helping in reduction of Drudgery and impact was seen in Assam (57.1%), Uttar Pradesh (60%), Rajasthan (62.1%).

Use of Gender Friendly Tools -It was observed that in Assam as high 86% groups reported increase in use of it followed by 72% in Maharashtra. In another 2 states, i.e. Rajasthan and Nagaland also, more than 50% i.e. 55% and 52% respectively reported increase in use of Gender Friendly Tools.

Improved Living Conditions – Adoption of better farming practices, leading to better and enhanced production, proper marketing and increased income has helped the farm women bring an improvement in their living conditions.

As the magnitude of the issue of empowerment of women in agriculture is very huge and thus the efforts made so far in this respect are palpably inadequate. Constraints like credit availability, marketing, procurement of inputs, non flexible training schedules, inaccessibility of facilitators, lower rate of adoption, lack of savings, unsustainable enterprises and lack of thriftiness were faced in implementing the scheme and getting the

desired results. As the scheme has ended few years ago, the Self help groups (SHGs) do not exist anymore in several states in its original form. This shows that the scheme ended early without ensuring sustainability.

Various suggestions were given for the improvement of the scheme

- There should be involvement of pluralistic extension system where both public and private institutions are involved in delivering extension service.
- The group size need not be a fixed number and should be flexible according to the nature of the enterprise and the social and cultural conditions of their members.
- Multiplication of centrally sponsored "Women in Agriculture" programme in all the districts of the states covered and should be continued for at least another 3 - 5 years for the impact to be visible.
- Strategies should be evolved to formulate group activity with savings as an integral part of the programme.
- A mechanism should be evolved for buffering losses caused to the members in risky enterprises.
- Suitable forward and backward linkages may be explored for sustaining the group process. The groups should have co-ordination with one another and the possibilities of establishing linkages among the different enterprises should be explored.
- Enterprises may be selected through participatory approach and the selected enterprises should be economically viable and feasible.
- The economic viability of an enterprise is decided, in part, by production cost and supply of quality inputs. The supply of inputs can be assured at reasonable price through collective purchase of inputs. It would reduce input cost and transportation cost. Creation of infrastructural facilities (for marketing transport, storage etc.) and other support facilities like finance and technical know-how are also essential for effective realization of the objectives of the programme.
- Marketing of products on a cooperative basis and assigning brand names to these products would be helpful selling of their products. Value addition to fetch maximum returns including grading, packing, transportation, storage and marketing.
- All groups should also be registered with either Societies Registration Act, the State Cooperative Act etc. which was not the case in this scheme. Unless a group gets registered, they are deprived of several benefits.

- There should be Development of exclusive print media and electronic media (CDs, cassettes, pamphlets, leaflets, booklets etc.) specially designed for farm women and women functionaries and these should be used during the trainings.
- Special Training Batches at all satellite training institutes for Gender Sensitization and Gender issues. Training to all field level functionaries including men & women.
- Some tie ups/associations should be made of the CSSWA scheme with other Centrally and State sponsored schemes running in the states in order to mainstream gender issues in agricultural development schemes.

Study - 3. Review and Analysis of Existing Schemes/Programmes of Department of Agriculture and Cooperation, Ministry of Agriculture with regard to Incidence of Benefits and Cost of Delivery of Services for Women in Agriculture Sector' (2009)

The study was carried out in ten districts from five selected states, Andhra Pradesh, Arunachal Pradesh, Himachal Pradesh, Orissa and Maharashtra in 2009, to review and analyze the existing schemes/programmes of Department of Agriculture and Cooperation.

Findings of the study:

- i. **Assistance received from various schemes:** It was found that in 43.76 percent cases women were the direct scheme beneficiaries and schemes like women in agriculture, agriculture loan, macro schemes, seeds, National Horticulture Mission gave higher preference to women.
- ii. **Economic value of scheme assistance:** The share of assistance transferred to women directly or indirectly was assessed approximately and it was found that women were benefited (economically) maximum by schemes like Macro management schemes (Rs. 6022.06 i.e. 90.9% share of actual assistance received), Women in Agriculture (Rs. 10,696.62 i.e. 83% share of actual assistance received), Seeds (1332.66 i.e. 71.03% share of actual assistance received) and Agriculture loan (Rs. 12,672.52 i.e. 49.3% share of actual assistance received)
- iii. **Women specific benefits emerged out of utilization of scheme assistance:** Women by and large utilized the agriculture loan, ICDP and ISOPOM assistances for generating self employment which led to income enhancement and better standard of living. Micro irrigation scheme also helped women in drudgery reduction and saving their time.
- iv. **Economic value enhancement through scheme assistance utilization:** Women's share in the household income enhancement was assessed. Highest benefits through scheme utilization came through Women in Agriculture (85% of total household income enhancement), followed by seeds scheme, macro schemes and agriculture loan schemes. On an average women's income enhanced by 18.93% of the household's income enhancement.

- v. **Women's priority in various decisions in household and SHGs:** For 53% women, their rights in all decisions were high priority and for another 30% women it was a medium priority. Only 18% women considered it as low priority.

Recommendations for providing greater benefits to women

Policy level

- It is therefore suggested that all schemes should be allotted to joint name (husband and wife in case married people) and the scheme should be explained to them jointly.
- All scheme assistance should be given through bank and bank account must be owned and operated jointly by the applicants (husband and wife – for married people).
- Village panchayats must include adequate women representatives and also women SHG while deciding about scheme selection and distribution. Women SHG's opinion may be given strong weight age in such matters.
- Role of women SHGs in scheme selection and distribution must be legitimized.

Strategy at implementation level

- Grass root contacts need to be strengthened to deliver scheme benefits to village women whose mobility is relatively less than the male counterpart.
- It would be good if frequency and number of departmental meetings are reduced and every officer's contact time with farmers and beneficiaries are increased.
- Women specific parameters need to be incorporated for scheme assessment and agriculture officials need to be sensitized regarding those indicators.
- Campaign and trainings programme should be redesigned to make these more gender friendly.
- Training should be arranged to develop the capacity of women to gain market access, business development skills and managing commercial agriculture ventures.
- Women SHGs should take steps to sensitize the male counterpart for opening joint bank account, joint ownership of assets. And should take step to literate their members so that the women cannot be kept outside the developmental pursuit.
- Gender segregated data must be generated both for physical and financial target and achievement for each scheme at each level (village, block, district and state).

And also data should be in terms of women employment, spending on children's education, food and housing.

- Should maintain selective success and failure cases (for men and women) for every scheme on annual basis at each level.

Study - 4. Development of Participatory Material Production & Documentation of Success Stories of Women Farmers (2008)

A number of development programmes were implemented from time to time to envisage motivation and mobilization of women farmers to get organized into groups so that agriculture support services could be provided through the network of these groups. Projects implemented for women from 1999 to 2005 were studied to find out the innovative strategies adopted by these programmes. Beside this based on the study's finding some recommendations related to policy and process were made to replicate the success of women in agriculture on wider scale.

These programmes used various innovative approaches which resulted in the success of these projects. These were

- Group approach (formation of SHG's)
- Collective farming
- Female extension worker
- Provision of thrift fund/ micro capital assistance,
- Assistance for alternative public distribution system (APDS),
- Assistance for food grain storages,
- Regeneration of fallow and degraded land,
- Organic farming,
- Demonstration and extension services,
- Assistance for agriculture equipment
- Convergence with other government departments,
- Association with local NGOs, and
- Development of participatory material (plays, songs etc.).

Policy Oriented Recommendations:

- The appointment of at least 50 percent women extension workers with proper training in agriculture extension activities should be proposed in the future planning of agriculture department.
- In all 'Krishi Vigyan Kendra, 30-50 percent women agriculture scientists should be appointed, so that they can carry out the experiments suitable for needs of local women farmers.

- It should be a policy decision that each training should be result oriented. A mechanism and indicators have to be developed to assess the impact of the training programmes.
- Collective farming was one of the most successful interventions of the programme. To make it more successful, it is important to make a policy for regular availability of land to the women farmers groups.
- The grain bank concept as Alternative Public Distribution System (APDS), should be replicated at a large scale, by providing financial and organizational support for purchase of grains during harvesting season and construction of grain storage for long term preservation.
- Vermi-composting was found to be very successful in all the states thus it is recommended to make vermin-composting an integral part of any women specific programme related to agriculture and after completion of the intensive follow up has to be done at least for two years for its sustainability.
- Strong marketing linkages have to be developed for the products of women farmers groups. In absence of appropriate marketing outlet, the beneficiaries do not get due price for their product, which reduces their profit margins.
- Withdrawal strategy should be inbuilt part of the project design. The project should be design in way that even after withdrawal of the project support by the government, beneficiaries should be able to sustain the project activities and continue getting benefits from them.

Process Oriented Recommendations

- It is suggested to provide one additional year in the beginning of the project for formation of group/village institution and carry out social processes such as class and caste equity, inter and intra conflict management.
- Sensitization and orientation of extension officials for bringing women into mainstream agriculture should be an essential part of the project.
- Even after completion of the project follow up activities should be carried out by the village level staff and development projects related to gender equity in agriculture should not work in isolation. They should be a part of mainstream activities of the department of agriculture.
- The development of participatory material should be participatory in nature. It should be developed at a low cost so that it could be updated frequently. Even if it

does not turn out to be professional and technically sound production, village women would still like it.

- During the selection of partner NGOs, It should be ensured that the NGOs have trained staff to implement the project and capability to carry forward the activities introduced during the programme after its completion.
- Every training session should be followed by some experiment to note whether the trainees have imbibed the knowledge imparted to them during the training. A mechanism has to be developed to assess the impact of the training in real life situation.

Study 5 - Mainstreaming Gender Concerns in Agriculture (2011)

The broad objective of the study on “Mainstreaming Gender Concerns in Agriculture” assignment was to identify critical gaps in addressing gender concerns in terms of policies, select programmes/schemes of the Department of Agriculture and Cooperation, Ministry of Agriculture, Government of India and to make recommendations for bridging these gaps through gender mainstreaming strategies.

For the study 11 programmes of ministry of Agriculture and cooperation were selected and to study the gender impact assessment six sample states namely Kerala, Jharkhand, Rajasthan, Himachal Pradesh, Uttar Pradesh and Assam.

Policy / programme analysis

- Of the 11 programmes reviewed, five programmes were gender neutral as there was no mention of women or gender.
- National Agriculture Policy (NAP) attempted to capture the entire gender dimension in one single paragraph and rest of the document was gender neutral.
- The recommendation on mainstreaming gender of the NAP has largely been ignored in most of these programmes except in “Support to State Extension Programme for Extension Reforms”.
- ‘Women farmers’, to whom some of the programmes refer as beneficiaries, are an undefined category.
- An agriculture programme offers a great opportunity to address the various gender gaps and disparities referred to in all these policies and yet, the programmes reviewed have not made use of this opportunity except in case of “Support to State Extension Programmes for Extension Reforms”.
- Women’s SHGs have mushroomed in the country and are taking on all kinds of roles and work that challenge established norms but in the documents SHGs remain genderless, with no special encouragement or preference given to women’s groups/cooperatives.
- Policy recommendations on benefits of programmes reaching women in proportion to their numbers, is not reflected in any of the programmes. There were no strategies in the programme to empower women or to enhance their access to input, technology and resources.

- Monitoring and evaluation of the programmes were not engendered – they do not have a gender equity mandate or requisite tools, nor questions the capacity of implementing agencies to address this cause.

Recommendations

- Agriculture Policy should adequately addresses gender concerns in agriculture as well as lays down broad strategies that could achieve this.
- Where programmes are concerned, their documents should clearly and comprehensively integrate the state gender based differences and discriminations concerning the particular issue it aims to address, in the situation analysis or background section.
- One of the strategic objectives should be to address these concerns and to mainstream gender. This should be expressed clearly in the programme document so that the implementing agencies and support systems are bound by it.
- Programme should address both the strategic and practical concerns of the women farmers.
- Women agriculturists, whether they belong to farm-owning families or are agricultural workers or involved in allied activities should be recognized as farmers. `Women farmers' should not be clubbed with other marginal categories such as SC/ST or vulnerable women/women headed households.
- Women headed households and women from marginalized communities should be specially considered under relevant components and given requisite support.
- Any programme that aims at food production, processing or storage should clearly orient itself to giving women and girls as agriculture is direct a direct connection with nutrition and food intake.
- A clear gender budgeting can help can help in women development.
- Priority should be given in demonstrations and other experiments to women's groups on leased or owned lands/other infrastructures. This will be the starting point of acknowledging women as land owners and Joint pattas should also be promoted as much as possible.
- Women's cooperatives and groups should be promoted and supported wherever possible. Many of the programmes have scope for this. There could be a specific target on this.

Gender Impact of Programmes/Schemes

There is limited gender focus in the schemes and lack of effective features to ensure gender mainstreaming in most of the programmes/schemes. Consequently, implementation of these programmes cannot be expected to result in major gender impact or significantly help in gender mainstreaming in agriculture. . However, various schemes resulted in gender impact to some extent:

Women's Empowerment

- The level of awareness about the schemes was found low among the beneficiaries in general and women in particular.
- The beneficiaries gathered information regarding schemes through visiting agriculture offices, house visits of field officials, from Gram Panchayats/Gram Sabhas and neighbours/friends. In Kerala, Uttar Pradesh, Jharkhand and Himachal Pradesh the percentage of women who reportedly gained knowledge through visiting agriculture offices was low in comparison to men.
- Full participation of women in decision making was generally confined to decisions relating to domestic matters whereas they have lesser roles in decisions on agricultural activities and financial matters.
- There was only slight variation regarding the type of participation of women and men in participating in meetings of Farmers' Club/SHGs.

Gender Roles

- Women in most of the sample beneficiary households adhere to the traditional role of homemaking and agricultural activities like transplanting, weeding, care of livestock and kitchen gardening/vegetable gardening was found high in all the states.

Access to & Control over Resources

- Ownership of land is vested with men in the case of a large majority of beneficiary households with only a minority of women owning land in their names. In Jharkhand, there were no women beneficiaries who own land in their name alone. Kerala tops the sample states with 90.52% of the sample women beneficiaries owning land in their name.

- The percentages of women who reportedly earn income from own sources was much less than men across all the six states, varying from 9% in Jharkhand to about 67% in Assam.
- The women beneficiaries in the sample across the states enjoy freedom to utilise family income. This varies from 35% in the case of women in Jharkhand to 98% of women Himachal Pradesh.
- It was also seen that women, compared to men, have lesser chances for participation in training programmes.

Constraints in availing schemes

- Though there are elaborate structures created for implementing the schemes at state/district level, the implementing officials seems to be not gender sensitive. Another important fact is the absence of exacting guidelines on participation of women in most of the schemes.
- Monitoring of schemes from a gender perspective was lacking mainly due to absence of gender disaggregated data.
- Majority of the land was owned by male members thereby restraining the opportunity for women to apply under the schemes. In general women confined to household activities even when women had ownership of land.
- The Purdah system prevalent in some of the states coupled with restrictions on mobility of women outside home.
- The beneficiaries, especially women, have pointed out several problems in availing assistance under various schemes like delay in distribution of assistance, low quality of seeds, inadequate quantity of lime application and micro-nutrient provisioned, lack of marketing facilities etc.

Suggestions / Recommendations

- The criteria of land ownership for sanctioning assistance under schemes may be relaxed, permitting women with joint ownership also to benefit from the schemes.
- Gender sensitization of the implementing officials of the state Departments of Agriculture, Horticulture and Soil Conservation through training is a matter that requires immediate attention.
- Knowledge and skill up gradation of women on scheme related agricultural activities and marketing may be given urgent priority..

- Information regarding the schemes may be given wide publicity preferably on campaign mode, community radio programmes, etc.
- Formation of Women's SHGs has to be given priority as women in groups can participate more effectively and also take decisions concerning their requirements in a better manner.
- Gender monitoring of schemes may be carried out regularly, using gender disaggregated data and qualitative information gathered through field studies.

Handout – VII

Brief for wrap up session

Discussion on the following points will be initiated to stimulate the thinking process of the trainees for gender responsive planning

- Preparation of BAPs - Segregation of budgets of different schemes and allocation of 30 % funds for addressing the needs of women farmers
- SEWP – using untied funds for sensitization / awareness programs of Panchayati Raj Institutions
- Focusing on core activities / core competencies of rural women
- Identifying common activities in ATMA, MKSP, MGNREGA and developing a common action plan.
- Reaching more women within the available resource

ANNEXURE I

Gender Budgeting Initiatives in India

Plan initiatives

- The Tenth Five Year Plan (2002-2007) highlighted on the need for gender budgeting to establish the gender differential impact of resource allocations and to translate gender commitments into budgetary commitments.
- The Eleventh Five Year Plan (2007- 2012) further reiterated the commitment to gender budgeting and clearly stated that, gender equity requires adequate provisions to be made in policies and schemes across Ministries and Departments.
- It also entails strict adherence to gender budgeting across the board’.
- The Eleventh Plan also envisaged the incorporation of Gender Budgeting beyond traditional areas like health, education etc. to so called ‘gender neutral’ sectors like Transport, Power, Telecommunications, Defence, etc.
- In addition, the plan document emphasized on engendering of important national macro-economic policies and striving for inter-sectoral convergence.
(Refer timeline on Gender Budgeting – Appendix ----)

Budget 2013-14

- In 2013-14 - 30 Ministries and 5 UTs allocation have been included in GB
- Increase of 18.6 % in Part A – from `22,969 crore in 2012-13 to `27,248 crore
- Increase of 7.2 % in Part B – from `65174 crores in 2012-13 to `69886 crore
- Total allocation (including Part A & B) increased by 10.2 % from `88,143 crore to `97,134 crore.

Challenges

- Accounting of resource utilization for a particular purpose
- Evaluation of effectiveness of resources utilized in delivering the intended results
- To bring in coherence between budget estimates and actuals it is important to understand that higher allocation itself does not lead to spending

Time Line on Gender Budgeting

- 2001:** (a) Special reference by the Finance Minister of India in his Budget speech.
(b) Study on Gender Related Economic Policy Issues by National Institute of Public Finance and Policy (NIPFP). (Commissioned by the then DWCD).
(c) The second interim report of the NIPFP (August 2001), for the first time analysed the Union Budget 2001-02 from a gender perspective.
- 2002:** (a) Analysis of Budgets of select States was undertaken by NIPCCD.
(b) Expenditure on women was elicited from the Union Budgets in the succeeding years 2002-03, 2003-04, 2004-05 and the broad results were reflected, in the Annual Reports of the DWCD. This became a step forward in the direction of Gender Analysis of the Union Budget
- 2003:** In January 2003, the Cabinet Secretary Government of India recommended the suggestion that Ministries/Departments should have a chapter on Gender issues in their Annual Reports. Many Ministries/ Departments have since been reporting on the same, which forms a major basis of reviewing the achievements on Gender Budgeting within the Ministries/ Departments.
- 2004:** (a) Ministry of Finance constituted an Expert Group on classification system of Government transactions "to examine the feasibility of and suggest the general approach to Gender Budgeting and economic classification".
(b) Inter-Departmental Committee constituted under the chairmanship of Secretary, Expenditure.
(c) The first meeting of inter-departmental committee held on 7 December 2004, wherein need for opening Gender Budget Cells (GBCs) in all Ministries/ Departments was deliberated and subsequently a letter was issued to this effect.
(d) Instructions issued by Department of Economic Affairs, Ministry of Finance, in December, 2004 to all Ministries/ Departments to establish a 'Gender Budgeting Cell' by 1st January, 2005.
(e) Subsequently, the Secretary, Planning Commission, endorsed the views of the Ministry of Finance and advised "the Ministries/Departments to clearly bring out scheme-wise provisions and physical targets in the Annual Plan proposals for 2005-06 and to carry out an incidence analysis of Gender Budgeting from next financial year."
- 2005:** (a) Since 2005-06, the Expenditure Division of the Ministry of Finance has been

issuing a note on Gender Budgeting as a part of the Budget Circular every year. This is compiled and incorporated in the form of **Statement 20** as a part of the Expenditure Budget Document Volume 1 by the Expenditure Division of the Ministry of Finance. This GB Statement comprises two parts- Part A and Part B.

Part A reflects **Women Specific Schemes**, i.e. those which have 100% allocation for women.

Part B reflects **Pro Women Schemes**, i.e. those where at least 30% of the allocation is for women.

- 2007:** (a) A Charter for Gender Budget Cells (GBCs) issued on 8th March 2007, by the Department of Expenditure, Ministry of Finance, outlining the composition of GBCs and their functions.
- (b) Introduction of scheme on Gender Budgeting with a view to building capacity and encouraging research, so that a gender perspective was retained at all levels of the planning, budget formulation and implementation processes. All State Governments, Government agencies and training institutions can apply under the scheme.
- 2010:** (a) The Planning Commission, Government of India, vide D.O. no. PC/SW/1-3(13)/09-WCD, dated, 5th January, 2010, has clarified that, "Women Component Plan should no longer be used as a strategy either at the Centre or at the State level. In its place as already initiated by the Ministry of Finance and Ministry of Women and Child Development, we should adopt Gender Responsive Budgeting or Gender Budgeting only".
- (b) The Department of Expenditure has issued 'Revised Guidelines for preparation of Outcome Budget. Herein the Outcome Budget scope prescribes that "As far as feasible, sub-targets for coverage of women and SC/ST beneficiary under various developmental schemes and schemes for the benefit of North Eastern Region should be separately indicated".
- 2012:** (a) Formation of Working Group for Developing Guidelines for Gender Audit of Policies, Programmes and Schemes of Government of India
- (b) The Secretary, Planning Commission, Government of India, vide D.O. no. PC/SW/1-3(13)/09-WCD, dated, 18th October, 2012, has written to Chief Secretaries of all States/UTs that, "To accelerate the process (of GB), State Finance Departments could set up Gender Budget Cells on the lines of the Charter for Gender Budget cells issued by the Ministry of Finance. The State

Planning Departments may also be instructed to include the need for gender budgeting as a part of their annual plan circular ".

2013: The Secretary, MWCD, vide D.O. no. 1-25/2012-GB, dated, 18th February, 2013, has issued guidelines to States to provide a road map towards institutionalizing Gender Budgeting at State level.

2014: Check list for submitting proposals under Gender Budgeting Scheme by NGOs. (Proposals invited for the year 2014-2015 from the eligible Voluntary Organizations as per the Checklist).

Annexure II

Case Studies on Gender Budgeting

Case Study 1: Gender Budgeting in Agriculture

Rural women are major producers of food in terms of value, volume and hours of work. Nevertheless, women's control over resources and processes remains extremely limited. Women may function as head of the household for the major part of the year. Nevertheless, the landlords and officials continue to recognize the husband as the cultivator in the official lists and statistics. Women then have difficulty in accessing credit and inputs from mainstream institutions and government schemes and also in becoming members of farmers associations and beneficiary organizations. Agricultural research has also focused on increasing the production of high value major cereal and cash crops rather than the traditional varieties of cereals and subsistence crops which are farmed by women and which provide the major source of food to their families. Upgrading of technology has focused on implements and tools designed with male users in mind.

The National Agriculture Policy of 2000 gave high priority to 'recognition and mainstreaming of women's role in agriculture'. At state level, states are encouraged to allocate 30% of allocations for women farmers and women extension functionaries under the extension interventions, focusing on formation of Women SHGs; capacity building interventions; linking women to micro credit; and improving their access to information through IT and other extension activities. At the central level, a National Gender Resource Centre in Agriculture (NGRCA) has been established to assist the centre and the states with advisory services.

The Ministry of Agriculture has started a number of programmes and schemes which target women. These include:

Horticulture: The State Horticulture Missions have been directed to earmark at least 30% of their budgets for women beneficiaries in all ongoing programmes under the National Horticulture Mission and Technology Mission for Horticulture in North Eastern States, Sikkim, Jammu & Kashmir, Himachal Pradesh and Uttaranchal.

Agriculture Extension: In the scheme "Support to States Extension Programme

for Extension Reforms". 30% of resources are meant to be allocated for women farmers and extension functionaries.

Watershed Development Programmes: The Watershed Development programmes provide for the involvement of women farmers in the constitution of Watershed Associations and other institutional arrangements and formation of women SHGs and User Groups (UGs).

Crops: The scheme "Technology Mission on Cotton" encourages states/ implementing agencies to give preference to women farmers in components like distribution of agriculture inputs, trainings and demonstrations so that at least 20% of the total allocation reaches them. Under another Mission, a subsidy is provided for the distribution of sprinkler sets to women farmers and other disadvantaged groups

Technology Mission on Oilseeds & Pulses: The "Integrated Scheme of Pulses, Oilseeds, Palm Oil and Maize" provides subsidy/assistance to women farmers for sprinkler sets and pipes for carrying water from source to the field.

Integrated Nutrient Management: 25% of seats are reserved for women in the training courses for farmers on organic farming.

Cooperation: Four projects are being run under the special scheme 'Intensification of Cooperative Education in the cooperatively under developed States' for bringing rural women into the cooperative fold.

Some States have also initiated schemes targeting women

The Department has encouraged demand-driven bottom-up planning which includes women in selected schemes. For example, a scheme launched in the Tenth Plan by the Extension Division namely "Support to States for Extension Reforms" provides for representation of women in all bodies at district level including the governing board, farmer advisory committees, farm women interest groups and commodity-based organizations.

The Department is also reviewing the availability of data on women in agriculture and allied sectors in partnership with all the relevant data-gathering agencies.

Questions about this case study

- Are there any extra costs involved in targeting and reaching women through these

schemes?

- What can the Department of Agriculture and Cooperation do beyond 30% and other targets in respect of beneficiaries to ensure that women benefit equitably from the Department's budget and activities?
- Is a 30% target adequate if women account for the majority of producers?

Case Study 2: Tackling Anaemia through Nutrition

More than half of all pregnant women in rural India suffer from iron deficiency anaemia. Adequate iron status during pregnancy is crucial for reducing prenatal mortality, low birth weight of babies and pre-term birth.

Iron supplementation has been implemented in India for the last two decades, but the hoped-for impact was not achieved. In YEAR, the National Anaemia Control Programme increased the dose from 60mg of elemental iron to 100mg. But merely increasing the dose was not enough. A study of rural mothers from six villages in rural Maharashtra revealed that birth size was strongly linked with consumption of micronutrient rich foods like green leafy vegetables (GLVs) and fruits especially in the last three months of pregnancy. Pregnant women thus need more than iron alone.

Food-based interventions for women and adolescent girls are, however, difficult to implement. Some of the reasons given by rural women for not consuming GLVs are (a) their children and husband do not like them; (b) when cooked, GLV shrinks and is not adequate for the family; c) GLVs do not stay fresh even for a day; (d) the women do not know many dishes that can be prepared from GLVs; and (e) GLVs are expensive to buy for landless families.

The Department of Science and Technology (OST) has undertaken the following actions to improve intake of GLVs by women:

- Meetings highlighting the importance of good nutrition during pregnancy with special reference to micronutrients;
- Initiating kitchen garden activity;
- live demonstrations of GLV recipes which are iron rich, low cost, tasty and quick to prepare; Simple methods of preservation of GLVs to encourage all year round use;
- Booklet of 100 recipes from GLVs, prepared in local language with illustrations.

Testing at six-month intervals shows that iron levels increased significantly among women who actively participated in the action programmes. The women also experienced better weight gain during pregnancy.

Questions about this case study

- How will women benefit from the DST's initiative?
- How will children benefit from the DST's initiative?
- How will other members of the family benefit from the DST's initiative?

Case Study 3: What does technology mean for women?

The Department of Science and Technology decided to set up special Technology Parks for women in order to provide technological solutions to the problems faced by women and inspire them to work together on conservation of natural resources. During the process of setting up these Parks, a field visit was undertaken to elicit responses from women in rural areas as to what their expectations were from technology. On being told in broad terms what technology means, the women had very clear ideas about what they wanted from technology. The following are some excerpts from their inputs:

"Technology to me means a cotton cloth which I can put to different uses to cover my baby, to make a cradle for my baby, to tie up seeds collected and even tie up the fodder/fire wood I bring back home."

"Technology to me means a bus designed maybe even without seats. So that I could carry vegetable baskets, goats, hens etc for sale in the city markets in the body of the bus instead of putting them on the roof. It is very inconvenient in a sari to climb up to keep produce on the roof. I do not mind not having seats as I can easily stand or squat on the floor of the bus."

"I have been working in the salt brines in Kutch since I was a little girl. My feet are calloused and as hard as a stone. I have seen that when old women who have worked in the salt brines die, their bodies do not burn completely their feet are left unburnt. The protective shoes developed by scientists are uncomfortable and hot. Moreover, they do not look nice with my traditional attire. Can technology help me?"

"Technology for me means low-cost easily disposable sanitary napkins which I can provide to my daughter as she goes to school and needs them. The products of multinational corporations (MNCs) are very expensive. Earlier used cotton saris were available. Nowadays, with synthetic saris being cheaply available, no cotton cloth is readily available."

Questions about this case study

- What role can government departments play in meeting the needs of the women quoted above?
- How can this type of assistance be built into existing programmes, projects and budgets of ministries and departments?

Case Study 4: The Sundarbans Experience Using Technology to Assist Rural Women

Sunderbans the vast mangrove delta on the southern part of northeastern India has many creeks, streams and rivers. Biologically, it is one of the richest forests supporting a diversified flora and fauna. It is one of the few areas in the world where man-eating tigers are commonly found. These man-eaters attack the locals, who enter the Reserve Forest for honey, firewood and other products,

The majority of the population is dependent on agriculture on reclaimed land. Other common occupations are fishing, pisciculture, honey collection and woodcutting. The majority of families remain poor despite the hard work that they do. Women are not only responsible for household tasks, but also often have to help the family survive financially. They work as helpers in the field, as firewood collectors, as backyard horticulturists and in fishing. Fishing for prawn in particular is a dangerous job usually done by the women and the children who move through the waist- or neck-deep water dragging the nets behind them to catch the fishlings.

Bananas are among the common horticultural crops in the area, but have been grown as a backyard crop rather than for commercial sale. The crop yields have also been poor and the costs (Rs.15-20 each) of elite varieties of plantlets are too high for most to afford

The Department of Science & Technology (DST) supported a project which identified

ten varieties of banana suitable for this region, and provided 70 farmers with plantlets hardened for 1-2 months in a nursery. The response of the farmers was positive and the demand for these plantlets increased. A second projected targeted Kutali block, which is situated on the fringes of the Sundarbans and is one of the most backward blocks of the country. 51% of the women population belong to scheduled castes (SCs) while 2.8% belong to scheduled tribes (STs).

The goal of the project was to involve the womenfolk in nurturing the micro-propagated plantlets of banana so that these could be a source of income for them. Potential female entrepreneurs were selected in each Gram Panchayat (GP), and those selected were trained to take care of the plantlets at the primary and secondary hardening stages. The eventual plan is to create GP-level nodal persons who will obtain plantlets from the laboratory and sell them to farmers after primary and secondary hardening. It is expected that they should earn Rs 3 per plantlet. But they will each need a space where 10,000 plantlets can be maintained at a time, and polythene bags in which to put the plantlets.

Questions about this case study

- What lessons can be learned from this case study for other Ministries?
- What costs would the Ministry need to budget for?
- What would be the costs (monetary and non-monetary) to the beneficiaries?