

PD-ABJ-227

**Empowerment of Women in India:
USAID/India's Gender Action Plan**

Trip Report

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**GENESYS Project
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**USAID G/R&D/WID
U.S. Agency for International Development
Office of Women in Development
Department of State
Washington, DC 20523-1816**

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empowered woman enslaved



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Acronyms

ABEL	Advancing Basic Education and Literacy
FIRE	Financial Institutions Reform and Expansion
FFD	Office of Food for Development / USAID
FSN	Foreign Service National
G/R&D/WID	USAID Women in Development Office
GAD	Gender and Development
GAP	Gender Action Plan
GEEP	Greenhouse Gas Pollution Prevention Project
GEF	Global Environment Facility
GEMINI	Growth and Equity through Microenterprise Investments and Institutions
GENESYS	Gender in Economic and Social Systems
GOI	Government of India
NGO	Non-Governmental Organization
SOW	Scope of Work

I. Executive Summary / Introduction

A. Objectives

The objective of my trip, from the India Mission's perspective, was to help them prepare a Gender Action Plan. The objective, from the Asia Bureau's vantage point, was to ensure that the India Mission was sensitized to gender issues in development prior to the arrival of the PRISM team.

B. Scope of Work (Annex A.1)

The Mission Gender Action Plan was to contain the following sections:

- Gender analysis of Mission's FY 1994-2000 Strategy's impact on women
- Documentation of Mission's current WID activities
- Identification of gender issues and gaps
- Recommended Mission activities to address gaps
- Resources needed (India, USAID/New Delhi, USAID/W)
- Indicators to measure progress / achievements
- Implementation schedule

C. Background (Annex B)

The goal of the USAID program in India is "to help India make significant progress towards sustainable development by the year 2000 by focusing on three primary program objectives: accelerating broad-based economic growth; stabilizing population growth; and protecting the environment." USAID feels that, if its program objectives are achieved, "India will approach the next millennium as a modern and prosperous society where the benefits of development are widely shared." Assisting India to develop in a self-sustaining fashion through the achievement of these goals would, in the Mission's words, "be the single most important means to reduce world poverty, since 30-40% of the world's poor are Indians, more than in all of sub-Saharan Africa and more than in all the rest of Asia."

These are ambitious goals to achieve between 1994 and 2000. It will be far more feasible to achieve them if the resources both women and men have to offer are brought to bear on the problems. However, to engage women fully in the development process will be challenging

because evidence is overwhelming that, in Indian life, access is closely tied to gender. It is connected to the very meaning of male and female.

To combat this gender discrimination, the India Mission has chosen strategically to concentrate on empowering women in order to achieve its objective of **stabilizing population growth**; and to enhance its impact in **accelerating growth** and **protecting the environment** by program and project-level initiatives which take gender differences into consideration. To do this, the Mission has engaged in a collaborative consultative process to produce a Gender Action Plan. This GAP offers concrete implementation plans to render the Mission's interventions more gender-sensitive so that constraints based on gender can be overcome.

II. Activities (Annex A.2)

Upon arrival, I met immediately with the Mission Director and Deputy Director, who clarified the assignment from the Mission's perspective. The WID/GAD Committee provided me with background for this meeting and played a very supportive role throughout the TDY.

I was also asked to present an overview on gender and WID issues to the entire Mission prior to beginning my Scope of Work. This presentation was well attended (35 Mission staff, both USDH and FSN) and well received, and laid the ground work for a productive visit. I used a set of GENESYS overheads and the Winrock video on gender analysis in the presentation.

With the assistance of the WID Officer, a schedule was set for meetings with project offices in the Mission, GOI officials, NGOS, and contractors. In addition, I was able to expand the list with some of my own contacts from prior visits.

The WID Officer used the occasion of my visit to convene a meeting of the interagency GAD/WID Committee, which was held at USAID for the first time in many years. The meeting was well attended (25) and the participants welcomed the opportunity to be reconnected to USAID after a long hiatus.

To convey better to me what was going on in the field on behalf of WID, I was taken to Bangalore to meet with women's NGOs and to experience other USAID initiatives in the WID arena. On my own, I arranged a field trip to Ahmedabad to visit an NGO leader encountered in the Philippines through the Asia Bureau NGO Leaders' Workshop funded by ASIA/TR/Democracy. The Mission does not have a democracy strategic objective so they do not have the resources to pursue this area at the moment.

I also spent time gender-sensitizing the Mission prior to the PRISM team's arrival and working with the team once in Delhi. One of the Asia Bureau's reasons for sending me to India on short notice was to lay the groundwork for and interface with the PRISM team, before its strategic planning exercise.

After an intensive two weeks of visits, document review and interactions, I settled in to prepare as thorough a Gender Action Plan as possible given the short length of the TDY. When it was prepared and had been revised based on WID/GAD Committee comments, I presented the GAP to the entire Mission. The debriefing was well attended (25) (Annex C).

III. Critical Assessment

For a long time, the USAID Mission in India had been a concern to the Asia Bureau and a personal concern to me, given my long familiarity with India. Although from 1978-88, the Mission had had the services of an excellent full-time FSN WID Officer on staff, Zarina Bhatti had been let go and not replaced. The WID responsibility fell on unwilling shoulders in the M&E Office. Since it is a difficult position to fill, even with supreme good will, no headway had been made on gender issues since Zarina's departure. It was with great relief and excitement, then, when Heather Goldman agreed to take on the WID portfolio in addition to her regular job in the Food for Development Office when she arrived on rotation in September 1993.

She spent some time getting acclimated and by the turn of the year was ready for technical assistance to launch her WID reign. It was then that I was contacted and planned to make a visit in February or March. At this point the Asia Bureau intervened to propose me as a technical member of the PRISM team, due to visit India at the end of January. Because the team was already fully staffed, the Bureau proposed that my TDY precede the PRISM exercise. I was thus hurtled precipitously into a January TDY.

Because of my familiarity with India, it was easy to move into high gear immediately upon my arrival and to cover a lot of ground quickly. During my 2-1/2 weeks in India, I was able to meet with a chief GOI counterpart, visit two research institutions, participate in an inter-agency donor WID Committee meeting, contact several NGOs, and re-acquaint myself with Indian colleagues from my earlier stay (1978-81) and visits (1987, 1992). I was also able to travel out on two field visits to Bangalore and Ahmedabad, to meet with private sector and NGO leaders in USAID-funded activities.

By the end of my stay I had managed to put together a thorough Gender Action Plan, with a variety of options for forward movement, including institutional recommendations, proposed project-level changes, funding needs and a suggested implementation schedule, in compliance with the Mission's Scope of Work for me. I had also been able to provide preliminary sensitization on gender issues for the PRISM effort, in keeping with the Bureau's request.

From the perspective of the GENESYS Project, in its mandate to enhance the Mission's gender literacy and capacity to consider gender as critical variable in overall program and projects, I felt I had provided valuable assistance. I felt I had made good inroads with the staff and been well received. The GAD Committee seemed to appreciate my assistance and the support it gave their newly invigorated status.

In the final debriefing, the Mission staff in attendance appeared speechless at the end of the presentation. When I asked why, they simply said they were overwhelmed with the vast array of suggestions posed to them and needed time to reflect on them!

The GAD Committee did just that, and responded enthusiastically to the proposed draft GAP, accepting many recommendations but tailoring them to suit the Mission's real needs. Only two months after my visit, the Mission had redone the GAP (Annex D), through intense collaboration with members of the Mission GAD Committee, under the leadership of its dynamic new WID Officer and Deputy Director . The Mission's version of the GAP reflected its selection of options from my proposed GAP.

In addition, the Mission applied for PD&S funds to fulfill its gender-related research and technical assistance needs, and was granted its full request (Annex D.4).

The one negative outcome occurred while I was away from the Bureau on TDY in Bangladesh. The USAID/India Deputy Director himself hand-carried the GAP to Washington for review and comments (Annex D). Without my ability to interface with the Bureau on behalf of the Mission, the Mission was perceived as having taken on too much at once without being sufficiently focused. The DD was asked to recategorize the Mission's requests for funds for gender activities and to propose a more realistic timetable (Annex D.3). Once I returned, I undertook to continue the dialogue between the Bureau and the Mission. I rewrote the Executive Summary for the Mission's GAP, at the Bureau's request, for greater clarity (Annex D.1). This ES has since been sent to the Mission. The Mission has elected to retain its own version of the Executive Summary (Annex D.2) and update it next year.

IV. Implications and Next Steps

The Mission plans to meet its GAP goal and objectives through several tactical measures: by increasingly incorporating gender-sensitivity into its structure and processes and by developing specific research agendas and technical assistance involvements with gender specialists. The Mission submitted a request for PD&S funds to support their gender plans and received all that they requested (Annex D.4).

The Mission has moved ahead with a buy-in to the ABEL Project to assist CARE implement its FFP funds. It has also begun to seek technical assistance with its gender interventions, particularly in the microenterprise area. I have assisted the Microenterprise Initiative Office in Global identify potential candidates for technical assistance in gender and microenterprise and will continue to stay involved.

The GAD Officer, Heather Goldman, will be in Washington in September for a workshop. We will meet so that I can identify how best to assist her as the Mission moves ahead in its challenge to better address gender issues in its development portfolio.

Annexes

- A: 1) Scope of Work
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SCOPE OF WORK FOR TDY OF
MS. GRETCHEN BLOOM, ANE GENDER/WID ADVISOR

Ms. Bloom will prepare a Mission Gender Action Plan which will contain the following sections:

1. How does the Mission's FY 1994-2000 strategy impact on women in India - gender analysis
2. Documentation of what Mission is already doing for WID
3. Identification of gender issues and gaps
4. Recommended Mission activities to address these gaps
5. Resources needed (India, USAID/New Delhi and USAID/W)
6. Indicators to measure progress/achievements
7. Implementation schedule

LIST OF CONTACTS

USAID Mission

Bablani, K.K. Program Office (PRO).
 Berry, Ram. Technology Development and Enterprise Office (TDE).
 Bhattacharjee, Nabaroon. Office of Housing and Urban Development (RHUDO/TDE).
 Bollinger, Walter. Mission Director.
 Carino, Connie. Population, Health and Nutrition Office (PHN).
 Christenson, Curt. Controller's Office.
 Cross, Harry. Population, Health and Nutrition Office (PHN).
 Dumm, John. Population, Health and Nutrition Office (PHN).
 Goldman, Heather. Gender/WID Officer, Food for Development (FFD).
 Goldman, Richard. Technology Development and Enterprise Office (TDE).
 Gujral, Madhu. Food for Development/Title III (FFD).
 Gupta, Madhumita. Program Office (PRO).
 Hess, David. Technology Development and Enterprise Office (TDE).
 Jotwani. Resource Center.
 Kapoor, K.C. Project Design, Implementation and Training Office (PDIT).
 Kata, Leonard. Regional Contracts Officer (RCO).
 Kessler, Earl. Office of Housing and Urban Development (RHUDO/TDE).
 Kumar, Y.P. Project Design, Implementation and Training Office (PDIT).
 Maitra, Kuhu. Population, Health and Nutrition Office (PHN).
 Manteiga, Felipe. Technology Development and Enterprise Office (TDE).
 Masilamani, Rekha. Population, Health and Nutrition Office (PHN).
 Mintz, Steve. Deputy Mission Director.
 O'Rourke, John. Program Office (PRO).
 Poole, Virginia. IDI. Population, Health and Nutrition Office (PHN).
 Ramaswamy, Hema. Food For Development Office (FFD).
 Rogosch, John. Population, Health and Nutrition Office (PHN).
 Sawhny, Karan. Program Office (PRO).
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GOI

Basu, Aparna. Secretary General, All India Women's Conference.
 Bawa, Manorama. All India Women's Conference.
 Balakrishnan, Lalita. All India Women's Conference.
 Chaudhry, Meenaxi. Joint Secretary, Department of Women and Child Development, Ministry of Human Resource Development.
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NGOs

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Kumar, C. Bharath. AWAKE.
Mitra, Meera. ACORD.
Schroeder, Judy. Program Director, CARE.
Sherman, Joan. CARE.
Shetty, Gita. AWAKE.
Ubik, Virginia. Country Director, CARE.
Verma, Saroj. Gujerat Crime Prevention Trust.
Victor, Prem. Society for the Rehabilitation of the Handicapped.
Vikram, Sadhana. AWAKE.
Wadhera, Kiron. ACORD.

Other

Bissell, Bimla. World Bank.
Chatterjee, Meera. World Bank.
Chawla, Janet. Natural Childbirth Educator/Advocate and Women's Health Activist.
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Hess, Laura.
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Interagency WID/GAD Group Representatives

Association of Women Entrepreneurs of Karnataka

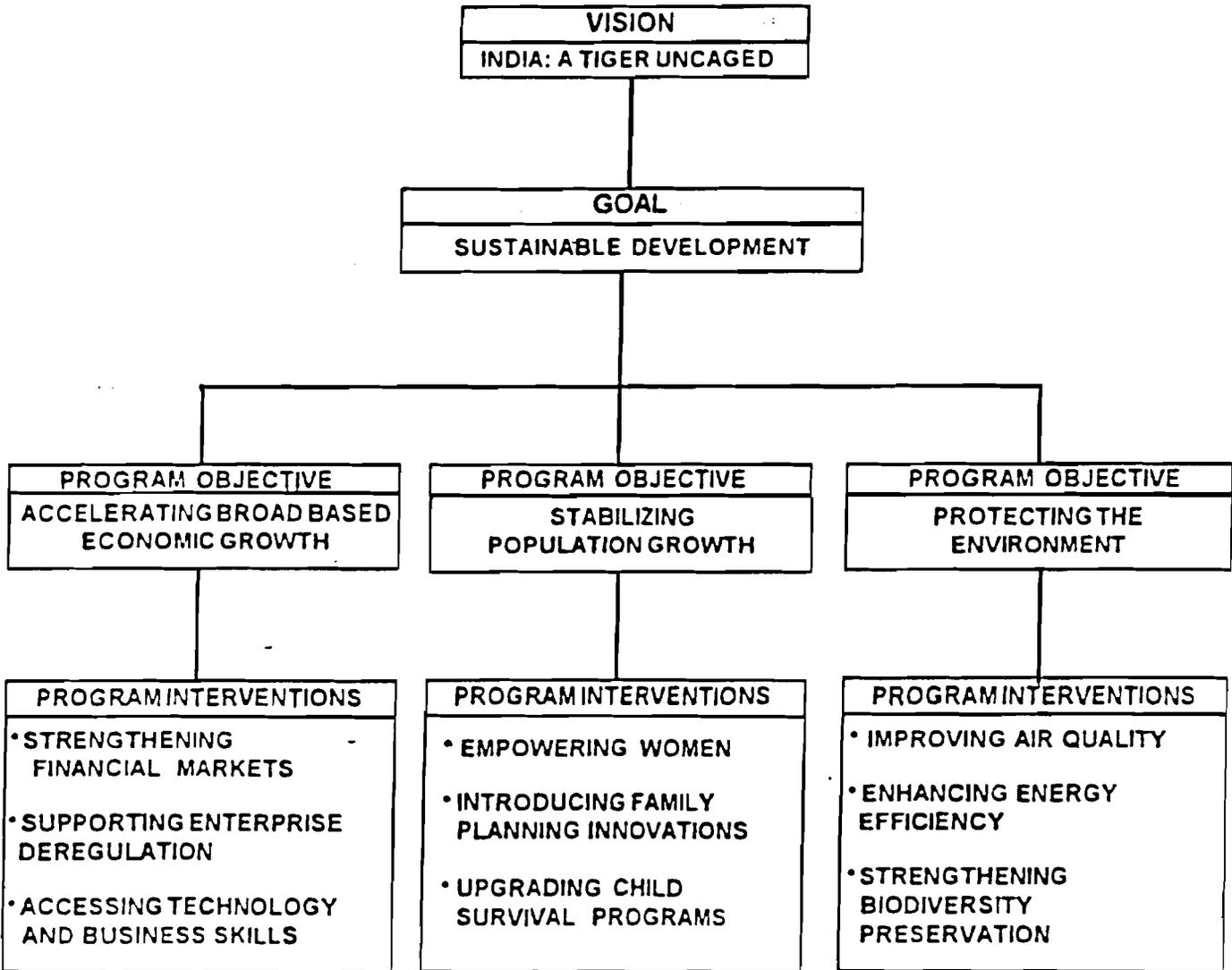


USAID / India

Strategic Framework
FY 1994 - 2000

DECEMBER 1993





USAID/India Strategy Executive Summary

Defying conventional wisdom in July, 1991, Indian leaders decided to discard forty years of failed socialist policies. Their bold economic reform agenda seeks to restore macroeconomic stability, liberalize the domestic economy, and integrate India with the global economy. The daunting process of dismantling years of bureaucratic controls continues today. Considerable progress has been made, but there is still much unfinished business. The consensus, however, of most outside observers is that India has embarked on a fundamental and irreversible restructuring of its economy, and that it could result in accelerated broad-based economic growth and the alleviation of the world's greatest concentration of poverty. We agree with this assessment.

At the same time, demographic pressures continue to undermine the gains from economic growth. With a population that will reach one billion by the year 2000, India will surpass China as the most populated country on earth early in the next century. If unchecked, India's population could exceed two billion by the year 2050; the equivalent of India absorbing the present-day population of China in the next two generations. Fortunately, Indian policy-makers are beginning to appreciate the dimensions of this population crisis and are redoubling efforts to improve their stagnating family planning programs, which have remained in a time warp for the past twenty years.

Environmental degradation due to the population explosion, increasingly intensified agricultural production, and capital-intensive and outmoded industrial production, is equally alarming. India is now the fifth largest contributor in the world to greenhouse gas emissions and such emissions will triple in less than twenty years. Much of these emissions result from poor energy efficiency. Biodiversity loss is similarly reaching crisis proportions. Unless important steps are taken to protect India's natural resource base now, costly and even irreparable damage will be inflicted upon future generations of both Indians and the global community.

Social and economic development in India requires accelerated broad-based economic growth to increase incomes, create jobs and reduce poverty. However, to be sustainable, India's population growth must be stabilized and its environment must be protected. The goal of the USAID program is, therefore,

to help India make significant progress towards sustainable development by the year 2000 by focusing on three primary program objectives: accelerating broad-based economic growth, stabilizing population growth, and protecting the environment.

Accelerating broad-based economic growth in India will be assisted by strengthening financial markets; supporting enterprise deregulation; and accessing technology and business skills, particularly for smaller and medium-sized firms. By strengthening financial markets, we will be mobilizing the relatively high rate of household savings in India to generate the investments required for rapid economic growth. By supporting the further deregulation of the economy, we will be establishing an enabling policy environment conducive for growth. By helping smaller firms participate in the economic transformation of India, we will be strengthening the bases for growth.

Stabilizing population growth in India will be aided by empowering women to have greater control over their productive and reproductive lives; by introducing innovations in family planning services; and by upgrading child survival programs. We will focus in northern India where total fertility levels have not dropped since independence. A special initiative will be mounted to empower women because this is an important determinant of family size and critical to longer-term sustainable development in India. Innovations in family planning services will be introduced in the State of Uttar Pradesh; since services offer the single most effective means of reducing fertility and because Uttar Pradesh (the largest state in India) will serve as a demonstration for all of northern India. By improving the chances of child survival, we will be creating conditions in which improved family planning services will be accepted.

Protecting the environment will be supported by improving India's air quality; enhancing efficiency in energy generation, management and use; and strengthening biodiversity preservation. These measures will improve the international competitiveness of Indian firms and the health of India's populace, and diminish global warming trends. By preserving India's rich biological resources, we will be conserving a heritage of importance to the entire world.

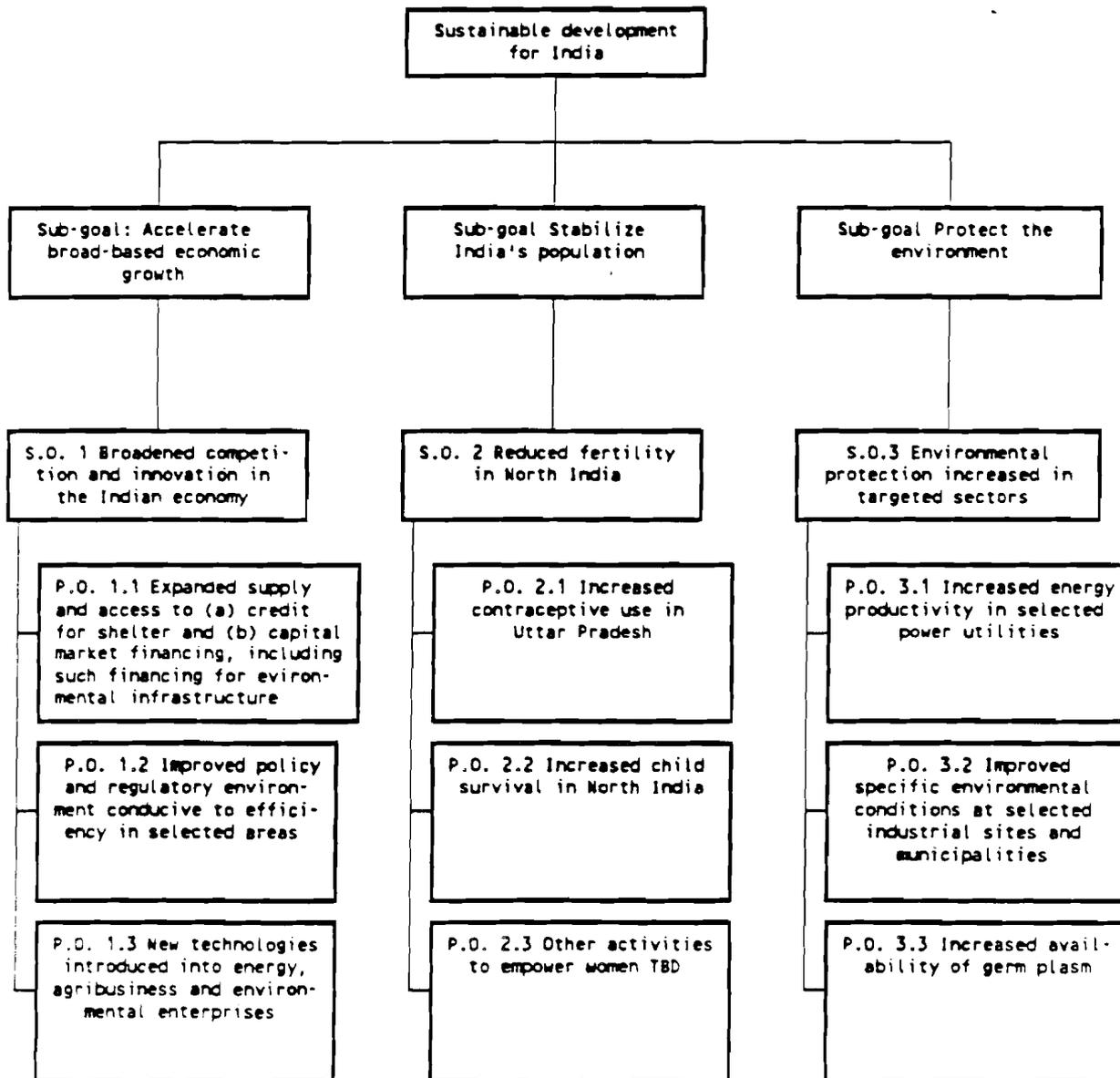
If USAID's program objectives of accelerated broad-based economic growth, stabilized population, and protected natural resource base are achieved, India will approach the next

millennium as a modern and prosperous society where the benefits of development are widely shared. However, failure could result in the world's largest democracy becoming Asia's poorest country; with issues of caste, religion and regional autonomy threatening the foundations of Indian democracy.

The stakes for the United States are enormous. The single most important means to reduce world poverty would be for India to develop in a self-sustaining fashion. A prosperous and globally integrated India offers the potential for billions of dollars of increased US exports and thousands of jobs for Americans at home. Likewise, measures to control population and reduce pollution greatly reduce dangers associated with global warming, loss of biodiversity, refugee influxes, and spreading regional conflicts.

STRATEGIC FRAMEWORK OBJECTIVE TREE
USAID/INDIA

Target of Opportunity: AIDS Prevention
and Control



USAID BROAD-BASED ECONOMIC GROWTH STRATEGY

Mission Sub-Goal
ACCELERATING BROAD-BASED ECONOMIC GROWTH

Strategic Objective
BROADENED COMPETITION AND INNOVATION IN THE INDIAN ECONOMY

Performance Indicator
1.1 Increase in actual and approved domestic and foreign direct investment in agribusiness, energy and environment
1.2. Access of small and micro enterprises to investment resources
1.3 Increase in number of investors, firms and funds raised in the capital markets
1.4 Increase of foreign institutional investment

Program Outcome 1.1
EXPANDED SUPPLY AND ACCESS TO
(A) CREDIT FOR SHELTER AND
(B) CAPITAL MARKET FINANCING,
INCLUDING SUCH FINANCING FOR
ENVIRONMENTAL INFRASTRUCTURE

Indicators
1.1.1 No. of loans to low income households increases (M/F)
1.1.2.a No. and value of bonds and other instruments for environmental infrastructure increases
1.1.2.b No. of public and private enterprises participating in the debt market increases
1.1.3 Municipal and local government guidelines for debt market operations established
1.1.4 National clearance, settlement and depository systems established for securities industry

Contributing Activities
HFSEP/HFSP
FIRE
TASP

Program Outcome 1.2
IMPROVED POLICY AND REGULATORY ENVIRONMENT CONDUCTIVE TO MARKET EFFICIENCY IN SELECTED AREAS

Indicators
1.2.1 Number of job-creating policy modifications adopted each year related to selected sectors of USAID involvement
1.2.2 Increased % of private and joint sector provision of power

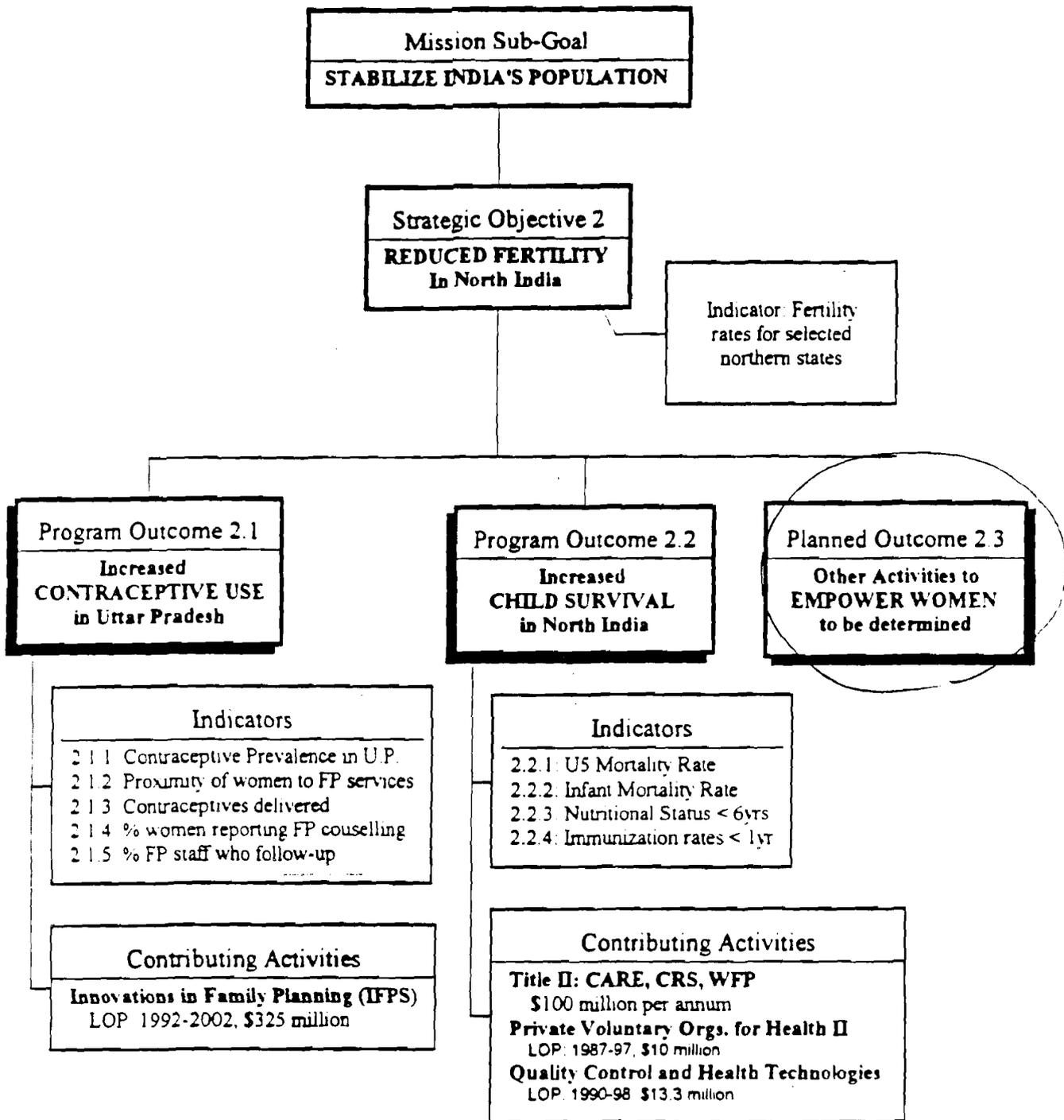
Contributing Activities
TASP
TITLE III
IPPI
Most other projects in Mission Portfolio

Program Outcome 1.3
NEW TECHNOLOGIES INTRODUCED INTO ENERGY, AGRIBUSINESS AND ENVIRONMENTAL ENTERPRISES

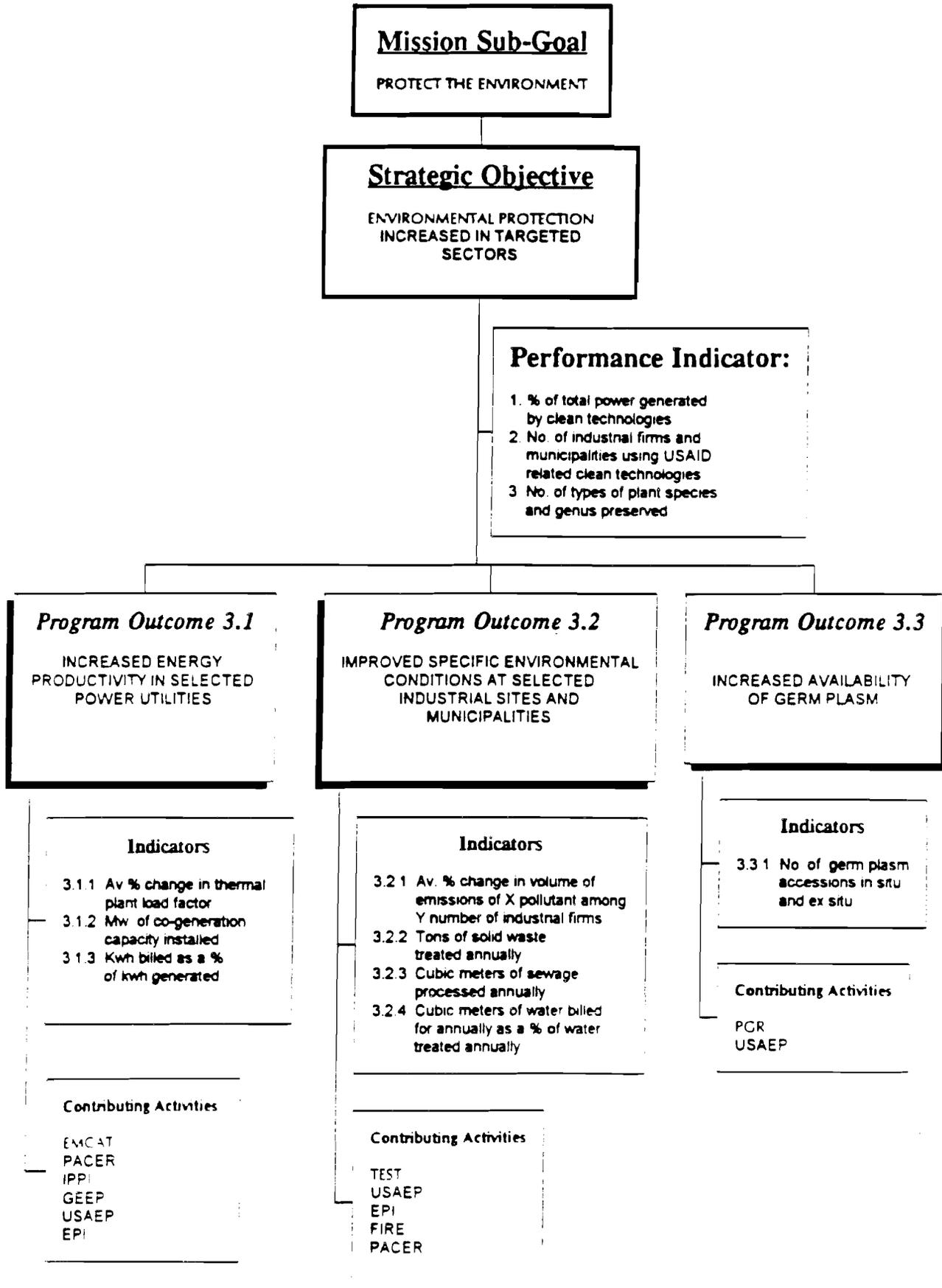
Indicators
1.3.1 No. of new technologies introduced by year
1.3.2 New Indo-U.S joint ventures in R&D by year
1.3.3 No. of companies adopting new technologies in sectors targeted by year

Contributing Activities
ACE
PACT
PACER
CTD
TEST
IESC

USAID/India's Population and Health Strategy



USAID ENVIRONMENTAL STRATEGY



E. Other Program Activities

The Mission has one project in its program which does not contribute to its strategic objectives; it is the AIDS Prevention and Control project. It supports NGOs, in the State of Tamil Nadu, as they implement activities known to have an impact on the spread of AIDS. These include use of condoms, treatment of sexually transmitted diseases, and a reduction in the number of partners. The activity has a large behavioral and operational research component. The life-of-project funding is \$10 million, between 1992-99.

The activity is a true target of opportunity, given the national and international implications of the AIDS situation in India.

F. Complementarity and Integrated Objectives

In addition to the complementarity of the strategic objectives and programs outcomes as described in the strategy overview, there are some objectives that are integrated into the strategy and support strategic objectives and outcomes. They are measured by a combination of program and activity level indicators and special reviews. Three important integrated objectives are discussed below: empowering women, participation and sustainability.

1. Empowering Women

The definition of empowering women could cover many interventions, but we believe that four important areas of program intervention are key: basically family planning, nutrition/child survival, education of girls, and increased incomes for women. The Mission program is supporting two of the areas and they appear as Program Outcomes under Strategic Objective 2. The Mission is exploring the development of programs in the other two areas, but at this time has not articulated specific interventions.

In working through the strategy to identify an approach to add the two new areas, the need to focus resources on the same geographic area or group of women was judged important for impact. Using the family planning beneficiaries in Northern India as the target group may be a suitable focus for additional interventions to empower women.

In the present strategy, the Mission is supporting the empowerment of women through its family planning and child survival objectives as well as through a series of project level activities. A strong Gender Action Plan covering other program activities has recently been put in place.

2. Participation

USAID/India has used participatory methods to obtain the views of male and female representatives of different interest groups about the strategic direction of its program. These were taken into

U S A I D



I N D I A

**EMPOWERING WOMEN TO HAVE GREATER CONTROL
OVER THEIR PRODUCTIVE AND REPRODUCTIVE LIVES**

USAID and CARE have been involved in far-reaching discussions regarding the fundamental problems hindering sustainable development in India and the role that each of us can play within this context. Beginning with a one-week retreat last April and continuing through the formulation of new strategies for our respective organizations, we have both concluded that one root cause of many of India's social ills rest with the low status accorded Indian women.

Consequently, CARE intends to reorient its entire program in India so that its primary goal will be to increase women's control of their productive and reproductive lives. They plan to carry out programs that will: (a) Increase women's income and control of that income; (b) reduce the size and improve the health of families; (c) reduce malnutrition and disease among women and children, particularly girls; and (d) increase the formal education of girls. Efforts will be made, for example, to develop a constructive role for adolescent girls within the context of the ICDS program; use their Small Economic Activities Development program (which is financed from Title II monetization funds) to give greater economic empowerment to women; start their own family planning programs with non-food aid resources; and initiate a food aid program which encourages girls to stay in school longer.

USAID will look for ways to support CARE's innovative and bold new directions. Aside from encouraging changes in the ICDS and Small Economic Activities Development programs to enhance the role of women, we will explore possibilities of: (a) initiating new monetization programs, (b) providing Development Assistance resources to CARE for its family planning initiatives, and (c) starting a new Title II food aid program which targets on keeping girls in school. With respect to the last proposal, the state of Tamil Nadu in southern India has recently attained replacement level fertility. Mid-day meal programs supported by USAID and CARE in that state in the 1950s and 1960s are credited with keeping girls in school and thereby

contributing to this demographic transition. We are carefully examining the lessons learned from Tamil Nadu for replication in northern India.

REVISED DRAFT

EMPOWERMENT OF WOMEN IN INDIA

USAID/INDIA'S GENDER ACTION PLAN

Gretchen Bloom
Gender/WID Advisor
ANE/Asia Bureau
USAID

in collaboration with
USAID/India's Gender and Development
Committee

February 1, 1994

REVISED DRAFT

Preface

Indian Women Fight State, Husbands to Ban Liquor

"The odds seemed overwhelming from the start: poor, illiterate village women taking on one of India's most powerful political lobbies and generations of rigid social codes. But in a campaign hailed by many as India's first major grassroots women's movement, some of this country's most destitute women have forced a large Indian state to ban the sale of cheap, government-produced liquor.

"Women in hundreds of rural villages campaigned for 18 months to force the southern state of Andhra Pradesh to ban the liquor this fall. To do so, they battled the government liquor industry -- and, in many cases, their own husbands. The women protested that the cheap liquor helped prompt men to squander their meager salaries on booze and beat their wives and children.

"The anti-liquor movement has spread through a third of India's states and, even more significant, has emboldened tens of thousands of the country's most vulnerable women to launch a cultural revolution in the toughest bastion of all -- their own homes, standing up to domineering, abusive husbands.

"It is a victory with a very visible result: improvements in the lives of these rural women...It has given confidence and strength to women who never had it.

"Sociologists have labeled the protest movement a major breakthrough for women's empowerment in a nation where women -- particularly poor, rural women -- are among the most repressed in the world."

Washington Post
December 19, 1993
p. A33

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GENDER ACTION PLAN

Recommended Tactics for Improved Gender Interventions

The Mission plans to meet its GAP goal and objectives through several tactical measures, by increasingly incorporating gender-sensitivity into its structure and processes, but also by developing specific research agendas and technical assistance needs which can be met by gender specialists. It will also advocate with the GOI for more involvement by NGOs, due to their sensitivity to local social and cultural situations and to their ability to mobilize men and women at the grassroots.

However, improving USAID's structure, processes and knowledge base will not alone render its program responsive to gender constraints and opportunities in the Indian context due to the socio-cultural, economic and political environment in which it functions, for there is a lack of gender awareness on the part of implementors of policies and programs aimed at improving the status and quality of women's participation in Indian society. (ACORD, 1992)

Even relying on NGOs will not suffice, for India cannot count, on average, even one NGO per district working with women. Poorer regions and rural areas suffer the greatest lack. (World Bank, 1991) Furthermore, grassroots workers themselves may be part of the problem since most are not highly educated, their exposure to modern ideas is very limited, and they share the prevailing traditional outlook of the communities to which they belong. Although these qualifications give them easy access and better acceptability in their community, it makes it difficult for them to bring about socio-economic change in their communities. Male workers hold traditional attitudes toward women while female workers have a very low image of themselves and of women in general, conforming in their own lives to traditional female roles. (ACORD, 1992)

As a result, the Mission will undertake a package of appropriate gender-sensitization training, where appropriate, as well as direct project interventions, to ensure that gender issues are being directly addressed.

A. Institutional Structures and Processes

- * Appoint Gender and Development (GAD) Officer (and assistant (s), if appropriate, e.g. FSN)
- * Create Gender and Development (GAD) Committee
 - Determine roles/responsibilities.
 - Conduct brown bag information-sharing events for Mission (e.g., Kiran Mazumdar, BIOCON)
 - Maintain liaison with IGC and IFCB.

- * Prepare Mission Order on Gender and Development.
- * Prepare and update Annual Gender Action Plan (GAP) .
- * Conduct Gender Training Workshop - (e.g., GENESYS, ACORD, AWAKE).
- * Engage in Outreach - (e.g., Interagency Committee, Women's Groups, Interagency Facilitating Committee for Beijing) - to be aware of other groups activities and approaches to GAD and WID and to improve USAID's public image in the GAD/WID community.
- * Appoint GAD Advisory Committee from local women's groups.
- * "Genderize" SOWs/RFPs. Have Contracts Office serve as gatekeeper.
- * Include gender briefing paper in Consultant Packet (done)/ discuss gender and development in briefings.
- * Collect and use sex-disaggregated baseline, monitoring, (implementation), and evaluation data.
- * Conduct gender and social analysis prior to / in conjunction with preparation of project papers (see IFPS Social Soundness and Gender Analysis by Meera Chatterjee).
- * Revise PIR format.
- * Enhance Resource Center's collection on WID/GAD.
 - Visit local research centers (Center for Women's Development Studies, Institute of Social Studies Trust, All India Women's Conference, Kali for Women)
- * Integrate gender into PRISM plan at SO, PO and indicator level. Include GAD Committee member in each PRISM group (done).

B. Research Studies

- * Establish data bank of local consultants qualified to conduct gender analysis. Use local consultants both for the credibility of their work and to enhance USAID's image in the GAD/WID community.
- * Fund studies on knowledge gaps in strategy to achieve objectives (e.g., women's empowerment, anticipated

impact on women of economic liberalization, women's views of power plant construction).

- * Use gender-sensitive PRA (Participatory Rural Appraisal) techniques for research when community empowerment is desired outcome (e.g., CARE SEAD initiative).
- * Use macro-level quantitative data sets to inform questions in study; use micro-level qualitative data to understand phenomena.

C. Technical Assistance

- * Use technical assistance in niche areas for projects directly impacting on women where constraints identified by research exist -- local, national or international, as appropriate (e.g. Gujerat Crime Prevention Trust for UP IFPS Project, ICIMOD in Nepal for market town study in India, ICRW for financial work with urban women's groups).

D. Training in Projects

- * Ensure that announcements of training opportunities reach women by seeking alternative advertising mechanisms.
- * Design economic reform training projects exclusively for private sector, to target women better.
- * Expand training in non-conventional areas responsive to contemporary needs (e.g. entertainment electronics, tool and die manufacture, computer software).
- * Conduct gender sensitization training with colleagues at all levels, from senior officials in the GOI, to grassroots workers, using appropriate methods, whether local, national or international (e.g. ACORD, AWAKE, GENESYS)

E. Financial Assistance

- * Use G/R&D/WID match mechanisms on buy-in basis to enhance available finances (e.g. ABEL Project for CARE's literacy initiative, GEMINI Project for microenterprise development, GENESYS Project for gender-based technical assistance and gender training)

F. Gender and Decision-Making

- * Support creation of local women's groups where decision-making, risk taking, conflict management, and negotiation skills can be practiced.
- * Get women involved in project design, implementation and evaluation.

G. Advocacy / Policy Dialogue

- * Advocate for strengthening NGOs as intermediaries between government services and local populations.
- * Advocate in niche areas on implementation of existing laws, e.g. equal pay for men and women.

GENDER ACTION PLAN

Portfolio Review from a Gender Perspective

"Women should be at the center of the development stage."
M.N. Panini, JNU

Program Office (PRO) (Jon O'Rourke)

FIRE (Financial Institutions Reform and Expansion)
(1993-99 - \$20 m.) (Karan Sawhny)
(See also TDE/Housing)

Stock market instruments genderless because "scriptless". Will permit greater access to women brokers by taking violence out of trading through use of technology.

TASP (Technical Assistance and Support Project)
(1988-96 - \$15 m) (Madhumita Gupta)

Project Officer very eager to ensure gender sensitivity during remainder of project.

Attempts will be made to encourage submission of proposals by women's organizations.

Lectures under ICEG Project will contain topics of relevance to impact of economic reforms on women (e.g. Ann Kruger on structural adjustment).

Workshops by FICCI will have topics on women's entrepreneurship as well as integration of women's and population perspective in all other workshops.

"Special efforts are being made to increase women's participation in overseas development training under the S&T Fellowship Program. As of 11/10/93, 11 out of 116 participants (app. 10%) were women; and one Indian and one American woman were nominated for fellowships. About 170 women entrepreneurs also participated in two conferences, organized by FICCI in Bombay and Bangalore on the implications of economic policy reforms for women." (PIR 9/30/93)

PD&S (Project Development and Support)

Funds will be committed to support Gujerat Crime Prevention Trust's "National Empowerment Workshop for Women Leaders" under Constitutional Amendment #73.

Office of Project Development, Implementation and Training (PDIT)

DMT (Development Management Training)

Recommended Padma Seth for training under TAF WIP Project; Ilaben Jani for participation in Philippines ADP workshop.

Approximately 10% of trainees are women.

Office of Technology Development and Enterprise (TDE)

Environment / Energy Division

EMCAT (Energy Management, Consultation and Training)
(1991-97 - \$20 m.) ()

"No targeted benefits established for women." (PIR 9/30/93)

PACER (Program for Acceleration of Commercial Energy Research)

PGR (Plant Genetic Research)
(1988-95 - \$14.7 m.) (David Hess)

Local community-based in situ aspect of project launched based on consultant Janice Alcon's report recommendation re relationship of biodiversity to agricultural crop preservation.

Woman anthropologist (Louise Sperling) will be locally based to conduct intervention.

47% of staff are women scientists.

More than 50% of overseas training slots filled by women, although not part of design.

"No specific benefits targeted to women." (PIR 9/30/93)

Technology Division

CTD (Center for Technology Development)
(1989-95 - \$10 m.) (Felipe Manteiga/Ram Berry)

USAID continues to encourage adding woman to 12-member Board of Directors. Woman has just been identified.

Has proposed to AWAKE to go Nationwide on franchise basis.

"AWAKE, a woman's NGO, is implementing a women's business incubator specializing in food processing. The CTD client database will include gender-disaggregated data. CTD has also given assistance to the GTTC to set up an electronics centre exclusively for training women for employment in industry and to Karnataka Women's Polytechnique, Managalore, for training in electronics." (PIR 9/30/93)

PACT (Program for the Advancement of Commercial Technology)
(1985-95 - \$21.23 m.) (Felipe Manteiga/Ram Berry)

Woman has been on high level council since inception of project in 1986.

PACT has supported BIOCON, woman-owned enterprise in Bangalore.

Will soon be involved in design of population activities (social marketing). Will include women in design of project through SOW.

Has supported desktop publishing initiative for women.

"Of the 45 conditional sub-grants awarded, one has been received by a woman-owned enterprise." (PIR 9/30/93)

TEST (Trade in Environmental Services and Technologies)
(1992-97 - \$25 m.) () (ICICI)

No women professionals on ICICI project staff. USAID complained -- promised next appointee would be woman since women play prominent role in banking sector.

Plans to work more with small and medium enterprises.

"No targeted benefits established for women."
(PIR 9/30/93)

Enterprise Division

ACE (Agricultural Commercialization and Enterprise)
(1991-98, \$20 m.) (Felipe Manteiga/)

women." "No specific targeted benefits established for
(PIR 9/30/93)

IESC (International Executive Service Corps)
(Felipe Manteiga)

Housing and Habitat Division / RHUDO

HG (Housing Guaranty)

HFSP (Housing Finance System Project)
(1988-96 - \$100 m.) (Earl Kessler /
Bhattacharjee)

Staff very sensitive to prominent role played by women in poor urban families, hence eager to increase access to housing finance for them.

Belief that improved cost recovery through women.

NHB required to produce sex-disaggregated data in MIS for HFCs.

Recent Price Waterhouse study done by woman consultant.

NIUA sensitive to gender issues.

"Program expansion continues the goal of increasing access to below median income households. It introduces a number of new efforts to increase access to formal-sector financial institutions by low income groups living and working within the informal sector. Because women are over-represented among the low income, low wealth, informal sector and illiterate population, achievement of the objectives have the potential of benefiting them more than their representation in the Indian population overall." (PIR 9/30/93)

HFSEP (Housing Finance System Expansion Project)
(1992-96 - \$4.3 m.) (Earl Kessler/
Bhattacharjee)

Meera Mehta at NIUA completing study on NGOs in urban area through Abt Associates.

Project will begin market town collaborative activity with ICIMOD in Nepal through ICRW and/or Abt.

HFSEP will work with SEWA (Ahmedabad) and Jaya Arunapalam's group (Madras) on expanded financial avenues for urban poor women as seed money for home-based activities and to increase volume of housing finance.

"Program expansion continues. However, the goals of increasing the market and shelter components in each town are for traditionally high impact areas for women. The final project evaluation will measure WID impact." (PIR 9/30/93)

FIRE (Financial Institutions Reform and Expansion)
(1993-99 - \$20 m.) (see PRO) (Earl Kessler)

Office of Population, Health and Nutrition (PHN) (John Dumm)

Family Planning Services Division

IFPS (Innovations in Family Planning Services)
(1992-2002 - \$325 m.) (John Rogosch/ Kuhu Maitra)

Excellent Social Soundness and Gender Analysis completed by Meera Chatterjee as part of 8-mos. project design and planning process.

Project aims to give wider contraceptive choice and access to individual women with health system support.

CEDPA managing CAS participating in project.
Gender-sensitive.

Policy Research and Evaluation Division (Connie Carino, Kuhu Maitra)

Health Services Division

PVOH II (PVOs for Health)
(1987-97 - \$10 m.) (Rekha Masalimani)

APAC (AIDS Prevention and Control)
(1992-99 - \$10 m.) (Rekha Masalimani)

Project deals with gender issue of stigmatization of sex workers due to AIDS/HIV and negative impact on families of AIDS.

QCHT (Quality Control and Health Technology)
(1990-98 - \$13.3 m.) ()

Woman head of implementing institute (National Institute of Biologicals). 4/7 staff are women.

Women will be important beneficiaries.

Office of Food for Development (FFD)

PL-480 Title II food and resources are targeted to poor women, adolescent girls and young children. Working with excellent Joint Secretary (Meenaxi Chaudhry) of Department of Women and Child Development.

CARE (Title II) (Heather Goldman / Hema Ramaswamy)

CARE's new strategy focuses on empowerment of women through literacy and access to economic opportunities. Work has already begun to support their efforts to program for this goal. Four focus areas include: food security; girls' formal education; small business development; and population.

"Approximately 20% of the total ICDS beneficiaries (1.5 m.) currently receiving supplementary feeding and other health-related services are adolescent girls and women in the age group of 15-45 years. Also, there are about 300,000 women employed under the ICDS. Monetization projects undertaken by CARE are aimed at improving women's economic and family health conditions." (PIR 9/30/93)

CRS Title II)

"MCH and FFW projects of CRS are starting points for development projects that address needs of rural women participating in the program. MCH recipients and almost 20% of FFW recipients are women." (PIR 9/30/93)

Title III (Madhu Gujral)

"No specifically identifiable impact on women." (PIR 9/30/93)

GENDER ACTION PLAN

Recommendations for Specific Gender-based Project InterventionsProgram Office (PRO)FIRE (Financial Institutions Reform and Expansion)

- * Ensure equal access to markets for women and men through targeted materials preparation, teaching materials.
- * Study constraints to participation of women to investing in markets.
- * Track improvement in numbers and performance of female brokers once new software/hardware has been installed.

TASP (Technical Assistance and Support Project)

- * Conduct in-house "brainstorming" contextual analysis of women's role in medium-income business development.
- * Fund research on women's role in medium-income business development.
- * Encourage greater participation by women as grant recipients by targeted solicitation, improved language in advertizing, reservation for women-owned firms.
- * Establish monitoring procedures to discern impact on women of economic reforms in niche areas, e.g. telecommunications.

PD&S

- * Fund study on anticipated impact on women of economic reform process using local research capabilities, e.g. structural adjustment.
- * Support one-time democracy activity under Asia Democracy Program for women political leaders to increase role in decision making, i.e. in Gujerat through Gujerat Crime Prevention Trust.

Training

- * Continue to encourage participation by women in overseas training through alternative mechanisms for recruiting, through increased allocation of slots to

private sector, to incentives for women (10% overage), and withdrawal of funds for non-compliance.

Office of Technology Development and Enterprise (TDE)

Environment / Energy Division

Environment Strategy

- * Conduct in-house "brainstorming" contextual analysis to identify and clarify the gender issues that affect the achievement of various environment projects' goals and purposes, e.g., power project.
- * Focus on community response to environmental interventions to gain support and identify constraints and opportunities surrounding new technologies.
- * Build base of NGO support for interventions.

GEEP (Greenhouse Gas Pollution Prevention Project)

- * Add gender/social analyst to design team to investigate relevance of gender as development variable and to identify possible constraints or opportunities for community members, esp. women (e.g., household uses of new coal, entrepreneurial uses of new power).
- * Consult Gender and Energy specialist in Washington (Sheila Young).

EMCAT (Energy Management, Consultation and Training)

- * Review percentage of trainees who are women. and improve, if low, through targeted recruitment and incentives, if necessary.

PACER (Program for Acceleration of Commercial Energy Research)

- * Include women on committee, in consortium

IPPI (India Private Power Initiative)

- * Ensure that women are trained.

- * Conduct social and gender analyses in affected communities.

PGR (Plant Genetic Research)

- * Use community-based model to inform biodiversity project at community level.

Technology Division

CTD (Center for Technology Development)

- * Have CTD add woman to Board of Directors.
- * Publicize CTD's innovative interventions in technology commercialization using women as well as men.
- * Encourage AWAKE to enfranchise throughout India.
- * Continue to support high-tech training for women.

PACT (Program for the Advancement of Commercial Technology)

- * Continue to ensure that women are involved in the advancement of commercial technology, through participation at the research and policy level as well as at the employment level, through training.

TEST (Trade in Environmental Services and Technologies)

- * Investigate impediments for women's involvement at venture capital and small/medium scale level.
- * Study / include women in small and medium enterprise pollution prevention and control.

Enterprise Division

ACE (Agricultural Commercialization and Enterprise)

- * Promote women's inclusion in the project.

IESC (International Executive Service Corps)

- * Ensure that women-owned firms also receive attention (at least 50% and perhaps 100%)
- * Encourage IESC to send female executives.

Housing and Habitat Division /Regional Office of
Housing and Urban Development

HG (Housing Guaranty)

HFSP

- * Continue to develop approaches which acknowledge constraints for women.
- * Continue to strengthen women's groups/NGOs by institution building mechanisms as excellent link to community for sensitization, service delivery, and empowerment.
- * Work on household level, using resources available through USAID's Family and Development Initiative
- * Pursue intention to establish appropriate housing finance mechanisms for low-income women through SEWA, VICAS, WWF and other appropriate groups.

HFSEP

- * Disseminate information from market town study when conducted.

FIRE (Financial Institutions Reform and Expansion)

- * Continue to be sensitive to gender issues at household level in investing in community-based pollution-control and energy strategies.

Office of Population, Health and Nutrition (HPN)

Family Planning Services Division

IFPS (Innovations in Family Planning Services)

- * Conduct research on the role of men/ mothers-in-law in fertility decision-making to test assumption that providing women with increased access will reduce fertility.
- * Revise curriculum for adolescent boys to encourage their understanding of gender roles in society and to provide balanced models of roles.

- * Arrange for meetings with adversarial feminist groups to render USAID's IFPS transparent and bring them into the dialogue as examples of project innovations produce results. (Begin dialogue now by distributing Meera's social and gender analysis for project).
- * Require CEDPA to hire gender advisor.
- * Strengthen women's groups/NGOs by institution building mechanisms as excellent link to community for sensitization, service delivery, and empowerment.
- * Convene session between CA's, local NGOs, GOI for collaboration.
- * Conduct gender sensitization training for ANM's, the UP GOI, and other local development actors.
- * Use Ilaben Jani from Gujerat Crime Prevention Trust as role model for NGO involvement.
- * Fund Jan Chawla's study on childbirth practices in UP.

Policy Research and Evaluation Division

- * Incorporate gender issues into research agenda.
- * Include gender considerations in evaluation SOWs.

Health Services Division

PVOH II (PVOs for Health)

- * Bring Prem Victor in to talk on sustainable PVO management.
- * Encourage assumption of leadership roles by women.

APAC (AIDS Prevention and Control)

QCHT (Quality Control and Health Technology)

Office of Food for Development (FFD)

CARE (Title II)

- * Work closely with CARE on its new women's empowerment strategy using available mechanisms (e.g., AWAKE, GEMINI, ABEL, Family and Development, WFP, etc.)
- * Encourage CARE to conduct gender sensitization of its staff using local training methodology (e.g. distant education modules of ACORD, personhood self-actualization method of AWAKE, WFP video on adolescent girls)
- * Fund CARE to explore economic empowerment models in India (e.g. AWAKE, ICED, SEWA).
- * Fund micro-level qualitative research on empowerment of women at local group level to identify meaning of empowerment, to guide project interventions, and to establish indicators of impact.
- * Promote CARE's involvement with local NGOs on integrated interventions, esp. literacy and economic empowerment (e.g. Gujarat Crime Prevention Trust, AWAKE)
- * Fund research on dynamics of women's groups, drawing on available models to draft SOW (e.g., Mahila Mandals, Gujarat Crime Prevention Trust, Bangladesh's Grameen Bank)
- * Support NGOs by institution building as excellent link to community for sensitization, service delivery, and empowerment.
- * Areas for greater emphasis and study:
 - how to strengthen adolescent girls' programs
 - how CARE can improve retention of girls in school using PL480 Title II food
- * Study how to improve links between NGOs and State Government ICDS program, especially for training and supervision of service delivery.

CRS Title II)

- * Arrange meeting between CARE and CRS on Women's Empowerment Initiative - to share thinking, planning, design and implementation through school feeding and MCH programs.

- * Have CRS participate with CARE in study on dynamics of women's groups.
- * Conduct impact measurement study on effects of Food for Work on women's empowerment,
 - use fertility, literacy and economic indicators
- * Support NGOs by institution building as excellent link to community for sensitization, service delivery, and empowerment.

GENDER ACTION PLAN

Implementation Timeline 1994

(to be completed by GAD Committee)

January

- * Appoint Gender and Development (GAD) Officer
Heather Goldman, FFD Done
- * Appoint alternate/assistant Gender/WID Officer
IDI / FSN ?
- * Create Gender and Development (GAD) Committee
Members from each project office Done
- * Prepare Gender Action Plan
G. Bloom's visit - Jan 12-27 - draft Done
- * Conduct informal gender needs assessment in Mission
G. Bloom - Jan. 12-27 Done
- * Conduct informal gender analysis training in Mission
G. Bloom - Jan. 12-27 Done
- * Work with CARE on Women's Empowerment Initiative
G. Bloom's visit - Jan 12-27 - first steps Done
- * Meet with Interagency GAD/WID Committee
January 19 Done
- * Integrate GAD Committee members into PRISM groups Done
- * Include paper on Gender and Development in
contractor's packet Done
PDIT

February

- * Integrate gender considerations into PRISM exercise
PRISM team's visit - Jan. 24-Feb. 11
- * Share Mission approach to gender with Margaret
Carpenter
M. Carpenter's visit - Jan. 30-Feb. 5
- * Enhance Resource Center's collection on gender issues
in development (Change name to WID/Gender in
Development)
G. Bloom / K. Sawhny / Jotwani

- * Hold briefing by Padma Seth upon return from TAF Women in Politics workshop in Philippines
- * Co-fund workshop for newly elected leaders of Panchayati Raj under Constitutional Amendment #73 in Ahmedabad through buy-in to GENESYS Project under Asia Democracy Project -- managed by Ilaben Jani - Gujerat Crime Prevention Trust, Ahmedabad
- * Prepare article for Front Lines on AWAKE
 Laura Hess - January 20, Bangalore visit
 Margaret Carpenter's visit - January 31
 Tenth Anniversary - February 14
- * Present India Mission's approach to gender to ANE/Asia GAD Committee
 G. Bloom - Feb. 2, Washington
- * Invite GAD Committee to showing of video on enterprise development in Tamil Nadu
 E. Kessler / H. Goldman
- * Finalize Gender Action Plan
 GAD Committee
- * Prepare requests for match funding from G/R&D/WID Office
- * Continue work with CARE on Women's Empowerment Initiative
 FFD
- * Continue to enhance Resource Center's collection on gender issues in development
 G. Bloom / H. Goldman / GAD Committee / Jotwani
- * Begin dialogue with reps from Indian women's groups
 GAD Committee member
- * Continue to meet with gender advisors from donors
 GAD Committee member
- * Allow Madhumita Gupta two extra days in Washington to be briefed by relevant gender specialists
 PRO / G. Bloom - February 10-11
- * Liaise with G. Bloom on resource materials for CARE from ABEL / GEMINI Projects

March

- * Celebrate International Women's Day - March 8
 GAD Committee
- * Draft Mission Order on gender

PRO

- * Prepare semi-annual reports (SARs/PIRs) using new format to report inclusion of gender
- * Appoint local Advisory Committee for USAID on GAD/WID from women's groups/NGOs

April

- * Attend workshop for newly elected leaders of Panchayati Raj under Constitutional Amendment #73 in Ahmedabad (Invite Padma Seth to participate)
Ilaben Jani - Gujerat Crime Prevention Trust, Ahmedabad
- * Hold quarterly GAD Committee meeting to assess Mission progress on institutionalization of gender considerations and to update implementation timeline

May

- * Work with CARE on education initiative

June

- * Participate with Freidreich Ebert Stiftung on small-scale enterprise workshop

July

- * Hold quarterly GAD Committee meeting

August

September

- * Provide orientation on GAD to new Mission staff

October

- * Hold quarterly GAD Committee meeting

November

December

GENDER ACTION PLAN

Suggested Indicators to Measure Impact

(to be modified following PRISM)

I. Economic Growth

Permanent jobs created by firms/individuals assisted by
USAID - disaggregated by sex
Increased private savings - disaggregated by sex
Increased access to credit for women
Creation of women's savings/credit/empowerment groups
Mahila Mandals
Kush Project
Female labor force participation rate
Percentage of family income earned by women
Improvement in skill levels

II. Population Stabilization

Empowerment of Women

Quantitative

Increased income
Better informed about government programs
Attendance at government health services, etc.
Participation in women's groups
Casting votes
Attendance at panchayat meetings
Participation as elected panchayat leaders
Improved reproductive health in UP
Increased contraceptive prevalence
Reduced fertility rate
Reduced maternal mortality rate
Increased life expectancy for women
Improved male/female sex ratio
Improved female literacy
Number of adolescent girls in secondary school

Qualitative

Increased self-confidence
Increased decision-making capability
Increased say in family matters
Increased respect in community
Better ability to bargain for employment
Change in views on family size
Change in views toward cleanliness (personal, social)
Ability to manage own finances
Positive response from husband on issues
Awareness of rights of women
Self perception of empowerment

III. Environmental Degradation

Decreased air pollution

Decreased urban pollution from sewage and garbage

Increased use of generated power by local community
members - sex disaggregated

GENDER ACTION PLAN

USAID/India

Executive Summary**(ANE Bureau Version)**MISSION GOAL

The goal of the USAID program in India is to help India make significant progress towards sustainable development by the year 2000 by focusing on three primary strategic program objectives:

- 1) accelerating broad-based economic growth;
- 2) stabilizing population growth; and
- 3) protecting the environment.

GENDER DISCRIMINATION: A CONSTRAINT TO INDIA'S DEVELOPMENT

The Mission recognizes that gender discrimination is a constraint to India's full sustainable development. Women have much lower social and economic status than men, as a result of deeply-rooted cultural values and poverty. Although India has been a pioneer in passing legislation promoting women's equality, strong traditions and lack of awareness among women of their rights lead to lax enforcement.

Since the beginning of the century, the ratio of females to males in India has fallen steadily, a phenomenon unique to the subcontinent. Culture dictates a preference for sons. The birth of a daughter is viewed as an economic catastrophe. Little value is attached to the domestic contribution young girls make in child care and housework; and parents see little economic value in educating girls.

Women's low status is also a manifestation of poverty. In a country where millions of the world's poorest struggle to survive, access to resources is tied to gender. India is one of the few countries where women's share of employment in the secondary and tertiary sectors has fallen in the last decade, due to lack of access to new technologies, lower levels of education and training, and government regulatory and labor policies.

Government policy aimed at improving the lot of women has traditionally viewed them as passive beneficiaries of social services and poverty alleviation programs. Only recently is increasing priority being given to gender-related issues by both the Government and women's groups.

GENDER IN USAID/INDIA'S STRATEGIC FRAMEWORK

The USAID Mission will address gender discrimination as a constraint to India's development through a two-pronged approach within its strategic framework:

- 1) enhanced integration of a sensitivity to gender as a development variable, in Objectives 1 and 3; and
- 2) a strategic gender-led empowerment approach in Objective 2.

Objective 1: Accelerating Broad-Based Economic Growth

India has undertaken important measures to liberalize and adjust its economy over the past three years. The Mission has determined that assisting India with these reforms to achieve sustainable economic growth with broad participation may be the single most important means to reduce world poverty since 40 percent of the world's poor are Indians.

Unfortunately, although women make up one-third of the conventionally defined labor force, much of what women contribute to the economy and to the life struggles of their families is undervalued due to statistical invisibility. Furthermore, the impact of these economic reforms on women has not been studied comprehensively.

Hence, the Mission has determined to re-examine its economic growth objective to see how gender considerations can be better incorporated into the activities under this objective, both to enhance the participation of both men and women in the economy, and to avoid negative impacts on either.

Expanded Credit Supply / Access

- * Under the Mission's Housing Guarantee Programs, efforts are underway to increase access to formal-sector financial institutions by low income groups, especially women. Two trial lending programs are being researched with SEWA in Ahmedabad and WWF in Madras as bridge NGOs.
- * Under the Capital Markets portion of the FIRE Project, the Mission plans to investigate potential barriers to women's participation meriting USAID intervention.

Improved Policy / Regulatory Environment

- * The Technical Assistance and Support Project will review the impact of India's economic reforms on women in its seminar series.

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- * Under TASP, at least 10% of the trainees will again be women. In addition, TASP will select a number of courses which will be offered only to women.
- * The IRIS and ICEG programs will be reviewed for better incorporation of gender-related issues.

Introduction of New Technologies

- * The successful models of greater involvement of women in technology development under PACT and CTD will be used to encourage greater participation by women in other projects.

Objective 2: Stabilizing Population Growth

Indian women's lack of control over their productive and reproductive lives contributes to unchecked population growth, disease and malnutrition. Cultural and economic factors discourage women from participating in decisions on family size and contraceptive use. Preference for male children deprives females of opportunities from birth.

The Mission addresses some of the access, service and knowledge gaps through family planning, child survival and nutrition activities, especially through the IFPS Project in Uttar Pradesh. Other underlying issues, such as female education and women's status, have not been addressed due to resource limitations. However, the Mission recognizes their importance and, under this objective, is exploring approaches to strategically address women's empowerment in a gender-led programming approach.

Increased Contraceptive Use

- * The Innovations in Family Planning Services (IFPS) Project will address lack of knowledge about different family planning methods, to move away from the emphasis on terminal methods, inappropriate for younger couples.
- * It will also increase access to services for women and provide better quality of care.

Increased Child Survival

- * Women are trained as community health workers and birth attendants under the PVOH II. The participation of women in community and family health decisions is also encouraged under the project.
- * Nutrition programs are beginning to be used in an innovative manner as the starting point for other

community interventions to empower women, including income generation schemes, education of adolescent girls, provision of child care for working women, and early childhood education.

Objective 3: Environmental Protection

Reducing India's contributions to global climate change and enhancing its national and local environmental quality will be accomplished by increasing energy productivity in selected power utilities, improving specific environmental conditions in selected industrial sites and municipalities, and increasing the availability of germ plasm of certain plants. Achieving this objective will benefit Indians regardless of gender. Nonetheless, gender analysis will be conducted, as appropriate, in the design and implementation of projects.

Increased Energy Productivity in Power Utilities

- * Efforts will be made to involve women in employment generation with improved power supplies. The benefits of reliable power for rural communities will be documented, including impact differentiated by gender.

Improved Environmental Conditions in Industrial Sites

- * Women's participation in professional level training will be maximized.
- * Benefits from improved environmental conditions will be analyzed and directed to women residents in communities.

Increased Availability of Germ Plasm

- * Biodiversity conservation will involve women participating from rural farming households through community-based approaches. Women, as important participants in rural crop production, will be actively engaged as community biodiversity activities are designed and implemented. They will receive training and be essential actors in this project.

STATUS OF ACTIVITIES

- * A Gender and Development (GAD) Officer, as well as an alternate, has been appointed.
- * A Gender and Development (GAD) Committee has been established, with a balanced male/female, USDH/FSN, and strategic focus representation.

- * The Mission has established a liaison with the Interagency Group on Women in Development to discuss donor GAD programs and the upcoming Beijing Conference.

IMPLEMENTATION SCHEDULE

The Mission has prepared a one-year implementation schedule for achieving the objectives of the current GAP (see attached). The GAP will then be updated in September 1995.

Mission Gender Action Plan

Executive Summary

(Mission Version)

The USAID Mission in India has prepared a Gender Action Plan (GAP) to strive for equitable achievements in our three program objectives - accelerating broad-based economic growth, population stabilization, and environmental protection. In India, there are significant gender gaps in enforcement of legal rights and in access to resources such as education, health care, credit, and formal employment. Our GAP requests \$116,500 in PD and S Funds and TA to create the analytic base upon which we can increase our program's impact on women. Some of these additional resources are required to build on the initial experiences under the Housing Guarantee and Title II food aid programs since they promise the greatest potential impact on gender constraints to women's productivity, title to real property, health and perhaps education. The Mission's new environmental initiatives are being designed to include gender and development analyses and implementation measures as well as women's participation.

The Mission's Housing Guarantee programs increase access of low-income urban women to formal-sector financial institutions. Two trial lending programs involving NGOs as a liaison between formal lenders and informal sector borrowers are expected to show higher repayment rates due to the requirement for jointly-held property titles. Since titles are usually held by the male household members, joint property titling demonstrates incentives for lenders to increase loan security, while at the same time providing collateral for women. Small-scale rural women's savings and loans' associations supported by CARE with Title II monetization funds also report low default rates. The Mission is using RHUDO resources to encourage urban female property ownership and access to credit but requires PD and S funds and TA (an estimated \$50,000) to work with CARE to define better the role that NGOs can play in improving rural women's participation in savings and loans associations, cooperatives, and other small economic activities.

Gender discrimination begins at birth and girls are more often malnourished, receive less education, and have higher mortality rates than boys. Under the Mission's activities to support stabilized population growth, women are both the primary beneficiaries and service providers. Women also hold key managerial positions in both State and Union health, family welfare, and human resource development ministries. Thus, the Mission's health and population projects have support to reduce gender gaps.

The Mission's food aid programs provide supplementary nutrition to needy children and pregnant and lactating women and to underprivileged women's groups and school children. As the

supplementary nutrition program bring underserved village women into contact with the government's health, family planning and literacy programs, it is an entry point for other interventions to empower women such as income generation schemes, reproductive health programs and education of girl children. CARE plans to use its existing access to poor women to increase women's control over their productive and reproductive lives. CARE needs substantial resources to refine implementation strategies for this goal. Given the relationship between female education levels and family size decisions, CARE is requesting TA and either Title II or sustainable development funds (an estimated \$50,000) to study the factors influencing girls' school enrollment and retention in order to develop a girls' education initiative. CARE is also requesting population funds to develop a family planning project for underserved families.

Mission support for successful women-owned enterprises and participation of professional women on policy-setting boards and in electronics training programs has created counterpart commitment to replicate these positive experiences. These models will be replicated under our technology and enterprise projects.

Our GAP proposes several approaches to improve impact of the Mission's programs on women. These include institutional processes such as the Gender and Development (GAD) Committee and Interagency WID Group, research to improve the incorporation of gender concerns into the Mission program, technical assistance (TA), more training opportunities for women, and policy considerations. As a next step, the Mission would like to develop a gender-disaggregated monitoring system and to define indicators to measure the program's impact on women. The Mission will need PD and S funds (\$1500) to develop this system. The Mission will then use the data and the results of our research on access to credit and capital markets, access to reproductive health, and girl's access to education to improve integration of women into formal financial systems, to define research priorities to understand the impact of economic reform on women, and to refine our population and environmental programs. The Mission is also requesting \$15,000 in PD and S funds for TA to define the most critical study area to understand the impact of economic reform on women.

A summary table of the Mission request for FY94 PD&S funds is attached.

IMPLEMENTATION SCHEDULE

- | | | |
|-----|---|-------------------|
| 1. | Review of USAID/India performance measurement system (PDIT) | August/Sept. 1994 |
| 2. | Women and housing consultancy involving two NGO credit programs (Self-Employed Women's Association and Working Womens' Forum). Assistance to set up mid-to-long-term lending programs for shelter and services (RHUDO). | July/August 1994 |
| 3. | Consultancy to define one or two critical study areas for impact of economic reform on women (PRO) | July/Sept. 1994 |
| 4. | Consultancy to explore Mission program options and implementation mechanisms for Mission's women's empowerment program objective (PHN/FFD). | September 1994 |
| 5. | Mission Project Implementation Reviews | October 1994 |
| 6. | Contract for economic reform study (PRO) | December 1994 |
| 7. | Initiate study of factors influencing girls education (PHN/FFD) | January 1995 |
| 8. | Initiate study of impact of environmental control measures on women (E ³) | March 1995 |
| 9. | Project Implementation Reviews and refinement of performance measurement system | April/May 1995 |
| 10. | Replication of AWAKE model (E ³) | June 1995 |
| 11. | Update of Gender Action Plan | September 1995 |

Summary of Mission request for FY 94 PD&S funds

The following section is to list those activities for which the Mission does not have project funding.

Data

1.	Review of Mission's data measurement systems for each project and recommendations on measurement techniques and mechanisms for a gender disaggregated project monitoring system	\$ 1,500
2.	Impact of economic reform on women	\$ 15,000
3.	Study of factors influencing girls' school enrollment and retention and the development of potential interventions using either food aid or sustainable development funding	\$ 50,000
4.	Role of NGOs to improve women's access to formal financial institutions	\$ 50,000
	Total	\$116,500

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"Impact of Population Growth" - Moni Nag, Senior Consultant, Population Council, New York

"Women and Family Planning" - K. Sujatha Rao, Joint Secretary, Ministry of Health and Family Welfare, GOI

"Reorienting Policy" - Mirai Chatterjee, Coordinator, Health Team, Self-Employed Women's Association (SEWA), Ahmedabad

"Plan Perspectives" - I.C. Tiwari, Health Advisor, Planning Commission, GOI

"Access to Health Care" - M.E.Khan and Bella C.Patel, The Population Council, Baroda

"NGO Involvement" - Sudha Tewari, Managing Director, Parivar Seva Sanstha, Delhi

"Female Foeticide" - Puloma Shah, Genetic Counsellor, Delhi

"Women's Voices" - Meera Chatterjee, Health Scientist and Planner, and Janet Chawla, Child Birth Educator, Delhi

"Thoughts on Sexuality" - Mira Savara, Journalist, Bombay

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