



Integrating Gender into the FIRE (D) III Project

Final Report

Indo-USAID Financial Institutions Reform and Expansion Project—
Debt & Infrastructure Component (FIRE-D Project)

USAID-TCGI Contract No. 386-C-00-04-00119-00

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Abbreviations

AIILSG	: All India Institute of Local Self Government, Mumbai
BWSSB	: Bangalore Water Supply and Sewerage Board
CBO	: Community Based Organisation
CDP	: City Development Plan
CMA	: City Managers Association
DPR	: Detailed Project Report
FIRE-D	: Financial Institutions Reform and Expansion- Debt Market Project
GB	: Gender Budgeting
GBI	: Gender Budgeting Initiative
GOI	: Government of India
HRD	: Human Resource Development
JMP	: Joint Monitoring Programme
JNNURM	: Jawaharlal Nehru National Urban Renewal Mission
JS	: Junction Social
M&E	: Monitoring and Evaluation
MC	: Municipal Corporation
MCWD	: Ministry of Women and Child Development
MDG	: Millennium Development Goal
MHM	: Menstrual Hygiene Management
MML	: Model Municipal Law
MMR	: Maternal Mortality Rates
MoF	: Ministry of Finance
MoUD	: Ministry of Urban Development
MoUE&PA	: Ministry of Urban Employment and Poverty Alleviation
NGO	: Non-Governmental Organisation
NIUA	: National Institute of Urban Affairs
NURM	: National Urban Renewal Mission
O&M	: Operation and Maintenance
R&D	: Research and Development
SO	: Strategic Objective
SSF	: Singamma Sreenivasan Foundation (Bangalore)
SWM	: Solid Waste Management
ToR	: Terms of Reference
TI	: Training Institute
TIA	: Training Impact Assessment
TNA	: Training Needs Analysis
TOR	: Terms of Reference
TSO	: Technical Support Organisation
IIDSSMT	: Urban Infrastructure Development Scheme for Small & Medium Towns
ULB	: Urban Local Body
UNIFEM	: United Nations Development Fund for Women
WATSAN	: Water and Sanitation
WCP	: Women Component Plan
WSPs	: Water Safety Plans

Executive Summary

FIRE(D)III aims to demonstrate that urban infrastructure projects can be pro-poor and bankable by meeting their cost recovery obligations. Together with helping to mobilize resources towards increased investment in water and sanitation services for whole cities, FIRE(D) seeks to mobilise demand and institutionalise procedures for low-income settlements to access basic services from Urban Local Bodies (ULBs) on a sustainable basis. An important specific measurable result for FIRE(D)III is to significantly increase the number of poor urban residents with access to clean drinking water and sanitation services via a pro-poor approach. *Such a pro-poor approach includes a gender analysis.*¹

This report, the final output, under the assignment “*Integrating Gender concerns into FIRE III*”² summarizes the findings and recommendations of desk reviews, consultations and visits to FIRE(D)’s project sites undertaken in order to assess and identify opportunities for integrating gender and equity concerns in FIRE(D)III. It suggests an outline strategy for integrating gender in FIRE(D)III with next steps for internalising these recommendations and translating them into an operational strategy in the workplan, and reflection in FIRE(D)III’s overall Monitoring & Evaluation (M&E) strategy.

A brief summary of our findings and recommendations outlined below, provides the basis for an indicative strategy for enhancing the gender impact of FIRE(D)’s work.

Summary of Findings

1. FIRE(D)’s enhanced focus on services for the urban poor would benefit from an explicit emphasis on gender, in tandem with and equal to its attention to poverty in project development, its advocacy work with government and within its own reporting and M&E Framework .
2. The overall project development cycle is focussed primarily on resource mobilisation, financial management and asset creation and maintenance. Putting poor women, men, adolescent girls and boys at the centre of the project cycle and recognising the heterogeneity of their demands, needs and constraints of which gender is the key variable, would enhance impact considerably.
3. FIRE(D) has undertaken some pioneering cost-recovery work – with a view to demonstrating that the poor are willing and able to pay for services. This work needs to be further disaggregated by socio-economic variables, especially gender, in order to provide valuable lessons for FIRE(D)’s own discourse with ULBs and states and for the sector as a whole. Evaluating the impact of improved services through a gender and poverty lens is critical in order to know who has actually benefited and in what way – this must go beyond the numbers covered to understand how different facets of service improvements can make a difference in the lives of poor women and girls as these are most affected by such services.

¹ SOW-FIRE-D, Scope of Work for integration of gender in FIRE-D, Chemonics

² GEW-I-00-02-00016-00 800, The New and Expanded Social and Economic Opportunities for Vulnerable Groups Task Order

4. Infrastructure creation in FIRE(D)'s community-based projects has emphasised community participation, typically facilitated by an NGO and local CBO. There is strong evidence of innovations in the creation of serviced facilities for low-income communities - however these initiatives have failed to go hand-in-hand with the requisite software needed (hygiene practices and behaviour change) to maximise the health impacts of assets created..
5. The design of housing and individual household-level watsan services displays strong user preferences, including that of women. Less consultation and innovation exists however, in the case of community facilities that often cater to the poorest of the poor, and that are instrumental in offering poor women safety and privacy in dense, poor slums. Such community blocks must address hygiene needs (hand washing and personal hygiene), menstrual hygiene and management (washing and disposal of cloths and sanitary material), and advocacy and technical support for basic watsan facilities in slum and neighbouring schools.
6. FIRE(D) staff have a large portfolio to cover, involving heavy and frequent travel. The organisational structure calls for collective rather than individual responsibility to delivering the intermediate results outlined under USAID's Strategic Objectives. Gender is currently absent from these results, apart from a coverage target that asks for numbers of men and women with increased access. Qualitative information and analysis on the *impact* of services and their acceptance and use by beneficiaries is currently absent from the reporting structure and M&E framework.
7. The JNNURM is a critical GOI initiative that FIRE(D) is supporting. This, together with other policy initiatives in urban services for the poor urgently lack a champion on gender. Information on equity in access to services – particularly the gender dimensions of watsan in urban areas, is hard to come by across South Asia. This is a gap which FIRE(D) is well positioned to fill, if not alone, together with other key actors such as WaterAid, WSP, UNICEF and others.

Summary of Recommendations

1. Ensure that FIRE(D) staff and activities integrate gender into **project cycle development, FIRE(D)'s M&E reporting and strategy, policy discourse and implementation at community level.**
2. FIRE(D) staff to ensure that **adequate gender expertise and strategic inputs are brought in** (whether in-house or outsourced) at critical stages of project cycle development, in the drawing up of policy documents, within advisory services to state and national government and in their discourse on resource mobilisation and pro-poor service delivery with ULBs, particularly within the JNNURM context.
3. Within FIRE(D) it is important to be able to **designate a champion for gender issues.** While gender must be everyone's business, it must be one person's responsibility to pursue, champion and report on. Partner selection criteria must also include skilled gender and poverty experts at every level.

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4. All **FIRE(D) team members must keep themselves abreast** of gender issues related to their own work remits e.g. pro-poor targeting and gender equity within watsan projects, gender budgeting, women's participation within the project cycle.
5. **Hardware and software must go hand-in-hand** in all infrastructure interventions. Hygiene-led demand creation as a precursor to physical asset creation is one important change in approach recommended. Also, sanitation must be accorded equal if not more weight in providing basic services to the urban poor. Sanitation is often a strong silent demand felt more by women given their concerns about personal security, privacy and dignity and the direct link with the health of children.
6. **Technology design must value women's voice and needs** and create the space to ensure that important sanitation and hygiene needs are adequately reflected in appropriate technology that women and girls and children want and can use.
7. **Men must be addressed as important partners** in sharing the benefits and burdens of obtaining a healthier living environment – through targeted hygiene promotion efforts and a clear analysis and division of project burdens.
8. Community-level watsan projects should be **leveraged as a powerful entry points** into the wider agenda of poverty reduction – including health, livelihoods and education.
9. FIRE(D)'s overall M&E strategy together with project-level M&E in different states must **focus more on qualitative impacts** and formulate indicators that go beyond access and coverage to reflect and measure benefits and costs, sustainability of interventions, heterogeneity, differential access and control of men, women and adolescents and learn lessons from these in order to adjust and innovate to maximise the impact on women and girls.
10. FIRE(D) must **facilitate structured and systematic cross-learning** on gender and integrating gender across its portfolio and wider across the sector.. Focussed, thematic workshops could be the main vehicle for this. Suggested themes for such workshops include:
 - a. Gender and cost recovery strategies
 - b. Gender and appropriate technology
 - c. Maximising the health impacts of watsan infrastructure: Hygiene and behaviour change
 - d. Integrating gender into the monitoring and evaluation of watsan projects
11. FIRE(D) must look to see how it can contribute to the GOI commitment on **promoting gender budgeting** initiatives at the central, state and ULB level.

Gender Strategy

Consciously and willingly taking the gender agenda on board through the development of a gender strategy, that includes a statement on FIRE(D)'s commitment and action plan, is recommended as a first step to implementing the recommendations of this report. The strategy would include a coordinated way forward for i) promoting gender issues directly through FIRE(D)'s own work and ii) leveraging FIRE(D)'s strategic position and influence in urban watsan in India to support, prioritise and further gender equality in delivering services to the urban poor. However it will be critical for the FIRE team to formulate its own detailed strategy using the broad outline that follows. An important part of this process is for staff to spend time internalising these recommendations and then applying them within their own portfolio. We propose that FIRE(D) consider a three-pronged strategy for integrating gender into its work:

- 1) **Human Resource Development (HRD):** FIRE(D) ensures that critical activities (project development, community level projects, influencing activities with ULBs and State e.g. JNNURM process) are adequately resourced with skills in gender and poverty analysis and that gender mainstreaming across the portfolio is reported upon through appropriate indicators in FIRE(D)'s M&E strategy.
- 2) **Practice:** FIRE(D)'s next workplan reflects this focussed commitment to gender mainstreaming through specific inputs across the portfolio over the next 12 months. Specific activities are suggested as Immediate Next Steps, set out below.
- 3) **Policy and Advocacy:** FIRE(D) ensures that gender is part and parcel of its advocacy work on pro-poor services at ULB, state and national level by utilising its learning from its projects to contribute towards achieving universal access to improved water and sanitation services for the poor, especially for women and girls and other aspects of gender equity. Particular entry points for FIRE(D) to encourage gender-awareness policy will be as part of JNNURM efforts, where FIRE(D) can work with government at all levels to ensure gender-sensitive project planning, implementation and monitoring and evaluation within water service delivery and infrastructure projects; and pushing the gender budgeting agenda at the state and ULB level, e.g. through the funding or facilitating of pilot initiatives.

Immediate Next Steps

The immediate next steps needed to take this strategy and these recommendations forward are set out below:

Table 1: Immediate Next Steps

	Activity	Responsibility	Suggested Timings
1.	Identify a “gender” champion in FIRE(D)	FIRE(D) and USAID	Before the workshop
2.	Orientation workshop on gender in watsan for FIRE(D) staff and partners with a focus on indicators and outcomes. Should include drawing up of a statement of FIRE(D)’s commitment to gender	FIRE(D) and JunctionSocial	Early June
3.	Integrating gender into annual work plan by September 2006 – organisational responsibilities and project level activities	FIRE(D)	By September 2006
4.	Consultancy support on gender within the JNNURM process	FIRE(D)/USAID to identify	By September 2006
5.	Organise thematic workshops on gender and watsan	FIRE(D)	One per quarter
6.	Impact evaluation (poverty and gender focus) of Sangli and one other project	FIRE(D)	
7.	Design of gender budgeting pilot project	FIRE(D)	

SECTION 1

1.1 Background/Introduction

1. The Financial Institutions Reform and Expansion – Debt Market (FIRE-D) Project was initiated in 1994, following the Government of India’s liberalization of the economy, as USAID’s response to the need for improved urban infrastructure service delivery. The objective of the project was *to play the role of strategic advisor who supported the development of an infrastructure finance system and improved delivery of urban environmental services (i.e., water, sewage and solid waste)*.³
2. During its first two, five-year phases- FIRE(D) I and II - the technical assistance project achieved significant results, especially in creating an enabling environment for improved service delivery and in demonstrating the value of improved approaches through pilot projects at state and municipal levels.
3. Key Task 2.9 of TCGI-PADCO’s Technical Proposal⁴ for FIRE(D) III – entitled *Gender Considerations and Sensitivity to the Poor*, considers gender considerations and sensitivity to the poor to be ***cross-cutting issues and essential, integral elements of all FIRE(D) III activities***.
4. FIRE(D) III is designed to focus efforts on fewer states with targeted municipalities in each, and take a comprehensive approach...FIRE(D) III will put all the critical elements together in five selected states and numerous Urban Local Bodies (ULBs) to significantly increase the number of poor urban residents with access to clean drinking water and sanitation services via a pro-poor approach. *Such a pro-poor approach includes a gender analysis*.⁵

1.2 Objectives of this assignment

5. Junction Social was commissioned by Chemonics to:
 - i. Assess and identify opportunities for integrating gender and equity concerns in FIRE(D) III
 - ii. Develop specific gender and equity strategies within the overall mandate and framework of FIRE(D) III
 - iii. Develop appropriate mechanisms, tools and resources to operationalise the strategies.

³ Source: ‘FIRE III, In Context’, Background Note, Chemonics TOR for Integrating Gender into FIRE III

⁴ Technical Assistance and Training to Support FIRE-D Phase III

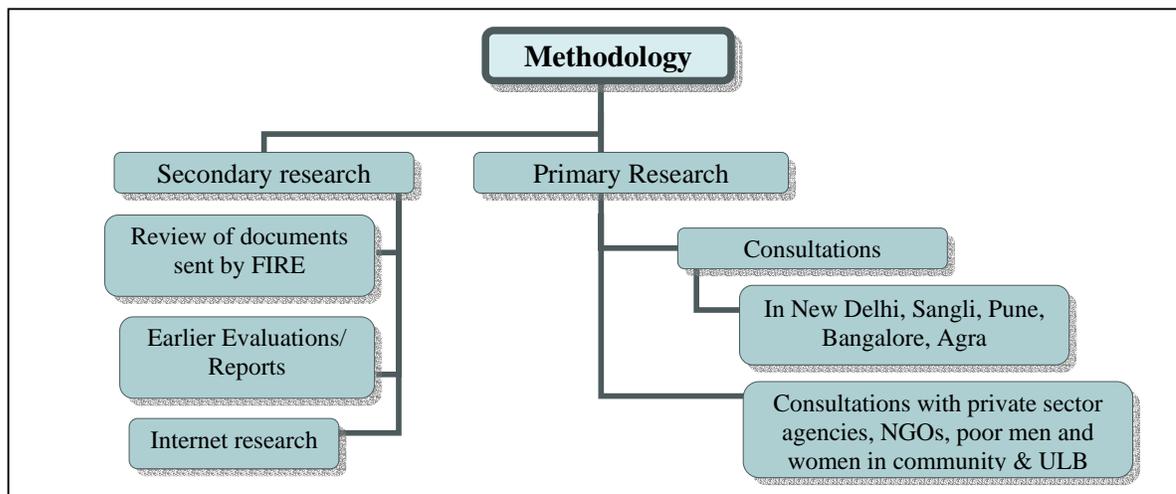
⁵ SOW-FIRE-D, Scope of Work for integration of gender in FIRE-D, Chemonics

1.3 Methodology

6. This study was planned and coordinated by Archana Patkar with JS staff providing specific inputs based mainly on geographical efficiencies and technical competencies. The JS team included Janet Geddes (Mumbai), Shikha Shukla (Delhi) and Sowmyaa Bharadwaj (Mumbai). The assignment has resulted in three outputs:
 - i. An initial literature scan of background documents related to FIRE (D)
 - ii. Reports of three site visits – Sangli (Maharashtra), Bangalore (Karnataka) and Agra (Uttar Pradesh)
 - iii. A strategy and recommendations to integrate gender concerns into the FIRE (D) III project

The methodology followed by the team is represented in brief, in Figure 1 below:

Figure 1: Methodology



7. FIRE(D)'s broad remit, led us to select a smaller number of focus areas – in consultation with and after agreement with FIRE(D) staff - where our input on assessing the potential for integrating gender would be most useful. The focus areas selected were:
 - i. Gender within the Project Cycle,
 - ii. FIRE(D)'s input to the Jawaharlal Nehru National Urban Renewal Mission (JNNURM) and
 - iii. FIRE(D)'s Training Strategy.

Time permitting, secondary activities like a study of current Gender Budgeting practices and a review of the Model Municipal Law (MML) and Policy Options Paper documents were also proposed. We were able to complete a study of Gender Budgeting. Reviews resulting from all of the above have been annexed as:

- Appendices to Gender Integration into the NURM process (Annex A5)
- Integrating Gender within the FIRE(D) Training Strategy (Annex A7)
- An Introduction to Gender Budgeting. (Annex A8)

1.4 The Policy Framework

8. Integrating gender within FIRE(D)'s work would enable the project to contribute significantly to the current policy framework on women's empowerment and gender issues, particularly in relation to water and sanitation, existing in India and as outlined in brief below.

The National Policy Framework

Women's Empowerment

- The **National Common Minimum Programme** of the Government of India 2004, endeavours to "fully empower women politically, educationally, economically and legally". This will be mainly through the introduction of reservations for women in electoral offices; legislations on domestic violence and against gender discrimination and earmarking funds for expenditure on programmes for the development of women and children.
- As per the 73rd and 74th Constitutional Amendments, one-third of elected seats are reserved for women at different levels of local governance in both rural and urban areas. (This includes one-third reservations for women chairpersons of rural and urban local bodies.).

Water and Sanitation

Urban Water Sanitation Figures for India

- Improved drinking water⁶ coverage (total): 96%
- Improved drinking water coverage (Household connection): 51%
- Improved sanitation⁷ coverage: 58%

Source: Meeting the MDG Drinking Water and Sanitation Target, A Mid-Term Assessment of Progress, August 2004, Joint Minimum Programme, UNICEF-WHO

- Coverage remains an important agenda, and highest priority is being accorded to remaining 'not covered' and 'partially covered' habitations having a supply level of less than 10 litres per capita per day (lpcd) as also those affected severely with water quality problems.
- The Tenth Plan also advocates according **highest priority to school sanitation, which is critical to the formation of proper habits for hygiene, sanitation and safe water use**. Schools are being seen also as a powerful channel of communicating hygiene messages to homes and communities, and as critical to girls' education.

Source: India: Assessment 2002: Water Supply and Sanitation, AWHO-UNICEF Sponsored Study, Planning Commission, Government of India

- The **Jawaharlal Nehru National Urban Renewal Mission (JNNURM)** – Rs. 50,000 crore from Government of India for a seven-year programme of support to 63 cities on urban renewal, including supplying basic services to the urban poor. JNNURM is the single largest central government initiative in the urban sector. It will used to leverage additional resources for financing urban development, so that the combined investment by the Central Government, state governments and ULBs is proposed as over Rs.1 lakh crore over the seven year period.

⁶ Parameters for Improved drinking water sources: Household connection, Public standpipe, Borehole, Protected dug well, Protected spring, Rainwater collection

⁷ Parameters for Improved sanitation facilities: Connection to a public sewer, Connection to a septic system, Pour-flush latrine, Simple pit latrine (Only a portion of poorly defined categories of latrines are included in sanitation coverage estimates), Ventilated improved pit latrine

9. While massive inputs have been made by GOI and States, to supply potable water in urban as well as rural areas, sanitation coverage remains relatively low. Morbidity and mortality due to waterborne diseases have not declined commensurate with the increase in availability of potable water supply. More importantly, young children bear a huge part of the burden of disease resulting from the lack of hygiene. India still loses between 0.4 to 0.5 million children under five years, due to diarrhoea. While infant mortality and under five mortality rates have declined over the years for the country as a whole, in many states, these have only stagnated in recent years. One of the reasons is the failure to make significant headway in improving personal and home hygiene, especially in the care of young children and the conditions surrounding birth.
10. There is conclusive evidence worldwide that improved sanitation and hygiene practices together with *adequate* water for sanitation can reduce diarrhoeal disease by more than 70 %, interventions across the country continue to ignore the impact of behaviour change on environmental and human health. Additionally, the link between poor sanitation and malnutrition in children has been conclusively established. India is home to the largest number of malnourished children in the world. Environmental and health-related issues are less evident than the more visible, coverage and quantity related problems, but remain critically important to social welfare and resource sustainability – degraded environments have a particularly direct deleterious impact on women and children.⁸
11. On the urban front, while access to household toilets in urban India is relatively high, sanitation beyond home toilets is a different story. Out of 300 Class-1 cities, about 70 have partial sewerage systems and sewage treatment facilities. Of the total wastewater generated in the metropolitan cities, barely 30 per cent is treated before disposal. Thus, untreated water finds its way into water systems such as rivers, lakes, groundwater and coastal waters, causing serious water pollution. There has also been a significant increase in municipal solid waste generation in India in the last few decades.⁹
12. The GOI's data on water and sanitation and most national surveys track coverage data which hides inequalities in access due to irregularity, poor quality, seasonal or other inadequacy, cost, etc. National data as also international and regional aggregate data focussing on numbers of people with access to services does not delve deep enough to uncover intra-community and intra-household inequalities in access and use. In fact the India Assessment Study conducted in 2002 and published in 2004, states categorically that although *no comprehensive study on equity issues relating to water supply, sanitation, and health has been conducted for the country as a whole, common equity issues that plague the sector in most developing countries also hold true for India.*
13. Women bear the brunt of these inequalities both as water managers for the household and as poor women users. For example – in poor urban habitations which are technically “covered” , irregular timings and insufficient quantities of water supply

⁸ Source: India: Assessment 2002 – Water Supply and Sanitation, AWHO-UNICEF Sponsored Study

⁹ Source: India: Assessment 2002 – Water Supply and Sanitation, AWHO-UNICEF Sponsored Study

force women and young girls to queue for hours on end or to seek water from more reliable sources further away from home. This daily chore takes its toll – often hardest on adolescent girls, who are pulled out of school to ensure collection and transport to secure the water needed for the entire households needs as mothers have to either tend to household chores or report for daily labour.

Jawaharlal Nehru National Urban Renewal Mission

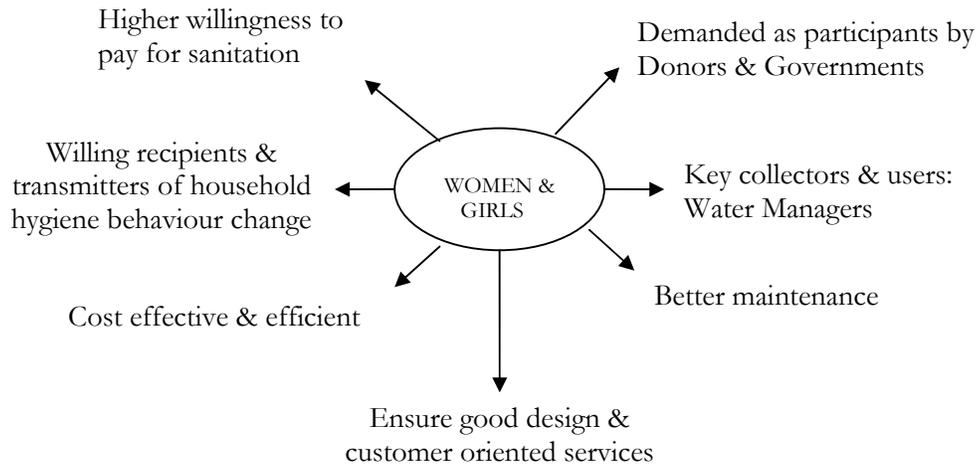
14. The Jawaharlal Nehru National Urban Renewal Mission (JNNURM) is a seven year urban renewal programme proposed by the Government of India. It is ambitious in scale, covering 63 cities including those with a population over one million, all state capitals and other cities considered important from a religious, historical or tourism point of view, at a cost of Rs. 50,000 crore. To be given as grants-in-aid, the amount will be used to leverage additional resources for financing urban development.
15. The JNNURM began in December 2005 and is broken up into two sub-missions: one on Urban Infrastructure and Development (led by the Ministry of Urban Development) and the other on Basic Services to the Urban Poor (led by the Ministry of Urban Employment and Poverty Alleviation). JNNURM will catalyse substantial investments in the urban sector. JNNURM is intended to facilitate:
 - Universal access to minimum levels of services, including water and sanitation.
 - City-wide framework for planning and governance
 - Modern and transparent budgeting, accounting, and financial management systems at ULB level
 - Financial sustainability for urban local bodies and other service delivery institutions
 - E-governance in the core functions of municipal governments
 - Transparency and accountability in urban service delivery and management.

1.5 Where and How does Gender fit in.....

16. It makes good business sense to integrate gender, i.e. to involve women and encourage their participation in water and sanitation projects due to the following well documented reasons:
 - i. Women are the key collectors and users of water supply at the household level – their participation is essential for the success of infrastructure projects;
 - ii. Where women have been involved in siting, design, construction and maintenance in infrastructure projects, assets are better maintained, used and sustained;
 - iii. Women’s participation in community contracting, financing and quality control has proven to be cost-effective and efficient ;
 - iv. Women provide the most effective means of communicating the importance of behaviour change to the household (particularly to young and old) – changing the behaviour of the woman results in behaviour change of her entire family;
 - v. Women provide the best and most knowledgeable means of ensuring that services are well-designed and customer –oriented;
 - vi. Women display a higher willingness-to-pay for sanitation services than men;

- vii. Women are willing recipients of hygiene education messages and good transmitters;
- viii. Donors and Governments demand women’s participation, which is often enshrined in national constitutions, state policies and donor mission statements.

Figure 2: Women’s key roles in watsan projects



17. However, we would like to go beyond the well-accepted truths above to highlight the importance of a *gender approach* versus mere women’s involvement in ensuring that broader aims in poverty reduction, equity and sustainability are also served by ensuring that women’s needs are met. The rationale is sound

- i. Women are water managers the world over, but are not recognized as such – there is an opportunity to ensure that they do not merely participate but in fact take on a key role in decision-making and management of watsan services – serving larger **equity** objectives;
- ii. Poverty is ‘**gendered**’ because women and men experience poverty differently and unequally – and become poor through different, though related, processes. Historical inequalities in access to entitlements – including voice and basic services mean that poor women are often the poorest of the poor¹⁰. **Poverty reduction** without a gender focus is not achievable, nor sustainable.
- iii. Although most water and sanitation projects desire women’s participation – because of the above mentioned benefits in efficiency and effectiveness – few cost women’s unpaid time and voluntary labour that is so instrumental in project success. While women rarely obtain direct remuneration or increased status and authority for these silent efforts, project processes often add to their “triple burden” of tasks in an unequal society. A **gender perspective** ensures that women are not further burdened, but rather, rewarded commensurate to their participation and efforts – serving wider **ethical and equity** objectives.

¹⁰ Source: Gender Mainstreaming in Poverty Eradication and the Millennium Development Goals: A Handbook for Policy-makers and Other Stakeholders

- iv. Women have been historically denied an equal place besides men. Water and sanitation - an area where women are comfortable as natural managers, provides a natural entry point towards addressing injustice to women and girls beyond basic services. Full participation in water and sanitation projects – gives women increased confidence and voice, enabling them to gradually participate alongside men on an equal footing to demand and access their rights and entitlements in other areas, greater political representation, etc. – moving towards achieving **gender equality** as a larger social goal.
18. A glossary of gender-related terms used in this report is attached as Annex B1.

1.6 Gender and Poverty

Poverty is 'gendered' because women and men experience poverty differently – and unequally – and become poor through different, though related, processes.

Source: Gender Mainstreaming in Poverty Eradication and the Millennium Development Goals:
A Handbook for Policy-makers and Other Stakeholders

19. Poverty analysis often stops short of analysing why impoverished groups are poor, so gender relations cannot be advanced as an explanation of women's poverty. There is insufficient disaggregation of data by sex. Women's incomes, livelihoods and resource constraints are poorly captured. Although attention is paid to the qualitative dimensions of poverty (vulnerability, 'voicelessness' and powerlessness) these are poorly integrated with the rest of the poverty analysis.
20. A gendered poverty analysis would include attention to the reproductive sphere; deconstructing the household; a focus on women's livelihoods, unremunerated and voluntary work, incomes and employment; and an analysis of gender implications of budget priorities and public spending. Integrating the non-economic dimensions of poverty – vulnerability, powerlessness, voicelessness and male-biased governance systems – with these economic dimensions is essential.
21. Resource mobilisation efforts often aim to increase efficiency and accountability in spending. An important aspect of this is accountability to poor people, including those without a voice, especially poor women. Analysing budgets in terms of their differential spending and impact on women and men and then utilising this information for better targeting of disadvantaged groups and improved outcomes for poor women would be an important aspect of such an approach.

1.7 USAID and FIRE(D)

22. USAID/India's strategy for 2003-2007 aims to assist the Government of India on its path to eradicating poverty. The USAID programme during this period will focus on five areas: economic growth, health, disaster preparedness and response, energy and water, and increased equity and social justice.

23. FIRE(D) III aims to increase municipal investment in environmental infrastructure (SO 13 - Indicator 3) and to increase the number of men and women with access to clean water and sanitation services in selected cities (SO16 – Indicator 1). The first is a necessary, if not sufficient condition of achieving the second, more important goals. The manner in which the investments are made can directly affect the number – and location and economic class- of beneficiaries. Thus the FIRE(D) project in the third phase will focus especially on increasing the numbers of poor urban residents with access to water and sanitation services, i.e., *take a pro-poor approach* (of which gender is an integral part).¹¹
24. In activity terms, common elements of the FIRE(D)III workplans in each state are to target selected municipalities and coordinate with other donors and state-level partners to finance and implement specific water and sanitation projects, including supply, distribution, and efficiency improvements.

1.8 Potential to Integrate Gender into FIRE(D) III

1.8.1 Scope of activities under FIRE(D) Phase III

25. Table 2 below summarise the main activities proposed under FIRE(D) Phase III. The table emphasizes the breadth and range of activities that the FIRE(D) team is involved in at the national, state and ULB level, namely:
- Capacity Building and Training
 - Policy Influencing/Promoting Reforms and Legislative Changes
 - Financial Reform and Resource Mobilisation
 - JNNURM support
 - Pilot Project Implementation

¹¹ 'FIRE III, In Context', Background Note, Chemonics TOR for Integrating Gender into FIRE III (2006)

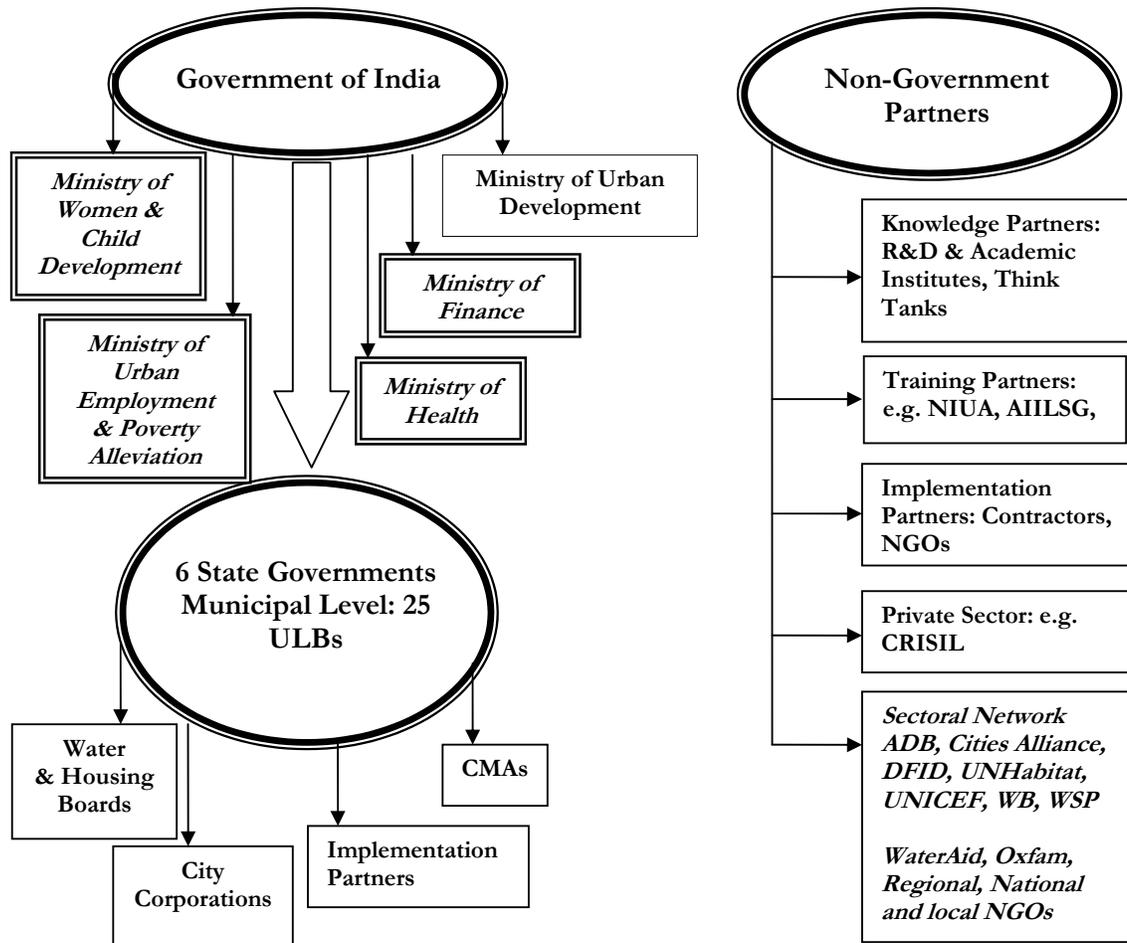
Table 2: Summary of FIRE(D) III's workplan

	Central/National Level	State Level	City (ULB) Level
Financial Reforms and Resource Mobilisation	<ul style="list-style-type: none"> ▪ Roll-out of new national accounting manual. ▪ Operationalisation of City Challenge Fund, Urban Reforms Initiative Fund, Pooled Finance Development Fund and tax-free facility for municipal bonds. 	<ul style="list-style-type: none"> ▪ Encourage state-wide adoption of accounting standards, guidelines and formats. ▪ Support creditworthiness and urban management activities. ▪ Tap new financing mechanisms for the state, such as pooled financing with DCA credit. ▪ Work with state-level institutions and IFIs to reach financial closure and initiate implementation of municipal watsan projects. ▪ Corporatize S-T-Thane Water Authority to improve efficiency of water supply. 	<ul style="list-style-type: none"> ▪ Primarily in Greater Bangalore, Thane, Bhubaneswar & Cuttack: ▪ Improve creditworthiness of ULBs ▪ Build capacity of ULBs to collaborate with state-level institutions in preparing commercially viable, “bankable” watsan project proposals. ▪ Assist ULBs in accessing the GoI's tax-free facility for municipal bonds, City Challenge Fund, Pooled Finance Development Fund and other resources.
Capacity Building and Training	<ul style="list-style-type: none"> ▪ Expand and strengthen the urban management training network. ▪ Awareness-raising and training with All India Mayors Association ▪ Apex level national body of state-level CMAs. 	<ul style="list-style-type: none"> ▪ Build capacity of a state financial intermediary and an Urban Infrastructure Fund, for watsan projects. ▪ Consolidate and strengthen CMAs. ▪ Support operationalisation of WB SWM Mission. 	<ul style="list-style-type: none"> ▪ Expand access and improve the quality of service for low income households by helping municipal governments find ways to increase community participation in system design and maintenance.
Policy Influencing/ Promoting Reforms and Legislative Changes	<ul style="list-style-type: none"> ▪ Support on GoI e-Governance initiative for municipalities. 	<ul style="list-style-type: none"> ▪ Use MML to expedite legislative reforms to strengthen local governments; ▪ Develop state-wide guidelines for system O&M, efficiency and incentives. ▪ Reform of Orissa's water sector. ▪ State pro-poor policy watsan services in Karnataka. 	<ul style="list-style-type: none"> ▪ New building bye-laws in DMC
JNNURM	<ul style="list-style-type: none"> ▪ Support to JNNURM Reform Agenda 	<ul style="list-style-type: none"> ▪ DPR development, financial restructuring and implementation of reforms. ▪ Develop model contract for e-Governance in ULBs in MP. ▪ Legislative reforms in Orissa, MP, Rajasthan and Karnataka. ▪ Municipal accounting, financial management and budgeting in WB, Orissa and MP. 	<ul style="list-style-type: none"> ▪ Prepare CDPs and reform implementation in Pune, Nagpur and other FIRE (D) targeted ULBs.
Pilot Project Implementation			<ul style="list-style-type: none"> ▪ WATSAN projects in Greater Bangalore, Thane, Bhubaneswar & Cuttack. ▪ WATSAN projects for poor in Bangalore and Sangli ▪ SWM/Heritage/Livelihood project in Agra ▪ Wastewater recycling, energy efficiency and water metering with Delhi Jal Board.

1.8.2 Stakeholder Analysis and FIRE(D)'s Sphere of Influence

26. FIRE(D)'s breadth of activities presents the team with a number of opportunities to incorporate a gender focus directly within their existing workplans and activities at the national, state and local level. FIRE(D) operates within a significant sphere of engagement and influence across a range of government stakeholders at national, state and ULB level, together with partners in the non-governmental and private sector on key issues in pro-poor service delivery across urban India. By sphere of engagement and influence, we mean those whom FIRE(D) currently engages with on implementation and policy matters such as the Ministry of Urban Development together with those whom FIRE(D) can *potentially* engage with and influence to at policy level – in this case gender mainstreaming - e.g. Ministry of Finance, Ministry of Women and Child Development. Figure 3 below indicates the breadth of stakeholders with whom FIRE(D) engages and others that could potentially influence, given its important positioning in the sector.

Figure 3: FIRE(D)'s Sphere of Engagement and Influence



Note: Stakeholders that FIRE(D) may potentially engage with in influencing dialogue on Gender in Water and Sanitation are in italics. The list is not exhaustive, but rather *illustrative*, with the intention of encouraging the FIRE(D) team to identify appropriate influencing partners at various levels.

SECTION 2

2.1 Summary of Findings

- i). FIRE(D) has enhanced its focus on services for the urban poor in all its activities. A gender focus is however absent from FIRE(D) policy level discourse with government stakeholders, the current project development cycle and within FIRE(D)'s own M&E framework.
- ii). The overall project development cycle is focussed primarily on resource mobilisation, financial management and asset creation and maintenance. People and the heterogeneity of demands, needs and constraints linked to the design, use and maintenance of physical assets created are considered primarily within the narrower domains of cost recovery and sustainability of assets, rather than consumers with varying rights and needs - the gender dimensions of which breed particular inequalities.
- iii). Infrastructure creation in FIRE(D)'s community-based projects has emphasised community participation, typically facilitated by an NGO and local CBO. However the health objectives of improved watsan services, together with hygiene promotion work to maximise the impact of the hardware assets, has been entirely missing.
- iv). The design of housing and individual household-level watsan services displays strong user preferences, including that of women. Less consultation and innovation exists however, in the case of community facilities that often cater to the poorest of the poor and that are instrumental in offering poor women safety and privacy in dense, poor slums. Such community blocks must address hygiene needs (hand washing and personal hygiene), menstrual hygiene and management (washing and disposal of cloths and sanitary material), and advocacy and technical support for basic watsan facilities in slum and neighbouring schools.
- v). FIRE(D) staff have a large portfolio to cover, involving heavy and frequent travel. The organisational structure calls for collective rather than individual responsibility to delivering the intermediate results outlined under USAID's Strategic Objectives. Gender is currently absent from these results, apart from a coverage target that asks for numbers of men and women with increased access. Qualitative information and analysis on the *impact* of services and their acceptance and use by beneficiaries is currently absent from the reporting structure and M&E framework.
- vi). The JNNURM is a critical GOI initiative that FIRE(D) is supporting. This, together with other policy initiatives in urban services for the poor urgently lack a champion on gender. Information on equity in access to services – particularly the gender dimensions of watsan in urban areas, is hard to come by across South Asia. This is a gap which FIRE(D) is well positioned to fill if not alone, together with other key actors such as WaterAid, WSP, UNICEF and others.

2.2 Summary of Recommendations

The following is a broad summary of key recommendations for mainstreaming gender considerations into FIRE(D). Detailed recommendations, together with practical implications are outlined in Section 3 of this report.

- i). Ensure that FIRE(D) staff and activities integrate gender into **project cycle development** (both their own projects and project cycle development as part of JNNURM), FIRE(D)'s **M&E reporting and strategy, policy discourse and implementation at community level**.
- ii). FIRE(D) staff to ensure that **adequate gender expertise and strategic inputs are brought in** (whether in-house or outsourced) at critical stages of project cycle development, in the drawing up of policy documents, within advisory services to state and national government and in their discourse on resource mobilisation and pro-poor service delivery with ULBs. One critical and immediate area where further inputs on gender will be necessary is support to FIRE(D) on the to the JNNURM process.
- iii). Within FIRE(D) and its implementation partners, it is important to be able to **designate a champion for gender issues**. While gender must be everyone's business, it must be one person's responsibility to pursue, champion and report on. Partner selection criteria must include skilled gender and poverty experts at every level.
- iv). All **FIRE(D) team members will need to keep themselves abreast** of gender issues related to their own work remits i.e. gender equity within watsan projects, gender budgeting, women's participation within the project cycle.
- v). **Hardware and software must go hand-in-hand** in all infrastructure interventions. Hygiene-led demand creation as a precursor to physical asset creation is one important change in approach recommended. Additionally sanitation must be accorded equal if not more weight in providing basic services to the urban poor.
- vi). **Technology design must value women's voice and needs** and create the space to ensure that important sanitation and hygiene needs are adequately reflected in appropriate technology that women and girls and children want and can use.
- vii). **Men must be addressed as important partners** in sharing the benefits and burdens of obtaining a healthier living environment – through targeted hygiene promotion efforts and a clear analysis and division of project burdens.
- viii). Community-level watsan projects should be **leveraged as a powerful entry points** into the wider agenda of poverty reduction – including health, livelihoods and education.
- ix). FIRE(D)'s overall M&E strategy together with project-level M&E in different states must **focus more on qualitative impacts** and formulate indicators that go

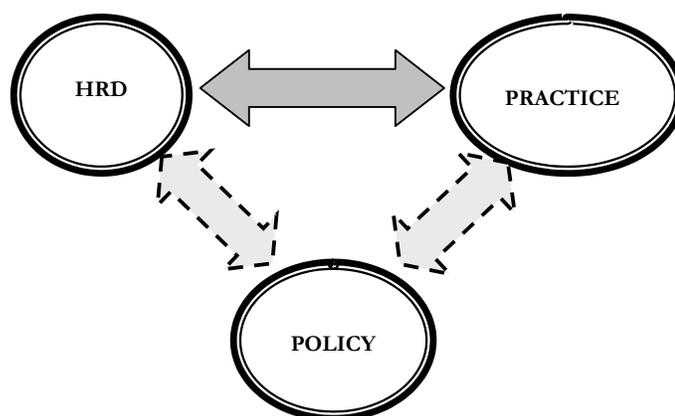
beyond access and coverage to reflect and measure benefits and costs (social and economic), sustainability of interventions, heterogeneity, differential access and control of men, women and adolescents and learn lessons from these in order to adjust and innovate to maximise the impact on women/girls. This will include systematic documentation of impacts to share within and outside the project.

- x). FIRE(D) must **facilitate structured and systematic cross-learning** on gender and integrating gender across its portfolio and wider across the sector.. Focussed, thematic workshops could be the main vehicle for this. Suggested themes for such workshops include:
 - a. Gender and cost recovery strategies
 - b. Gender and appropriate technology
 - c. Maximising the health impacts of watsan infrastructure:
 - d. Integrating gender into the monitoring and evaluation of watsan projects.
- xi). FIRE(D) must look to see how it can contribute to the GOI commitment on **promoting gender budgeting** initiatives at the central, state and ULB level.

2.3 Gender Strategy

- 27. Consciously and willingly taking the gender agenda on board through the development of a gender strategy, including a statement on FIRE(D)'s commitment and action plan, is recommended as a first step to implementing the recommendations of this report. The strategy would include a coordinated way forward for i) promoting gender issues directly through FIRE(D)'s own work and ii) leveraging FIRE(D)'s strategic position and influence in urban watsan in India to support, prioritise and further gender equality in delivering services to the urban poor. An indicative strategy that takes into consideration the timeframe available to FIRE III and its current scope of activities is outlined below. However it will be critical for the FIRE team to formulate its own strategy using the broad outline that follows, through internalising and application of these recommendations.
- 28. We propose that FIRE(D) consider a three-pronged strategy for integrating gender into its work:

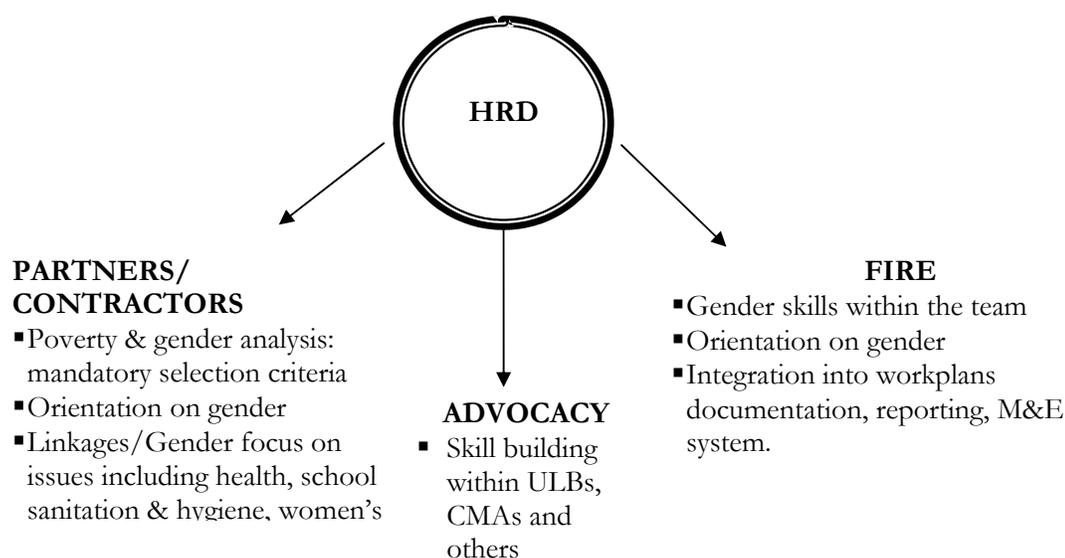
Figure 4: Overview of Strategy for Integrating Gender in FIRE(D)III



- i) Gender must be an integrated part of all **Human Resource Development (HRD)** activities internally within the FIRE(D) team and externally within its portfolio with programme partners. This means that FIRE(D) must **adequately resource its team and partners with the requisite skills in gender and poverty analysis** and undertake a gendered approach to organisational issues. (Illustrated in Figure 5)
- ii) FIRE(D) to follow a **Gender Mainstreaming approach in practice** across its **Project Portfolio** whereby gender analysis is an integral part of project identification, selection of partners and strategies, community consultations, infrastructure design and monitoring, lesson learning and impact evaluation. (Illustrated in Figure 6)
- iii) FIRE(D) ensures that **gender is part and parcel of its advocacy work** on pro-poor services with ULBs, state and national level by utilising its learning from its projects to contribute towards achieving universal access to improved water and sanitation services for the poor, especially for women and girls and other aspects of gender equity. Particular entry points for FIRE(D) to encourage gender-awareness policy will be as part of JNNURM efforts, where FIRE(D) can work with government at all levels to ensure gender-sensitive project planning, implementation and monitoring and evaluation within water service delivery and infrastructure projects; and pushing the gender budgeting agenda at the state and ULB level, e.g. through the funding or facilitating of some pilot initiatives, given the GOI commitment behind gender budgeting. (Illustrated in Figure 7)

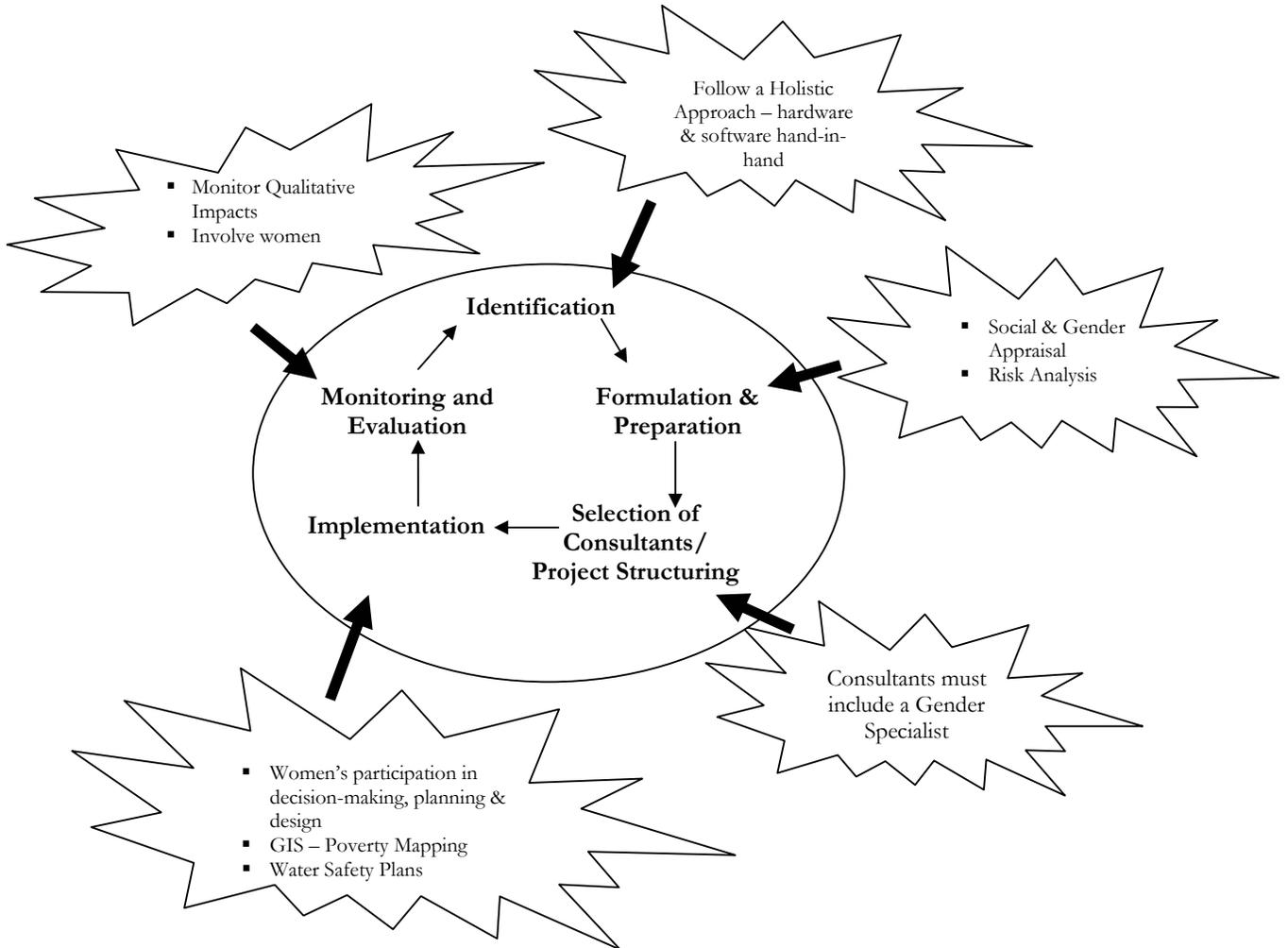
1) Gender as part of HRD

Figure 5: Gender Strategy Within FIRE(D) And Across Partners



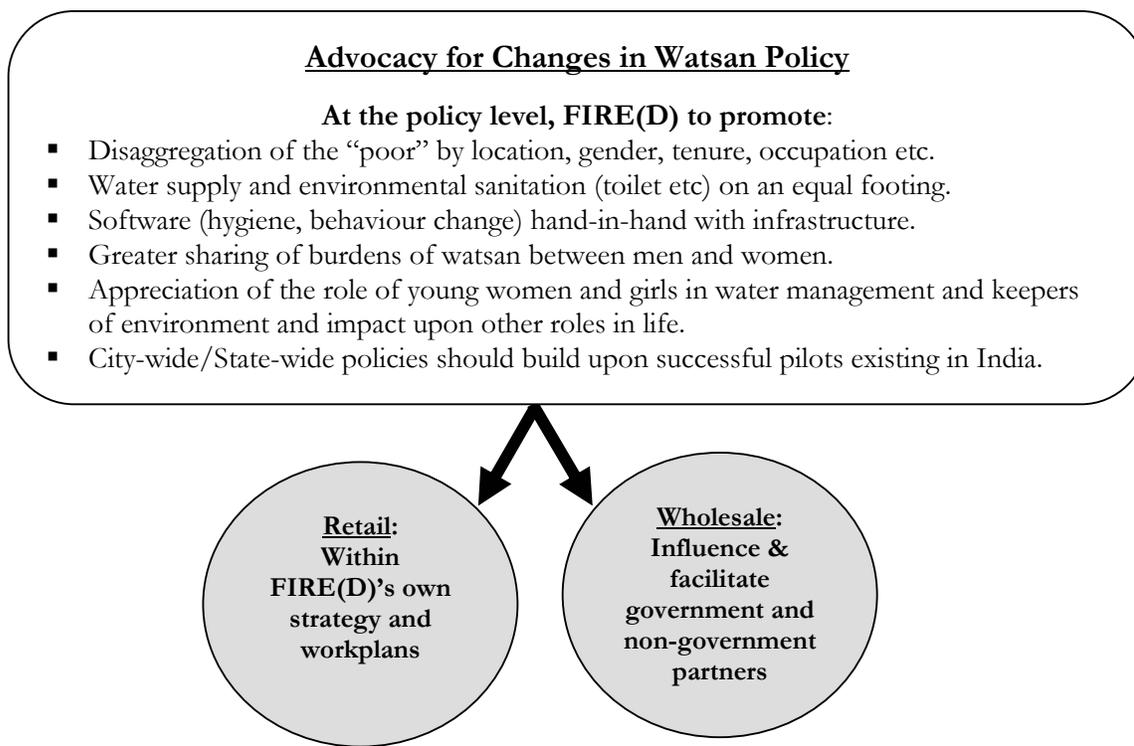
2) Gender in Practice: within the Project Cycle

Fig 6: Integration of Gender within FIRE(D)s Project Cycle



3) Gender Mainstreaming at the Policy Level

Fig 7: FIRE(D) and Policy Level Changes



2.4 Immediate Next Steps

29. The immediate next steps needed to take this strategy and these recommendations forward are set out in Table 3 below:

Table 3: Immediate Next Steps for FIRE(D)'s Gender Strategy

	Activity	Responsibility	Timing
1.	Identify a “gender” champion in FIRE(D)	FIRE(D) and USAID	Before the workshop
2.	Orientation workshop on gender in watsan for FIRE(D) staff and partners with a focus on indicators and outcomes . Should include drawing up a statement on commitment to gender.	FIRE(D) and JS	Early June
3.	Integrating gender into annual workplan by September 2006 – organisational responsibilities and project level activities	FIRE(D)	By September 2006
4.	Consultancy support on gender within the JNNURM process	USAID to identify	By September 2006
5.	Organise thematic workshops on gender in watsan	FIRE(D)	One per quarter
6.	Impact evaluation (poverty and gender focus) of Sangli and one other project	FIRE(D)	
7.	Design of gender budgeting pilot	FIRE(D)	

SECTION 3

3.1 Detailed Findings and Recommendations: Practice

Our recommendations for integrating gender into FIRE(D)'s work can be summarised under four main headings:

- **Gender within FIRE(D)'s Project Cycle**
- **Gender within JNNURM**
- **Gender and the Training Strategy**
- **Gender Budgeting**

3.1.1 Gender within FIRE(D)s Project Cycle

3.1.1.1 Findings

30. Common elements of the FIRE(D)III workplans in each state are to target selected municipalities and coordinate with other donors and state-level partners to finance and implement specific water and sanitation projects, including supply, distribution, and efficiency improvements. Where the objective is resource mobilisation and financial management for a ULB at city level, the project development process may follow a very different pattern from a community level infrastructure project. Nevertheless the overall focus areas will remain the same – guided by some basic principles to ensure a gender sensitive approach and positive impact on women and girls. These include the following:
- i) **Hardware and software must go hand in hand** through a holistic approach. Demand creation through hygiene promotion must be part and parcel of the demand assessment linked to financial simulations designed to assess eventual cost recovery. Such a holistic approach will give equal priority to sanitation along with drinking water, recognizing that water supply alone will fail to deliver personal and environmental health benefits.
 - ii) Improved services and coverage must factor in the **cost of supplying to the poorest and most disadvantaged** – often requiring heavy cross-subsidies or innovative financing options;
 - iii) **“Access” in water** supply must be broken down into its **qualitative and quantitative** dimensions – including no of litres per person per day, timings, quality and convenience, regularity, cost and adequacy. This in turn will have implications for technology choices, design of cost-recovery mechanisms, etc in low-income areas;
 - iv) Physical outputs- pipes, toilet blocks, sewers are important for the **outcomes** they help bring about – such as adequate, good quality water available closer to the household, proper disposal of human excreta, better environmental living

conditions for children, men and women leading to overall health and well-being. These are only possible through **corresponding changes in behaviour** that ensure that these facilities are utilised properly and maintained by the communities and households that they are designed for.

- v) **Assessing the impact** of this increased investment in water and sanitation facilities on whole communities and especially the poorest women and children, is critical in order to assess that expenditure is linked to results and is actually delivering USAID's SOs in the fullest manner while supporting GOI and NDG goals.

3.1.1.2 Recommendations

- 31. The recommendations are set out against the different steps in a typical FIRE(D) project cycle, namely: project identification, formulation and preparation, selection of partners/consultants, project structuring, implementation, and monitoring and evaluation. Please also refer to Annexes B3-B6 that contain golden rules and checklists for integrating gender within the project cycle, particularly within water and sanitation projects.
- 32. **Project Identification** - Introduce a *holistic* approach to community-led watsan and waste management projects within utility boards, Municipal Corporations (e.g. BWSSB) and other partners (e.g. Shelter in Sangli). The key facets of a holistic approach would include:
 - i. Water supply services that emphasize regular, convenient and **adequate water of consistent quality**, in order to ensure that poor women and girls benefit directly and indirectly
 - ii. **Environmental sanitation services** that recognize the links between better overall sanitation leading to a better living environment and improved health, especially for children;
 - iii. **Health and hygiene promotion efforts that target** men, women, adolescents and children, in order to achieve changes in behaviour for the whole community, maximising the impact of improved watsan services – with a direct beneficial impact on women through improved health and well-being.
 - iv. **Addressing women's needs linked to menstrual hygiene management (MHM)** through piloting of technology options that incorporate changes in infrastructure design to allow for washing and drying menstrual cloths, disposal of used material and hygiene education. Bring in lessons from successful initiatives in the region, (WaterAid, UNICEF, other urban projects) to inform pilots.
- 33. **Project Formulation and Preparation** - Where FIRE(D) is lucky enough to be involved in the pre-feasibility stage – this should involve a thorough social and gender appraisal together with a risk analysis that addresses issues of exclusion from services, amongst other issues. Such an appraisal would include a detailed stakeholder analysis that identifies early on those stakeholders who stand to lose and gain from the initiative, including disadvantaged groups that may gain if explicitly included. An important exercise at this stage would be disaggregation of projected demand by affordability and socio-economic status. Ability to pay must be an important consideration for inclusion, as well as cost recovery and financial viability. Consultations with various groups with the aid of skilled local NGOs and CBOs

would be one important mechanism, to ensure that women are asked for their opinion which are then reflected in subsequent designs and options selected.

34. **Selection of partners/consultants** - It will be important for FIRE(D) to develop a resource pool that it can draw on for social and gender analysis with the regularity that it uses its financial management consultants. Using such a resource would ensure that the current gap in skilled poverty and gender analysis is filled in the way in which FIRE(D) approaches project development overall. As such a mandatory requirement for project teams would be to ensure the presence of a highly skilled gender specialist or sociologist. All financial management teams must have access to and utilise poverty and gender expertise to identify opportunities for gender mainstreaming and risks to maximising the impact on women and girls.
35. **Project structuring** - Gender is an important dimension of demand assessment. In order to ensure that women's needs are factored in – beyond their participation as paying customers willing and able to connect to the system - expert inputs at the project structuring stage may throw up creative and innovative solutions to concerns around exclusion, uptake of hardware or willingness to adopt a particular technology. Additionally – the all-important software dimension – essential for ensuring that consumers realise the full benefits of the hardware – needs to be highlighted up-front with FIRE(D) ensuring that raising awareness on hygiene issues (through an expert agency, contracted for this purpose) is part and parcel of the process.
36. **Project Implementation** –
 - i. Ensure that **women's participation leads to decision-making, increased voice and status** and that they do not disproportionately bear the burden of O&M or other project-related activities. Hygiene education must target men and adolescent boys and emphasise the sharing of cleaning and maintenance of facilities, by men and women.
 - ii. Better understanding of the role of **adolescent girls and boys** in water supply – collection, transport, storage and use; in waste management, contribution to household income and impact on education and health of children and adolescents. Where wastewater reuse and channelling is an option – harnessing of these resources for kitchen gardens as a household nutritional supplement could be feasible.
 - iii. **Women's** participation in planning and design would mean that their **needs are reflected in technology options in water and sanitation**. Inclusion of Menstrual Hygiene Management (MHM) needs in washing and bathing facilities and disposal mechanisms for menstrual waste is one such example.
 - iv. In the light of citywide consultations and planning exercises – including the JNNURM CDP and feasibility studies that are undertaken for whole cities – **GIS poverty mapping** such as that undertaken by Shelter in Sangli – may be utilised to provide an initial stakeholder and spatial mapping. This must be built on through separate focus group discussions and gender analysis in order to ensure that financial and technical solutions actually meet the needs of women, men, adolescents and children.

- v. An important strength of FIRE(D)'s approach has been to bring ULBs and communities to the table with the help of a brokering NGO and/or CBO. ULBs have come to accept that poor communities can pay and prove to be reliable consumers. Going one step further – FIRE can emphasize the role of women in many of these successful pilots to institute formal lines of communication with ULB's for quick grievance redressal on service and O&M issues and to ensure that **women leaders are kept abreast of new developments and empowered through training** on financial management and e-governance where such initiatives are underway.
- vi. Introducing the concept of risk assessment at household and community level through **Water Safety Plans (WSPs)** – so that communities are able to identify and isolate the key risk factors that may threaten water quality is an additional dimension of the overall hygiene and environmental health approach that needs to be introduced at the time of installing technical options. WSPs reduce the need of communities to rely on laboratory results – and the inevitable delays and lapses in communication that occur along the way.
- vii. WSPs are one aspect of a **community monitoring system** – which would empower poor people – at a household and community level to identify service gaps, understand their own responsibilities towards O&M and financial viability of the system and communicate intelligibly with service providers. Such a system must reflect the strong voice of women, who must be empowered to communicate progress updates and concerns directly (without a male intermediary) to ULBs.
- viii. The issues of solid waste and wastewater management are irrevocably linked to that of poor people's livelihoods. In many slums across Indian cities, poor people's houses double as store-rooms for waste that is then sorted, graded and collated for a fee. This is often an activity that older children and adolescents are heavily engaged in – earnings from which the entire household is dependant on. Although not directly within FIRE(D)'s mandate – the **demand for improved livelihoods** is a strong one – and difficult to ignore within an overall poverty reduction mandate. We recommend that FIRE(D) and its partners explore the possibility of linking with local NGOs and CBOs best placed to work on livelihoods issues – many of which will be thrown up at the needs analysis stage. Particular attention needs to be given to issues confronting adolescent boys and girls.

37. Project Monitoring and Evaluation -

- i. FIRE(D)'s overall M&E strategy together with project-level M&E in different states must **focus more on qualitative impacts and formulate indicators** – in participation with beneficiaries and other stakeholders - that go beyond reporting on access and coverage to reflect and measure:
 - Benefits and costs (social, health and economic),
 - Sustainability of interventions,
 - Heterogeneity,
 - Differential access and control of men, women and adolescents and
 - Learn lessons from these in order to adjust and innovate to maximise the impact on women and girls.

Integrating Gender into FIRE(D) III: Final Report

This will include systematic documentation of impacts that can be shared within and outside the FIRE(D) project. *Please see the full plan in Annex A9.*

- ii. In particular will be to evaluate the **impact of the project on a women's practical needs** (i.e. changes in privacy and security, health and well-being, reduction in time and effort burden, economic benefits), and **strategic needs** (i.e. changes in distribution and control over income, increased status and empowerment).
- iii. M&E must also look at **women's participation throughout the project process** – in decision-making, project activities, training courses and the M&E itself.
- iv. **Results, conclusions and lessons learned**- the results of M&E should be useful! FIRE(D) should ensure that the results, conclusions and lessons learned are:
 - Fed back into the project to improve its contribution to meeting women's practical and strategic needs;
 - Used to inform other projects under the FIRE(D) remit.
 - Transmitted - as lessons learned/best practice - to other organisations working on gender and WATSAN issues, through the form of case studies for example.
- v. Given the breadth of FIRE(D) activities, the first issue will be to decide which projects to be evaluated. Possibilities include:
 - Sangli – Community-led Sanitation project
 - Agra – Cross-cutting Agra Programme (CAP)
 - Bangalore - GBWASP
 - Thane – Pro-poor Sewerage Project.
- iv. When considering impact upon women's practical needs, it is assumed that WATSAN activities will lead to increased health benefits and time and effort savings for women. Yet, in reality, is this really happening? The following questions are useful to guide thinking on this.

Impact of WATSAN Projects upon Women's Practical and Strategic Needs

Practical needs

- Privacy & Security
- Improved health and well-being
 - Time and effort savings
 - Economic benefits

Strategic needs

- Change in distribution of and control over income (money, in kind) within the household
 - Confidence building and negotiation skill building
 - Increased status and empowerment

Some questions to prompt thinking over impact of watsan on women....

- Do women derive economic benefits from saved time?
- Women may not reinvest their 'saved' time economically if they do not control the returns on labour. However they may benefit socially through more rest, increased leisure, time spent with children and family.
- How are the economic benefits of WATSAN distributed amongst households? Uneven distribution is likely as some households are prone to exclusion from benefits. What has happened to the families of local water carriers, vendors, waste carriers?
- If women's income increases as a result of WATSAN, then their men may reduce the contribution to the household expenditure, thereby increases women's financial burden. But this may also have some positive aspects, eg. decision-making over expenditure etc.
- Do they use saved time for other activities? If so, what activities and why?
- Does time saved fluctuate seasonally? And if so does it coincide with peak seasons for other activities?
- Consider the actual time saved against new time costs of new facilities and other project costs (eg. attending meetings, collection of water fees, reduction in assistance from children and husband).
- Does the project increase or reduce women's access to or control of resources and benefits? Does it change decision-making structures within the household?
- Might it adversely affect women's situation in some other way?
- What are the effects on women and men in the short and long term?

3.1.2 Gender within JNNURM

3.1.2.1 Findings

38. Supporting implementation of the Jawaharlal Nehru National Urban Renewal Mission (JNNURM) process is a critical activity for the FIRE(D) team in Phase III. The JNNURM was launched in December 2005 and the first milestone towards receiving funding – the preparation of City Development Plans (CDPs) – is well underway. There is huge potential for FIRE(D) to push the gender agenda in watsan

as part of JNNURM activities, through its close working relationship with the state and ULB-level nodal agencies in charge of the NURM process.

39. FIRE(D) has been successfully supporting the CDP preparation phase in a number of cities, such as Pune and Nagpur in Maharashtra. A Scope of Work for Consultants document has been prepared by FIRE(D) which details a step-by-step process on how to complete the CDPs.
40. JS's discussions with CRISIL and YUVA (details in A7) highlighted the following issues relating to the JNNURM process so far:

Within the CDP process:

- A lack of mechanisms/tools to ensure that women were adequately represented within the stakeholder consultation process.
- A lack of robust gender analysis within the Citizen Satisfaction Surveys (Service Performance and Demand Survey). Though sex-disaggregated data was collected – there is inadequate analysis, presentation of results and use of this data. (Incidentally, this survey was cited as the most interesting part of the CDP process).
- An acknowledgement that it would not be hard to consciously target women stakeholders within the CDP process.

DPR process

- The recognition that gender mainstreaming will be particularly critical during preparation of the Detailed Project Reports (DPRs). As CRISIL pointed out, the CDP process identifies priorities for investment. It is at the DPR stage, when the details of implementation are clarified, where women's participation and the consideration of gender and equity issues is critical – particularly in the submission looking at "Basic Services to the Urban Poor".

3.1.2.2 Recommendations

41. The recommendations of where gender could be integrated within the JNNURM are based upon a review of the JNNURM Toolkit, and meetings with FIRE(D), CRISIL and YUVA staff. They are summarised in the Table 4 below. FIRE(D) should also take note that the recommendations for integrating gender within the project cycle can and should be applied to the JNNURM project preparation context.
42. As requested by FIRE(D), JS has also suggested modifications to the Scope of Work document for consultants involved in CDP preparation and developed a series of Appendices to help guide FIRE(D) in its formulation of guidelines for consultants, relating to stakeholder consultation, participation and gender issues. The modifications are outlined in this section (following Table 4) and Appendices in Annex A5).
43. Additional support to FIRE(D) on how to integrate gender within JNNURM and work with the MoUD in this regard would be a very useful next step that FIRE(D)/USAID could take. This could come in the form of a short-term consultancy in the immediate future.

Table 4: Possible Entry Points for Mainstreaming Gender under JNNURM

Provisions under the JNNURM	Details of provisions that can serve as possible entry points	Strategies that can be adopted by FIRE(D) for mainstreaming gender
City Development Plan (CDP)		
Preparation of CDP through a consultative process	The Toolkit outlines that a City Development Plan (CDP) should be developed through a consultative process involving citizens. However it doesn't specify the nature of the consultative process required. FIRE(D) can ensure that such processes are implemented in their true spirit.	<ul style="list-style-type: none"> ▪ Adapt the “Preparing CDPs - Scope of Work for Consultants” guidelines document, as set out below, to be more inclusive of gender and poverty concerns. Raising these issues within the guidelines will raise their importance amongst ULBs and Consultants contracted to undertake the preparation. ▪ Lobby the MoUD to make “new” stakeholder consultation a mandatory part of the process. This could be done through adoption of FIRE(D)’s Scope of Work guidelines by MoUD, (passed down to the States) and issued to all appointed contractors. ▪ With the stakeholder consultation process, mandate the inclusion of (at least) one stakeholder representing poor women’s needs/rights at all consultation stages of CDP process, so as to ensure articulation of basic concerns of poor women in the participating city. <i>(As opposed to “women stakeholders” per se, who do not necessarily represent poor and disadvantaged women</i> ▪ Within the Scope of Work guidelines or elsewhere, define the nature of consultation required and tools / methodologies that can be adopted for the same. By “nature” - the quality, quantity, duration, types of stakeholders to be consulted. The ToR should also provide that the consultants can seek the help of civil society organizations / NGOs experienced in facilitating stakeholder consultations. ▪ Design a Service Performance and Demand survey template. Work on the design of a Service Performance and Demand survey template that can then be adapted to suit local conditions. FIRE(D) can ensure that designing, analysis and dissemination of results facilitates the inclusion of needs and situation of poor and women. ▪ Generate and share knowledge on best practices of initiatives where citizen consultations have facilitated integration of needs of different groups of citizens (disaggregated by gender, social structures, economic status and occupational groups) to be integrated in the planning process. FIRE(D)’s/CRISIL’s experience with CDP will be a key part of this best practice, since it includes a solid stakeholder consultation process, even though women were not consciously targeted within it.
Assessment	The Toolkit outlines that the	▪ Develop and strengthen this indicative list of assessment points to make it more

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process	assessment process should cover elements like population growth, infrastructure needs and resource requirements in the short, medium and long-term.	inclusive and comprehensive by covering specific issues that limit the access of urban poor and unorganised workers (and specifically the most disenfranchised sections among them i.e., the women) to basic services and resources in a city.
Work with the MoUD		<ul style="list-style-type: none"> ▪ Work with the MoUD to issue amendments and additions to the existing JNNURM Guidelines in light of the above and more widely, in terms of including gender within the JNNURM preparation framework. These recommendations and changes should also specify a suggested timeframe for the CDP process and a minimum level of new consultation required as part of the CDP process. FIRE(D) must work with the MoUD to disseminate these learnings, at their proposed forthcoming workshop on CDP.
Detailed Project Report (DPR)		
Project Feasibility (pre-feasibility) assessments	The project feasibility (pre-feasibility) assessments should not be limited to technical and commercial feasibility but also accord equal attention to social and political acceptability.	<ul style="list-style-type: none"> ▪ Develop a ToR for Consultants preparing DPRs (that can be adopted by GOI), that makes explicit the need for consultations with representatives of women’s needs and rights, and which mandate the inclusion of a Sociologist on the team. ▪ Develop a checklist of social indicators that need to be assessed. The social indicators could include women’s participation within the process, assessment of women’s views on the project and its impact on their access to services, resources, livelihood and their traditional roles, consideration of women’s needs and rights within project and infrastructure design e.g. when thinking about slum upgradation and women, the following activities could be considered: <ul style="list-style-type: none"> ▪ Register houses in women’s names. ▪ Ensure that process of housing and space design reflects women’s needs and voices ▪ Including meeting spaces for women and girls as part of the design. ▪ Focus on livelihood opportunities for women and girls within slums. ▪ Integrate these indicators in the “Appraisal Criteria” of the JNNURM. ▪ Integrate the social acceptability assessments in ToR for Consultants preparing DPRs. ▪ Project timeframe should be developed in a way that the social and environmental assessments are identified as a separate activity with the committed timeframe.
Project Preparation on a Public Private	Assessment of Environmental and Social Concerns during the Techno Commercial Evaluation	<ul style="list-style-type: none"> ▪ Develop a checklist of social and environmental concerns that need to be assessed. ▪ Integrate the same in the ToR for consultants and in the “Appraisal Criteria”.

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Partnership (PPP) Model		
	Assessment of consumer issues such as consumer demand, consumption patterns, assessment of tariff acceptability, affordability and willingness to pay	<ul style="list-style-type: none"> ▪ Develop checklists and tools for assessments of consumer issues. ▪ Share the checklist / and tools with ULBs and consultants ▪ Facilitate orientation of ULBs (consultants) in partnership with training and research institutes like NIUA (or state level training institutes)
HRD		
Consultation Team	The preparing the DPR and undertaking feasibility assessments should include details of the social and environmental assessments required to be undertaken and the nature of consultative processes	<ul style="list-style-type: none"> ▪ Both CDP and DPR preparation require a multi-disciplinary team effort. It should therefore be made mandatory for the consultants involved in any part of the NURM process to have a Sociologist with gender expertise on board with experience in social assessments, an Environmental Specialist and a trainer to facilitate citizen consultations and integration of citizen's voices in the final design. <i>(The consultants are typically infrastructure specialists rather than social development specialists and do not have social and gender issues at the forefront of their minds or the skills necessary to undertake a systematic analysis that can be translated into operational strategy.)</i>
Training		<ul style="list-style-type: none"> ▪ Organise gender sensitisation training Organise focussed gender sensitisation training for ULB staff and Consultants preparing the CDPs and DPRs. For example this could happen in cities where FIRE(D) is working, regardless of whether they are funding the process. (This could be part of the NURM training strategy.) Training must be focussed and targeted at particular knowledge gaps, e.g. how to undertake high quality participatory consultations through facilitation; why women's needs and rights related to infrastructure, WATSAN and SWM projects need to be considered, financial management for women, etc. (as opposed to areas traditionally considered as appropriate for women such as health and education).
Other Issues		
Urban Infrastructure Development Scheme for Small & Medium Towns (UIDSSMT)		<ul style="list-style-type: none"> ▪ Assess the potential for lobbying MoUD for the inclusion of CDP preparation (with Scope of Work guidelines) as mandatory step in NURM's sister scheme for smaller cities – UIDSSMT. Our understanding is that CDP is not a mandatory step in this scheme.

Comments on/Additions to: FIRE(D)'s Draft "Preparing City Development Plans - SOW for Consultant"

Phase 1 - Define vision and mission statements (week 1-2)

Step 1.1 Reconnaissance

- Demographic data that is disaggregated by sex should be collected as far as possible.
- It should state that key stakeholders should also include NGOs and CBOs, academics, financial institutions, and other key city visionaries and opinion makers who can represent a city's typically diverse population. It is mandatory to include at least one stakeholder representing the needs and rights of (poor) women.
- A stakeholder analysis should be completed, either at this stage or at Stage 1.2.

Step 1.2 Kick-off workshop with MC

- Identify other stakeholders (e.g. business organizations, universities, NGOs, CBOs) for each of these key focus areas. Poverty reduction and gender equality should be cross-cutting themes integrated into each of these key focus areas. Stakeholder selection should therefore represent this.

Step 1.3 First round consultations with stakeholders

- "The Contractor will compare the findings of the stakeholder consultations with the draft mission statements of the MC..." **ADD** - This step will be crucial to identify the particular priorities and on-the-ground realities of the urban poor and women, in terms of service provision.
- "The stakeholder consultation findings will need to be summarized in a hand-out document and presentation for a second workshop." **ADD** - The document should separately summarize findings resulting from consultations with the urban poor and women's stakeholder groups. (It must also be remembered that the poor and women are not homogenous groups that can be represented by one stakeholder alone.)

Step 1.4 Second workshop to define vision/mission statements

- The plenary session should be adequately facilitated so that the voice of the stakeholders representing the poor and women are heard.
- As mentioned above, poverty reduction and gender equality (as part of poverty reduction) should be cross-cutting themes integrated into each of the focus areas, and under each mission statement. Stakeholder selection should therefore represent this.

Phase 2 - Identifying priority actions to achieve missions (week 3-7)

Step 2.1 Consultations with mission stakeholders to identify actions

- Diverse perspectives must include those of the marginalized who typically have little voice in policy making, e.g. slum dwellers, street and pavement dwellers, women-headed households, widowed women etc.)

Step 2.2 Data collection and (scenario) analysis

- Demographics of affected areas (e.g. population densities, income groups disaggregated by sex).
- Business information (e.g. number of businesses by industry, number and type of employees) of affected areas. Specific attention needs to be given to characteristics

of informal sector activities. This information should also be disaggregated by sex. Women's contribution to the informal economy in cities is considerable, and tends to be ignored in official statistics and policy planning.

Step 2.3 Service Performance and Demand Survey

- "...Special attention should be given to the inclusion of the urban poor and women", **Add** - "remembering that neither are a homogenous group".

Add -

The questionnaire should be designed to :

- a) give space to understanding the various vulnerable situations of the urban poor – physical, economic, social, environmental - who may live in informal housing or be street or pavement dwellers, with informal or no access to services.
- b) give space to understanding the situation of other women, who may not be part of the urban poor, but who have a distinct set of needs that need to be addressed in service provision. Please see Appendix I.

The surveyors must:

- be adequately skilled and experienced in consultation with community-level groups including women's groups. (Female surveyors should be employed and these could be existing female representatives in a community, e.g. local educated women)
- have a thorough understanding of the urban poverty context particularly related to service provision, and women's strategic and practical roles and responsibilities, and male-female dynamics).

The survey team should include a Sociologist.

The findings must highlight the situation and demands of women in terms of access to services, quality and expected service delivery levels. Due to their physical differences, social and cultural norms and the current gender-based division of labour/ socially-ascribed roles as workers, mothers, carers and decision-makers, women face a separate and typically distinct set of issues related to urban services, e.g. particularly water and sanitation, and transport. It cannot be assumed that men and women will benefit equally from improved service delivery or new infrastructure. The Consultant may choose to undertake a gender analysis in this regard.

Phase 3 - Feasibility assessments and investment scheduling (week 8-12)

Step 3.1 Consultations with action stakeholders

The Contractor should become familiar with best practice on partnerships and opportunities that maximise the efficiency of service delivery to the poor and women, bearing in mind their specific context and situation.

Step 3.4 Fourth workshop on priority action and investment plan

- "Continue with breakout sessions to discuss implementation issues related to the City Investment Plan." **Add** - As before, the sessions should be adequately facilitated so that the voice of the stakeholders representing the poor and women are heard.
- Stakeholders involved in monitoring, reviewing and revising and implementation must include representatives of the poor and women. The Contractor should also

draw up a set of indicators to monitor and evaluate both the implementation progress and impact of the CIP and CDP that include:

- Indicators showing that stakeholders (including the poor and women) have participated effectively in the implementation of CIP
- Indicators showing that the needs of the poor and women have been mainstreamed into the CIP and CDP. Please see Appendix IV for some sample indicators.

Step 3.5 Final CDP document

The dissemination strategy should be designed to take into account the varying levels of access to newspapers and other media, as well as language considerations and literacy levels.

Staffing

- Requirement of an Urban Sociologist and Community Specialist, as part of the team.

Other Comments on Contractor

- In any consultation or participatory process, there is the question of who *controls* the process of information gathering and analysis, and the drawing up of vision and mission statements, action plans and solutions. The Contractor should be aware of the rigorous task in hand, to produce a CDP that represents the views of a wide range of stakeholders.

3.1.3 Gender within the Training Strategy

3.1.3.1 Findings

44. FIRE(D) has invested considerable time and resources in developing a Training Strategy and a network of Training Institutions (TIs) to deliver the Strategy. With the ushering in of the JNNURM, the Strategy has huge potential to build capacity at the ULB and State level in local governance and municipal management. Yet as recognised by FIRE(D) itself, the Strategy must step up from simply raising awareness of elected representatives and municipality staff, to building skills in order to create “a dedicated capacity that can prioritise, conceptualise, develop and manage the NURM supported reforms so as to ensure sustainability – managerial and institutional.” It must become demand-led, responsive and targeted, in order to make sustainable differences in human resource development. Addressing gender issues, sensitivity to the poor and working with CBOs is recognised by FIRE(D) as a key focus of capacity development, and “Urban Poverty” as one of the five major training themes. (A detailed document “**Integrating Gender within the FIRE (D) Training Strategy** is attached as Annex A7.)
45. The draft Training Impact Assessment and Draft M&E report note a low proportion of female participants on the training courses, where less than one-fifth of trainees were women in Year 1 of FIRE(D) III. (Out of 534 attendees attending 18 trainings, 79 of them were women¹²) relating it to a lower number of women working in

¹² FIRE(D)III – Draft M&E Report Year 1, TCGI/PADCO



ULBs. NIUA needs to review this situation to fully understand it and look for effective entry points for training female staff and elected representatives. More often than not, this will include a review of “enabling” conditions to encourage women’s participation – such as a better understanding of the training content, the rationale for such training and conditions of stay at the training site (to allay fears of personal safety); sufficient advance notice trainees and their families to enable women participants to make house and childcare arrangements; in some cases consideration of an additional childcare allowance to enable young mothers to travel with an accompanying adult. Last but not least, post-training conditions – for male and female trainees are as important as the training itself. Does training translate into increased job satisfaction and recognition at work or is it considered a mere waste of time by co-workers and peers. Women are often loathe to leave home and undertake the complicated arrangements this often entails, for training that is not recognised to be sufficiently worthwhile professionally.

46. Other key findings relating to this gender assessment are:

- Training courses are useful
- Formal Training Needs Analyses (TNAs) are required
- No training courses on urban poverty and access to services
- Broaden the menu of training methods
- Research activities have ceased
- Need for rigour in evaluation and feedback analysis
- Post-training evaluation required

3.1.3.2 Recommendations

47. The recommendations that follow for integrating gender within the Training Strategy, are governed by the following principles:

- Understanding gender (like poverty) should not be treated as a stand-alone training need, but rather as a cross-cutting issue for all training courses.
- Separate consideration must be given to the training needs of women participants - whether elected representatives or municipal staff. Without this, such needs may be ignored or misunderstood.
- Conditions for recruiting trainers need to be reviewed to ensure gender parity in training staff and attractive terms to ensure high quality women trainers participate.
- All training inputs must be subject to gender disaggregated evaluation of their quality and impact by participants.

48. Strategic-level Recommendations

- i. Fill the vacant gender and poverty expert position at NIUA**
- ii. Add gender and poverty experts as training guest facility**
- iii. Broaden the training remit - content and participants**
- iv. Incorporate Gender Budgeting as part of Urban Governance NIUA training**

- i. Fill the vacant gender and poverty expert role at NIUA:** FIRE(D) must support NIUA to fill the vacant gender and poverty position with requisite expertise within the institution. In-house expertise in training on gender and poverty issues related to urban service delivery is critical, particularly in light of the FIRE(D) sponsored training to be implemented as part of JNNURM.

The in-house specialist should work with TI network to build capacity in delivering gender and pro-poor sensitive training programmes. Tasks envisaged include: building capacity in preparation (including TNAs), design and monitoring (e.g. data collection techniques, analysis and impact evaluation); undertaking Training of Trainers programmes on mainstreaming gender and pro-poor issues, develop training materials including best practices, case studies and reading materials, design practical exercises in gender analysis. This should all be done within the context of issue-based training programmes e.g. on water and sanitation service delivery and other aspects of urban governance. The Gender and Poverty expert should also contribute to the design of the Theme 4 training module (as part of FIRE(D)'s training strategy for JNNURM) on "Urban Poverty".

- ii. Add gender and urban poverty experts as training guest faculty**

Experts in gender and urban poverty should be mandated as a compulsory addition to the guest faculty of all Training Institutions. The experts should be abreast of latest thinking on gender and pro-poor issues within urban service delivery and need to be dynamic trainers.

- iii. Broaden the training remit – content and participants**

In the light of the focus on pro-poor service delivery, the FIRE(D)-funded training remit should be widened to include FIRE(D)'s non-governmental partners working on urban service delivery and other stakeholders, such as local community women members on water committees who may require training, for example, on financial and operational issues.

The traditional training needs analysis may be detailed to focus primarily on gender and poverty and its traditional participant group expanded to include FIRE(D)'s implementation partners on the ground. One such trainee could be FIRE(D)'s partner Shelter Associates, which is primarily an urban planning organisation. For Shelter staff, a heightened awareness on gender, hygiene and livelihoods issues would help enhance their work and optimise the project's impact, in terms of improved service delivery for poor women and girls.

Conversely, partners such as Shelter bring a breadth of experience in community based planning and infrastructure creation that has succeeded in reflecting women's priorities in low-cost housing facilities. The wealth of experience and lessons from this and other implementation partners can be crystallized into best practise capsules and exposure visits that then form a part of various training modules.

- iv. Incorporate Gender Budgeting as part of Urban Finance NURM training**

There is immense potential to promote the concept and methodologies of Gender Budgeting as part of the "Urban Finance" and "Urban Governance" NURM

training component¹³. This should be run for both elected representatives and municipal executives and would need to include experts in Gender Budgeting analysis who are able to raise awareness and train non-experts. Fortunately, Gender Budgeting initiatives are widespread in India and gaining momentum across South Asia as a whole, with local experts more readily available. (For the list of national experts, please see Paragraph 54 below.)

49. Operational-level Recommendations

- i. Complete “gendered” Training Needs Analyses**
- ii. Scale-up training courses in capacity building of women elected representatives.**
- iii. Fund/Facilitate gender-orientated and gender-awareness training and training on gender within watsan projects.**

i. Complete “gendered” Training Needs Analyses (TNA)

Not only will female ULB staff have different capacity building needs from men, e.g. related to confidence-building, participation, presentation etc., but women participants generally face several constraints linked to participation. These are linked to their reproductive roles as women– but also linked to the barriers they face organisationally with respect to career advancement. Many women in such courses have reported that it is impossible for them to implement what they have learnt once they return to work or that courses do not help with career advancement. Facilities and incentives such as childcare facilities and allowances, tasks linked to skills acquired on return from training, etc. need to be factored in after careful analysis, in order to increase the numbers of female participants actually benefiting from such training and able to apply it on their return.

Each TI must complete regular Training Needs Analyses of potential participants, either elected representatives, ULB staff or others as suggested by FIRE(D) and from a gender perspective. Women should be considered as a separate participant group with a particular set of training needs – some of which will overlap with men’s needs and some of which may be pertinent only to them. Sufficient time and resources must then be given by the TI to understanding and addressing these needs. The Gender and Poverty Expert would have a key role in building the capacity of TIs to be able to undertake such a detailed and gendered TNA.

Monitor the progress of women participants

Similarly, the TIs and NIUA must dedicate sufficient time and resources to ensure that women’s training needs are being adequately met through the Training Strategy, ultimately impacting positively upon personal and professional development. Undertaking a gendered TNA and collecting sex and gender disaggregated data are two key steps in the process. However getting feedback from women participants, rigorously analysing this on a regular basis and understanding action appropriate to the results of the analysis will be key activities.

ii. Scale-up training courses in capacity building of women elected representatives

¹³ FIRE(D) Draft Training Strategy for NURM

Whilst training courses for women elected representatives are ongoing, this appears to be restricted to certain pioneering TIs like the ATI in Nainital. NIUA must review this particular training course to see whether it is scaleable (as a package) to all TIs. Please refer to Annex B8 that presents a sample training module on enhancing women's participation, particularly for women council members.

iii. Fund/Facilitate gender-orientated and gender-awareness training and training on gender within watsan projects.

FIRE(D) can fund or facilitate training both in gender orientation and awareness-raising for their own staff, partner staff and ULB staff their NIUA contract; similarly training on integrating and prioritising gender issues within watsan projects. Please see Annex B7 (Sample training on gender orientation and awareness-raising), Annex B9 (Sample training on Gender issues within Willingness to Pay) and Annexes B10-B14 that present a range of case studies of gender issues and innovation within watsan approaches, from within and outside India.

Women-friendly training support activities

- Issue timely intimation to female candidates
- Ensure childcare or other support facilities for trainees
- Widen the spectrum of training opportunities available to women
- Organise periodic refreshers
- Encourage informal feedback on the utility of training
- Change course structure and design to meet changing needs
- Training to include a school sanitation component as an opportunity to address needs of young girls and boys and match hygiene promotion efforts with sensitively designed infrastructure.

3.1.4 Gender Budgeting

3.1.4.1 Findings

Gender Budgeting aims to reinforce the policy orientation of resource management with reference to both gender and poverty-oriented policies, but with a primary emphasis on gender. It involves the integration of gender analysis into the substance of financial management reforms and supports the integration of gender policy priorities in financial reporting and budget processes.

The expected outcomes of gender budgeting are:

- i) Improve transparency of government allocations and expenditures to gender equality
- ii) Develop systems to improve accountability, efficiency and effectiveness on gender and poverty priorities
- iii) Introduce systems and guidelines for gender disaggregated reporting of inputs and outputs in line ministries

The above broad outcomes will provide the basis for analysis of government achievements with regard to the effectiveness, efficiency and equity of expenditure on gender policy priorities.

Source: Barbara Evers, FMRP, Gender Strategy
Gender Consultant, Royal Netherlands Embassy & Government of Bangladesh

50. Gender Budgeting is an approach by which government revenue and expenditure is analysed to uncover intended and unintended differential impacts on women and men/boys and girls, as well as to consider the extent to which spending meets the needs of females as well as males. The overall aim is to secure gender equality *in decision-making* about public resource allocation and *in the distribution* of the impact of government budgets, both in their benefits and their burdens.
51. The Government of India has expressed its commitment to both the concept and practice of Gender Budgeting. The 2005-06 Budget committed all Ministries/Departments to set up Gender Budgeting Cells and to undertake review of its Public Expenditure profile, conduct beneficiary incidence analysis and recommend specific changes in operational guidelines of schemes, *all from a gender perspective*. To date, 32 Ministries and Departments have set up GB Cells.
52. With relation to the Ministry of Urban Development, the UNDP is currently funding an initiative “Capacity Building for Decentralized Urban Governance”, in which it has provided MoUD with USD3 million line of credit to fund urban reforms in 16 ULBs in the States of Punjab, Rajasthan, Kerala and Orissa. The objective of the fund is to provide: Technical assistance in improving the financial processes of ULBs with the aim of improved credit worthiness and more efficient delivery of civic services; Capacity building of ULBs for improved financial management, gender-centric planning, equity, transparency and accountability with the aim of increased good urban governance. The deliverables of the project include that “*budgets are analysed from gender, poverty and environment perspective and suitable recommendations made for 16 ULBs.*” **An Introduction to Gender Budgeting** is available in Annex A8.

3.1.4.2 Why FIRE(D) should get involved in promoting Gender Budgeting

53. FIRE(D) needs to get involved in promoting Gender Budgeting for the following reasons:
- FIRE(D)’s current unique position of having a strong voice with government at the national, state and ULB level makes it a prime vehicle for promotion of Gender Budgeting initiatives.
 - FIRE(D)’s track record of being involved in major accounting and financial reforms also gives it the credibility within government circles.
 - The cross section of states of operation puts FIRE(D) in a strong position to compile and disseminate best practices on gender budgeting, transferring knowledge internally through its own network.

3.1.4.3 Recommendations

54. A number of recommendations on how FIRE(D) can take this forward are set out below. Implementing these recommendations would require one or two designated FIRE(D) team members to pursue opportunities within the overall financial reform agenda with selected ULBs and at state and national level where appropriate.

- i. Meet with Dr Anjali Goyal¹⁴, Director of Finance at MWCD**

This would be an important step to identify where and how FIRE(D) can add value in the promotion of Gender Budgeting, particularly at the State and ULB level and to understand if there is potential for FIRE(D) to contribute to broadening the constituency of support amongst individual government staff, legislators and others, e.g. the media
- ii. Network with key experts**

Organise a meeting with key experts in Gender Budgeting, to discuss what role FIRE(D) can play to move Gender Budgeting initiatives forward within its own work remit, particularly at the state and ULB level. As part of its thematic workshops on gender – FIRE(D) can include gender budgeting as a sub-theme under a broader theme such as *Gender and Resources for water and sanitation*.
- iii. UNDP-funded MoUD “Capacity Building for Decentralized Urban Governance”**

Assess the potential to assist MoUD with the UNDP project. This could be a clear and impactful activity that FIRE(D) could undertake¹⁵.
- iv. Inclusion of Gender Budgeting as part of NURM training package**

Include Gender Budgeting as part of the NURM training package for elected representatives and municipality staff through the NIUA-led network of Training Institutes.
- v. Fund and Learn lessons from, participatory gender budgeting pilots**

Facilitate pilot initiatives in participatory gender budget auditing (including the poor and women) at the ULB and community level. Experiences show that “bottom-up” budgeting should help ensure reprioritisation of public spending.
- vi. Promotion of sex and gender disaggregated data**

Promote the collection and publishing of sex and gender disaggregated data at all levels of government, particularly the ULB and state level.
- vii. Promoting Gender Budgeting as part of MML and Policy Options documents**

Assess the potential for integrating Gender Budgeting within the Model Municipal Law and the Policy Options Paper documents.

3.1.4.4 List of Key Gender Budgeting Experts in India

1. Dr. Anjali Goyal, Director- Finance, Ministry of Women & Child Development. Leading expert within the government.
2. Dr. K. Seetha Prabhu and Meenakshi Kathel, Head and Research Associate of Human Development Resource Centre, UNDP, Delhi.

¹⁴ Dr Goyal is pioneering Gender Budgeting initiatives within government,

¹⁵ Contacts are Ms Mithulina Chatterjee, Programme Officer (mithulina.chatterjee@undp.org)/Ms. Neeraja Kulkarni, Programme Officer, (UNDP, neeraja.kulkarni@undp.org).

http://www.undp.org.in/factsheets/Comm%20Ctrd%20Natural%20Resr%20Mgmt/CB_Decentralised_Urbn_Governance.pdf

3. Dr. Lekha S. Chakraborty – Senior Economist and Fellow, National Institute of Public Finance and Policy, New Delhi.
4. Prof. Darshini Mahadevia, School of Planning, CEPT University, Ahmedabad. Email: d_mahadevia@yahoo.com – Has done work on both urban and rural aspects of gender budgeting.
5. Prof. Nirmala Banerjee - Sachetena, Kolkata
6. Dr. Maithreyi Krishnaraj - Former Director, Research Centre for Women's Studies, SNDT Women's University, Mumbai,
7. Dr. Vibhuti Patel – Professor and Head of Department, Economics – SNDT Women's University, Mumbai. Phone-91-022-26770227 or Mobile-9321040048. E mail- vibhuti@vsnl.net
8. Dr. Devaki Jain and others – Singamma Srinivasan Foundation, Bangalore

3.2 Detailed Findings and Recommendations: HRD

3.2.1 Findings

55. Our experience in undertaking various assignments on gender including gender strategy preparation and implementation, specialised gender advisory inputs or an overall gender audit of a programme highlights the following common factors that make it difficult to “operationalise” an “organisational” commitment to gender :
 - a) Gender is not considered a “technical “ area requiring specialised skills
 - b) Everyone is supposed to “mainstream” gender in their work, without the guidance, resources (time, skills, money) required to do a thorough job;
 - c) Efforts and impact are rarely monitored, either externally (through rigorous participatory impact assessments) or internally within an organisation (by reflecting in performance reviews and rewards and recognition).
 - d) The result is a watered down implementation of what is often a strong organisational commitment to gender – which is often uttered in the same breadth with poverty reduction, but without matching resources.
56. The lessons from our work has taught us that there are a handful of **critical factors**, without which, it is not possible to succeed on any work in gender, no matter how solid the commitment. These are:
 - i. The presence of a senior, designated and unabashed champion for gender within the organisation with clear terms of reference detailing tasks and outputs, outcomes;
 - ii. Reflection of the importance of gender within the organogram, reporting structures and line management and incentives and rewards.
 - iii. Commitment to gender, regularly articulated at the highest level in the organisation, together with an illustration of this support at opportune moments;
 - iv. General orientation and sector specific basic training in gender and poverty analysis to all staff;
 - v. Gender mainstreaming is the responsibility of the whole office, but specialised inputs on gender must be the responsibility of one member of the team, who must act as the driver and champion, internally and spokesperson externally.

- vi. A separate budget for gender focussed activities, including capacity building internally and of partners, documentation and dissemination, women targeted initiatives, impact monitoring;
- vii. Internal and project monitoring of the gender strategy for the project (e.g. gender is explicit in ToRs, performance reviews, evaluations, budgets, etc.)

3.2.2 Recommendations

57. We recommend the following activities to build capacity within FIRE(D) and its partners for enhancing the gender impact of FIRE(D) III's portfolio:

- i. **Identify a gender “champion” within the FIRE(D) team:** It will be crucial to nominate one of the existing FIRE(D) team members as the ears and eyes of gender issues within the organisation. This person will have the designated official responsibility for gender integration with FIRE(D) and must be able to embrace gender integration with spirit and energy, availing of other short-term external support through USAID and external local sources as appropriate.
- ii. **Strengthen the FIRE(D) Team’s capacity on Gender :** Given the focus on gender within FIRE(D), it is critical that all team members keep themselves abreast of gender issues related to their particular work remit e.g. gender within water, sewerage and sanitation projects. FIRE(D) staff has acknowledged that gender has not been a core area of expertise within the FIRE(D) team. We were however impressed by the willingness to engage with our team and the ongoing support we have received in forging the way forward. It is now important to undertake a focussed HRD exercise wherein key areas for skills enhancement may be identified and either developed in-house or outsourced. In the immediate short-term, we recommend that each member of the FIRE (D) III team – identify personal areas for skills development in this respect and key areas of the project portfolio for initiating a gender focus. Capacity building efforts internally may include networking more widely with practitioners in gender and poverty and linking infrastructure more systematically with environmental health issues.
- iii. **Develop a database of best practises in Gender and Water and Environmental Sanitation¹⁶ and share across the sector.**

The leaders in knowledge sharing activities in water and sanitation in India have traditionally been smaller donors such as AusAid, WSP through its networks, workshops and newsletters and UNICEF for the rural sector. There is a glaring gap for thematically focussed i.e. gender and poverty in urban watsan, sharing of experiences, resources, lessons learnt, etc. in this area. Yet – poverty reduction is the one common mandate linking all governmental and non-governmental agencies in the sector. Traditionally information and resources have been skewed largely towards rural initiatives and this is true for the information aspects of the sector as well. There is little up-to-date information, systematically collated and available in a

¹⁶ Environmental Sanitation is (a) the promotion of hygiene and, (b) the prevention of disease and other consequences of ill-health, relating to environmental factors (**Source:** http://www.who.int/docstore/water_sanitation_health/Environmental_sanit/envindex.htm)

readily usable format available for the urban sector. We see a niche here for FIRE(D) to take the lead in this area, collaborating where there is common interest in specific themes (such as willingness to pay and gender for example) with WSP, UNHabitat, ADB, etc. An important activity in this regard, would be to commission independent impact assessments of past initiatives (with a strong gender and poverty focus), extract the lessons learnt and to disseminate these widely.

- iv. FIRE(D) to **organise thematic workshops on water and sanitation** services to the urban poor, including women, for its partners and associated stakeholders. There are important lessons emerging in the sector across the region that could be of great relevance to FIRE(D) partners and other key stakeholders. Similar initiatives across the border in Bangladesh, to reduce non-revenue water via a pro-poor, gender focussed approach, have been very successful leading to the forging of formal alliances between utilities, city corporations and “illegal” poor communities managed via women’s self-help groups. Immediately relevant themes for FIRE(D)’s direct partners in the cities visited and new initiatives in the pipeline include: *Willingness and ability to pay, Cost-recovery and Gender in water and sanitation services for the Urban Poor; Livelihoods and Gender in Solid Waste Management; Gender and appropriate technology in Water and Sanitation; Water as an entry point for Women’s Empowerment and Poverty Reduction.*
- v. BWSSB has expressed strong interest in building on AusAid’s pioneering work in gender with FIRE(D) support to follow through on the HRD initiative started under the pilot projects in Bangalore. This effort will need to be catalysed, adequately resourced with skilled staff and supported at policy level.

3.3 Detailed Findings and Recommendations: Policy

3.3.1 Findings

58. The JNNURM is a critical GOI initiative that FIRE(D) is supporting. However this, together with other policy initiatives in urban services for the poor, urgently lack a champion on gender.
59. FIRE(D) is also involved in other policy-level activities, for example the Government of Karnataka Pro-Poor Policy for water supply and sewerage. This gives the team a huge opportunity to be able to influence policy and ensure that they are truly gender-sensitive.
60. Information on equity in access to services – particularly the gender dimensions of watsan in urban areas, is hard to come by across South Asia. This is a gap which FIRE(D) is well positioned to fill if not alone, together with other key actors such as WaterAid, WSP, UNICEF and others.

3.3.2 Recommendations for maximising Gender impact within a pro-poor watsan policy



61. FIRE(D) must take on the role of “gender informant or specialist”, able and willing to lobby and inform policy-makers on gender-sensitive urban service delivery. Gender-sensitisation within its own project cycles and other areas of work, gender-sensitive impact assessments of current FIRE(D) projects and familiarisation with best practices, will enable the FIRE(D) team to take on this role.
62. When developing a pro-poor and gender-sensitive policy on delivery water and other services to the urban poor, it is likely to contain several areas with strong gender implications, presenting an important opportunity for FIRE(D) to highlight these explicitly and ensure that they are addressed in a manner favourable to poor and vulnerable women, adolescent girls and boys, where relevant.

Key areas where such a policy might delve deeper in order to maximise gender impact includes:-

- i. **Careful and context-specific disaggregation of the “poor” by location, gender, tenure, occupation and other variables** to ensure that the policy recognizes the various levels of poverty and disenfranchisement that exclude different groups of the poor from essential services. This must be further analysed by gender to ensure that intra-community and household factors that impact on women’s access to and control over water and sanitation resources are factored into provision of services.
- ii. Any pro-poor policy that is sensitive to gender concerns – **must put water and environmental sanitation on an equal footing**. Although often articulated as a second demand after water supply needs are satisfied, the lack of toilets affects poor women in densely populated slums the most. Personal security and inconvenience leads women to regulate their day in order to avoid using toilets after dark – leading to health problems such as urinary tract infections and reproductive health disorders. Overflowing drains and scattered solid waste near the home and place of work affect women and children most as they are the managers of the environment – whether it be public or private spaces. When children and the aged fall sick due to an unhealthy environment, it is women and girls who are called upon as primary caregivers – sacrificing work and leisure to take on yet another task.
- iii. The pro-poor policy must ensure that **software i.e. hygiene and behaviour change goes hand-in-hand with infrastructure creation**. Water supply without hand washing after defecation, before cooking and eating and after washing infant bottoms after defecation – will not yield the health benefits desired through improved supply. Similarly adequate water must be available for sanitation and hygiene practices to ensure that a community realizes these health benefits. Studies across South Asia and Africa have shown that men are most resistant to behaviour change messages – while women are willing students as they readily realise the benefits of such change. Any such hygiene programme must target men, adolescent boys and opinion leaders in communities to maximise the impact of infrastructure assets created.
- iv. Most policies emphasize the importance of women’s involvement and participation. Few however recognize the additional burdens placed on women through unremunerated participation that often fails to lead to a greater role in

decisions-making. A forward looking policy would **emphasize the sharing of these burdens with a greater role for men in cleaning and maintenance and hygiene promotion**, together with financial training and decision-making power for women leaders within the community.

- v. **Women, including young women and girls aged 11 to 19 or younger, are the water managers and keepers of the environment** across urban communities in India, rich and poor. Girls are often pulled out of school due to erratic water supply at home and the need for long queuing and collection times or due to lack of toilets at school and concerns about safety and hygiene at puberty. Recognizing these issues at policy level would be ground-breaking and pave the way for integration of these concerns at design stage itself.
 - vi. Across India **there are many successful pilots that can inform a state-wide or city-wide pro-poor policy**. Such a policy must seek to assess the impact (improved health, household income, free time, improved attendance of girls at school, etc.) of these interventions in order to incorporate the lessons into future design. A robust baseline that goes beyond mere coverage and access must be designed at micro and meso levels in order to maximise impact in the future and enable the State to adjust intervention accordingly. This is also true for resource mobilisation aspects – wherein – it is useful to look back and assess the impact of enhanced resources on services particularly for the most vulnerable and disempowered.
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Integrating Gender into FIRE(D) III

Annexes A - Draft Final Report

May 2006



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Annexes: Part A

Annex A1: Terms of Reference

Annex A2: List of Persons met

Annex A3: List of FIRE(D) Documentation reviewed

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Annex A6: Summary of key discussions with YUVA and CRISIL

Annex A7: Integrating Gender within the FIRE(D) Training Strategy

Annex A8: An Introduction to Gender Budgeting.

Annex A9: Integrating Gender within FIRE(D)'s M&E

ANNEX A1: Terms of Reference

OBJECTIVES

1. Assess and identify opportunities for integrating gender and equity concerns in the project.
2. Develop specific strategies within the overall mandate and framework of the project.
3. Based on the above, develop appropriate mechanisms, tools and resources to operationalise the strategies.

PROCESS

1. Desk Review, past assessments, training reports
2. Interviews with counterparts
3. Review of project proposals
4. Site visits

DURATION

- ❖ 3-4 WEEKS
- ❖ 6- 8 Weeks over 6 months to facilitate integration

FIELD VISITS

- ❖ Two –three cities

KEY DELIVERABLES

- ❖ Assessment framework; Key questions; Key informants
- ❖ Mid-term update
- ❖ Presentation to the project team and the states selected, including counterparts
- ❖ Draft report
- ❖ Final report

ANNEX A2: List of Persons Met

Delhi

- Ms. Renu Khosla, Director, CURE
- Ms. Shveta Mathur, Programme Associate

Mumbai

- Mr. S.R. Ramanujam, Head – Urban Infrastructure, CRISIL Infrastructure Advisory
- Mr. Kishore Gurumukhi, Manager, CRISIL Infrastructure Advisory
- Ms. Chandan Chawla, Programme Associate, YUVA Consultant

Sangli

- Ms. Pratima Joshi, Director, Shelter Associates
- Mr. V.R. Joglekar, Director, Shiv Sadan Renewable Energy Research Institute

Agra

- Ms. Kamna, Programme Manager
- Mr. Rajesh, CURE

Bangalore

- Mr. Anand Jalakam, Project Development Specialist, USAID
- Ms. Salma Sadikha, Social Development Specialist, Social Development Unit, BWSSB
- Mr. Pramod Goni, Coordinator, Janaagraha

ANNEXA3: List of FIRE(D) Documentation reviewed

1. Consolidated Work plans
2. Assessment and Analysis of Urban Water-Sanitation Delivery Status and Resource Mobilization and Allocation of Urban Local Bodies in India. Draft. Jan 22, 2003.
3. FIRE (D) III, In Context
4. FIRE (D) III) Strategic Direction (October 2005)
5. FIRE (D) III Copy of RFP
6. FIRE(D) Phase III Project Activities
7. Pages from TCGI-PADCO FIRE D-III Final Technical Proposal
8. FIRE (D) Project Notes – 1-30
9. FIRE (D) Brochure
10. FIRE (D) III States Identification Discussion Note
11. Draft “Preparing City Development Plans – Scope of Work for Consultant”
12. Draft Capacity Building Under FIRE(D) Project
13. Draft FIRE(D) Training Impact Assessment of Training Programs Supported by NIUA Under INDO-USAID FIRE(D) Program – Draft Final Report, January 2006, prepared by Infrastructure Professionals Enterprise (P) Ltd
14. Training Strategy for NURM – Draft for Discussion
15. “Community-Led Sangli Toilet Project: Phase III – Interim Report for Phase III”, by Shelter Associates, August 2005
16. Improving Access Of Poor To Basic Services: Transferring Experience Of Community Toilets Project In Pune To Sangli, by Pratima Joshi and Chetan Vaidya.
17. Brief Note on Community-Led Toilet Project in Sangli, India by Pratima Joshi and Chetan Vaidya.
18. Sangli Water Supply Project with PSP: Learning from an Unsuccessful Initiative, by Lee Baker and V. Satyanarayana, Indo-US FIRE(D), published in Good Governance magazine.
19. Cross Cutting Agra Program (C.A.P.), Progress Report August-November 2005
20. Innovative Approaches to Improve Access of Poor to Urban Services in Sangli and Bangalore (by Salma Sadikha, Pratima Joshi and Chetan Vaidya)
21. Management Innovations For Municipal Resource Mobilization In Indore¹⁷ prepared by Nitesh Vyas and Chetan Vaidya
22. Thane Municipal Corporation
23. Thane: Draft Citywide Slum Upgrading in Thane: For Possible Support under the BSUP (JNNURM) and Cities Alliance/Community Water Supply Fund/Environmental Cooperation Asia (ECO-Asia) Program
24. “Karnataka Urban Water Policy”, Anand Jalakam (FIRE(D) document as part of Chapter 6: Urban Water and Wastewater)
25. FIRE(D) note on “FIRE(D) Project Support to 8 ULBs of Greater Bangalore: Resource Mobilization support to eight Urban Local Bodies of Greater Bangalore”
26. FIRE(D) note on “Greater Bangalore Water Supply and Sanitation Project: Innovative Financing for Urban Infrastructure”
27. Proposal submitted and approved by Cities Alliance for project “Cauvery Agamana – Extension of Water Supply and Sanitation to the Urban Poor in Bangalore City”.

¹⁷ Published in India Infrastructure (2003), Vol.2.



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Website	Description
www.bridge.ids.ac.uk	Provides tailor-made briefings on gender issues
www.siyanda.org	International online database of gender and development materials
www.indiawomenstat.com	Statistics summarising the situation of women's development in India
www.genderwaar.gen.in/index.htm	Gateway to gender information in South Asia
www.unifem.org	United Nations Development Fund for Women
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Annex A5: Appendices to aid Gender Integration within the JNNURM Process

Appendix I: Why it is important to consider Gender in the CDP process

I.1 Bigger Picture

JNNURM's investment should benefit and not disadvantage

JNNURM will involve significant investment in the urban sector in India, to ensure improvement in urban governance and service delivery. This will result either in the creation of new roles and responsibilities for people, including women, or the extension of existing ones. Experience has shown that it is typically women who do not benefit or can even suffer, e.g. in terms of increased workload, in the light of new infrastructure and service provision projects. This can be the case whether women are involved directly or indirectly in a project. In most situations, urban planning and decision-making are dominated by men and generally do not take women's special interests, needs and capabilities into account. This lack of gender awareness can lead to inefficient implementation of action plans and investments, jeopardising the effectiveness and sustainability of the whole programme, or in this case, Mission.

It is therefore essential to see that the investment does not create new burdens for people without bringing commensurate economic or social benefits in terms of income or status gains. How can this be done? By “mainstreaming gender”, i.e. ensuring that women's as well as men's concerns are integral to the design, implementation, monitoring and evaluation of all stages of the JNNURM process, so that women and men benefit equally and inequality is not perpetuated. Ultimately we are looking for gender equality. And by ensuring that “integration of gender” refers not only to simply increasing women's participation, but rather making women's participation in decision-making (e.g. in CDP process, in watsan activities) more effective, easier and more productive.

One JNNURM's goals is poverty reduction

Experience is showing that women not only bear the brunt of poverty, but women's empowerment is a central precondition for its reduction. Poverty reduction can only happen by addressing the disproportionate burden of poverty, including the lack of access to education, health and financial services, the lack of representation in policy making spheres and lack of productive opportunities that women face.

I.2 Women in the City

- Urban planning often overlooks the particular needs of women in any particular context, which arise from their physical differences and their socially-ascribed roles as workers, mothers, carers and decision-makers. For instance, men and women may have different preferences regarding sanitation facilities, and they often have varying roles in household hygiene management. Women are generally more concerned with privacy and safety, and so well-enclosed latrines in or near the house may be a higher priority for them than for men (IRC 1994).
- Women and children do experience very specific gender-related constraints in a city and are especially adversely affected by poor living conditions and poor access to basic urban facilities.

- Some constraints at home:
 - Basic Infrastructure: Are relied upon to ensure the delivery and maintenance of basic infrastructure and services in low-income settlements (e.g. when a local authority fails to deliver water to a settlement, women are expected to fulfil the community's water needs.)
 - Housing: Exposure to unsanitary and smoky conditions at home, and thus are more prone to ill health and disease.
 - Water: In households with no piped water connections, spend up to one hour collecting water every day, mainly from standpipes. These standpipes are often beset by problems of low water pressure, short durations of supply, large numbers of users and are located some distance from women's homes.
 - Land Tenure and Housing: Have more elusive access to secure land tenure, housing and housing finance than men do. Therefore problematic for women-headed households, widows, single women.
 - Health: Children are highly vulnerable to water- and vector-borne diseases
- Some constraints in the city:
 - Transport and Mobility: Restricted mobility, as they depend more on public transport than men and are more accustomed to walk rather than rely on private vehicles or other forms of transport. Affordable transport systems can often circumvent critical destinations, become overcrowded and sometimes dangerous and are often unreliable and irregular. This hinders women in their domestic and caring responsibilities, impedes their productivity and even threatens their safety.

Therefore, when planning interventions and understanding demands and needs when it comes to service provision, the above must be taken into account.

I.3 What the CDP process must remember when it comes to gender

- Women should not just be considered as beneficiaries of planning, but (along with men) in the project design, implementation, operation and maintenance (O&M), and monitoring and evaluation (M&E).
- Neither women nor men are homogenous groups of people and gender identity is cross cut by, e.g., race, ethnicity, class, age and stage of life cycle. Therefore women's needs cannot usually be represented by simple consultation with one women's organisation.
- Service delivery projects, which are not even specifically targeted towards women, can fail if gender aspect not considered.

I.4 Specific Points on Gender and Urban Service Provision

*Water and Sanitation*¹⁸:

Water collection and management is now widely recognised as being mainly women's work under prevailing gender divisions of labour. Poor water supply facilities and increasingly scarce water resources thus create a considerable labour burden for women and also contribute to poor health conditions within households and communities.

- Women in all communities - rich or poor – must be consulted in the design and implementation of new water supply projects. Failure to do so has led to project failure.

¹⁸ OECD (2004) DAC Network on Gender Equality "Why Gender Matters in Infrastructure" and Makisa R (1997) Infrastructure and Poverty: A Gender Analysis, IDS UK.

- Women should also be involved in technical and managerial aspects of community-based water provision, with appropriate incentives, training and rewards. Women should not be seen as cheap or voluntary labour for community-based service provision - this will lead to poor services and/ or incur high opportunity costs for the women concerned.
- Men must be consulted to gain their support for a more public role for women in these areas.
- In new water supply provision, the opportunity cost of women's labour needs to be included in any cost benefit analyses of new water supply facilities, as well as consideration of the need for flexible systems so that women can fit water collection and management around other activities.

1.8.2.1.1 Gender-sensitive strategies for water and sanitation provision

- Contacting women in needs assessment, because sanitation is more urgent for them
- Consulting men and women on the choice of acceptable and affordable technologies
- Giving both genders a say in the design and location of facilities
- Involving men and women in construction and financing, because the expertise of men and women in these areas differ and conditions differ for married women and female household heads
- Dividing work in construction and maintenance of sanitation facilities equitably between men and women, boys and girls
- Ensuring that women can also get technical training, as the acceptability of their presence in private compounds and their commitment to the work makes them excellent sanitation workers, e.g. in Lesotho, India and Pakistan
- Involving men and women in health education, as sanitation projects will not succeed without their support and behavioural change
- Ensuring that men and women can participate in sanitation improvements
- Measuring change in sanitary behaviour of men and women

*Housing*¹⁹:

- In order to extend housing provision to poor urban groups and particularly to female-headed households, enabling mechanisms for the provision of housing finance are needed. This is particularly the case for those outside formal employment, of whom women are a large proportion.
- Low-cost housing rarely considers the needs and priorities of women in terms of site design and nature of infrastructure and service provision that meet their needs. The ways and means in which discrimination takes place is well documented, i.e. exclusion of women through eligibility criteria, methods of beneficiary recruitment, cost recovery mechanisms.
- There are also gender dimensions to renting and gender-related constraints to owner-occupation. Studies of Latin America and West Africa suggest that female-headed households are more likely to be tenants or sharers than owners, whilst a study in Bangladesh found that female-headed households and supported households were concentrated in the poorest and potentially most vulnerable housing conditions. There are several reasons for this:
 - Women are often excluded from official housing programmes offering owner occupation;
 - Female-headed households tend to be poorer and, since poorer households frequently rent, women tend to be tenants;
 - Female-headed households also frequently lack both time and skills to self-build, but are often required to do so in the absence of funds for professional labour.

¹⁹ Baden S (1997) Gender Inequality and Poverty: Trends, Linkages, Analysis and Policy Implications, BRIDGE Report No, 30, IDS UK

*Transport*²⁰:

- Cultural norms may also restrict women from using public transport, riding bicycles, or obtaining instruction licences for vehicles.
- It has been observed that many women will avoid any attempt to board a heavily loaded bus, preferring to wait for another. Sexual harassment, height of entry steps, or the absence of a railing/handle presents particular problems to some women, e.g. sari wearers.

Appendix II: City Assessment Profile

II.1 Control of process of data gathering and analysis

The Contractor will play a significant role in terms of being in control of collecting, analysing and evaluating the data to be used in CDP preparation. As well as being sex and gender disaggregated, data needs to be processed in a way which exposes and explains interconnections between issues, and reaches conscious conclusions on gender to be fed back into the project strategy. If there is no critical analysis of gender dynamics, then there is a danger that men and women will be represented as isolated from the web of social relationships that affect their well-being.

II.2 Need for Sex-Disaggregated Data and Gender Analytical Information²¹

Sex-disaggregated data

Sex and gender disaggregated data is *quantitative* statistical information, that reveals differences and inequalities between women and men. Sex and gender disaggregated data might reveal, for example, quantitative differences between women and men in morbidity and mortality; differences between girls and boys in school attendance, retention and achievement; differences between men and women in access to resources and absolute poverty levels.

Sex and gender disaggregated data collection contributes to:

- Understanding and tracking demographic, social, economic and cultural factors and trends in a city
- Understanding the patterns of women's and men's activities, employment and time-use – i.e. the gender differences and inequalities.
- Establishing a base-line against which the impact and results of the project can be monitored.
- Knowing which segments of the population are likely to be affected both positively and negatively by a project
- Monitoring women's and men's participation and engagement in the project.
- Demonstrating the benefits of the investment for poor women and girls.
- Provides the necessary basis for gender analysis and gender responsive planning and management.
- Stakeholder identification.

Gender analytical information

Gender analytical information is *qualitative* information on gender differences and inequalities. Gender analysis is about understanding culture, e.g. the patterns and norms of what men and women, boys and girls do and experience in relation to the issue being examined and addressed, which in this case is urban service provision. Where patterns of gender difference and inequality are revealed in sex and gender disaggregated data, gender analysis is the process of examining why the disparities are there, whether they are a matter for concern, and how they might be addressed.

²⁰ Masika R. (1997) Infrastructure and Poverty: A Gender Analysis, IDS UK

²¹ a) DFID (2002) Gender Manual and OECD (2004) DAC Network on Gender Equality "Why Gender Matters in Infrastructure"

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Gender analysis assists with:

- Identifying gender-specific priorities, needs and usage of infrastructure.
- Designing facilities and services which are responsive to users' needs, by differentiating those needs on the basis of gender and other social factors.
- Identifying specific target groups by more accurately understanding who is 'poor' or most 'needy'.
- Understanding and addressing the differential impacts on women, men, girls and boys.
- Understanding and addressing the socio-economic situation and cultural contexts.
- Identifying the potential problems in access to and use of infrastructure which can arise from existing or traditional land usage or water rights.
- Challenging assumptions.
- Understanding the constraints and barriers to women's and men's participation in project activities and access to the benefits.
- Designing strategies to enhance positive outcomes and remedial measures to address negative impacts.

Thorough, on-going gender analysis will reveal impacts and benefits. Issues which may need to be taken into account include:

- Whether the construction process will restrict women's or men's ability to carry out their normal daily and seasonal tasks.
- How the location, price and other factors affect poor women's and men's ability to make full use of the infrastructure. It may be necessary to design targeted assistance measures.
- How the location of the infrastructure or the construction site will affect women's marketing of goods and their other income-generating activities.
- Whether the infrastructure, such as household water supply, will limit women's social contact and interactions.
- Whether an intervention such as electrification, which reduces time spent on manual chores, has actually increased women's working hours, by enabling night work.
- Whether time savings in one area of drudgery could result in increased drudgery in another area.
- Whether the new infrastructure will result in loss of income for women who may be providing the services currently, such as women operating ferries which are to be replaced by a bridge.
- Whether the placement of the new infrastructural development, such as roads, will increase the amount of time women and girls spend looking for water.
- Are remedial measures necessary for people who will be disadvantaged as a result of infrastructure construction?
- If construction forces resettlement of families or male and/or female migration, will adequate compensation, training or financial support be equally available to women and men? It may be appropriate to target compensation to especially disadvantaged groups such as women and child headed households.
- Has appropriate account been taken of local patterns of water rights, land rights etc and the differing traditional roles and responsibilities of women and men in local settings?
- Whether it is socially acceptable for women to use the infrastructure, for instance the placement or location of water sources.
- Whether the means of transport is socially acceptable for women such as riding a bicycle or travelling alone.

Having sex-disaggregated data and undertaking a gender analysis will help in the CDP process, by enabling the Contractor and stakeholders to identify the true range and extent of urban needs and to better prioritise projects based on these needs.



II.3 Checklist A of Data to collect for a gender-inclusive City Assessment Profile²²

Demographic (and Health)

- Composition by gender, ethnicity/ caste, age, etc.
- In and out migration trend (male and female)
- Percentage of households headed by females
- Household size, dependency ratio and composition patterns (e.g. extended vs. nuclear family)
- Age at marriage, by gender
- Population growth rate
- Infant and maternal mortality rates (male vs. female)
- Service availability and geographic coverage
- Fertility level and decision making
- Food allocation and nutrition level within households, by gender
- Incidence of domestic violence

Economic

- (Household) Income level and sources, by gender
- (Household) Expenditure patterns and decision making, by gender
- Land tenure and use, by gender

Land Use and Tenancy

- Tenancy or ownership profile (% distribution of dwellings owned or rented)
- Community groups based on tenancy or ownership, if any (e.g., tenants' association)
- Percentage of women owning dwellings or registered as the principal tenant
- Number and location of squatters (male vs. female)
- Length of residence in the current place

Education

- Literacy and school enrolment ratios, by gender
- School dropout ratio, by gender
- Incidence of child labour and street children, by gender

Status of women

- Extent of violence against women (e.g. domestic)
- Political representation and awareness
- Socio-cultural perceptions and practices of men and women
- Gender-discriminatory policies and laws
- Women's access to law and justice, especially in relation to violence and crimes

Gender roles and responsibilities

- Broad gender division of labour in productive (e.g., income generation) and reproductive (e.g., household chores, child care) responsibilities, and time allocation for each).

Poverty

- Poverty profile (e.g. percentage of population below the poverty line, income distribution, geographic distribution of poverty, nature/causes of poverty, coping strategies of the poor).
- Gender dimensions of poverty (e.g. link between female-headed households and poverty level, burden of poverty on women)
- Percentage of women working in the home and the kind of work performed
- .

²² (Source: ADB Gender Checklists for Urban Development and Housing and Water Supply and Sanitation)

- Unemployment rate, by gender.

Community-based organizations (CBOs) and NGOs

- Are there CBOs, formal or informal, such as tenants' associations, property owners' associations, water user groups, waste management neighbourhood groups, self-help groups? What are their roles and responsibilities? Are they suitable for the project activities?
- Are women sufficiently represented in these groups?
- Are there international or national NGOs that support poverty reduction and gender initiatives? How can the project link up with them?
- What mechanisms can be used to ensure women's active participation in project activities?
- Which organizations can be used to mobilize and train women in the project activities?

Factors affecting Participation

- What factors affect the level of men's and women's participation?
- What are the incentives and constraints?
- Modes: Which modes of participation in project activities do men and women favour (e.g., participation in planning decisions or in infrastructure design, cash contribution, labour contribution for construction, training, operation and maintenance, financial management, organizational management)? Why?

II.4 Checklist B of Other Data to be collected to enable development of CDP – Vision, Mission Statements and City Investment Plan

(Also useful in the service performance and demand survey)

Formal access to infrastructure and services (e.g. water supply, wastewater and solid waste management, access roads or paths, electricity, shelter, housing plot, recreation facilities, public lighting and transport).

- Who provides the services? (e.g. local government, NGO, private company)
- What percentage of households has access to each service?
- Are there gender differences in such access?

Quality of services (for each type of service)

- Are the services regularly available? E.g. Is water available 24 hours a day?
- Are there seasonal differences in availability, quantity and quality?
- Are there seasonal differences in availability, quantity and quality?
- Are the services satisfactory? How are they improved?
- Are service agents friendly?

Cost and willingness to pay (for each type of service)

- Is there a fee for each service?
- Who pays the bills (men or women in the household) and to whom (e.g. user committee, local government, private company)
- How much is the fee? Is this fee level satisfactory? If the services are improved, would people be willing to pay? To what extent?

Private, individual, or illegal access

- Water supply: What are the sources of water besides formal services (e.g., public streams, rivers, tanks, privately owned tanks, communal wells)? How far away are these? Who (men or women) collect, transport, and store the water and how? How much time is spent?
- Waste disposal: What are the informal arrangements, if any, for solid waste and sewage disposal? Who (men or women) play the primary role?
- Electricity: Is there illegal access? How?
- Shelter and housing plot: Is there illegal squatting?

- For how long?

Gender division of labour in service management

- Who in the household (men or women) play the primary role in managing facilities?
- Who in the household (men or women) decide the use and allocation of water, electricity, and shelter?

More on Individual Services

Water

Water collection and storage

- Who collects and stores water? How?
- How much time is spent in water collection and storage?

Water transport

- Who carries water and how?
- How much time is spent transporting water?
- Are there any health hazards resulting from the transport of water?

Use of domestic water

- How is the collected water used differently by men and women?
- Who decides the allocation?
- Dry-season management - Is water available in the dry season?
- How is water use managed during the water-scarce season? By whom?
- Are there conflicts in water distribution in general, based on gender, income level, ethnicity/ castes, etc.? How can these be solved?

Community (domestic) water management responsibilities

- Who is responsible for the upkeep of the community water infrastructure?
- Who could be key informants?
- Are there significant differences in responsibilities based on gender, income level, or ethnicity/caste?

Sanitation knowledge and environmental knowledge, attitudes, and practices

- Family hygiene education: Are hygiene and environmental issues taught in the family, at school, or in the communities? By whom? Are there information campaigns? To what extent do women and men understand the messages?
- What are the sanitary/latrine arrangements for men and women?
- How is privacy ensured? Are there any taboos in latrine sharing between men and women, and family members?
- *Bathing*: How and where do men and women bathe?
- Treatment of human waste - How is it collected and disposed of? By whom?
- Is human waste used as fertilizer? If so, who are the collectors?
- Community hygiene responsibilities
- Who is responsible for community hygiene?
- Who could be key informants?
- Are there significant differences in responsibilities based on gender, income level, or ethnicity/ caste?

Treatment of solid waste and sewage

- How is solid waste collected and disposed of? By whom?
- Is the waste recycled? If so, who are the waste collectors (e.g., community, small and medium recycling enterprises)?



Needs, demands, perceptions, priorities and expectations

- Does domestic water have priority over other infrastructure services (e.g., irrigation water, roads, and schools) for men and women?
- Are men or women interested in the project? Why? Or why not?
- *Needs:* Given current practices and constraints, what are the needs of men, women, the elderly, and children in the design and location of water supply facilities, latrines, and other watsan facilities and services? Why?
- Willingness to pay - Are men and women in the community willing to pay for improved watsan services, and up to how much?
- Are they willing to contribute labour instead, and to what extent?
- *Credit:* Is there any need for credit for watsan services?
- *Priorities:* How do women and men differ in the priorities they set among the various UDH services? What are the reasons for these differences?

Neighbourhood/Community

- Is there a closely knit community in the neighbourhood?
- What is the basis for its organization?
- How old is the community?
- Do beneficiary women and men believe that a community-based approach is suitable for the delivery of the specific UDH service? Why?

Intracommunity conflicts over the use of services

- Are there conflicts regarding the distribution of utility services (e.g., water distribution) or the allocation of responsibility for utility management within the community (e.g., waste collection responsibility)? If so, are the conflicts based on differences in gender, income level, ethnicity or caste, etc.? How can these conflicts be resolved? Do women take part in conflict resolution?

Project impact

- Land acquisition/Resettlement
- Is any land acquisition or resettlement expected? To what extent? What are the implications specific to women and to men?
- Do women and men have different preferences regarding resettlement sites and housing and facility designs?
- Is additional support for poor female-headed households necessary?

Appendix III: Tips for Mainstreaming Gender in Stakeholder Identification and Consultation

III.1 Why we need to focus on gender in stakeholder identification and consultation

Stakeholder Identification

Effective stakeholder identification and consultation will take time, resources and effort, as a city is composed of communities with differing needs, priorities and access to services. Without this, the voice of the most powerful groups can drown out that of the poorer and more marginalised – moreover since they tend to be better organised and represented.

Also, individual communities or groups are not homogenous. Within women alone, one can identify young women, older women, women with young children, those caring for sick and those engaged in work activities are separate stakeholders. The reality is that different women (and men) have different needs on the basis of class, ethnicity, age and family composition, and other factors.



From a gender perspective, the usual processes of stakeholder identification and analysis (drawing up a table of stakeholders; assessing the importance of each stakeholder and their relative power and influence; and identifying risks and assumptions that will affect project design) should include:

- women and men as separate stakeholder groups
- where appropriate, different stakeholder groups amongst women (and men)
- clarity regarding stakeholder groups which include *both* women and men
- the Contractor, the workshop working groups, management teams to include women as well as men
- gender equality advocates (in government, civil society and donor organisations) work in collaboration, thinking collectively and strategically about advocacy strategies.

To give an example, a category of urban mass transport users could be sub-divided into men and women and further analysis may reveal differences in needs, preferences and requirements in relation to access, routes and schedules, as well as safety considerations. Such differences could in turn influence the priorities of women and men commuters vis-à-vis what they require in terms of policy and regulatory support.

Stakeholder Consultation

Experience shows that it is harder for women to effectively participate in stakeholder consultation exercises, for a number of reasons. Socio-cultural and material barriers are often put in the way of women's participation – e.g. cultural norms that dictate that women do not speak in public, poor timing and location of meetings that fail to fit women's timetables or a relative lack of mobility. Even where women are present they may not feel able to speak (due to cultural norms or low confidence levels), or feel able to speak openly about their concerns. Indeed, in communities where gender disparities are particularly marked, women may feel even less able to voice their gender concerns and priorities.

III.2 What gender-effective consultation and participatory approaches must do

- Be an on-going rather than one-off activity.
- Reach beyond those who hold the power in communities.
- Ensure that information about the workshops and consultations reaches women. For example, personal contacts, puppet shows, advertisements, radio broadcasts, the use of key local women and women's workshops have all been effectively used to reach women
- Find ways of enabling women, and girls, to safely express their views and opinions, in large and small groups and in front of men, without fear. Breaking up the discussion to allow for consultation, and appointing a spokeswoman in advance may help.
- Fit in with women's other responsibilities – where and when meetings are held is very important. Even seating arrangements in meetings are important. Meetings should not be arranged in places typically associated with men's gatherings. Care should be taken to ensure that women do not sit at the back where they cannot hear or be heard.
- Take the time necessary to identify and address hidden and unvoiced demands, such as the need to address menstrual cycle management in projects involving toilet construction.
- Have low "opportunity costs" – i.e. participants need to be able to balance-off time spent in meetings against "lost opportunities" for productive activities or rest.
- Build the capacity and confidence of the participants so that they are able to contribute to the debate and influence decisions.
- Assess which community groups and women's organisations are truly representative and accountable to their members.
- Create space for women leaders to emerge.

Integrating Gender into FIRE(D) III: Final Report

- Create opportunities to learn the views of young women and girls.
- Test options, where appropriate, such as pumps and toilets in water and sanitation projects.
- Guard against “consultation fatigue”.
- Be seen to be responsive to the issues, views and ideas raised.
- Ensure the language being used is appropriate for women. Meetings should be conducted in the vernacular language which is accessible to all. Alternatively time should be allowed for translation.
- The use of models, drawings and photos are also ways of actively engaging women in discussion.
- Follow up meetings of smaller planning groups including key women representatives may be required.

Projects that do not consider these issues often fail, regardless of whether they are women-focussed projects or not.

III.3 Other issues to remember

The outcome of the stakeholder consultation process, and how much women’s views and gender issues are adequately addressed will also depend upon the following factors:

- who sets the agenda
- who decides who will attend meetings
- who records the proceedings and checks conclusions
- who writes, reports and edits the plan
- to whom are decision-makers accountable
- who monitors whether decision-makers have addressed the varying viewpoints.

Appendix IV: Monitoring Indicators

IV.1 Sample indicators on participation in a process

- Levels of input of women/men at different levels (government departments, NGOs, local stakeholders) to identification and planning.
- Numbers of identification and planning meetings held with local stakeholders.
- Attendance by local stakeholders at identification and planning meetings disaggregated by sex, socio-economic background, age and ethnicity.
- Levels of contribution/participation by local stakeholders at identification and planning meetings.
- Levels of participation by local stakeholders to base-line study.

IV.2 At workshops and consultations

- Frequency of attendance by women and men.
- The participation of an adequate number of women in important decision-making (adequacy to be mutually agreed by all stakeholders), to be measured through stakeholder responses and by qualitative analysis of the impact of different decisions.



Annex A6: Summary of key discussions with YUVA and CRISIL

Meeting with Ms. Chandan Chawla – Programme Associate, YUVA Consulting YUVA Centre, Kharghar 30th March 2006

YUVA (i.e. Chandan) has been contracted by CRISIL to be part of their CDP team for the Nagpur CDP process. The Nagpur CDP has just completed Phase 2. (YUVA has also been involved to some extent in the Pune CDP, attending some meetings). For Nagpur, Chandan is in charge of the two groups focussing on the issues of Urban Poor and Urban Environment. CRISIL has decided to split up the task of developing the CDP into more manageable bite-size issues, and consequently has developed a number of groups including:

- Urban Poor
- Urban Environment
- Heritage
- Land Use/Housing
- Education and Health (even though these are not eligible under JNNURM)
- Local Economy.

Each group is preparing a vision and set of priority actions, that will then feed back into the overall vision and CDP. The group gets its information from the consultation with stakeholder groups (which Chandan thought* was being carried out by CRISIL staff themselves) and the results from the Service Performance and Demand Survey. Chandan thought* the survey form had been designed very well by a separate organisation that CRISIL had contracted to undertake the survey activity.

Key points from discussion with Chandan:

- In her opinion, the Nagpur process has been working well (and following the spirit of the JNNURM guidelines) when it comes to stakeholder consultation. Typically, between 75-90 stakeholders are present in workshops. Chandan acknowledged that there remains a huge challenge of representation given the size and diversity of Nagpur's population. Another challenge is convincing marginalised groups about needs of the 'larger population' (e.g.: convincing slum dwellers about the advantages of a flyover to ease city traffic).
- The initial identification of stakeholders to be included in the CDP process happens by a number of different ways: sending letters to contacts of various people within the Municipal Corporation, inviting people like prominent local academicians, Lions Club, Rotary Clubs, Civil Society. Word of mouth and contact to contact methods seemed popular.
- CRISIL did check to some extent that there was a good spread of stakeholder representation. Chandan said that stakeholder representation related to the different

departments of the NMC and also the NURM guidelines on activities admissible... (We didn't ask if there was any vetting of stakeholders...)

- One group with whom they are not engaging (due to time/resource constraints) is the general public. YUVA are suggesting having advertisements etc to reach these people and invite them to participate.
- There is as yet no conscious effort to ensure that groups representing women's needs and rights are included as stakeholders (poor women or otherwise). One interesting reason for this that Chandan mentioned, was that because JNNURM is not including health, education and employment and is more focussed on infrastructure, it was harder to people with the CDP process to appreciate why and where women should be involved. As a result, there is no direct representation of women and women's issues. There are women stakeholders, however they are not there to represent women's issues.
- However in Nagpur (and luckily), there are some NGO/CSO stakeholders who are aware of why and how the JNNURM process will affect women, and are raising gender issues within the CDP process in this regard. Chandan mentioned that women's issues are coming out very strongly in both the Urban Poor and Urban Environment groups – issues related to employment generation for example.
- Initial (secondary) data collection is a problem in Nagpur, because little exists or exists in any detail.
- Only 2000 households in Nagpur were surveyed as part of the Service Performance and Demand survey. The sample selection does include women. This is very limited given the size of the city, but may reflect the very constrained time there is for the CDP process. They are finding that three months is not a long time to prepare the CDP from start to finish.

What could FIRE(D)'s role be?

- Campaigning for the CDP Contractor team in every municipality to include a Sociologist/Gender Specialist.
- Organising gender sensitisation training for the Core Group preparing the CDP in every municipality. Chandan mentioned including a female member of staff (from Municipality). Training on women's needs and rights related to infrastructure, watsan and SWM projects (as opposed to health and education), may also be very useful.
- Campaign for inclusion of an advocate of women's rights or a member of an organisation working on women's rights as a necessary stakeholder, so as to ensure articulation of basic concerns of women in the participating city
- The moderator of the workshops, FGDs and other break-out meetings must be capable of facilitating well, so that everyone – particularly women – speak out.

- Documenting the CRISIL-YUVA process as potential better (not best) practice, or as lessons learned so far?
- Chandan also mentioned the following ideas when thinking about the SRA scheme in Nagpur, but more widely applicable in terms of slum upgradation:
 - Make the legal entitlements and housing, the women's responsibility.
 - Make the process of housing and space design consultative, particularly including women.
 - Include meeting spaces for women, as part of the design.
 - Focus on livelihood opportunities for women within slums

Other Notes:

- CRISIL-YUVA may be working on the Nashik CDP next.
 - The Mumbai CDP has not yet been accepted by the Central Govt.
 - Indore has submitted their CDP but the Central Govt has found some flaws with it and its not yet been accepted.
-

**Meeting with SR Ramanujam, Head of Urban Infrastructure and Kishore Gurumukhi, Manager - CRISIL; CRISIL House, Andheri (W), Mumbai
3rd April 2006**

CRISIL is currently working on preparing the CDPs for Pune, Nagpur, Baroda and Pimpri-Chinchwad. The CDP process in Pune and Nagpur has been part funded by FIRE(D). Pune and Nagpur are almost at same stage of completion – the final CDP workshop. Baroda was completed independent of FIRE(D), and had a much wider consultation process. Pimpri is beginning and WSP is involved.

It is FIRE(D) that has recommended the 3-month duration for CDP preparation. There is no such stipulation in the JNNURM guidelines, and indeed it is varying from city to city. Mumbai prepared theirs in 2 days! But Ram thinks 3 months is OK, and in future they will be able to complete in 2.5 months. Believes that any longer and people start to lose interest and motivation to attend.

Similarly, JNNURM guidelines do not stipulate a minimum level of consultation or which stakeholders should be consulted. As a result, it is varying hugely between the cities.

Mumbai's CDP has been accepted but the funds are currently stalled, as for requests about Rs.100 crore, they must go through a committee. Ram doesn't necessarily believe Mumbai is a bad example of CDP preparation. They did rely on two documents which had involved thorough consultation. He also questioned how one would start and end the stakeholder consultation in a city the size of Mumbai.

Stakeholder Identification process



- Pune - Pune had already started developing a CDP before JNNURM began, in preparation for JNNURM. Thus had already identified stakeholders and CRISIL used that existing list.
- Nagpur – Usually a 2 or 3 round process. Start with contacts of Municipality staff, then contacts of those contacts etc.
- One weakness with stakeholder process that Ram identified was that they tend to be the more articulate rather than the representative. The relatively compact time schedule means that they need stakeholders who can articulate needs and desires clearly.
- No conscious awareness and effort to ensure that women are represented in the SC. In Pune 20% of stakeholders happened to be women, but not representing women’s needs (e.g. INTACH). In Nagpur, the figure was lower, but a high proportion of the slum dwelling stakeholders happened to be women.
- Baroda – again no targeting of women, just “happened”. United Way Baroda did organise a 1-day symposium for slum dwellers, who did include women but not targeted at them

Stakeholder Consultation process

- As a result, don’t consult with everybody... (time and resources a big constraint). In Pune or Nagpur, they recognised that didn’t speak to vendors, didn’t consult enough with small traders or self-employed businesspeople, and enough with slum dwellers.
- Consultation is multi-stage. Eventually ask stakeholders to prioritise the reforms/ investment identified and the actions needed. Have a “priority” sheet – people are asked to mark A, B, C or D next to reform in order of preference.
- In Nagpur, an organisation/trust called PROOF is setting up a public disclosure system with NMC – mainly disclosure of financial info. YUVA is capacity building people to be able to ask intelligent question within this new system.
- In Baroda, women and even children were consulted. At first, reason for consulting children not clear to CRISIL but explained as stakeholders of the future... a separate chart of children’s needs was even prepared.

Service Performance and Demand Survey process

- Surveying completed by a market research company contracted by CRISIL – same one in both Pune and Nagpur.
- Believes this was the most interesting part of the CDP process.
- Did collect data on gender of respondent, but the output - called a “Citizen Satisfaction Survey” – not disaggregated by gender and doesn’t include a gender analysis.

Status of CDPs in India

- 63 cities (around 70 when Mumbai dis-conglomerated) eligible under JNNURM
- 20 cities already completed CDPs and around 10 approved
- Believes 43 will already be doing something
- Some cities even submitting CDPs in days (without any consultation), as no minimum level stipulated
- Therefore FIRE(D)’s CDP guidelines have a limited shelf-life. There is another scheme to begin for smaller towns, but that doesn’t stipulate the preparation of a CDP.

Key points of our discussion with Ram

- Doesn't think it would be hard to consciously target women's stakeholders to include in the CDP process, if consultants were made aware. (Liza from YUVA had also suggested this).
- Citizen Satisfaction Survey (i.e. what FIRE(D) call Service Performance and Demand Survey) could be presented from a gendered point of view.
- Believes that at the CDP stage, issues are not women-specific but service or geographical specific. Rather at the next stage of the NURM process – the Detailed Project Report stage – it will be very important to get women involved. DPRs will involve slum issues being addressed on a geographical basis. Similarly should get involved in the monitoring of the reform process.
- Input into CDP has a limited shelf-life as cities are quickly preparing these. Should also think about Detailed Project Report stage (where FIRE(D) are also involved – “institutionalise project development with DPRs...and implementation of reform agenda through capacity building of state Nodal Agency supporting JNNURM...” from “Capacity Building Under FIRE-D Project” draft document. 8 cities already got funds approved by submitting DPRs but thinks none have met spirit of JNNURM guidelines.
- MoUD is having a workshop on CDP best practices?
- Can FIRE(D) work with MoUD to issue a dictact on minimum level of consultation required?

Other Notes

- Gender Budgeting – think about it in context of Model Municipal Law.
- Gender Budgeting – think about it in terms of influencing CNAG.
- Gender Budgeting – UNDP project
- Bangalore – CRISIL working with Anand on some financial reform within greater Bangalore. Suggests we meet Ramesh Ramanathan at Janaagraha who has been through ups and downs of GBPWASP, and has developed a consultation process for state wider water sector policy?
- Indore – no gender issues thought about or covered. Not even any women on the team.

**Integrating Gender
within
FIRE (D)'s Training Strategy**

May 2006



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1. Introduction

This report is based on a review of the draft “Training Impact Assessment of Training Programs supported by National Institute of Urban Affairs (NIUA) under INDO-USAID FIRE (D) Project”²³, FIRE(D)’s “Training Strategy for NURM” and discussions with NIUA and FIRE (D) staff in Delhi.

The report is structured as follows:

- Relevant findings from the draft Training Impact Assessment (TIA)
- Main issues from discussions with NIUA and FIRE (D) team
- Salient points from FIRE (D) draft Training Strategy for NURM
- Recommendations for integrating gender within FIRE (D)’s Training Strategy.

2. Relevant findings from the draft TIA

Whilst the majority of participants have found the FIRE (D)-sponsored training courses to be useful with a positive impact on job performance, the TIA identifies several fundamental issues that are reducing the effectiveness and impact of the Training Strategy. These include: an absence of formal Training Needs Analyses (TNAs) and hence persistence of supply-driven training; a large number of short duration courses; a lack of training materials and module-based training; dominant practice of using lecture as a training method; lack of uniformity in concurrent evaluation of training courses; casual analysis of the feedback received from participants; and institutional and administrative issues between Training Institutes (TIs) and the NIUA. Key findings relating to this gender assessment are:

1. *Training courses are useful:* about 85 to 90% of participants (elected representatives and municipal staff) felt that training has enhanced knowledge and skills and widened perspectives, subsequently helping them perform their jobs better. However, municipal staff commented that many issues covered in the training courses would only succeed in practice if the elected representatives were also enlightened.
2. *Formal Training Needs Analyses (TNAs) are required:* Even though the subject of training courses has generally conformed to the MoU agreed with NIUA, courses remain supply-driven by the TIs. The TIs at most rely upon informal discussions with state and local level government functionaries to guide them on course content, structure and length. A formal TNA would not only reveal pressing needs from different groups, but would also enable responsiveness to new areas of training required by different target groups. The lack of TNA has meant that:
 - Training courses are largely generic and less meaningful. Whilst relevant for enhancing basic knowledge, further training must address skill up-gradation and attitudinal change.
 - TIs tend to focus on delivering repeated training courses on subjects in which they have knowledge and expertise, rather than widening their remit.
 - There are flaws in the participant selection process.
3. *Very few female participants:* women make up only a small proportion of the total number of participants – the highest proportion cited from an in-depth study of four

²³ These were the training-related documents made available to JS by the FIRE(D) team.



TIs was 18.4%. The TIA suggests that low numbers of female participants could relate to lower numbers of women working in ULBs.

4. *No training courses on urban poverty and access to services:* Even though accessibility of services to the urban poor constitutes a priority area of training for FIRE (D), the TIs have not conducted any training course on this subject.
5. *Broaden the menu of training methods:* Training courses must become interactive and practical, using case studies, best practices and field visits. Interactive lecture sessions remain the predominant training method – this may relate to a high degree of academician-trainers. The TIA identifies the need to expose the resource pool of trainers to elementary teaching and presentation skills.
6. *Wide variation in course duration or subject areas across TIs:* For example, training courses conducted in municipal financial resource mobilisation varied from two to four days for the same target group.
7. *Research activities have ceased:* Whilst the MoU does provide (financial) support for the research and development of relevant case studies, training material etc, this is no longer happening. Only a couple of the 18 TIs have taken the initiative to submit proposals to NIUA and develop training materials and case studies.
8. *Need for rigour in evaluation and feedback analysis:* Concurrent evaluation is the main method used to assess impact (e.g. information from feedback forms etc), however there is no uniformity between TIs on this activity, and analysis of feedback remains casual in some TIs.
9. *Post-training evaluation required:* TIs must supplement concurrent evaluation with post-training evaluation, e.g. after six months, to get feedback on the usefulness of training on a participant's actual job performance. Feedback received will provide valuable input for fine tuning or restructuring the training courses.
10. *Suggestions from participants:* present more case studies, best practices, field visits, exercises; send reading materials in advance; encourage experience sharing amongst participants; use more audio-visuals; separate courses for elected and appointed functionaries, and for Municipal Corporations and councils.

3. Main issues from discussions with NIUA and FIRE(D) team

3.1 NIUA Comments

NIUA is the national nodal agency coordinating the FIRE (D) Training Strategy, and managing the network of TIs. It has four broad areas of work: policy promotion, training, impact assessment and dissemination. Discussions with Dr. Mukesh Mathur and Professor Usha Raghupathi from NIUA raised the following points regarding the Training Strategy:



- *Poverty and gender skills*: It is unlikely that the TI network has skills in-house to give training on poverty and gender-related issues. However NIUA believes that undertaking Training of Trainers courses would help in this regard.
- *Lack of pro-poor approach*: To date, ULB budgets were not designed to separately cater for pro-poor services. Therefore there has been a lack of clear incentive to conduct training on pro-poor approaches. However this incentive will now come in with the JNNURM reforms in which pro-poor budgets must be clearly delineated.
- *Training dilemma*: 1 or 2-day trainings are the norm. It is recognised that shorter training courses are generally less effective, but the issue is how do you encourage elected representatives and municipal staff to invest more time in training?
- *Training of women elected representatives*: This has taken off under FIRE (D), mainly to capacity build women to understand their roles and responsibilities, since many are first-timers and unaccustomed to procedures. The Administrative Training Institute in Nainital has been the pioneering TI on this, basing their training course on a British Council developed Training Manual “Gender and Local Government”.

3.2 FIRE(D) Team Comments

- *Success in achieving an urban focus*: a key success of the Training Strategy is that it has widened the focus and expertise of many of the TIs from rural issues to urban issues.
- *Awareness-raising vs. Skills-building*: Training under FIRE (D) I and II has only been concerned with raising awareness amongst elected representatives and municipality staff. Under FIRE (D) III, training must change to focus on sustainable skills building.
- *More responsive*: The Training Strategy has not responded to incorporate or capitalise upon best practices and lessons learned from concurrent FIRE (D) work, happening at both the ULB and State level.
- *Key Areas of Training where gender should be incorporated*:
 - ⇒ *Women Elected Representatives and Solid Waste Management*: Experience shows that women elected representatives are particularly keen on learning about the practicalities of undertaking a Solid Waste Management (SWM) scheme. (Training on SWM was the second most popular training course carried out by the TI network, after “Financing Urban Infrastructure”).
 - ⇒ *Contracting*: contracting between ULBs/private sector/community would be another area to benefit from a gender focus.
- *WATSAN issues*: Training on delivering water and sanitation programmes has been a popular training issue either requested or given to date.

4. Salient points from FIRE(D) Draft Training Strategy for NURM

As noted in the draft Strategy, training will occupy a pivotal role in the new framework being ushered in by the NURM. The primary aim of NURM training will be to create a



dedicated capacity that can prioritise, conceptualise, develop and manage the NURM supported reforms so as to ensure sustainability – managerial and institutional. “Addressing gender issues, sensitivity to the poor, and working with CBOs ” is recognised as key focus of capacity development.

Broad thematic areas of training for both elected representatives and municipal staff in line with NURM would include:

1. Urban Governance
2. Urban Finance
3. Urban Infrastructure
4. Urban Poverty: including concepts and facets of poverty, poverty measurements, poverty and shelter issue, “anti-poverty” programmes in urban areas, slum improvements and accessibility of poor to municipal services, vocational training for income generation of urban poor families, delivery of services in low income settlements, Urban Informal Credit System, Community Planning and City Development Strategy
5. E-Governance

FIRE(D)’s role will be to:

- Strengthen the urban management training network,
- Strengthen training programmes,
- Design training manuals and programmes,
- Capacity build trainers,
- Disseminate NURM activities and reform measures.

5. Recommendations for integrating gender within FIRE(D)’s Training Strategy

FIRE-D’s Training Strategy, implemented through NIUA and the TI network, has huge potential to build capacity at the ULB and State level in local governance and municipal management. To date the trainings have been found useful: but under FIRE(D) and with the roll-out of the NURM, training must become more demand-led, responsive, practical and targeted in order to make sustainable differences in human resource development.

The recommendations for integrating gender within this context are under laid by two core values:

1. Understanding gender equity (like poverty) should not be treated as a stand-alone training need, but rather as an issue cross-cutting all training courses.
2. Separate consideration must be given to the training needs of women participants - whether elected representatives or municipal staff. Without this, women’s training needs may be ignored or misunderstood.

5.1 Strategic-level Recommendations

1. *Addition of gender and urban poverty experts as training guest faculty*

Experts in gender and urban poverty should become a pre-requisite addition to the guest faculty of all TIs. These experts should be attuned to the local conditions of the state in which they will be training. Such experts are necessary, regardless of whether it is feasible for FIRE (D) to fund the Support Organisation. These experts should be



kept abreast of latest thinking on gender and poverty related to urban service delivery and governance and be effective and dynamic trainers in this regard. These should also be able to bring personal experiences of best practices and lessons learned into the training courses.

2. *Widen the training remit*

In light of FIRE (D) III's new focus on pro-poor service delivery, can FIRE(D) and NIUA widen out the training remit (and funding) to include FIRE(D)'s non-governmental partners working on urban service delivery? A TNA of these partners could be undertaken (particularly to consider gender and poverty issues surrounding urban service delivery) and training delivered by the existing network or other specialist training institutes, depending on training needs. One trainee for this programme could be FIRE (D)'s partner in Sangli (and Thane) – Shelter Associates. Shelter is delivering a community-led sanitation project. Being mainly an architecture and urban planning outfit, training on all issues surrounding sanitation, e.g. hygiene issues, would widen their understanding and ultimately help optimise the impact in terms of improved service delivery and poverty reduction.

3. *Incorporate Gender Budgeting as part of Urban Finance NURM training*

There is huge potential to promote the concept and methodologies of Gender Budgeting as part of the “Urban Finance” and even “Urban Governance” NURM training component²⁴. This should be for both elected representatives and municipal executives and would need to involve experts skilled in undertaking Gender Budgeting analyses, who are able to raise awareness and train non-experts. Fortunately, Gender Budgeting initiatives are widespread throughout India; therefore local experts should be readily available.

5.2 Operational-level Recommendations

4. *Review the situation regarding women participants*

The TIA noted a low proportion of female participants on the training courses, relating it to a lower number of women working in ULBs. However, NIUA needs to review this situation to fully understand it, and to determine what can be done about it. NIUA must look for effective entry points for training female staff and elected representatives. For example:

- ★ Female ULB staff: may well have different capacity building needs from men, e.g. related to confidence-building, participation, presentation etc.
- ★ Women elected representatives (WERs): training on executing a solid waste management plan has been a popular training request from WERs. This should be recognised and promoted throughout the training network. Under NURM, water and sanitation projects could also become a primary focus for WERs.

Is there scope to produce guidelines on the selection process of participants?

5. *Complete Training Needs Analyses (TNA)*

Each TI must complete regular Training Needs Analyses of potential participants, either elected representatives, ULB staff or others as suggested by FIRE(D) (and as

²⁴ FIRE(D) Draft Training Strategy for NURM



recommended under Point 3. above). Women should be considered as separate participant group with a particular set of training needs – some of which will obviously overlap with men’s needs and some of which may be pertinent only to them. Sufficient time and resources must then be given by the TI to understanding and addressing these needs. The suggested Training Support Organisation would have a key role in building the capacity of TIs to be able to undertake such a detailed and gendered TNA.

6. *Compulsory sex-disaggregated data collection needed in TIs*

NIUA must ensure that every TI maintains training course attendance records and feedback forms that are disaggregated by sex. (Note that this is not the case according to Training Impact Assessment.) This will allow monitoring and evaluation from a gendered perspective, ultimately helping to refine and redirect training if necessary.

7. *Monitor the progress of women participants*

The Training Institutes and NIUA must dedicate sufficient time and resources to ensure that women’s training needs are being adequately met through the Training Strategy, ultimately impacting positively upon personal and professional development. Undertaking a gendered TNA and collecting sex and gender disaggregated data are two key steps in the process. However getting feedback from women participants and rigorously analysing this on a regular basis, and understanding what the analysis is saying, will be key activities.

Since the TIA pointed out a lack of uniformity in the concurrent evaluation of training courses and the casual analysis of the feedback received from participants, a set of guidelines should be drawn up either by the TSO or by NIUA/FIRE (D), to guide TIs on this issue.

8. *Scale-up training courses in capacity building of women elected representatives*

The reasoning given in the TIA for lower numbers of women also does not take into consideration the 73rd and 74th Constitutional Amendments that have provided reservation for one-third of elected seats for women at different levels of local governance in both rural and urban areas. (And also one-third reservations for women of posts of chairpersons of these local bodies.). Whilst training courses for women elected representatives are happening, this is restricted to certain pioneering TIs like the ATI in Nainital. NIUA must review this particular training course to see whether it is scaleable (as a package) to all TIs.

Annex A8: An Introduction to Gender Budgeting

An Introduction to Gender Budgeting

May 2006



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ABBREVIATIONS

GB	- Gender Budgeting
GBI	- Gender Budgeting Initiative
MCWD	- Ministry of Women and Child Development
MDG	- Millennium Development Goal
MMR	- Maternal Mortality Rates
MoF	- Ministry of Finance
WCP	- Women Component Plan
SSF	- Singamma Sreenivasan Foundation (Bangalore)
ULB	- Urban Local Body
UNIFEM	- United Nations Development Fund for Women



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2. Why is it required?
3. What are the benefits of Gender Budgeting?
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Appendices

- Appendix I: Cross country experiences in Gender Budgeting
Appendix II: Mission Statement: Budgeting for Gender Equity prepared by MWCD
Appendix III: Guidelines on Gender Budgeting and Gender Mainstreaming, prepared by MWCD
Appendix IV: Two Examples of Gender-Sensitive Local Auditing from India



1. What is Gender Budgeting?

Gender Budgeting:

- Is about analysing how governments raise and spend public money, to uncover intended and unintended differential impacts on women and men/boys and girls, as well as to consider the extent to which spending meets the needs of females as well as males.
- The overall aim is to secure gender equality *in decision-making* about public resource allocation and *in the distribution* of the impact of government budgets, both in their benefits and their burdens.
- Is a policy framework, range of methodologies and sets of tools to assist government and civil society at the national, state, district, municipality and panchayat levels.

Ultimately:

- It is about (re)*prioritising* and *orientating* public expenditure and revenue streams so that they reflect the concerns of women and girls.
 - It is about ensuring greater *visibility* of the unpaid ‘care’ economy (looking after the young and the elderly, providing a mooring to the family and stability to the social framework), that is primarily the woman’s domain. It is also about its eventual inclusion in GDP so that the ‘statistical invisibility’ of women’s unpaid contribution becomes visible.
- **Gender budgeting does not seek to create a separate budget but seeks affirmative action to address specific needs of women.**
 - **Gender budgeting is not an accounting exercise, but a long-term process of gender-sensitive budget analysis and ultimately, the formulation of gender-sensitive budgets.**

2. Why is it required?

Budgets are formulated to address people’s needs in a uniform, apparently neutral way, assuming that all individuals are equal with shared needs and interests. They generally fail to acknowledge overt and underlying differences that stem from class, gender, age, race, ethnicity, sexuality and location. As a result, budgets impact different sections of society differently, since people’s roles, responsibilities and capacities are never the same. In India, women stand apart as one group that warrants special attention due their vulnerability and typical lack of access to state resources. The bulk of public spending and policy concerns in India, are in so-called ‘gender-neutral’ sectors.

Therefore the main objectives of a “gender-sensitive” budget analysis are:

- to improve the analysis of incidence of budgets,
- to attain more effective targeting of public expenditure,
- to offset any gender-specific consequences of previous budgetary measures.

3. What are the benefits of Gender Budgeting?

- *Equity/Equality*: Ensuring a gender-sensitive allocation of resources will contribute towards achieving objectives of gender equality (i.e. narrowing gender gaps especially in incomes, health, education, nutrition and living standards).
- *Power*: Budgets are universally accepted as a powerful tool in achieving development objectives and act as an indicator of commitment to the stated policy of the Government. A gender sensitive



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budget analysis ideally would be able to see whether targets to eliminate gender disparity in education (one of the MDGs) are being met.

- *Advancement towards the realisation of women's rights:* Gender-sensitive budget analysis can provide factual information that reaches beyond legal entitlements into governmental action regarding specific rights. It can do this by attempting to measure the gaps between policy commitments, adequacy of resource allocations and the outcomes of policies.
- *Economic efficiency:* Research argues that gender inequality has an economic cost by adversely affecting sustained and prosperous growth. It lowers output, limits the development of people's capacities and diminishes overall well-being. User fees for health services and education, for instance, may increase the work of over-burdened women or limit the access of girls to school. Consequently, long-term macroeconomic objectives can be adversely affected, by lowering the overall levels of education and productivity. In Latin America it has been estimated that if gender discrimination in budgets was removed, not only would women's wages rise by about 50%, national income would rise by about 5%.
- *Effectiveness:* Gender budgeting can also contribute to the effectiveness of so-called 'gender neutral' public spending. By ensuring that women's particular needs are taken into account, a policy has better a chance of reaching the other half of its potential beneficiaries.

Questioning the cost-effectiveness of gender-blind programmes¹

Villa El Salvador, Peru: an analysis of the food assistance "Glass of Milk" programme illustrated that the unpaid work of women in order to operate the programme was equivalent to one fifth of the resources allocated to the programme. In order to be "cost-efficient", the programme rested on the unpaid work of these women.

- *Good governance:* Since it attempts to improve the service delivery of goods and services to women, men, girls and boys in a fair, just, responsible and participatory way - gender budgeting should be considered an integral part of the definition of good governance.
- *Accountability and Transparency:* Gender budgeting can be a decisive step for linking the government's commitments regarding gender equity to the way in which public resources are spent and raised. At the local level, scrutiny of the local government budget commitments and actual expenditure by citizens can hold government to account for inappropriate use of funds, or can identify poor or inappropriate service delivery.

In many cases gender budgets illustrate the absence of key information on problems to be tackled – information which ought to be an integral part of any comprehensive policy impact evaluation. Budget initiatives therefore push governments to identify and break down their programmatic information and make it generally available.

4. Where has the concept come from?

Australia pioneered the concept, with the Federal government publishing the first comprehensive audit of a government budget for its impact on women and girls in 1984. South Africa followed and initiated the formation of a gender sensitive budget in 1995, through a participatory process involving parliamentarians and NGOs. The South African Government followed in 1997 by doing a gender-sensitive budget analysis.

The Fourth World Conference of Women held in Beijing in September 1995 called for a gender perspective in all macroeconomic policies and their budgetary dimensions. Interest then spread and a



number of initiatives were launched, including the Commonwealth initiative to integrate gender into national budgetary processes started in 1997 in Fiji, St Kitts and Nevis, Barbados and Sri Lanka. To date, more than 40 countries have conducted some kind of gender budget initiative. Appendix I has further details on previous initiatives.

5. Gender Budgeting Vs. Gender Mainstreaming

A broader perspective is now emerging under the concept of Gender Budgeting – that of Gender Mainstreaming. The reality is that a gender perspective on public expenditure, revenue and policy cannot be restricted to Departments traditionally considered as women-related, like Education, Health, and Rural Development.

Women must be recognised as equal players in the economy regardless of whether they participate directly or indirectly (e.g. as members of the care economy). Every policy of the government has a direct impact upon women's well being. Thus a gender analysis has to cover every rupee of public expenditure. As such, gender mainstreaming is a mammoth task, given the amount of disaggregated data that needs to be gender sensitised and analysed.

It must cover:

- Specifically targeted expenditure on women (e.g. protective and welfare services, social services, economic services, regulatory services and awareness generation programmes).
- Public expenditure with pro-women allocation (e.g. poverty alleviation and employment generation schemes, provision for drinking water, fuel, housing, improved energy resources etc.)
- Mainstream expenditure that makes gender differential impacts.

6. What's happening in India?

In India, Gender Budgeting began as an initial post facto, statistical exercise that sought to establish the quantum of resources allocated for women in the Union and State Budgets. Since then, both the concept and activities has progressed, so that today it is now perceived as a mandate to examine with a gender perspective:

- Public Policies- Fiscal and Monetary, Trade Tariffs etc.
- Budgetary allocations for various sectors/sections of the economy.
- Content and direction of various schemes and programmes, e.g. reservation of benefits for women in Food for Work.
- Implementation of various schemes/projects and incidence of benefit, e.g. achievement of targets.
- Public expenditure and impact on macro indicators like literacy, work force participation, MMR.

The main Gender Budgeting milestones in India are summarised as follows:

- The *GOI Five Year Plans* – for the first time, the 8th plan highlighted a gender perspective and a need to ensure a definite flow of benefits to women in the core sectors of education, health and employment. Outlay for women rose from Rs.4 crores in the 1st Plan to Rs.2000 crores in the 8th. The 9th Plan (1997-2002) adopted a 'Women Component Plan' (WCP) as one of the major strategies, and directed both the Central and State Governments to ensure that "not less than 30 per cent of the funds/benefits are earmarked in all the women related sectors." (Reviewing the performance of the WCP during the 9th Plan, the 10th Plan document indicates that 39% of the GBS of 15 women related Ministries/Departments flowed to women under the Women's Component Plan.) In the 10th Plan (2003-08), there is now specific mention of Gender Budgeting. The 10th Plan Document accepts that the concepts of Women's Component Plan and Gender

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Budgeting will play a complementary role to each other for enabling women to receive their rightful share from all the women related general development sectors

- The Ministry of Women and Child Development (WCD) (formerly the *Department of Women and Child Development*) commissioned a study on gender analysis of budgets of all States for the period 1993-94 to 2002-03, so as to generate a time series data on budgeted expenditure for women by State Governments. In their report, programmes for women are classified under five headings including education and training, women in need, health, women empowerment programmes and miscellaneous. This study not only highlighted that more than 50% of expenditure on women comes from the state budget, but also highlighted significant variations between States on women's expenditure per women capita.
- Between 2001-03, UNIFEM undertook a major research project on Gender Budgeting in South Asia, commissioning a number of studies and workshops throughout the region. The National Institute of Public Finance and Policy analysed Union Government budgets and developed a useful model for gender wise allocation of government expenditure. Viewed as a useful beginning, the model did not convey anything about the possible impact of expenditure on gender relations. Another study saw a scholar in Hyderabad examine the impact of certain aspects of industrial policy of the state government on women's employment. The Singamma Sreenivasan Foundation (SSF) with Dr. Devaki Jain et al, attempted to design budgets that safeguard the interest of women and other groups that are subordinated, through examination of the budget of GoKarnataka. They looked at both expenditure and revenue from a gender perspective, and the budgets of municipalities and panchayats in terms of what they are and what they ought to be from a gendered perspective. Completed in collaboration with elected women representatives, this resulted in an 'ought to budget'. Female parliamentarians are now taking a leading role to raise these initiatives at the parliamentary level.
- In 2003, DFID supported a request from the Women's Studies Unit of Uktal University in Orissa, to sponsor a conference on gender budgets to prepare for a gender budget initiative in the state. The eventual goal would be allocation (or re-allocation) of resources to correct gender bias and ensure that women and men benefit equally from government spending. Initially, however, the main outcomes have been to:
 - ★ Raise awareness of the potential to use GB as tool for equitable budget formulation
 - ★ Create alliances within Orissa for carrying forward this type of initiative.

Preliminary attempts to conduct a gendered budget analysis in Orissa met with some difficulties. According to DFID sources, this was largely due to a lack of access to relevant budgetary information and limited capacity of the lead organisation to conduct this specialised type of gender analysis. The analysis carried out only looked at spending specifically allocated to women, not at the different impacts on women and men.

- The Ministry of Finance (MoF) has undertaken the following major initiatives:
 - ★ Constitution of an *Inter-Departmental Standing Committee* in November 2004, as a recommendation from the Expert Group led by the Chief Economic Advisor of GoI. The Committee has representation from the MoF, Planning Commission and MWCD and was set up to identify and share issues and best practices on Gender Budgeting, e.g. budgetary allocations, micro-finance.
 - ★ In 2004-05, the Committee recommended that all Ministries/Departments establish a Gender Budgeting Cell with following Terms of Reference in Figure 1 below.



Figure 1 - Terms of Reference of a GB Cell

1. To make an assessment of the benefits reaching women through the existing programmes and schemes of the Department. The assessment is to be reflected in the Annual Report of the Department.
2. To come up with specific schemes targeted towards women.
3. To clearly bring out scheme-wise provisions and physical targets for benefiting women in the Annual Plan and Performance Budget of the Department.
4. To provide inputs for the detailed Demands for Grant for the each year.

- 22 States are implementing Gender Budgeting initiatives. The State Government of Karnataka is a pioneer in gender budgeting of public expenditure, having earmarked resources for women in most sectors. (It was chosen as pilot for GB Initiatives by the Expert Group.) Kerala and Tamil Nadu have also achieved a high degree of progress in gender related indicators on literacy, health, employment etc, through introduction of several gender related programmes. Each state now has a detailed list of programmes/schemes benefiting women under 4 categories:

- ★ Women specific schemes where 100% of the allocation is required to be spent on women
- ★ Pro-women schemes where at least 30% of allocation and benefits flow to women.
- ★ Gender neutral schemes meant for the benefit of community as a whole where both men and women avail of those benefits
- ★ The residual state specific programmes having profound effect on women's position/condition.

- MWCD has since been spearheading Gender Budgeting initiatives, both in the Union and State Governments. It has drawn up a mission statement, detailed guidelines for a gender sensitive review and a strategic framework of activities that constitute gender budgeting that have been disseminated across all Central Ministries (see Appendices II and III). Three regional advocacy and training workshops were organised for State Departments of Finance, Planning and Women's Welfare. In these workshops, stress was laid on the need for participative budgeting, to include women in the process of planning, budgeting and implementation. (Remembering that all major development programmes are being implemented through State Governments). A parallel exercise is being undertaken for capacity building on gender budgeting in administrative cadres through training institutes like LBSNAA Mussoorie, ASCI Hyderabad and Administrative Training Institutes. MWCD multi-pronged approach is to ensure that the commitment to gender budgeting as reflected in policy, becomes a reality.

- Gender budget studies are in vogue in academic circles and many have undertaken exercises (as part of the UNIFEM initiative or separately, as outlined here). DISHA (Development Initiative for Social and Human Action) looked at the pattern of government spending for the period 1995-2000 in Gujarat: their focus was chiefly on expenditure for disaster relief, primary education, food and housing. The Centre for Budget Studies (Vidhayak Sansad) in Mumbai has set up 'Samarthan', a programme specifically meant for social advocacy at the policy level. It has scrutinised performance budgets of the State and detected many irregularities. UNDP has funded some sectoral studies in Gujarat and Maharashtra, in addition to panchayat planning in Kerala, and an impact review of recent policy changes on home-based workers.

- The 2005-06 GOI Budget committed all Ministries/Departments set up GB Cells and to:

- ★ Undertake review of Public Expenditure profile
- ★ Conduct beneficiary incidence analysis
- ★ Recommend specific changes in operational guidelines of schemes, *all from a gender perspective.*



To date (2006), 32 Ministries and Departments have set up Cells. Whilst welcomed as a first step, the All India Democratic Women's Association (AIDWA) feels that overall the 2005-06 Budget is still not "gender-just", with only one-sixth of the total allocation being for women. They believe that hiking of allocation is necessary to see an improvement in women's conditions in India.

- This commitment to GB was restated by Finance Minister Mr. P Chidambaram whilst presenting the 2006-07 budgets.
- In 2005, the UNDP launched a project entitled "Capacity Building for Decentralized Urban Governance", in which it has provided MoUD with USD3 million line of credit to fund urban reforms in 16 ULBs in the States of Punjab, Rajasthan, Kerala and Orissa. The objective of the fund is to provide: Technical assistance in improving the financial processes of ULBs with the aim of improved credit worthiness and more efficient delivery of civic services; Capacity building of ULBs for improved financial management, gender-centric planning, equity, transparency and accountability with the aim of increased good urban governance. The deliverables of the project include that "*budgets analysed from gender, poverty and environment perspective and suitable recommendations made for 16 ULBs.*"

7. Approaches to Gender Budgeting followed in India

The following approaches to Gender Budgeting have been commonly used in India. All are with their own set of limitations.

a) Quantum and trend analysis of gender based resource allocation and expenditure

Focuses on quantitative resource allocation for women, under gender-specific and pro-women categories of public expenditure. Allocation however, does not necessarily turn into effective implementation that meets women's needs, enhanced benefits or wider coverage.

b) Gender audit of sectors like Education, Agriculture, Health, Industry etc.

Focuses on creating gender profiles of certain sectors at national and state level. This is more effective than the gender based analysis of resource allocation. The main limitation is that it does not recognise the need for the holistic empowerment of women through undertaking a gender audit of all Budget sectors.

c) Gender audit based on position reflected by gender related macro indicators.

Looks at status and trends of certain gender related macro indices, e.g. MMR, women's access to health, literacy rates, participation in PRI, employment statistics etc. These are quoted as proxy indicators for level of women's empowerment.

d) Women's participation in gender budgeting through Fiscal Decentralization and local level institutions.

As yet an ideal solution, where women participate in planning and implementation and which takes into account on-the-ground requirements of women. This approach is currently in limited use due to restricted financial devolution, and limited effective participation of women in field-level planning and implementation.

e) Identification and promotion of Gender Audit based best practices

There are abundant instances of best practices in the realm of gender empowerment. However, most of these efforts or the best practices are not taken to scale in an universal manner.



8. India's progress on Gender Budgeting

There has been definite progress in terms of translating commitment on gender equality into budgetary commitments by GOI. However experts in the field (Dr. Anjali Goyal – Director Finance of MWCD, Prof. Nirmala Banerjee, Dr. Maithreyi Krishnaraj, Dr. Vibhuti Patel etc.) recognise the following requirements in order to further progress GB initiatives in India:

- ***Sex and gender disaggregated data must be collected and presented at every level of government***, and made available in a timely manner. This will enable open and meaningful dialogue so that policy-makers appreciate exactly what women require. (There does tend however to be fierce resistance from officials to any change in collection and display of data, in the name of comparability between different years.) There is often a lag in publishing data, which can mean wasted opportunities as was the case with the Maharashtra Employment Guarantee Scheme (MEGS). Although MEGS has been in operation for more than two decades, Maharashtra's poverty figures continue to be worrisome and provide a serious challenge for this otherwise dynamic state. A timely understanding about why women in particular found it hard to benefit from the scheme, may have made a difference. *However this should also be coupled with a governmental recognition that presentation of sex and gender disaggregated data is only the first step and alone does not constitute a gender-sensitive budget.*
- Budgetary analysis must be based on a ***thorough understanding of India's gender context***, including the ingredients needed to attain gender equity and justice. Fieldwork should ideally be part of the process in creating gender budgets, so that abstract figures from budgets relate to real lives and real problems. For example, whilst the allocation for women-specific schemes or for women's component in general a scheme is one issue, ensuring that the allocations promote gender equity is another. Suppose the government was to increase allocations for women's training and skills development schemes but only those that strengthened women's "traditional" roles as carers, e.g. funds for Industrial Training Institutes to teach women cooking and sewing skills. This could not count towards a broader understanding of promoting gender equity.
- Similarly, ***gender specialists and policy-makers must closely interact*** during the budget development and finalisation process. This would help clarify and bring to parity everyone understands and expectations of a gender-sensitive budget. Intervention of women's organisations in the pre-budget sessions has led to the fund allocation policy for the "the Women's Component" in *general* schemes, involving various Ministries. Gender specialists must learn to translate their demands into concrete schemes along with approximate costings. They must also become part of the Government's consulting team on the formulation of its investment programmes.
 - For example, the Swarnajayanti Swarozgar Yojana has a provision that 50% of the beneficiaries should be women. But before advocating self-employment for such vast numbers, there is little thought being given to check whether the ground conditions and the specific constraints women face would allow everyone to undertake self-employment. Early involvement of gender specialists would allow possible hitches at the ground level to be ironed out, before the scheme is formulated and its procedures are laid down.
- Experience suggests that the quality of public spending for poor women improves when ***they themselves engage in gender-sensitive processes of monitoring and auditing public services***. However since participatory auditing measures are still rarely included in public-sector accountability reforms, poor people and particularly poor women do not normally closely scrutinize government spending at the local level. Financial auditing is seen as the preserve of skilled officials. There is therefore the need to promote participatory approaches to pro-poor budgeting, bottom-up budgeting, child budgeting, SC/ST budgets, local and global implications of

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pro-poor and pro-woman budgeting, and inter-linkages between gender-sensitive budgeting and women's empowerment.

- Advocates of gender budgeting should push at the design stage to ensure that *women's preferences are reflected in the planning and design of public goods*. Policy-makers argue that because of the character of public goods, it is not possible to work out the gender-wise impact of the investment. Therefore, they should be left out of exercises in gender budgeting. In reality, a large public good investment scheme rarely comprises an indivisible whole; rather it can be divided into sub-projects. For example, a budget for law and order includes several kinds of public services. It is possible that, rather than focussing on VIP security, more can be spent on patrolling of roads or areas where eve-teasers operate.
- *Training and capacity building workshops* on gender budgeting for decision-makers in the government structures, gram sabhas, parliamentarians and audio-visual material must be completed.

9. Key Gender Budgeting Experts in India

9. Dr Anjali Goyal, Director- Finance, Ministry of Women & Child Development. Leading expert within the government.
10. Dr K Seetha Prabhu and Meenakshi Kathel, Head and Research Associate of Human Development Resource Centre, UNDP, Delhi. Tel: 011-24628877 ext. 322.
11. Dr Lekha S. Chakraborty – Senior Economist and Fellow, National Institute of Public Finance and Policy, New Delhi.
12. Prof. Darshini Mahadevia, School of Planning, CEPT University, Ahmedabad. Email: d_mahadevia@yahoo.com – Has done work on both urban and rural aspects of gender budgeting.
13. Prof. Nirmala Banerjee - Sachetena, Kolkata
14. Dr Maithreyi Krishnaraj - Former Director, Research Centre for Women's Studies, SNDT Women's University, Mumbai,
15. Dr Vibhuti Patel – Professor and Head of Department, Economics – SNDT Women's University, Mumbai. Phone-91-022-26770227 or Mobile-9321040048. E mail- vibhuti@vsnl.net
16. Dr Devaki Jain and others – Singamma Srinivasan Foundation, Bangalore

10. Recommendations for FIRE (D)'s involvement in Gender Budgeting

viii. *Meet with Dr Anjali Goyal, Director of Finance at MWCD*

Dr Goyal is pioneering Gender Budgeting initiatives within government, to see where FIRE(D) can add value in the promotion of Gender Budgeting, particularly at the State and ULB level (and in relation to Mission Statement in Appendix II). Is there potential for FIRE(D) to contribute to broadening the constituency of support amongst individual government staff, legislators and others, e.g. the Media?

ix. *Network with key experts*

Organise a meeting/workshop with key experts in Gender Budgeting, to discuss what role FIRE(D) can play to move Gender Budgeting initiatives forward.

x. *UNDP-funded MoUD "Capacity Building for Decentralized Urban Governance"*

Assess the potential to assist MoUD with the UNDP project. This could be a clear and impactful activity that FIRE(D) could undertake. (Contacts - besides Mr Raja Mani - are Ms Mithulina Chatterjee, Programme Officer (mithulina.chatterjee@undp.org) / Ms. Neeraja Kulkarni, Programme Officer, (UNDP, neeraja.kulkarni@undp.org).

http://www.undp.org.in/factsheets/Comm%20Ctrd%20Natural%20Resr%20Mgmt/CB_Decentralised_UrbnGovernce.pdf



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- xi. *Inclusion of Gender Budgeting as part of NURM training package*
Include Gender Budgeting as part of the NURM training package being rolled-out to elected representatives and municipality staff through the NIUA-led network of Training Institutes.
- xii. *Fund pilot participatory gender budgeting initiatives*
Facilitate pilot initiatives in participatory gender budget auditing (including the poor and women) at the ULB and community level. Experiences shows that “bottom-up” budgeting should help ensure reprioritisation of public spending.
- xiii. *Promotion of sex and gender disaggregated data*
Promote the collection and publishing of sex and gender disaggregated data at all levels of government, particularly the ULB and state level.
- xiv. *Promoting Gender Budgeting as part of MML and Policy Options Paper documents*
Assess the potential for integrating Gender Budgeting within the Model Municipal Law and the Policy Options documents.

Summary Table

Recommendation	Suggested Responsibility
1. Meet with Dr Anjali Goyal, Director of Finance at MWCD who is pioneering Gender Budgeting initiatives within government, to see where FIRE(D) can add value in the promotion of Gender Budgeting, particularly at the State and ULB level	Alok Shiromany
2. Assess the potential to assist MoUD with the UNDP project.	Alok Shiromany
3. Organise a meeting/workshop with key experts in Gender Budgeting, to discuss what role FIRE(D) can play to move Gender Budgeting initiatives forward.	Alok Shiromany
4. Include Gender Budgeting as part of the NURM training package being rolled-out to elected representatives and municipality staff through the NIUA-led network of Training Institutes.	Hitesh Vaidya
5. Facilitate pilot initiatives in participatory gender budget auditing (including the poor and women) at the ULB and community level.	Chetan Vaidya/ Alok Shiromany
6. Promote the collection of sex and gender disaggregated data at all levels of government, particularly the ULB and state level.	Alok Shiromany
7. Promoting Gender Budgeting as part of MML and Policy Options Paper	Chetan Vaidya

11. Useful Web Resources

<http://www.wcd.nic.in/genbud.htm>: Ministry of Women and Child Development – Budgeting for Gender Equity.

<http://www.undp.org.in/hdrc/GndrInity/>: UNDP India’s Gender Budgeting site containing a number of papers on research initiatives completed.

<http://www.unifem.org.in>: Their range of publications related to Gender Budgeting in India.



<http://www.idrc.ca/gender-budgets/>: IDRC's Gender Responsive Budget Initiatives website. Has an interesting country case study section, as well as explaining the UNIFEM GRB Initiative in India, plus tools and methodologies.

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Appendix I: Cross country experiences on Gender Budgeting

1. Australia: Australia was the pioneer in developing a gender-sensitive budget statement. In 1984, a comprehensive assessment of gender differential implications of the Federal Budget was introduced in Australia. It was found that expenditures specifically targeted to women and girls in Australia made up only less than 1 per cent of the total budget.

2. South Africa: In South Africa, gender sensitive budgeting had two dimensions. First phase was initiated in 1995, which was a joint effort of parliamentarians and non-governmental organisations. This parliamentary-NGO initiative had undertaken a detailed gender-sensitive analysis of expenditure portfolios like education, health, welfare, housing, labour, trade and industry, land affairs, agriculture, safety and security, transport, energy, foreign affairs as well as the cross-sectoral areas of public sector employment and taxation. It is to be noted that a parallel initiative had begun in 1997 within the Department of Finance, as a pilot for the Commonwealth initiative to integrate gender perspective into expenditure policy. Commonwealth Secretariat co-ordinated the implementation of gender responsive budgets in Barbados, Fiji Islands, St Kitts and Nevis, South Africa and Sri Lanka. Though the nature of gender responsive budget initiatives varies from country to country, one of the prominent features of Commonwealth Secretariat initiative has been the direct engagement and co-ordination of the programme by Ministry of Finance.

3. Other African Countries: In *Mozambique* the Ministry of Planning and Finance initiated a gender-sensitive budget exercise, with financial assistance from the Swiss Development Corporation. In *Namibia*, the staff of Ministry of Finance worked with consultants from the Swedish International Development Agency (SIDA) and produced an analysis of selected portfolios for the 1998 National Budget. In *Tanzania*, Gender Budgeting Initiative (GBI) began as a civil society initiative involving more than 20 non-governmental organisations; which grew out of a shared vision by Tanzania Gender Networking Programme (TGNP) and Feminist Activism Coalition (FemAct) to transform the conceptual paradigms of development and economic governance (Rusimbi, 2002). In *Uganda*, the strong parliamentary *Women's Caucus* and the affiliated NGO *Forum for Women in Democracy (FOWODE)* have taken the lead in initiating a gender budget exercise, initially focusing on selected portfolios (Byanyima, 2002).

4. UK: In UK, *Women's Budget Group* spearheaded the process of gender-sensitive budget analysis. Their core recommendations to the UK Government was the inclusion of a comparative gender impact statement. published with every Budget and Public Expenditure White Paper. The Women's Budget Group argued successfully that Working Families Tax Credit (WFTC) in UK should be reformed to make it more effective by splitting it into two separate tax credits, Employment Tax Credit (ETC) and Integrated Child Credit (ICC). This is to reorient the employment incentive effects in such a manner to target both men and women equally, so that work pays equally well for both sexes and that a sharing of caring and earning roles between parents are encouraged.

5. Canada: In Canada, although there are no formal guidelines regarding gender budgeting, the Human Resource Development Canada (HRDC) committed to implementing a gender-based analysis (GBA) as a part of their policy and programme development process. In the backdrop of its international commitment to the *Platform for Action* initiative, the Government of Canada adopted the *Federal Plan for Gender Equality (1995-2000)*. This Federal Plan was prepared through the collaboration of 24 Departments and agencies, led by Status of Women Canada. (SWC). Parallely, members of *Centre for Policy Alternatives*, a social justice research group in Canada, have developed a gender-sensitive budget as part of the Centre's annual Alternative Federal Budget.

6. Nepal: In Nepal, a gender budget audit has been conducted to assess the expenditure policies and revenue measures from a gender perspective.

7. Sri Lanka: Gender budgeting initiative in Sri Lanka has two phases. Pilot project in 1997, which was the first phase. The initial gender-sensitive budget analysis in Sri Lanka was co-ordinated by the Department of National Planning. It focused on the portfolios of health, education, public sector employment, agriculture, industry and social services. The second phase of study initiated in December 2002 categorized the financial inputs from gender perspective with special reference to Ministries of Women's Affairs, Samurdhi, Social Welfare, Tertiary Education and Training, Employment and Labour under the initiative of Ministry of Women's Affairs in co-ordination with UNIFEM, South Asia.

Source: <http://www.cgaindia.org/pdf/Classification%20Report.pdf>



Appendix II: Mission Statement: Budgeting for Gender Equity, prepared by MWCD

Broad framework of activities:

a) Quantification of allocation of resources for women in the Union, States and Local Administration budgets and expenditure thereof

- Refining and standardizing methodology and development of tools.
- Trend Analysis
- Analysis of change in pattern, shift in priorities in allocation across clusters of services etc
- Variations in allocation of resources and actual expenditure
- Adherence to physical targets.

b) Gender Audit of policies of the Government- monetary, fiscal, trade etc. at the Centre and State levels

- Research and micro studies to guide macro policies like credit policy, taxes etc
- Identification of gender impact of policies/interventions viewed as gender neutral
- Micro studies to identify need for affirmative action in favour of women towards restoring gender imbalances

c) Impact assessment of various schemes in the Union and State budgets

- Micro studies on incidence of benefits
- Analysis of cost of delivery of services

d) Analysing programmes, strategies, interventions and policy initiatives from the perspective of their impact on status of women as reflected in important Macro Indicators like literacy, MMR, participation in work force

E.g. Analysis of substance and content of various interventions directed at health of women and correlate the same with indicator like MMR to establish need for corrective action in formulation of scheme/ approach.

e) Institutionalising the generation and collection of gender dis-aggregated data

- Developing MIS for feedback from implementing agencies
- Inclusion of new parameters in data collection in Census and surveys by NSO, CSO etc

f) Consultations and Capacity building

- Collation of research and exchange of best practices
- Developing methodologies and tools for dissemination
- Forums and Partnerships amongst experts and stakeholders.

g) Review of decision making processes to establish gender equity in participation-

Review of extant participation of women in decision making processes and to establish processes and models aimed at gender equity in decision making and greater participation of women.

h) Formulation and reflection of satellite accounts to capture the contribution of women to the economy by way of their activities in areas that go unreported like care economy, unpaid work in rearing domestic animals etc.



Appendix III: Guidelines on Gender Budgeting and Gender Mainstreaming, prepared by MWCD

In October 2004, detailed guidelines on Gender Budgeting and Gender Mainstreaming were circulated to all Departments and Ministries in the Government of India and to the State Governments. The checklists circulated are:

Checklist I for Gender specific expenditure

Conventionally, gender budget analysis, by way of isolation 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

- i. List of schemes and programmes which are gender specific
- ii. Briefly indicating activities undertaken under the programme for women.
- iii. Indicating expected output indicators like number of women beneficiaries, increase in employment of women, post project increase in resources/income/skills etc.
- iv. Quantifying allocation of resources in annual budget and physical targets thereof.
- v. Assessing 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

- vi. Reviewing actual performance - physical and financial vis-à-vis the annual targets and identifying constraints in achieving targets (like need for strengthening delivery infrastructure, capacity building etc.)
- vii. Carrying out reality check - Evaluation of programme intervention, incidence of benefit, identifying impact indicators like comparative status of women before and after the programme etc
- viii. Compiling a trend analysis of expenditure and out put indicators and impact indicators.

Future Planning and Corrective Action

- ix. Addressing constraints identified from step (vi) above.
- x. Establishing requirement of Resources in terms of population of targeted beneficiaries/magnitude of perceived problems like IMR, MMR, literacy ratio etc.
- xi. Reviewing adequacy of resources available – financial and physical like trained manpower etc.
- xii. Planning for modification in policies and/or programmes/schemes based on results of review.



Checklist II

Mainstream sectors like Defence, Power, Telecom, Communications, Transport, Industry, Commerce etc. may consider adopting the following check list to determine the gender impact of their expenditure.

- i. List of all programmes entailing public expenditure with a brief description of activities entailed.
- ii. Identifying target group of beneficiaries/users.
- iii. Establishing whether users/beneficiaries are being categorized by sex and gender(male/female) at present and if not to what extent would it be feasible.
- iv. Identify possibility of undertaking special measures to facilitate access of 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.
- v. Analysing the employment pattern in rendering of these services/programmes from a gender perspective and examining avenues to enhance women's recruitment.
- vi. Focus on special initiatives to promote participation of women either in employment force or as users.
- vii. Indicating 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 commenced 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 institutionalised in the manner detailed in checklist I.

A few illustrative examples of gender initiatives in mainstream sectors are given below:-

- Priority in awarding commercial/ domestic power connections for women entrepreneurs, widows, households headed by women, etc.
- Priority in allocation of industrial licences/commercial plots/petrol pumps and gas stations for women, women cooperatives/self help groups etc.
- Earmarking funds for women in Export Promotion schemes.
- Tax incentives for industrial units that reflect high ratio of women days in work force.
- Incentives for introducing health insurance scheme for women, particularly in unorganised sector.
- Affirmative action to allocate ration shops, PCOs and cyber cafés for women.
- Provision of more buses/reserved compartments for women commuters.
- Preferential rates in bank loans for women.

Appendix IV: Two Examples of Gender-Sensitive Local Auditing from India

1. Verifying anti-poverty spending in Rajasthan

In Rajasthan, a small organization, the Mazdoor Kisan Shakthi Sangathan (literally, the Workers and Peasants Power Association) has pioneered methods for the participatory audit of local spending. Women represent about 60% of the approximately 1000-strong membership of this group, and the MKSS has focused on challenging official corruption on public works programmes that provide women with employment during the dry season. These women are routinely denied the statutory minimum wage for their work on rural roads, culverts and drains, often on the grounds that they were not moving the minimum quantum of earth per day. The MKSS's own research indicated that the actual quantity of work being done by the women was routinely under-measured. False entries in employment registers enabled project foremen to underpay women, and thereby to pad the registers with bogus names whose payments the supervisors then pocket. Other malpractices include inflated estimates for public-works projects, the use of poor-quality materials, and over-billing by suppliers. To combat these forms of fraud, the MKSS sought (and sometimes obtained) access to official expenditure documents – such as employment registers and receipts for the purchase of materials – that could be verified by MKSS workers investigating each of the recorded transactions.

The MKSS's struggle to obtain such documentation became the basis for a national campaign for legislation granting citizens a right to information. Government accounts are thus submitted to a process of collective verification by the villagers – the very people most likely to know whether funds have been spent as claimed. At public hearings, employment registers are read aloud, and women who were underpaid come forward to contradict official accounts showing them to have been paid the minimum wage.

2. Surveillance of subsidized food distribution in Mumbai

In the city of Mumbai a coalition of 40 community-based organizations of women from low-income neighbourhoods has worked since 1992 to make the government's network of fair-price shops – the Public Distribution System (PDS) – more responsive to the poor. Though a critical resource for the food security of the poor— and women, who manage household food supplies— the PDS suffers from a number of management problems, but above all, from a 'leakage' of subsidized grains by the licensed PDS shopkeepers to the open market, where they are sold illegally at higher prices.

The Rationing Kruti Samiti (RKS), or Action Committee for Rationing, sought originally to cut these leakages by working closely with concerned state officials. The PDS is, in theory, monitored and 'performance-audited' by citizens' vigilance committees. In practice, these are controlled by local politicians who, for a fee, shield crooked shopkeepers from prosecution. The RKS has formed parallel informal Vigilance Committees composed of five women consumers for each PDS shop. The women attempt to track the amount and quality of subsidized commodities that arrive in the shops from government warehouses, and to monitor their sale by constantly checking shop ledgers.

This system, which flourished in the early to mid 1990s broke down in the latter part of the decade, largely because it relied upon the support of one high level bureaucrat, who was ultimately transferred to another department. The RKS experience showed that women's illiteracy was not necessarily an obstacle to scrutinizing policy implementation. The RKS's bureaucratic ally had required the shopkeepers to attach sealed samples of the displayed bulk products, such as foodgrain. This allowed the women monitors to compare the quality of the product delivered from the government warehouse, as seen in the sealed transparent bag, against what was on sale for PDS consumers. Any adulteration could be visually detected, thus providing prima facie evidence for an investigation by the ration inspectors into whether the cause of the discrepancy was 'leakage' of some portion of the original consignment onto the open market.

However, even before the departure of their high-level bureaucratic patron, the women in the vigilance committees lacked another important resource – the time needed for effective monitoring.



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Keeping track of the arrival and ‘leakage’ of commodities required constant surveillance over the shops. Although women deployed children to keep an eye on the shops, they could not get around shopkeepers’ tactics, like arranging deliveries in the middle of the night to avoid inspection.

Citizens’ efforts to audit directly the activities of development programs are an important complement to official monitoring or auditing mechanisms. Our examples show that social movement support is critical in overcoming gender-related constraints (such as illiteracy or intimidation by officials) to women’s efforts to improve the functioning of official accountability processes. But, in India and elsewhere, citizens’ efforts to hold officials accountable can trigger significant resistance. The MKSS has encountered obstruction from the local administration. The RKS has been forced into retreat. These experiences suggest the importance of seeking public-sector allies for citizen-based monitoring and auditing.

Source:

1.9 Gender-sensitive Local Auditing: Initiatives from India to build accountability to women
By Anne Marie Goetz and Rob Jenkins (2000)



Annex A9: Integrating Gender within M&E

Integrating Gender within FIRE(D)'s M&E

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1. Introduction

1. FIRE(D)'s Monitoring and Evaluation strategy must consider how gender is being mainstreamed:

- A. Within the watsan project cycle, and
- B. Within the FIRE(D) project team.

This document looks at key issues for integrating gender into M&E of A. The watsan project cycle.

FIRE(D)'s current M&E activities focus on quantitative information to report on *progress* against SOs 13.3 and 16.1 - “to increase municipal investment in environmental infrastructure” (SO 13 - Indicator 3) and “to increase the number of men and women with access to clean water and sanitation services in selected cities” (SO16 - Indicator 1) as shown in Annex A (Results by Municipality) of the Draft M&E Report for FIRE(D) III Year one.

From a gender and poverty perspective, these numbers give little indication of what is actually happening on the ground, in terms of *impact*. They do not tell us whether the system is functioning properly, what the impact of installing a new hardware component is on fulfilling people's practical needs, and whether any behaviour change has happened as a result of it. They also do not give an indication of whether the project outputs (e.g. stand posts, toilets) are likely to be sustainable, poor women's difficulties and constraints in actually connecting to the system or inability pay at certain times of the year or silent burdens borne as a result of the project. Additionally – the important improvements in health and well-being as a result of increased investments in infrastructure for poor people are not captured – a loss for advocacy efforts that need to be grounded against hard evidence for policymakers to take notice.

2. Gender within the WATSAN project cycle

Critical to successfully mainstreaming gender within the project cycle is to make people – rather than infrastructure – the focus. For example, as the Draft M&E Report for FIRE(D) III Year 1 mentions, one of the ultimate objectives of JNNURM is “*improving health and well-being...and growth in household incomes, especially among the poor.*” The question is how can this be measured and evaluated, moving beyond numbers of people with access to clean water and sanitation services? Table 1 below summarises what M&E – when looking at poverty and gender issues - should be about.

Table 1

What M&E should be

Also about measuring qualitative impacts to understand social processes.

Inclusive, a process. Involves the community in M&E. Women as recipients and participants of M&E. (This is also a mechanism for increasing gender sensitivity at project level.)

Include a self-evaluation component from beneficiaries – subjective perceptions may be as

What it should not be

Exclusively about quantitative, numeric indicators related to outputs rather than outcomes and impacts.

One-off activity, exclusive of beneficiaries or project personnel.



important as objective perceptions.

3. What impact does FIRE(D) need to assess?

When considering the impact of a project on women and gender issues, the M&E strategy should be equipped to consider the following:

1) Impact of project activities on women's needs and rights related to water

a). Impact on practical needs

- *Privacy & Security* - Improved access to sanitary latrines and bathing spaces means that women and girls do not have to regulate their bodies to ensure that they do not have to use facilities during the day. Suppressing regular urine discharge leads to urinary tract infections, personal safety and security from harassment when forced to go out in the open, enhanced sense of dignity. Adequate toilet facilities for girls in schools – has been shown to lead to an increase in enrolment and retention due to their own and parents' perceptions of enhanced privacy and security after puberty.
- *Improved health and well-being* - This is the primary output of improved infrastructure that goes hand in hand with behaviour change – leading to reduced diarrhoeal diseases and incidence of morbidity and mortality, less DALY's lost and improved health and productivity – with a direct spin-off on household income through the amount saved on medical expenditure due to water related illness. Since women and girls are the primary caregivers of infants, children and the sick – they re the primary beneficiaries of an improved environment.
- *Time and effort savings* – reducing burdens in collection, transport, storage and use of water – with direct impact on women's time and indirect positive spin-offs on girls schooling particularly at secondary levels;
- *Economic benefits* - remunerating women and girls for management and O&M tasks that they take on within watsan initiates at community level or in community contracting roles leads to increased income and enhanced financial status- contributing to increased participation in decision-making within the household and outside.

b). Impact on strategic needs

- Change in distribution of and control over income (money, in kind) within the household.
- Willingness to pay exercises are one example where women's WTP is often higher than men's for watsan services particularly as watsan services affect women and children directly. When consulted separately and enabled to pay through creative mechanisms, women will be regular and reliable paying consumers. This builds confidence and negotiating power and enables women to demonstrate their financial management ability winning greater respect and status within the household as well.



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- Increased status and empowerment: Women's voices are often heard within communities as a result of their role within infrastructure, health and education projects. This gives them the opportunity for increased mobility, participation in non-traditional roles and a voice and platform in the public arena – including the opportunity to engage with elected leaders and decision-makers- most of whom are male.

The replicability and sustainability of these impacts must also be considered:

- Sustainability - For example, is there the possibility that women will sustain the achievements in terms of health benefits, time savings, potential changes in economic situation, changes in status/influence at household and community levels, once implementation has finished?
- Replicability – For example, is there a real possibility for women to carry over awareness and skills developed into other areas in household and community?

2) *Participation of women within the project process:*

- a). In decision-making and control over the project throughout the project cycle, (e.g. on the design and type of technology used, siting of facilities (stand posts, toilets, sewerage network), on tariff structure and willingness to pay).
- b). In project activities, (e.g. in providing remunerated labour, income generation schemes).
- c). On training courses (for men and women),(e.g. in areas like O&M, financial management)
- d). Within the M&E itself, e.g. in selecting gender-sensitive indicators, data collection, analysis and information sharing on M&E findings.

Measuring impact of WATSAN upon women's practical needs

When considering impact upon women's practical needs, it is assumed that WATSAN activities will lead to increased health benefits and time and effort savings for women. Yet, in reality, is this really happening? The following questions are useful to guide thinking on this.

- What is the quality and quantity of water supply like?
- Consider the actual time saved against new time costs of new facilities and other project costs (eg. attending meetings, collection of water fees, reduction in help from children/husband).
- Does time saved fluctuate seasonally? Does it coincide with peak seasons for other activities?
- Women may not reinvest their 'saved' time economically if they do not control the returns on labour. However they may benefit socially through more rest, increased leisure, time spent with children and family.
- How are the economic benefits of WATSAN distributed amongst households? Uneven distribution is likely as some households are prone to exclusion from benefits. What has happened to the families of local water carriers, vendors, waste carriers?
- If women's income increases as a result of WATSAN, then their men may reduce the contribution to the household expenditure, thereby increasing women's financial burden. But this may also have some positive aspects, eg. decision-making over expenditure etc.
- Does it change decision-making structures within the household? Does it increase women's access to and control of resources?



4. How can FIRE(D) assess these impacts?

Steps in process....

M&E can be carried out in many ways. Below is an indicative process for monitoring and evaluating gender, that could be followed by the FIRE(D) team.

- a. Decide the M&E terms and conditions
- b. Collect baseline information
- c. Identify appropriate gender-specific indicators, that measure both the direct and indirect benefits and impacts.
- d. On-going collection of sex-disaggregated data (including on-going consultation with women's groups, directly or indirectly affected by the project)
- e. Results, conclusions and lessons learned.

a. M&E Terms and Conditions

The terms and conditions of M&E must be upon before beginning activities. These include: who is going to lead the process, who is going to be involved (i.e. from project team and from beneficiaries), what tools are going to be used, what documentation and reporting is required, what will be done with the results.

And given the breadth of FIRE(D) activities, the first issue will be to decide which projects to be evaluated. Possibilities include:

- iv. Sangli – Community-led Sanitation project
- iv. Agra – Cross-cutting Agra Programme (CAP)
- iv. Bangalore - GBWASP
- iv. Thane – Pro-poor Sewerage Project.

b. Baseline Information for Project Cycle

Baseline information on gender relations or situation at the start of the project needs to be collected, to provide a basis for assessing the impacts outlined above. Data must be disaggregated by sex, and wherever possible, by socio-economic and ethnic grouping and age. The type of baseline information required is described in Table 2.

Table 2 – Baseline Data needs

Baseline Data needs <i>(All data should be disaggregated by sex, and also wherever possible by age, ethnicity and socio-economic grouping)</i>
<i>At household level</i>
<ul style="list-style-type: none"> ▪ Division of labour ▪ Time budgets ▪ Control over decision-making and authority ▪ Information channels ▪ Income sources and expenditure and consumption patterns



<ul style="list-style-type: none"> ▪ Access to resources – e.g. technology, credit, HRD ▪ Productivity, community participation and economic activities (different sectors) ▪ Human resources indicators (educational level, health/nutrition, family size etc.)
<i>At community level</i>
<ul style="list-style-type: none"> ▪ Information channels (formal and non-formal) ▪ Involvement in decision making processes ▪ Community activities/gender based participation ▪ Organisations

What the baseline information is used for?

To assess the following (related to the impacts mentioned above)...

- health impact (utilization of water in households and hygienic practices at household level, possible general health status, possible energy savings).
- changes in women's work situation (time budget, productive roles, reproductive roles, balancing of roles, expansion into new areas);
- changes in women's self perception (e.g. relating to women's roles in WATSAN, particularly in leadership and management but also more generally);
- impact on women's status in the community (through new leadership roles, increased production leading to cash income);
- access to and control over resources provided (info, training, skills, technology, employment, income);
- control over decision-making (at household and community level)
- Human Resources Development (access to new technology, new roles, new skills)
- stimulation of other development activities by the project (e.g. Income Generating Activities);
- development of skills and competence (particularly in relation to analytical and problem-solving capacity);

c. Identify Gender-Specific Indicators

Ideally, gender mainstreaming should be monitored at each and every stage of the project cycle. To monitor this, different types of indicators should be used at different stages, eg:

- Input indicators – that measure which and to what extent resources have been allocated to ensure that the project can actually be implemented.
- Performance (process) indicators – that measure activities during implementation tracking progress towards intended results.
- Outcome/Impact indicators – that measure long-term impacts of the project and whether it contributes towards gender equality.



Integrating Gender into FIRE(D) III: Final Report

As mentioned above, the indicators in FIRE(D)'s M&E Report – shown in Table 3 below – only provide a snapshot of project progress rather than project impact.

Table 3: Results/Indicators under “Increased Access to water and Sanitation”

Results/Indicator	Comment
Number of Formal Domestic Water Connections	Short-term performance, progress indicators – of highly limited value for impact assessment as do not reveal whether facilities are still functioning or being used and health/social/economic benefits or losses accruing.
Average Hours of Water Supply	
Litres per Capita per day	
Number of Stand Posts	
Number of People per Stand Post	
Number of Women/Men served by Stand Posts or Formal Domestic Water Connections?	
Number of Women/Men with Waste Segregation at Source	
Number of Women/Men with access to a Sanitary Landfill	
Number of Women/Men with Access to Water Borne Sewer Connection with Treatment	
Number of Women/Men with Access to Community Toilets (Slum)	
Number of Public Toilets (slum)	
Number of Women/Men per Public Toilet (slum)	

FIRE(D) will need to draw up new indicators to monitor the impacts on women's practical and strategic needs, mentioned above. The indicators must be both qualitative and quantitative and support each other. There should only be a few, that are both cost-effective and verifiable. However, they must be drawn up in conjunction with project beneficiaries.

Suggested Indicators

- i. Reliability of water supply, timings and quantity per household and per head over 12 months and especially in the lean season;
- ii. Roles of men, women and adolescent girls and boys in water management, latrine and sanitation block cleaning and change over time;
- iii. Hygiene behaviour practices (handwashing after defecation, etc) disaggregated by sex;
- iv. Community facilities that reflect gender needs in the design and construction i.e. MHM and washing and bathing spaces; disposal facilities
- v. Satisfaction surveys for water, sanitation and wastewater and solid waste management – disaggregated by gender and age – with suggestions for improvement
- vi. Household level longitudinal surveys on medical expenditure over time – and (anticipated) reduction due to reduced waterborne and water-related illness
- vii. Most importantly “women” and “men” are not a homogenous category and must be disaggregated against socio-economic, locational, with or without tenure, occupational, caste and other factors to really understand inequalities in access that are masked by blanket coverage figures.

Similarly, with the suggested widening of FIRE(D)'s WATSAN approach to include e.g. health and hygiene activities, new performance and impact indicators, e.g.

- process indicator - number of hygiene sessions held, with men and women attending
- impact indicator – change (improvement) in personal hygiene behaviour most notably amongst men. E.g. increase in number of respondents who are washing hands after defecation.

It can be particularly tricky to capture the qualitative aspects of a project's impact upon participation. Number of women present in meetings or training programmes tell us little



about how active and effective women’s participation actually is. Therefore some potentially useful indicators are given in the table below.

What is a useful indicator of participation?

	Indicator
1.	Opinions of those involved about women’s participation
2.	Fulfil community supported functions in maintenance and sanitation programmes
3.	The percentage of men who accept women’s involvement before and after the project
4.	The participation of an adequate number of women in important decision making (adequacy to be mutually agreed by all stakeholders), to be measured through stakeholder responses and by qualitative analysis of the impact of different decisions.
5.	The degree of solidarity and mutual support among the group and between women and men, to be measured through responses of stakeholders and qualitative analysis of changes in group behaviour.

d. Collection of data and consultation with community

Data on the indicators can be collected through a number of different mechanisms. Normally a combination of mechanisms, or tools, is used. These can include:

- Baseline and follow-up surveys
- Regular project staff reports
- Process documentation (e.g. meeting minutes)
- PRA and RRA exercises
- Participatory self-evaluation systems

When collecting data on women, FIRE(D) must bear in mind the following:

- **The way in which data collected** is important: conventional surveys might not elicit the desired information, directing questions to women are notoriously unreliable, in that respondents frequently give answers that they think are expected of them. For example, women will report that they wash their hands after defecating, when in fact there is no water available to do so; or they might attribute their responsibilities to men, in a show of respect for their husbands. In the latter case, it is important to ask how things are done, rather than who is in charge.
- **Local people might more effectively conduct community surveys**, thereby making it a more participatory process. Previous results show that information gathered in this way is as reliable as data from conventional surveys. It can also be more cost-effective. Reporting back *to* the community is also a way of assessing the reliability of information, and generating further discussion.
- **PRA and rapid appraisal tools can be very effective** in bringing forth local knowledge and needs and instilling confidence in different groups, e.g. illiterate women. Such tools include mapping and ranking activities, and semi-structured interviews with groups and individuals.



e. Results, conclusions and lessons learned

The results of M&E should be useful! FIRE(D) should ensure that the results, conclusions and lessons learned are:

- a. fed back into the project to improve its contribution to meeting women's practical and strategic needs;
- b. used to inform other projects under the FIRE(D) remit.
- c. transmitted – as lessons learned/best practice - to other organisations working on gender and WATSAN issues, through the form of case studies for example.

