

# 3

## Training Sessions

This section of the manual includes guidance on a range of sessions that you might want to include in your training and mentoring events. Where appropriate, the manual also includes materials for the sessions, such as handouts. You will also receive, together with this manual, a cd-rom containing copies of the Powerpoint presentations.

Remember that the ideas presented below are not cast in stone - you should adapt the ideas to suit your particular purpose and set of participants. You can also add presentations and materials that are not in this manual. These additions will become increasingly important as you get deeper into the specifics of a particular ministry or department, or a particular task. To get more information on the budget for a particular ministry or department, you can go to the website of the Ministry of Finance, [www.minfin.gov.in](http://www.minfin.gov.in), and follow the links to the budget. You can also go to the website of the particular ministry or department itself to find out more about its activities. All these are hosted on Government of India's official website, [www.india.gov.in](http://www.india.gov.in).

### DESIGNING WORKSHOPS ON GENDER BUDGETING

To assist thinking about how the programmes for different workshops might be structured, the following table shows which sessions you might want to include for different kinds of workshops:

- A. A multi-day introductory workshop for gender budget cells
- B. A workshop for gender budget cells on developing the Outcome Budget
- C. An awareness-raising and commitment building workshop for the senior officials in ministries and departments
- D. A half-day session for parliamentarians alerting them to their oversight role

Workshop 'B' above is given as an example of a workshop that focuses on a particular budget-related task that occurs at a particular time of the year. You might also want, at

other times of the year, to hold workshops focusing on Statement 20 or on project appraisal, for example, for workshops 'C' and 'D' listed above, you will probably only be able to get participants to attend for a few hours, so the programme will need to be much shorter and more focused. You will probably use an 'input' based approach and a less participatory method for these events. Nevertheless, even these senior officials will not be able to listen to input for several hours without some break in the rhythm and some opportunity for them to contribute. Finally, the format of the sessions will need to be adapted for the individual events. For example, for a short event of two to three hours, the introductory session will need to be kept to a minimum.

## SUGGESTED SESSIONS TO BE INCLUDED IN DIFFERENT KINDS OF WORKSHOPS

	Sessions	Category of workshop			
		A (Multi-day introductory workshop for gender budget cells)	B (Workshop for GBCs on the Outcome Budget)	C (Awareness-raising and commitment building workshop for senior officials)	D (Half-day session for parliamentarians alerting them to their oversight role)
1	Introductory session	✓	✓	✓	✓
2	Gender budgeting in India	✓			
3	Gender concepts	✓			
4	What is gender-responsive budgeting?	✓		✓	✓
5	Country case studies	✓			
6	Causes, consequences, solutions	✓	✓		
7	Entry points	✓	✓		✓
8	Gender appraisal of new programmes	✓			
9	Designing indicators	✓			
10	Impact analysis	✓			
11	Outcome budget	✓	✓		

The description of each session in this manual begins by stating the purpose of the session, the expected duration, and materials needed. The duration is only indicative. The actual time will vary depending on the number and variety of participants, and the extent to which they engage actively. The materials exclude the obvious materials needed for any session, such as flipchart paper, markers in strong colours, and a projector for sessions that include a PowerPoint presentation.

## 1. INTRODUCTORY SESSION

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<b>OBJECTIVES OF SESSION</b>	<ul style="list-style-type: none"> <li>• Clarify the purpose and programme of the training/mentoring event</li> <li>• Allow participants and facilitators to introduce themselves to each other</li> <li>• Agree on ground rules</li> </ul>
<b>ESTIMATED DURATION</b>	45 minutes (more if <i>Story of Sarpanch</i> is used)
<b>MATERIALS</b>	<ul style="list-style-type: none"> <li>• Participant labels</li> <li>• Handout of <i>Story of Sarpanch</i></li> <li>• Participant handbooks</li> </ul>

Every training course will need some sort of introductory session. This would be very short in some cases, for example where you are facilitating a second or third course for a group of participants with whom you have worked previously. In other cases, the session would need to be longer to allow for participants to introduce themselves, as well as to explain the purpose of the training in more detail.

This manual focuses on Gender Budgeting training that aims to provide practical assistance to government officials to ensure that Government of India's initiative in this respect continues to grow stronger. The training will thus usually not constitute a high-profile event, and a full-scale inaugural session will not be appropriate. Nevertheless, in some cases it may be useful to get a senior official to open the proceedings. The senior person's input can help to convince participants of the importance and seriousness of the topic.

In most workshops you should also provide an opportunity for participants to **introduce themselves**. This might not be necessary if you are working with a small group of people who work together regularly in their day-to-day work. You should not, however, assume that because participants all come from a single Ministry, they all know each other. So it is better to err on the safe side and allow time for introductions. If most participants are unknown to each other, you might want to provide labels on which they can write their names. If you do this, ensure that the labels are relatively large and that you ask participants to write in large, clear letters.

For the introductions, ask people to give their name and designation. You can also, in a first workshop, ask them to say if they have prior experience of gender or Gender Budgeting. Do not ask for too much information as this encourages people to speak for a long time. Other participants can become irritated and bored, making a bad start to the workshop. One trick to encourage short to-the-point introductions is to start yourself to 'model' a short concise introduction, or to get someone you know who will be concise to start.

The introductory session also needs to cover the **purpose of the workshop**, and will give an outline of the programme. This helps to set participants at their ease and lets them feel less 'at the mercy' of the facilitator.

You can also have a short session in which you set **ground rules** for the workshop. You can do this by asking participants for their ideas so that you encourage participants to feel that the rules have been democratically agreed on. But you might also need to add some that are important for an effective workshop. These include:

- Cellphones should be turned off or put on silent mode except during breaks
- Participants should arrive punctually for the first session each day and after breaks, and not leave before the end of each day
- Participants must attend all sessions of the workshop as there is a logical flow to the design and each session builds on previous sessions
- Participants should behave respectfully towards each other and each other's views.

Finally, if this is a session for Gender Budget Cells or other officials who will be taking Gender Budgeting forward in their Ministries and Departments, you should hand out copies of the Handbook. Either at this point, or later in the workshop, you should set aside time for taking participants through the handbook and explaining the different sections.

If there is enough time in the agenda, and if many participants are likely to have thought very little about gender, you may want to include an exercise that **challenges gender-stereotypical assumptions**. The *Story of the Sarpanch* is one way to do this.

For this exercise, you first hand out copies of the story printed below. Ask participants to take turns in reading paragraphs aloud until you have read together through the full story. Then ask participants to discuss in groups the answers to the questions. Request participants who have previously done this exercise not to 'let the cat out of the bag' before other participants have attempted to answer the questions. Finally, reconvene in plenary and ask for answers.

In each case, the 'solution' of the enigma is that the person did not fit the stereotype. For example, the neurosurgeon, farmer, shopkeeper and sarpanch were women, while the staff nurse was a man. Sum up by telling participants that the story alerts us to the fact that unthinking stereotypical assumptions can have serious consequences.

## Handout : The Story of the Sarpanch

One day a matador van was going on Vadodara Super Express highway from Ahmedabad to Vadodara. There were about 30 travellers on board. These travellers included one couple, children, farmers and some rural as well as urban families. The van driver was driving at a very high speed and consequently lost control of the vehicle. It crashed against the divider and turned upside down. Many passengers were injured, and a child was critically injured. The child's father died on the spot, and it was obvious that the child required immediate medical attention, probably surgery. The neurosurgeon who was present was asked to give an opinion. One farmer was also injured seriously but was conscious. The injury was on the stomach and therefore also required immediate surgery, so the general surgeon and staff nurse who were present were engaged in the treatment. One farmer and one shopkeeper sustained minor injuries on their private parts.

When the child was being taken into the operating theatre it was realised that the child's father had died. Therefore, the form giving consent for the operation was signed by the neighbour. Upon starting the operation the surgeon's hands started trembling and, putting the scalpel down, the surgeon said, "I can not do this operation, this is my own child."

In another operating theatre, agitation arose as permission to operate on the farmer was not given. The farmer stated that, "I myself will give permission for my operation, and so the doctor should not delay any further." The doctor did not pay heed to this and instead asked a responsible person accompanying the farmer to give permission. The Sarpanch of the village was also present in the van and agreed to give permission. However, the doctor did not accept this and said that the Sarpanch can not be considered a responsible person.

When the family members of the farmer and shopkeeper requested treatment for their injuries on their private parts, the hospital manager stated that there was no appropriate staff and asked them to go to another hospital. The family members requested the staff nurse to provide some pain relief, but the manager angrily stated: "The present staff nurse is not qualified to provide this service."

Let's try and find out what is going on in this hospital by attempting to answer a few questions:

- Why did the neurosurgeon lose confidence at the last moment, claiming the child, when we have already been told that the father died at the accident site?
- Why did the general surgeon refuse to accept the written consent of the village Sarpanch or the farmer for the operation?
- Although there was a qualified staff nurse on duty, why did the hospital management not consider the staff nurse fit to treat a minor injury?

## 2. GENDER BUDGETING IN INDIA

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<b>OBJECTIVES OF SESSION</b>	<ul style="list-style-type: none"> <li>• Provide participants with an overview of the development of GB in India</li> <li>• Show participants that their role in GB will contribute to a larger initiative that is in line with Government of India's national and international commitments</li> </ul>
<b>ESTIMATED DURATION</b>	45 minutes
<b>MATERIALS</b>	Powerpoint presentation on Gender Budgeting in India (Annex 2) Copies of Statement 20

This presentation provides the motivation for Gender Budgeting in India, as well as recording progress to date. You can also refer participants to chapter 3 of the Handbook, which gives more information on Gender Budgeting in India.

You may want to emphasise the following points in relation to the various slides:

### Constitutional Provisions

The Constitution is the supreme law of the country. Government of India's commitment to promote gender equality is thus firmly based on the law of the land.

### National Policy for Empowerment of Women

In addition to a range of laws addressing gender issues, Government of India has formulated a policy on women's empowerment. This policy highlights issues that are important and need to be addressed if the country's women are to advance and discrimination is to be eliminated. The issues span the social, economic and protective sectors. This suggests that the government, all Ministries and Departments have a role to play in achieving gender equality.

### International Commitments

In addition to national law and policy, Government of India has ratified a range of international instruments that commit the country towards promoting gender equality and addressing unfair discrimination.

## Seventh Plan

This slide shows the first conscious funding by Government of India of women-specific schemes. This can be considered as an early form of Gender Budgeting.

## Eighth Plan

The advance shown in this slide is the recognition that targeted women-specific schemes need to be funded along with funding in general development programmes for women's development. This, in effect, was recognition of the need for gender mainstreaming, with affirmative action (the women-specific schemes) alongside.

## Ninth Plan

The slide introduces the Women's Component Plan, which envisaged that at least 30% of the funds of a ministry or department should be ear-marked for women. At this point, the focus was still on 'women-related' Ministries and Departments.

## Tenth Plan

The Tenth Plan explicitly highlighted the link between the Women's Component Plan and Gender Budgeting. There is still reference to 'women-related general development sectors'.

## Approach Paper to Eleventh Plan

For the Eleventh Plan, the focus is expanded across all Ministries and Departments. There is also emphasis on 'strict adherence' to Gender Budgeting.

## Ministry of Finance Commitment in Union Budget 2005-06

In line with the gender mainstreaming approach, the Ministry of Women & Child Development has to work with Ministry of Finance on Gender Budgeting, as the core responsibility for budgeting lies with the Ministry of Finance. While all Ministries and Departments do budgeting, it is the Ministry of Finance that sets the framework and rules within which they do so. This slide shows that Ministry of Finance has recognised its responsibility in this respect, with an explicit commitment to analyse public expenditure from a gender perspective.

## Union Budget takes Gender Budgeting Forward

This slide explains the two categories of Statement 20, namely (Part 'A') allocations for schemes that are 100% for women or girls (women-specific), and (Part 'B') allocations for schemes and programmes in which at least 30% benefits women or girls. The slide covers Statement 20 in terms of reporting both number of ministries and the budget provisions for schemes.

You can hand out copies of Statement 20 at this point, and explain to participants how to read it. You can download Statement 20 from [www.minfin.gov.in](http://www.minfin.gov.in) by following the budget links.

## Summary of Allocations for Women

This slide covers Statement 20 for the three financial years, 2005-06, 2006-07 and 2007-08. The slide shows a decrease in the amount allocated for 2006-07 when compared to 2005-06. You should explain to participants that this does not mean that there was diminishing attention to gender issues by Government of India. Explain that the estimates for 2005-06 were, in fact, over-estimates in that they included some schemes - for example schemes for children - that were not really women-oriented. The 2006-07 Statement 20 was thus an improved and more accurate reflection of allocations for women.

## MWCD's Mission Statement

End the presentation with the Ministry of Women & Child Development's mission statement. The fact that the Ministry has Gender Budgeting as its mission statement reflects the importance it attaches to this initiative.

### 3. GENDER CONCEPTS

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<b>OBJECTIVES OF SESSION</b>	Ensure participants understand basic gender concepts in the same way so that they do not 'talk past each other' during the workshop
<b>ESTIMATED DURATION</b>	45 minutes
<b>MATERIALS</b>	Pieces of paper with gender concepts written on them

Many ministry officials may not have been exposed to gender training. Many may not be familiar with gender concepts and gender analysis. The main focus of the training covered by this manual is gender budgeting. However, in order to do good gender budgeting, officials need to understand some basic concepts.

The exercise described here is an interactive way of helping participants understand some of the key gender concepts. The intention is to 'demystify' these concepts rather than to teach complicated theory. The interactive method has some advantages over the lecture-style approach. First, as facilitator, you can gauge the existing levels of understanding of participants. Second, as it is interactive, it will be more interesting and engaging for participants. Third, some participants are likely to offer responses that are not completely correct but which reflect understandings that are shared by other participants. An interactive approach to this exercise allows you and other participants to challenge the 'incorrect' perceptions in a relatively gentle manner and yet get the message across.

The following is a suggested list of concepts to use for the exercise. You do not need to use all of these concepts – choose the ones that seem most relevant for the particular audience and purpose of the workshop. Do not use more than about ten concepts, as the exercise takes more time than you might think!

- Sex vs gender
- Gender division of labour
- Unpaid care work
- Practical gender needs vs Strategic gender needs
- Gender equality vs Gender equity
- Feminism

- Gender mainstreaming
- Gender analysis
- Sex-disaggregated data
- Gender-sensitive vs Gender-blind vs Gender-neutral
- Discrimination

Write each of the concepts in big letters on a separate piece of paper. Hand out one paper to randomly selected participants. For example, if you have ten concepts and about 30 participants, give a paper to every third person.

Tell participants that you will give them five minutes to discuss with other participants sitting next to them what the concepts mean. Reassure them that for most of the concepts there are different understandings. The purpose of the exercise is not to come up with a 'perfect' answer. Instead, the purpose is to ensure that everyone understands the concepts in more or less the same way so that you can engage with each other in a meaningful way during the workshop.

After the allotted five minutes are up, ask each participant with a paper in turn to present their understanding of the concept they were given. After they have explained their understanding, ask other participants to add to, or disagree with, what was said. After several people have contributed, summarise with the understanding that you would like participants to use for the workshop. After the exercise is complete, you can also, hand out a paper giving concise explanations of each concept you used. A sample handout for this purpose is provided below:

## Handout: Gender concepts

### Sex and gender

- Sex refers to the biological differences between male and female people. Sex is fixed and does not change over time, across countries, and across cultures.
- Gender refers to the social differences between men and women, girls and boys. It is what society tells different men and women, girls and boys from different social groups about their roles and responsibilities.

### Gender division of labour

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

## Practical and strategic gender needs

- Practical needs are needs related to daily activities and responsibilities. Practical needs are linked to helping women and men with the roles they are given by society.
- Strategic needs are needs related to changing the relationships, roles and responsibilities of women and men in society. Strategic gender needs are sometimes referred to as strategic gender interests.

## Gender equality

Gender equality is often understood as equality of opportunity. This means that women and men, girls and boys, are not discriminated against in access to opportunities.

## Gender equity

Gender equity is about equality of outcome or result. This is a stronger concept than equality of opportunity. It means that women and men, girls and boys, have an equal chance of reaching the finishing line rather than only an equal chance at the starting line. Gender equity is about fairness. It takes into account the different situation of women and men, girls and boys.

## Feminism

Feminism is a social movement that questions gender inequalities and tries to change them. Feminism is not about only focusing on women.

## Gender mainstreaming

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

## Gender analysis

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

## Sex-disaggregated data

Sex-disaggregated data are data that show the differences between the situation of women and men, girls and boys. Sex-disaggregated data are necessary for good gender analysis.

## Gender-sensitive

A gender-sensitive policy addresses the different situation, roles, needs and interests of women, men, girls and boys.

## Gender-blind

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

## Gender-neutral

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

## Discrimination

Discrimination means treating people with different characteristics (such as male and female people) differently. Discrimination can be unfair, but is sometimes appropriate, because when the situation of different groups is different, they need different treatment to achieve equal outcomes ('positive discrimination'). Discrimination is sometimes explicit. At other times it is implicit because it does not, for example, say male and female will be treated differently, but instead uses characteristics that are more common for male or female to discriminate. Both implicit and explicit discrimination can be unfair.

## 4. WHAT IS GENDER BUDGETING? PRESENTATION

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<b>OBJECTIVES OF SESSION</b>	To expose participants to the purpose of, and main concepts relating to Gender Budgeting
<b>ESTIMATED DURATION</b>	45 minutes
<b>MATERIALS</b>	Powerpoint presentation on What is Gender Budgeting? (Annex 3)

The slides in this presentation cover the main concepts and ideas which are useful for participants to have. They are the 'bare bones' which you will then build on in later sessions of the workshop.

Although there are only a few slides, many of the ideas that they introduce may be new to participants, and/or will make them think about Gender Budgeting in a new way. You need to reassure participants that even if they feel a bit confused, or overwhelmed, by this introduction, later sessions will make the concepts more concrete.

The presentation sometimes uses the term 'gender-responsive budgeting' (GRB). This is the term that is often used internationally. Government of India prefers to use the term 'Gender Budgeting' as the actions that government and others take in this direction, but the ultimate goal of Government of India's Gender Budgeting is to have a gender-responsive budget.

You can emphasise the following points in the presentation slides:

### What is Gender Budgeting (GB)?

Emphasise that our main interest is in government budgets, because these involve public money. Emphasise the importance of looking at gender alongside other social characteristics, such as caste, class, age and geographical location. This is especially important in a country with a population as diverse as that of India. It is also important given the size of the country's population, which means that government action will often need to be targeted at particular sub-groups.

### Sex, gender & government

This slide repeats the difference between sex and gender which will probably have been covered in an earlier session. The slide also notes, for each concept, what this implies for government actions.

## What is GB? (continued)

This slide says that while GB is about budgets and money, the emphasis is on how this money is used in relation to policy.

## What GB is not

This slide addresses a number of common misconceptions as to what GB is about. The point about it not being about 50%:50% is related to the fact that our aim is to achieve gender equity - equality at the finishing line - rather than gender equality at the starting line. The point regarding children is especially important in the Indian context because a single Ministry is responsible for both child development and gender equality. This, together with women's predominant role in child-rearing, can encourage classification of all money spent on children as addressing women's needs and interests.

## Different terms

This slide is intended to address possible confusion that might be caused by participants having heard a range of terms used in discussing Gender Budgeting. The slide confirms that several of the terms have the same meaning. It also highlights that some of the terms can be misleading. When presenting this slide, you can emphasise that Government of India sees Gender Budgeting as a tool to achieve a gender-responsive budget.

## Unpaid care work

This slide is included to emphasise unpaid care work, as the unequal burden carried by women and men in respect of this work underlies much of gender inequality. Because budgets are often thought of as economic instruments, and economists are trained to focus on money, it is easy for unpaid care work to be ignored in policy-making.

## 3 categories of GB analysis

This slide presents the three categories for analysis that were developed by Rhonda Sharp for the South Australian government in the mid 1980s.

## Dangers of 3 category approach

This next slide highlights the dangers of focusing on the first two categories. After presenting these, you can emphasise the conclusion that analysis of the third category is the most important. You can make the link to the 100% and 30%-plus categorisation in India, and point out that analysis needs to move beyond the 100% category.

## 5 steps of GB

This slide presents the five steps that underlie policy and budget-making, including a clear gender element in each. The slide also illustrates the budget jargon that is relevant for

each step. The later steps which look at physical outputs and outcomes alongside finances open the way for focusing on Government of India's Outcome Budget.

## Benefits of doing GB

This slide illustrates the fact that Gender Budgeting can contribute in a range of ways beyond possible changes in money allocations. Particular Gender Budgeting initiatives may focus on one element more than another.

## GRB initiatives are very diverse

This slide takes this further by showing a range of other ways in which GB initiatives may differ from each other. The Government of India Gender Budgeting initiative focuses on government as an actor, it aims to cover the full budget and currently focuses on expenditure, and is most developed at national (Union) level. The suggested entry points cover both post-budget analysis and in-process budget formulation. Government of India does develop a separate gender budget statement, but simultaneously tries to integrate gender in main budget documents such as the Outcome Budget.

## Lessons from other countries

The final slide emphasises the need for patience in taking forward Gender Budgeting in any country as a gender-responsive budget cannot be developed overnight and in one step. This is especially true in a country as large as India, and with so many ministries.

## 5. COUNTRY CASE STUDIES

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<b>OBJECTIVES OF SESSION</b>	<ul style="list-style-type: none"> <li>• To reassure participants that India is not the only country doing Gender Budgeting - that it is a world-wide phenomenon</li> <li>• To show participants that the nature of gender-responsive budgeting differs between countries due to a range of factors</li> <li>• To assist participants in thinking about the appropriate strategy for successful Gender Budgeting in India</li> </ul>
<b>ESTIMATED DURATION</b>	75 minutes
<b>MATERIALS</b>	Global Experiences in Gender Budgeting: Country case studies (Annex 4)

For this exercise you should choose an even number of country case studies equal to double the number of groups into which you intend to divide participants. Alternatively, you can choose half this number so that each case study is discussed by two groups. The case studies included in the handbook are primarily examples that relate to gender-responsive budgeting initiatives from inside government. These are considered appropriate for training of government officials. The examples do, however, include a few that have non-government involvement. At least one of these should be chosen to highlight the fact that government need not be the only role-player. The handbook points to particular aspects highlighted by each of the country case studies.

You can, of course, make your own case studies beyond those in the handbook. You can, for example, get more up-to-date information on government initiatives within Commonwealth countries in *Gender-Responsive Budgets in the Commonwealth Progress Report: 2005-2007*, downloadable from <http://www.gender-budgets.org/content/view/472/153/>. If you choose to develop your own case studies, try to ensure that the case study is relatively short - ideally a page maximum - so that it does not take too long to read. Avoid including too many unnecessary names, acronyms and other details in the case study. The idea is to give a broad-brush picture of the initiatives in different countries.

Divide participants into three or four groups and give each group case studies from two countries. Try to allocate the countries in a way that gives each group variety - for example,

a more developed and less developed country for each group. Give participants 45 minutes in which to read and discuss the two case studies. Their task is to answer one question on each country, namely: *What can we in India learn from this country?* Remind participants that other groups will not have read the case study. Their report back must thus explain enough of the background for other participants to understand the lessons that they draw from the case.

After the allotted 45 minutes are up, reassemble in plenary. Give each group a chance to report, with time for questions and discussion after each pair of countries.

## 6. CAUSES, CONSEQUENCES, SOLUTIONS

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<b>OBJECTIVES OF SESSION</b>	<ul style="list-style-type: none"> <li>• To give participants a method of thinking logically through the connections between situation analysis and development of solutions to problems</li> <li>• To give participants a way of 'thinking outside the box' about programmes and budgets, by starting with the problem rather than starting with the programmes and budgets that already exist.</li> <li>• To expose participants to a non-academic method of gender analysis</li> </ul>
<b>ESTIMATED DURATION</b>	90-120 minutes

The first of the five steps of Gender Budget analysis is to understand a problem. The second of the five steps is to come up with solutions. The third of the five steps is prioritisation - deciding which of the solutions are most important for government to fund.

Many GB initiatives begin by analysing existing budgets of particular ministries of government. The advantage of this approach for an outside-government initiative is that when you do your advocacy, government can easily see where the changes you propose fit into their existing ways of working. The advantage of this approach for an inside-government initiative is that officials get a better understanding of what existing programmes and budgets mean for women and men, girls and boys in the country. The disadvantage of the approach is that it is sometimes difficult to see beyond 'what is' to 'what should be' because the current approach sets blinkers on your thinking.

Another way of doing GB work is to start with a 'gender problem' and see - without too much of a blinker of 'what is' - what would be the best way of solving this problem. The 'causes-consequences-solutions' exercise is a good way of doing this. The 'causes-consequences-solutions' exercise also promotes what we can call 'joined-up thinking': *thinking about a complicated problem in an intelligent way that includes all the most important facts and excludes the less important facts*. Finally, the tool helps us assess which are the most important things for government to do, and which things can be done by other roleplayers.

The causes-consequences-solutions exercise has a number of steps.

At the outset, it is essential to identify a problem or issue. This step is important to avoid basing policy on fuzzy thinking. By insisting on a clear explanation of how this causation happens, this step also avoids a tendency to blame everything on concepts such as 'globalisation', or 'gender bias', or 'culture' without specifying which aspects of these big concepts cause the problem.

The second step is to describe the consequences. This is important so that policy makers are aware of the consequences of not addressing the issue. In this step it is again important to avoid listing big concepts, such as 'poverty', as consequences. By specifying the consequences more exactly, the analysis will show the link between the problem and the consequences more clearly.

The third step is to suggest the solutions to the problem, and determine who is responsible for implementing the solutions. Ideally solutions should address the causes, or root, of the problem. But sometimes this is not possible, at least in the immediate future. In these cases, government might want to address some of the consequences so that they are less severe.

The causes and consequences steps correspond to the first step of the five-step approach - analysing the situation of women and men, girls and boys in relation to a particular problem. The solutions step corresponds to the second step of the two-step approach - deciding what programmes and projects will address the situation and improve gender equality.

Often the causes-consequences-solutions exercise comes up with a fairly long list of solutions. From a budget perspective, it might be impossible for government to implement all of these solutions. And from a practical perspective, government might not be the most appropriate implementer. For example, with gender problems 'awareness-raising' is often offered as a solution. Government is often not the best implementer for this action. Community groups, religious leaders and institutions, and others might be better. This step therefore helps in prioritising where government should allocate resources, and who it should work with to do what it will not itself do.

If there is time, you can take the exercise further by suggesting which part of government should be responsible for particular solutions. When you do this, you might find that a range of agencies have a role to play. This is another advantage of this approach to GRB work because an approach that focuses on a particular ministry and its programmes tends to miss out on the inter-agency linkages and synergies. These linkages and synergies are very important in areas such as violence against women or an area such as health.

Because the causes-consequences-solutions tool has several steps, it is best first to demonstrate it in plenary. For the plenary discussion, choose a problem which all participants will agree is a problem. If the participants all come from a small number of ministries, try to choose a problem that is relevant for them. The problem should consist of a simple statement. For example, the problem could be:

'There is a high level of domestic violence in the country.'

'The maternal mortality rate is very high in India.'

'Female foeticide rate in India is very high.'

'Women are less likely than men to participate in the paid workforce.'

When doing the example in plenary, ask participants to offer ideas of causes, then consequences, then solutions for the named problem. Write up their suggestions as they name them. Encourage participants to be as specific as possible. For example, 'poverty' is too unspecific an issue to name as a cause (or consequence), but 'decreased income as a result of ill-health' would explain the particular aspect of poverty more clearly. Also, if the link between the cause and problem is not very clear, ask participants to explain what they see as the link between the two.

For the group work which follows, each group should work on a different problem. It is best to choose these problems beforehand, as otherwise the groups may spend too much time deciding on the problem they want to address.

After listing the problems for the groups, if possible let participants choose which group they want to join. However, if one group is much bigger or smaller than the rest, ask for volunteers who are prepared to change their group so that they are more balanced in size.

During the report-back, query any examples in which you do not see clear links showing good 'joined-up thinking'.

Other tips for the feedback on the group work are as follows:

- None of the items under causes, consequences or solutions should be vague and general. For example, 'poverty' is not adequate as a 'cause', 'gender inequality' is not adequate as a consequence, and 'awareness-raising' without specifying awareness-raising about 'WHAT' is not adequate as a solution.
- Interrogate all uses of jargon such as 'globalisation' as often people use these broad terms to mean different things. So you should ask participants to specify what aspect of globalisation they are referring to.
- Beware of examples that mix causes and consequences. Check the logic that is being used. In some cases there is a vicious circle where something is both a cause and a consequence of the same problem. However, usually by becoming more specific the cause and consequence can be more clearly distinguished from each other.
- Beware of examples that say that government is responsible for all solutions. For some activities, such as awareness-raising, government is probably not the most effective actor. Budget work is about prioritising because no government has enough money to do everything it could do. So it is better to prioritise for government those activities at which it will be most effective.

- Beware of examples that say that the 'community' must do something without considering who will bear the burden and cost of doing this activity. Often the 'community' is shorthand for 'women', and putting actions on the community adds to women's unpaid labour burden.
- Avoid solutions phrased as 'allocate budget'. Every activity given to government will need a budget and this exercise assumes that if an activity is decided upon, adequate money will be allocated to do it. If participants feel that the current budget for a given activity is not sufficient, the solution can be phrased as 'increase level of activity in doing X'.

## 7. ENTRY POINT TOOLS FOR GENDER BUDGETING

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<b>OBJECTIVES OF SESSION</b>	To expose participants to the different entry point tools preferred by the Ministry of Women & Child Development (MWCD), and explain how they relate to the five steps of Gender Budgeting
<b>ESTIMATED DURATION</b>	60 minutes
<b>MATERIALS</b>	Powerpoint presentation on Entry point tools for Gender Budgeting (Annex 5)

This presentation covers a range of different entry points. Some of the tools may be covered in more detail in other sessions of the workshop. For those that are not covered, in particular, you should encourage questions from and discussion by participants.

The following are points you may want to highlight in relation to the slides.

### The five steps framework for Gender Budgeting

This slide is included to remind participants of the five-step framework, and the importance of remembering where each Gender Budgeting intervention fits into this. Each of the entry point slides that follow also points out to the corresponding step of the five steps framework.

### Participative planning and budgeting

This entry point relates to the process of planning and budget making more than the content. However, the process - and the nature of the actors in that process - will affect the content. Women thus need to be involved alongside men in all steps - in describing the situation, formulating policy, programmes & schemes, implementing and monitoring and in evaluating what happens. It is especially important that poor and disadvantaged women who need government assistance the most are also involved.

### Spatial mapping

Spatial mapping is more relevant at the state and district level than at the Union level. It is nevertheless useful to think about this entry point even at the level of Government of India because it raises the question of relative disadvantage of different geographical areas. Given the vastness of India, very few government initiatives will reach all areas. It is therefore important to assess where the need is greatest and target assistance there.

## Gender appraisal of new programmes, projects & schemes

This entry point attempts to ensure that programmes, projects and schemes are gender-responsive from the outset, so there is less need to add gender elements later. It is also of limited use to focus on budget allocations if the underlying programmes, projects and schemes are not gender-sensitive.

## Gender sensitive review of public expenditure and policy

This entry point relates to existing programmes, projects and schemes. It needs to be applied even to those schemes that were appraised when they were first formulated, as some gender issues could have been missed or misunderstood at the point of formulation. Refer participants to the two checklists devised by MWCD that are in the handbook. Explain that the first should be used for beneficiary-oriented schemes i.e. schemes that target individuals. The second should be used for other schemes and programmes. Some sectors, such as education, consist primarily of beneficiary-oriented activities. Some sectors, such as energy, consist primarily of non-beneficiary-oriented activities. Some sectors include both types. For example, the water sector mostly provides water to households and businesses, which are neither male or female, but it might also provide bursaries for studies in engineering, with affirmative action for female students.

## Gender based profile of public expenditure

This entry point brings together both monetary and physical measures of the budget to give a clearer picture of what the budget means in gender terms. The tool is easiest to use in respect of beneficiary-oriented schemes and programmes where the physical measure is the number of male and female beneficiaries. Refer participants to the format in annex 5 of chapter 5 of the Handbook. Note that this format can only be completed after the financial year has ended as it is only then that Ministries and Departments will know the number of women beneficiaries as well as the total number of beneficiaries. Ministries and Departments will also know these numbers only if they have set up the necessary systems to collect the data.

## The two-way categorisation of Government of India

This slide refers to the current approach of Government of India to present a gender-based profile of public expenditure in Statement 20. Physical measures are not included in the current approach, but are instead implicit. Thus the first category covers allocations where 100% of beneficiaries are women or girls. The second category covers allocations wherein 30% - 99% of beneficiaries are expected to be women or girls. Unlike the gender based profile format in annex 5 of chapter 5 of the handbook, this format is prepared at the start of the financial year. Ideally, one also needs to check at the end of the financial year that between 30% and 99% of beneficiaries were, indeed, women or girls.

## Outcome Budget

The Outcome Budget is Government of India's current method of reporting, among others, on what was done with the budgeted money in physical terms, as well as what 'outcomes' were achieved. 'Outputs' measure the performance of the Ministry and Departments in physical terms. The number of girls and boys enrolled in public schools constitutes an output. 'Outcomes' measure the extent to which government activity has changed the situation in the country. The literacy rate is, thus, an outcome, as is the maternal mortality rate. This manual describes a separate, practical session on the Outcome Budget. Inform participants if that session is included in their workshop.

## Impact analysis through assessments, evaluations & surveys

This entry point goes beyond measuring outcomes to investigate the reasons for patterns in respect to outputs and outcomes. This requires qualitative investigation alongside collection of quantitative measures. A range of different research methods can be used. The important point is that gender questions should be asked at all points of the research.

## Gender Budgeting - From policy to outcomes

The final slide illustrates the links between policy formulation, budget formulation and monitoring and auditing of budget. One of the points to be emphasised is that the planning-budgeting-auditing cycle consists of a number of sub-processes, each of which has a 'product'. A second important point is that gender issues need to be considered in all the sub-processes. A third point illustrated by the graphic is the difference between a narrow interpretation of Gender Budgeting, which would think only in terms of budget compilation, and the broader view, which sees all the sub-processes as Gender Budgeting. Government of India subscribes to the broader view.

## 8. GENDER APPRAISAL OF NEW PROGRAMMES

<b>OBJECTIVES OF SESSION</b>	<ul style="list-style-type: none"> <li>• To give participants practical experience of appraising proposals for new social services and infrastructure projects.</li> <li>• To introduce participants to the checklist</li> </ul>
<b>ESTIMATED DURATION</b>	90 minutes
<b>MATERIALS</b>	<p>Handouts of project proposals</p> <p>Checklist for integrating gender/ Gender Budgeting into new programmes, projects and schemes (Annex 6)</p> <p>Copy of actual project proposals of Ministries and Departments concerned (optional)</p>

Divide participants into four groups. Ask two of the groups to work on the infrastructure project proposal for model villages, and the remaining two groups to work on the social services proposal for medical services. Tell the participants that the proposals are based on actual project proposals developed by governments in South Asia, but the originals have been slightly adapted and shortened for the purposes of this project. If you have copies of actual project proposals from Government of India, you can ask participants to look at them and point out the similarity in headings in the proposals used for this exercise and those used by Government of India. You could also use actual examples from Government of India for this exercise instead of the examples provided below.

Ask the groups to discuss and answer three questions:

- Where is gender/women reflected in the project proposal?
- Where could gender/women be added to the project proposal?
- Are any modifications necessary to the project proposal to make it gender-sensitive?

For the plenary report-back, let both groups report on a particular project before taking questions and discussion from the floor. After participants have contributed, you can add points that you feel have been left out. Some suggested points for the two projects are given below. Do not, however, feel that you must make all these points. It is more important for the participants to feel empowered to be able to make these points.

For the Model Village project you could note some of the following points:

- The proposal notes that beneficiary households will be responsible for operation and maintenance. The tasks, and who (women or men) is likely to do them needs to be spelled out. The proposal should also state what will happen to individuals and households who cannot afford the contribution.
- The project is intended to address water, sanitation, education and health services, as well as link roads. All of these have different implications for women and men given their position and condition. These can be described, among others, in the 'justification' section, and in the section discussing benefits.
- The project repeatedly uses generic words such as 'community' and 'people'. In some cases, it should differentiate in terms of the current and expected roles and situation of women and men. Who, for example, will participate in the 'collective initiatives', and what will these initiatives entail? Whose time and labour will be saved? Whose expenditure will be reduced and income increased? Who will be linked with markets and rural credit organizations?
- The proposal should explain what criteria were used in selecting the constituencies for the pilot. Was gender taken into account? Was relative need taken into account?
- The project proposes covering a wide range of possible infrastructure. There will probably not be enough money to provide everything within a single village within the one-year period of the project. Who (women or men, officials or ordinary people) will decide which infrastructure is prioritized?
- The proposal says that the project will enhance the ability of villagers to make collective decisions and implement projects. It also refers to the benefit of social mobilization, especially for disadvantaged members of society. It refers to village and grassroots institutions. Are women members of these institutions on an equal basis with men? If not, what will be done to ensure equal participation by women?
- The proposal says that the 'community' will also participate in construction, operation and maintenance activities. Will this work be paid for? Will both women and men participate in these activities? What assistance will women need to be able to participate on an equal basis with men?
- The proposal notes that provision of safe drinking water through schemes will spare time for women to engage in income-generating activities, and facilities for schools are especially beneficial for girl students. It would be good to see more examples of this type of awareness of gender issues in respect of other infrastructure.

For the Social Services Medical Project you could note some of the following points:

- The proposal should refer to the role that women, in particular, play in caring for ill people in the households and helping prevent illness.

- The proposal focuses on the 'needy and deserving' and should note that women, in particular, are likely to belong to this group.
- The proposal emphasizes beneficiaries utilizing their own resources. It needs to discuss the burden this might place on them in terms of time, money, etc. It also needs to elaborate what is meant by 'resources'.
- The proposal includes plans for awareness-raising on the social causes of diseases. This should include reference to the gender-related causes, as well as gender constraints to addressing the problems.
- The proposal emphasizes community participation to identify needs and problems. It needs to say how the project will ensure that women's voices are adequately heard given that women are less likely to come to meetings, and also often reluctant to speak in front of men.
- The proposal states that populations of the areas are homogenous. This is not true in respect of all characteristics, for example gender.
- The proposal should distinguish between women and men when describing level of education, employment and migration because patterns differ and this can affect health and the success of the project.
- The project is proposed for remote areas, and women generally face greater mobility constraints than men.
- The proposal wisely proposes having both male and female social welfare officers, but can two persons adequately perform all the listed tasks?
- The proposal states that women and youth, in particular, will benefit. It also refers to mother and child health services. However, the list of tasks for the social welfare officers lacks this focus.
- There are no indicators in the social benefit section, and no indication under employment generation whether men or women will be employed.

After discussion of the XYZ project proposals, ask participants to turn to Annex 6. Request participants to take turns in reading the sections of this checklist aloud. Ask participants if they have questions about any parts of this checklist and/or if they have anything to add to it.

## Handout: Government of XYZ: Planning Commission—Infrastructure Project Proposal

### 1. Name of the Project

Pilot Project for Model Village Development.

### 2. Plan Provision

**If the Project is included in the Five Year Plan, specify the allocation.**

Not included in the Plan

**If the Project is not included in the Five Year Plan, justify its inclusion and propose how it will be accommodated.**

The Five Year Plan highlights poor village level physical infrastructure services such as drinking water, sanitation, education and health services, link roads, in many parts of XYZ. The proposed project aims to improve village level physical infrastructure services in an integrated manner by utilizing the experiences and expertise of local implementing partners.

### 3. Project objectives and its relationship with sector objectives

The proposed project aims to improve the living standard of the people through integrated physical infrastructure services. The overall project objectives are:

- Provide rural communities with suitable living atmosphere to reorient their thinking to undertake collective initiatives.
- Create social cohesion and awareness among the people to undertake socio-economic progress.
- Enabling villagers to have better health and education services and live in a cleaner environment.
- Save time and labour of the community thus reducing their expenditures and increasing their income.
- Create linkages of villages with market mechanism, growth centres and rural credit organizations.

### 4. Describe justification, technical parameters and technology transfer aspects

**Describe the project and indicate existing facilities in the area and justify the establishment of the project**

The proposed project will be implemented initially in 20 districts across four states on a pilot basis. It will cover one village in each district. Each village will have 100-150

households (800-1000 population). The villages have been selected by the state governments. The number of districts state-wise is:

State 1	10
State 2	4
State 3	4
State 4	2
<b>Total</b>	<b>20</b>

The benefits of infrastructure projects implemented in a village are multi-faceted. These model villages would help in improving both social and economic conditions of the beneficiaries. The integration of all or some of the sectors can produce immediate results and help in alleviating poverty in the villages. The improved access of villagers to social and economic facilities primarily depends on better infrastructure facilities like roads, pavements and tracks etc. Provision of a link road for a village provides access to better economic, educational and health facilities, whereas improved sanitation in the village promotes hygienic environment and thus results in improved health of people. Combination of facilities will help in multiplying the potential benefits. Provision of clean drinking water coupled with the other facilities will further supplement this impact. Similarly, investment in improving irrigation system would be more beneficial if the community has access to a market for availing cheaper and timely inputs and marketing of their surplus agricultural products.

These facts on the ground give rise to the thought of adopting an integrated approach starting from the grassroot level like a village and expanding the same both horizontally and vertically.

## 5. Capital cost of estimates

**The basis of determining the capital costs should be provided. It should include market survey, schedule rates, estimation on the basis of previous work done etc.**

The cost and estimates are based on the concept paper developed. Each model village will have items like drinking water supply scheme, sewerage system, street pavement, waste water collection/stabilization tank, household latrines, sanitation, electrification, etc. Each model village will get Rs.5.0 million plus a 9.5% fee for implementing partners.

Item	Amount (Rs)
Total capital cost of 20 projects @ Rs. 5,000,000 per project	100,000,000
NRSP/RSPs/ RSPN charges 9.5%	9,500,000
<b>Total</b>	<b>109,500,000</b>

The estimates of the individual projects will be prepared as per actual market rates of a particular area.

### **Provide year-wise estimation of physical activities**

The project will be completed in a one-year period.

### **Phasing of Capital Cost**

The Government of XYZ will provide upfront its total share to the implementing partners. All the funds will be utilized in one year.

## **6. Annual operating and maintenance cost after completion of the project**

Annual recurring expenditure after the completion of the projects is expected to be 2% of individual project cost. The respective community will be responsible for the operation and maintenance costs. It will collect and use the maintenance funds as and when required. The implementing partner will provide technical guidance and necessary training to the community members for the proper operation and maintenance of the projects. The community will incur 2% of the total cost for operation and maintenance of the sub-projects.

## **7. Benefits of the project and analysis**

The integrated village physical infrastructure project will play an important role in poverty alleviation and upliftment of the area. It would also be linked later with growth centers to create employment opportunities on sustainable basis. The model village projects would help in the following ways:

- Strengthening village/grassroot institutions and enhancing the capacity of villagers to make collective decisions and to undertake actions in implementing development projects
- Enhancing the resource base of the rural poor through improvements in sanitation, irrigation systems, land development, and easy accessibility and approach
- Enhancing the marketing of agricultural products
- Improving access of the poor to basic infrastructure for improving their livelihood
- Efficient and productive use of local human, natural and economic resources
- Enhancing the productivity of villagers' physical assets and increasing their incomes
- Improving living conditions by providing basic infrastructure
- Improving health and hygiene conditions
- Drinking water supply schemes would provide safe drinking water; and spare time for women to engage in income generating activities

- Irrigation schemes increase cultivated area, bring new land under cultivation, improve crop yields and enhance livestock productivity resulting in more employment opportunities and thus contribute significantly towards poverty alleviation
- Transportation schemes such as link roads, bridges, culverts and causeways reduce costs and save time
- Sanitation schemes enable better health and hygiene conditions and provide smooth and dirt free streets to the villagers creating easier mobility in streets and a decrease in epidemic breakouts
- Promoting education by building schools, adding rooms to existing schools and providing sanitation facilities. This is especially beneficial for girl students. Keeping in view the social system in XYZ, school building with sufficient classrooms, toilets and a boundary is a prerequisite for promoting education especially girls' education
- Availability and approach to rural credit and skill development

One of the features of the project is to achieve the full participation of the community in construction, operation & maintenance after completion. Effective involvement and participation of the beneficiaries have been considered as the most important element for successful execution of any development project.

The concept of social mobilization emerged from the recognition that a genuine participatory approach to development is essential for success and sustainability. Engaging people requires efforts and mechanisms that can empower all, but especially involves engaging the disadvantaged members of society, to participate effectively in the development processes. Social mobilization is an approach and tool that enables people to organize for collective action, by pooling resources and building solidarity required to resolve common problems and work towards community advancement. It is a process that empowers women and men to organize their own democratic self-governing groups or community organizations, which enable them to initiate and control their own personal and communal development. With this view social mobilization will be carried out under the project through field staff to prepare people to execute the projects.

## Handout: Government of XYZ: Planning Commission—Social Sector Project Proposal

### 1. Name of the Project

Establishment of Social Services Medical Projects in five locations

### 2. Plan Provision.

**If the project is included in the Five Year Plan, specify allocation.**

The project is included in the current Five Year Plan.

**If not included in the current plan, what warrants its inclusion and how is it now proposed to be accommodated.**

N.A.

### 3. Project objectives and its relationship with sectoral objectives.

One of the objectives of the Social Welfare Sector is to identify social needs and resolve social problems and assist needy patients in overcoming their diseases through self-help approaches. There is a need for projects at hospitals across the country to provide the requisite services to the needy and deserving patients.

The Social Services (Medical) Project aims at assisting needy and deserving patients to return to their normal life by utilizing their own resources, which they are not in the position to fully utilize.

#### Objectives of the project

The project aims at establishment of Social Services Medical Projects in five locations, namely A, B, C, D and E. In order to create awareness among needy patients in particular and the community in general about the social causes of diseases, their prevention and amelioration an organized effort will be made to ensure large-scale community participation in the process of (health) needs/problems identification. Therefore the specific objectives of the project are as follows:

- To help the community assess their needs and organize the people to plan programmes to provide services in order to meet the needs of the needy patients.
- To create social awareness amongst the needy patients in particular and community in general about the social causes of diseases, their prevention and amelioration.
- To organize groups of individuals to educate them to utilize available resources and tap resources to meet the needs of the patients.
- To assist in disability prevention and rehabilitation.

#### 4. Description, justification and technical parameters

These are remote areas and the populations of the areas are homogeneous. The level of education is low. Most of the people are involved in farming, business as shopkeepers, merchants or transporters, etc. A significant number of people of these remote areas are also in big cities of the country involved in different occupations and earning their livelihood. Access to the project area by road is possible.

These are remote areas and there is a dearth of medical services/facilities in the field of social welfare. This project will provide medical services to the people of these areas by helping them to assess their needs and in organizing them to plan programmes to provide services in order to meet the needs of the patients. It will create social awareness in the needy patients particularly and the community in general about the social causes of diseases, their prevention and amelioration and will help to assist in disability prevention and rehabilitation.

The project will be managed by two Social Welfare Officers (one male and one female) for each project. They will be responsible for implementing various programmes to be undertaken under the project, such as:

- Preparing case histories of the patients.
- Home visits of the patients.
- Formulation of patients' welfare society to deal with problems of needy patients.
- Assisting the needy and deserving patients in procurement of drugs, artificial limbs and financial support.
- Enabling voluntary hospital visiting committee.
- Establishing drug bank for providing free medicine to poor patients.
- Helping patients in getting employment.
- Visiting patients from out-station whom no one comes to visit.
- Writing letters for patients.
- Establishing a patients' library to provide reading materials for patients.
- Collecting blood donations for poor patients.
- Providing artificial limbs and eye glasses for needy patients.
- Casework with chronic patients.
- Helping patients in getting compensation from their employers.

The needy and deserving patients will be provided with the required assistance. In order to fulfil this obligation the project would involve philanthropists to participate actively and contribute towards the cause.

## 5. Capital cost estimates

Rs. 2.737 million (for each project)

## 6. Annual operating and maintenance cost after completion of the project

Rs. 0.888 Million (see annex for details)

## 7. Demand and supply analysis

These are remote areas and medical activities are required to be undertaken. There is a dearth of medical services/facilities in the field of social welfare. Generally, people in the area and patients particularly lack awareness in the medical field. There is also lack of organized effort to fight against diseases and undertake other preventive measures.

Through Social Services Medical Project, the needy and deserving patients will be provided with the required assistance. An estimated population of 2,000 patients per annum area will be benefited and the following indirect benefits will also be secured.

- Health status of the women, youth and destitute will be improved.
- Awareness in the medical field will be raised among the people.
- The people will be organized in their effort to combat diseases by utilizing available resources and will also learn to tap resources to meet the needs of the patients.
- The development expenditure burden on the Government exchequer will be reduced/ shared.

## 8. Project benefits and analysis

### Social benefits with indicators

This project will provide services to the people of this area in the medical field. Mother and child health services, disability prevention and rehabilitation will improve and will result in a healthy society which will participate productively in the overall socio-economic development of the country.

### Employment generation (direct and indirect)

The project will provide direct jobs to 6 persons in each project.

## 9. DESIGNING INDICATORS

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<b>OBJECTIVES OF SESSION</b>	To introduce participants to the data needs associated with Gender Budgeting
<b>ESTIMATED DURATION</b>	Group work & report back: 60 minutes Presentation & discussion: 30 minutes
<b>MATERIALS</b>	Report back sheets from Causes, Consequences, Solutions exercise

Officials - and gender advocates - often complain that they are hampered by the absence of sex-disaggregated and other gender-relevant data. This session is intended to explore the extent to which this complaint is justified, and start thinking about how to address any shortcoming. In many cases, the session will reveal that some useful data are already available, and more data could become available relatively easily.

Remind participants about the five steps of Gender Budgeting. Point out that data are useful for at least three of these steps:

- In step 1, situation analysis, we need indicators of the situation of women and men, girls and boys.
- In step 4, we need delivery (output) indicators, for example the number of women and men, girls and boys reached through services.
- In step 5, we need outcome/impact indicators - the change that the projects, programmes and schemes have effected.

In a large country such as India, comparison of the numbers indicating needs in step 1 and the numbers benefiting, in step 4, is particularly important as there is a risk that programmes, projects and schemes will only reach the tip of the iceberg.

Tell participants that you want them to work on the analysis they prepared for the previous exercise on Causes, Consequences, Solutions. In this session, you would like them - in the same groups - to see what data could be used as evidence for (a) the various causes, (b) the various consequences, and (c) delivery (output) of the various solutions. For each of these categories, they should specify both the indicators, and a likely source of this information. For each specified indicator, they should indicate whether they think it is

currently available, what enhancements might be needed (for example, some data might be available but not in sex-disaggregated form), and what the source of the data might be. Ask participants to prioritise 'official' sources of data i.e. those generated by Government of India and its agencies.

The table below gives one example of each type for the 'problem' of domestic violence.

Item	Indicator	Available?	Source
(a) Cause			
Women have less power in the household because they are less likely to earn, or earn less than men	Employment rate by sex Mean earnings by sex	Yes	NSSO
(b) Consequence			
Increase in number of cases filed under the Protection of Women from Domestic Violence Act	Number of cases filed under the Act	Yes	Court records
(c) Solution			
Protection orders for abused women	Number of orders issued	Yes	Court records

In the report-back, encourage participants to discuss how data availability could be improved. Emphasise that Gender Budgeting does not require a long list of indicators for each scheme or programme. Sometimes only one indicator of each type is required. The purpose of indicators is to 'indicate' where there might be a problem. Where this seems to be the case, more extensive investigations can be implemented.

Care must be taken to ensure that indicators are SMART:

S - Specific

M - Measurable

A - Available and Appropriate

R - Reliable

T - Time-bound

## 10. IMPACT ANALYSIS: GROUP WORK & PRESENTATION

<b>OBJECTIVES OF SESSION</b>	<ul style="list-style-type: none"> <li>• To assist participants to think of questions to ask when analysing impact from a gender perspective</li> <li>• To assist participants in developing recommendations on the basis of gender-aware impact analysis and evaluation</li> </ul>
<b>ESTIMATED DURATION</b>	Group work & report back: 75 minutes Presentation & discussion 1: 45 minutes Presentation & discussion 2: 45 minutes
<b>MATERIALS</b>	Powerpoint on Chiranjeevi Yojana (Annex 7) Powerpoint on Gender Budgeting: The Case of HIV/AIDS (Annex 8) Case studies (Annex 9)

Assessing impact is one of the weakest links in the governmental development process. It is, however, very important to evaluate programmes, projects and schemes and measure their impact.

This session interprets 'impact analysis' broadly to include general assessment and evaluation of government initiatives to address women's needs and interests. In the first part of the session, participants work in groups on short case studies of initiatives across various sectors. After plenary report back, you can present the Chiranjeevi Yojana case study, which illustrates how an evaluation study resulted in improvements in a scheme addressing maternal mortality. Alternatively, or in addition, you can use the Powerpoint on 'Gender Budgeting: The Case of HIV/AIDS'. Your choice of the parts of this session that you will use would depend on the nature of the participants and the purpose of the workshop.

Chapter 6 of the Gender Budgeting Handbook contains five case studies. Divide participants into groups, and allocate one case to each group. The case studies included in the handbook are:

- Gender Budgeting in Agriculture
- HIV & AIDS
- Tackling anaemia through nutrition
- What does technology mean for women
- The Sundarbans experience: Using technology to assist rural women

You do not need to use all the studies - choose as many as is appropriate for the size of the group. You can also choose cases according to the nature of the participants in the group. For example, the technology case studies will be especially relevant if you are working with officials from non-traditional sectors where gender issues are less obvious. The text for each of these cases is about a page long, which makes it suitable for reading within the groups. Each case study includes a small number of questions. The task of the groups is to answer these questions.

For the report back, remember that participants from other groups will not have read the case study. If possible, allow time for each case study to be read aloud before the relevant group reports back so that other participants can appreciate the responses of the group.

The Chiranjeevi Yojana case study is presented as a good practice. You can emphasise the following points for each of the slides.

## 5 steps to GB

This slide is included to reinforce the idea that GB involves five steps, although particular entry points may focus on fewer than five. This particular presentation focuses most attention on monitoring and impact assessment.

### The situation

This slide presents the situation that the Government of Gujarat hoped to address. It thus spans steps 1 and 2.

### Objective of Chiranjeevi Yojana

This slide expands on the first by noting that the Government of Gujarat focused its attention on poor families, as they were the ones least able to access services, and thus those most likely to suffer maternal deaths.

### Designing the scheme

This slide covers step 2, i.e., formulation of the scheme. It describes how Government of Gujarat planned to provide services given that it was unable to provide on its own. It also notes the need for informing potential beneficiaries of the new scheme.

### Allocations for implementation

This slide covers step 3, i.e., allocation of budget. It also records that the scheme was piloted in worst-affected districts. You can at this point commend the Government of Gujarat for looking beyond simple gender issues to think about which women were most affected - namely those who were poorest, and those in the districts that were least well-served.

## Monitoring & impact assessment

Here we move on to steps 4 and 5. Utilization patterns, for example, represent step 4, while accessibility represents step 5. Implicit in this slide is the fact that the private providers were required to keep statistics on what they did under the scheme, and report to Government.

## Methodology for study

This slide is included to emphasise that the design of an evaluation study must attempt to avoid bias. This was done in this case first by including the best and worst performing districts so as to have both ends of the spectrum. Second, by interviewing all relevant role-players, the study allowed for triangulation - for getting different viewpoints on the same topics. You can note, in particular, that the study covered those who had not accessed the service. This is important as there is often bias in who has access in comparison to those who do not have access.

## Issues

This slide highlights some of the problematic findings of the evaluation study. The slide points, in particular, to problems that can arise in public-private partnerships where private providers find ways of cutting their own costs and passing them on to beneficiaries.

## Recommendations

The recommendations suggest how some of these problems can be addressed, and involve a repeat of step 2. The presentation thus emphasises that the five steps occur as a repetitive cycle.

## Budget 2007-08 for CY

The final slide highlights that, after the evaluation, the Government of Gujarat expanded the pilot to cover all districts. The slide covers both step 3 (the budgeted amount) and step 4 (physical measure of numbers reached by the service).

Gender Budgeting: The Case of HIV/AIDS is based on the same research work as the case study in Chapter 6 of the Handbook. This is a useful case study to highlight (a) unpaid care work (in the form of care for ill members of the family); (b) the fact that in some cases Gender Budgeting is about re-prioritising allocated funds rather than asking for more funds; and (c) the fact that the 'solution' to a particular problem sometimes spans the work of several ministries and departments. In relation to the latter, the presentation shows that people affected by HIV/AIDS need water and sanitation services along with health services. They also need assistance with income generation.

You can emphasise the following points when showing the various slides.

## The Poverty Context

This slide emphasises that ill-health has far more serious consequences for those who are poor than for the wealthy. Ill-health can also push those who were not previously poor into poverty. This slide is useful in emphasising that in Gender Budgeting, the focus is on gender alongside other social divides.

## HIV/AIDS and the Budget

This slide emphasises that statements about issues are not enough. It is only when we see money allocated to match the statements, and spent to achieve good outcomes, that we can be satisfied.

## HIV/AIDS and Care Needs

These three slides point out the different kinds of care that may be needed by people affected by HIV/AIDS. You can also emphasise that when we talk about people 'affected' by HIV/AIDS, we include more than those who are infected or ill. In particular, we include other members of their family. These other members will be affected in many ways, including having to allocate household resources to deal with the illness, having to provide (unpaid) care, and being at risk of infection themselves.

## The Macro - Micro Disconnect

The previous slides have highlighted the impact of the epidemic on those who are affected. This slide suggests that there are several sources of funding for HIV/AIDS, and the total amount allocated is substantial. Nevertheless, it suggests that the care needs of the affected—and of poor women in particular - are not being adequately met.

## Re-prioritising Expenditure to meet Needs

The final two slides suggest how available resources should be spent. The first slide focuses primarily on different aspects that will address the more medical aspects. The second slide suggests ways of spending money that move beyond the Ministry of Health to other sectors. Both slides include some suggested areas of funding that will help relieve the burden of unpaid care work. Community care homes and hospices will relieve those looking after ill people at home. Provision of safe water and toilet facilities will make the tasks of cooking, cleaning and providing for ill people less arduous and time-consuming.

## 11. OUTCOME BUDGET: PRESENTATION & GROUP WORK

<b>OBJECTIVES OF SESSION</b>	To explore possibilities for using the Outcome Budget for Gender Budgeting.
<b>ESTIMATED DURATION</b>	Presentation, questions & discussion: 45 minutes Group work: 60 minutes Plenary report back and discussion: 30 minutes
<b>MATERIALS</b>	Powerpoint on Gender Budgeting and Outcome Budgets (Annex 10)

The Outcome Budget is a standard part of Government of India's budget process. Currently the instructions in respect of the Outcome Budget contain a few references to women. There are also other ways, not explicitly mentioned, in which the Outcome Budget can be made gender-responsive. This session is intended to encourage participants to take advantage of these possibilities.

The session has two parts. In the first part, the facilitator makes a presentation on the Outcome Budget. In the second part, participants examine actual Outcome Budget documents, find areas where they are already gender-sensitive, and give ideas for further enhancing the gender responsiveness.

You will need to get copies of some Outcome Budgets before the session. Ideally, you should have Outcome Budgets from ministries and departments that are most relevant for the participants. For the group work, you can try to ensure that each group includes some participants from the ministry or department whose document is worked on by that group, while other participants should come from outside that particular agency. This mix will allow the insiders to provide clarification if some things about the agency are unclear, while the outsiders bring 'fresh eyes'.

The Outcome Budget documents are long, and there will not be sufficient time for participants to read through them during the workshop. At the end of the previous day, you should therefore distribute copies of the document and ask that participants read through before the session the next day. Reassure the participants that they will not be tested on the document, and do not need to study every word. Instead, they should ensure that they have a good sense of what is covered in each of the different sections of the Outcome Budget. Ask them to focus, in particular, on Chapter II (financial outlays, physical outputs

and projected/ budgeted outcomes) and Chapter III (performance of individual programmes/ schemes with scope and objectives).

The presentation is slightly longer than other presentations because of the potential of the Outcome Budget for Gender Budgeting. You may want to emphasise the following points when presenting the slides:

## 5 steps of GRB

This slide is included to strengthen the links between different parts of the training, and to emphasise the logic and concepts underlying Gender Budgeting.

## Graphic

This graphic emphasises that budget should follow policy objectives, rather than vice versa. The graphic also illustrates the definition of the three E's (economy, efficiency, effectiveness) that traditional budget theory says underlie good budget-making. You should acknowledge that all three of these E's are important, but that the conventional approach ignores the fourth E of equity. This E is found across all stages of budget-making, unlike each of the other E's which is only found at one point. You can also emphasise that most budget-making involves trade-offs between the E's. For example, a policy maker might be economic in paying teachers low salaries, and be efficient in having many children in one classroom, but these strategies will undermine effectiveness in producing well educated children. Similarly, one might sometimes need to make concessions in respect of some of the other E's to promote greater equity.

## History of Outcome Budget

This slide will be useful if some participants are confused about how the Performance and Outcome Budgets are related. The simple answer is that from 2006-07, the Government of India has mandated that there should be one single document - the Outcome Budget - that incorporates what was previously in the performance budget. The other point to emphasise is that the Outcome Budget reflects a realisation by government of the need to report on, and link, financial and physical performance. And, in order to measure and report on physical performance, they will need to have good information systems to collect, collate and report data.

## Gender in Outcome Budget

This slide highlights the two places in which the guidelines for the Outcome Budget explicitly mention gender or women. Emphasise to participants that the absence of explicit mentions elsewhere in the document does not mean that gender and women cannot be discussed. The slide also raises the question of who should be included in the team responsible for the

Outcome Budget to ensure that gender issues are integrated. One possibility in this respect is that the nodal officer assigned to work on the Outcome Budget could coordinate with the Gender Budget Cell for the Ministry concerned.

## Outcome Budget terms

This slide presents the definitions of key terms contained in the guidelines for the Outcome Budget. You can emphasise in the presentation that these terms and concepts may seem simple, but are not always simple to implement. Thus, developing good Outcome Budget documents is something that will take several years to accomplish. Our aim is to ensure that there are improvements each year.

## Health & Family Welfare PB, Tamil Nadu 2006/07 Secondary Education & Literacy Outcome Budget 2007/08 Food & Public Distribution Outcome Budget 2006/07

These three slides are based on performance and Outcome Budgets that were available on the web in mid-2007. Two of them relate to ministries that deliver services to individuals (education and health), while the third relates to a ministry that delivers to households or groups, rather than individuals. For each document, the slide highlights where gender or women is explicitly referred to as well as examples of where the document could be made more gender-sensitive.

## Gender & Equity manual in UGANDA Call circular in TANZANIA Call circular in PAKISTAN

The final three slides illustrate how other countries have tried to enhance the gender sensitivity of budget documents. Other countries do not have an Outcome Budget that is directly equivalent to the Outcome Budget of Government of India. Instead, these slides look at instructions for the relevant documents that report on performance and policy. The slides are intended to get participants thinking about ways in which they can make the Indian Outcome Budget more gender sensitive. They also suggest ways in which the instructions for the Outcome Budget can be more explicit in telling ministries and departments how to make the document gender-sensitive. The Tanzania slide is useful in suggesting that governments might want to prioritise particular gender issues in a particular year or plan period.