



Government of Orissa
Department for International Development

A woman's place is everywhere...
**Gender Mainstreaming Strategy for
Orissa Tribal Empowerment and Livelihoods Programme (OTELP)**



November 2008



Orissa Tribal Empowerment and Livelihoods Programme (OTELP)
Programme Support Unit
Bhubaneswar

Strategy Paper No. : 02

Edited by

Deepak Mohanty, IFS, Programme Director, OTELP

Subrat Kumar Kar, Programme Officer, Capacity Building, OTELP

Gender Mainstreaming Strategy Document facilitated by

Procurement Support Team, OTELP with financial support under DFID TA funds

Disclaimer

This document is an output from a project funded by the UK Department for International Development (DFID) for the benefit of developing countries. The views expressed are not necessarily those of DFID.

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Acknowledgements

We would like to thank all the officials of the OTELP programme who shared their insights and experiences. Special thanks to Sri. Deepak Mohanty, IFS, Programme Director, who, in spite of a busy schedule, spent time with the Consultant Team and guided the strategy development. Sri Subrata Kumar Kar, Sri Pravanjan Mahapatra, Sri Suresh Patnaik, Sri Gopabandhu Dash and Ms. Madhusmita Nayak participated in the gender mainstreaming analysis strategizing processes and provided critical feedback on the draft report which helped the consultant team immensely. In Gajapati and Kandhamal District, project implementing teams at the ITDA and FNGO partners provided background information and updates on the programme. FNGO partner staff accompanied the Consultant team during village visits and facilitated discussions with SHG and Village Institutions. The community members, women and men shared their experiences of the programme, issues confronting them and future plans. Without their insights this report would not be complete.

We are grateful to Sri Dasharathi Sahoo, Team Leader, Procurement Support Team, who facilitated the Strategy Development Process, provided insight into the management of the programme and asked critical questions to ensure in depth reflection on the process of gender mainstreaming at the programme level. He accompanied the Consultant team throughout the field visits. We are grateful to him for providing us photographs to be used for the report. We also place on record appreciation, for Sri Shasank Grahacharya, Programme Officer UNWFP who shared his perspectives. Thanks are due to Sri Kalandi Charan Sahoo, Finance Advisor, PST, who provided logistic support.

Dr. V Rukmini Rao

vrukminirao@yahoo.com

P Jamuna

Jamuna_alwal@yahoo.co.in

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Executive Summary

Background and need for Gender Mainstreaming Strategy

The OTELP programme is being implemented by the Government of Orissa in partnership with the Government of India and international donors including IFAD, DFID and WFP. The programme aims to promote sustainable development with a focus on marginalized communities through sustainable natural resource management and non farm enterprise development. The ten year programme effectively grounded in October, 2004 was reviewed in October 2006.

Objective of the Assignment

The objective of this assignment is to follow up on the comments of the Mid Term Review and based on a gender review of the programme suggest:

- A Gender mainstreaming strategy and action plan for OTELP
- A Gender sensitization strategy and action plan
- Designing gender balanced staffing norms, recruitment, other enabling HR policies from a gender perspective
- Building into the M&E system and programme reporting specific indicators of programme success on gender mainstreaming in programme implementation.

Methodology for developing the strategy

Following process was adopted to develop the Gender mainstreaming strategy for the programme. Exploring the available literature related to gender planning and mainstreaming. Assessment of programme processes and role of women in implementing the programme in the context of conceptual understanding. Identifying the benefits accrued and change in women's status through programme intervention. This was done through:

Review of documents

Interactions with District level implementation Teams (Khandamal district – Baliguda and Gajapathi District at Parlakhemidi)

Interaction with FNGOs and WDT members

Visits to the villages along with FNGO representatives and WDT members

Six villages were visited and data collected from representatives from nine villages who joined meetings at the watershed level.

In addition to the written TOR, programme and assignment briefing was provided by the Team Leader PST who accompanied the consultant team during field review.

Key Findings

Review of the programme highlighted that a detailed gender analysis of the roles and needs of community members was not carried out programme wide. While women were mobilized into SHGs to meet practical needs, this opportunity was not converted to support women to meet their strategic needs.

While conceptually the programme recognized the need to build the capacities of individuals and institutions, the family and household remained the target for development. This overlooked the intra-family inequalities. As a result while the programme focuses on natural resource management and food security, it was found that a majority of women were food insecure.

The SHGs mobilized are rated for credit worthiness and institutional credit accessed from banks. Single women and vulnerable women however have fallen through the existing safety net and accessed loans at high interest rates from local money lenders. Little attention has been paid to understand the oppression of women. Women are not mobilized to take action at the local level to overcome gender inequalities. This precludes transformatory change in society which can mainstream equal rights for women.

Programme management currently does not include either a gender specialist or a women's rights agency which can guide the programme to ensure that women access programme, resources, and benefits equally. The staffing pattern in the programme is also male biased denying women in the community equal access to training opportunities and other benefits from the programme. Efforts have not been made to create an umbrella of male support to women's initiatives.

Clear budgets have not been allocated for gender mainstreaming and gender sensitizing officials and community members.

Natural resource management has not focused on gendered needs of fuel wood, fodder and food. Inadequate employment is provided for women in the programme. Women's leadership is limited due to their lower exposure to technical training and lack of focused leadership training for social action to change gender inequalities.

Currently used monitoring and evaluation formats are inadequate to capture the process of gender mainstreaming. There is a need to monitor SHGs with a gender focus. Monitoring at present does not track process changes. There is a need to prioritize monitoring indicators to be used at the local level effectively.

Strategic Recommendations

Strategic recommendations include:

- Recruitment of a gender specialist/women's rights organization into the PSU to guide gender mainstreaming initiative.
- Engendering the programme by carrying out gender analysis of roles and responsibilities of men and women in the community.
- Increasing the number of women staff in the programme
- Capacity building for mainstreaming through focused training
- Sector wise gender mainstreaming strategy to be worked out.
- Prioritizing single women for support including landrights
- Ensuring women's control over food security
- Developing a gender sensitization action plan which will train a cross section of SHG leaders (five in each SHG) to implement the programme and implement social action for women's rights.
- Developing a gender sensitive monitoring framework which will monitor process as well as outcomes.
- Sensitizing government officials from development departments to mainstream women's rights in all development programmes

Chapter -I

Introduction

Background

Orissa Tribal Empowerment and Livelihoods programme (OTELP) is implemented by the Government of Orissa in partnership with the Government of India, The International Fund for Agriculture Development (IFAD), Department for International Development (DFID), and World Food Programme (WFP). After a joint Formulation Mission designed the programme in April 2000, an Appraisal Mission was fielded in November/December 2001. The Mission proposed that a programme be implemented in three phases over a ten year period focusing on 10 districts in South west Orissa. The programme would cover 30 of the poorest blocks. The total cost of the programme was estimated to be USD 91.15 million. Phase 1 was expected to be implemented over three years, Phase 2 to be implemented over four years and Phase III for the remaining three years. While the IFAD loan was effective 15th July 2003, the project started effectively only on 2nd October 2004.

Goals of the Programme

The main goal of the programme is to improve the livelihoods of the tribal people through (a) Sustainable Natural Resource Management, (b) Agriculture development to improve productivity, (c) value addition of NTFP, and (d) increase incomes through non farm enterprise development. The programme is unique with its specific objectives and rights based approach. An emphasis on the most vulnerable, Right to land and Right to food are prime objectives in the programme.

Specific objectives and strategies mentioned in the programme document are as follows:

- a. Build the capacity of marginal groups as individuals and grass root institutions;
- b. Enhance the access of poor tribal people to land, water and forest and increase the productivity of these resources in environmentally sustainable and socially equitable ways;
- c. Encourage and facilitate off-farm enterprise development focused on the needs of poor tribal households;
- d. Monitor the basic food entitlements of tribal households and ensure their access to public food supplies;
- e. Strengthen the institutional capacity of government agencies, Panchayati Raj Institutions, NGOs and civil society to work effectively on a participatory mode for poverty reduction with tribal communities;
- f. Encourage the development of a pro-tribal enabling environment through ensuring that legislation governing control of and access to development resources by poor tribal households is implemented effectively and recommending other policy improvements; and
- g. Build on the indigenous knowledge and values of tribals and blend these with technological innovations to ensure a speedier pace of development.

Programme Area

In the 1st phase, the programme covered Gajapathi, Kalahandi, Kandamahar and Koraput districts. Ten blocks were selected for implementation. In phase II, three additional districts were added including twenty blocks taking the total to thirty blocks. (See Annexure I for details)

Target Group

The Programme has adopted an inclusive approach for targeting, selected villages in which the scheduled tribes and scheduled castes form not less than 60% of the population and where most households (i.e. more than 50% HHs) are below the poverty line. Thus, tribal & non-tribal households are included but the tribal population would represent the largest share. Extensive PRA exercises for poverty mapping, introduction of self-targeted activities and intensive sensitization programmes were planned to ensure inclusion of most marginalized groups.

Terms of Reference

The Objective of this assignment was, working closely with the Programme Director and the Programme Support Unit, to develop the Gender Mainstreaming Strategy for effective implementation of key gender concerns under OTELP. This will be done after assessment of the gender mainstreaming efforts to date in the programme.

The following was aimed to be accomplished:

- A Gender mainstreaming strategy and action plan for OTELP
- A Gender sensitization strategy and action plan
- Designing gender balanced staffing norms, recruitment, other enabling HR policies from a gender perspective
- Building into the M&E system and programme reporting specific indicators of programme success on gender mainstreaming in programme implementation.

Methodology

Following process was adopted to develop the Gender mainstreaming strategy for the programme. Exploring the available literature related to gender planning and mainstreaming. Assessment of programme processes and role of women in implementing the programme in the context of conceptual understanding. Identifying the benefits accrued and change in women's status through programme intervention. This was done through:

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Interactions with District level implementation Teams (Khandamal district – Baliguda and Gajapathi District at Parlakhemidi)

Interaction with FNGOs and WDT members

Visits to the villages along with FNGO representatives and WDT members

Following villages were visited:

1. Goonji Gaon of K Nua Gaon block, Kandhamal District.
2. Nuamunda, in Thumbidi Bandh block (Rangdang and Kinari villages also participated) in Kandhamal District
3. Dangar Padar village in Thumbidi Bandh block in Kandhamal District.
4. Muliguma village in Guma block. (S lav Poor villagers also participated) Gajapathi District.
5. Tahajeng village in Rayagarh Block, Gajapathi District
6. Sarla Pada of Rayagarh block, Gajapathi District

In total six villages were visited and information collected from nine villages. We interacted with men and women from the community together and separately. We also interacted with community mobilisers, village level community volunteers and ICDS staff members wherever they were available. We met members and leaders of the Village Development Committees and Self Help Groups (SHGs).

In addition to the written TOR, programme and assignment briefing was provided by Sri Dasharathi Sahoo, Team Leader PST. He accompanied the consultant team during the field visits. Focused group discussions were held with the Project Director, OTELP, and staff PSU to understand the challenges in gender mainstreaming. The Project Director and staff, PSU were debriefed at the end of the field visit. Feedback was received from PSU and PST on the draft report.

Following limitations were encountered during field work. Communication with people was difficult in some cases since each tribal community spoke their own language. We had to organize three way translations, from Hindi or English to Oriya and in turn from Oriya to the local language and the reverse. Some nuances in meaning may have been lost. Women in the community were extremely shy and it took time to gain their confidence. Due to the time involved in traveling long distances, we were unable to collect the views of local NGOs who were not part of the programme. We also could not gather the views of government officials from interfacing departments.

Chapter II

Guiding Framework for Gender Mainstreaming

Conceptual Framework to Engender the Programme

Traditionally poverty alleviation programmes have treated “Households” as a unit for development. Western traditions of planning also view the household as a nuclear unit comprising husband in the role of Head of Household with a wife and children. It is assumed that development will benefit all equally. These notions have been challenged by women’s movements worldwide. Feminist and radical scholars have demonstrated that the “family” is not a unitary form but takes many forms of kinship relations in developing countries particularly in Asia and Africa. Moreover, the interests of all family members are not the same. For example, intra-family inequalities result in differential access to resources. Inequalities in gender relations result in women being denied rights to land, property and even adequate food. Gender inequalities in India have led to serious consequences resulting in imbalances in the sex ratio. It is reported that forty million women are “missing” that is killed due to a variety of causes, including female infanticide, feticide and neglect with lack of access to education and health care. Over the last two decades there is growing recognition for the need to undertake gender planning to ensure sustainable development.

One conceptual framework suggested by Caroline. O. N. Moser (Gender Planning and Development, 1993) which is of relevance is provided below.

Table 1: Characteristics of Gender Planning

Characteristics of gender planning as a new planning tradition and methodology	
Focus	Gender
Knowledge	Feminist Theories and WID/GAD debates
Goal	Women's release from subordination and 'emancipation'
Objectives	Achievement of gender equity, equality and empowerment through practical and strategic gender needs
Agenda	Context specific strategic gender needs such as:
	Equity in the gender division of labor within the household
	Equity control over resources and power of decision-making with in family
	Equity in the gender division of labor in paid employment
	Equal participation in local and national level political processes
Planning	Iterative planning process utilizing
Framework	a) Gender Planning tools
	b) Gender planning procedures
	c) Components of gender planning processes

It should be noted that the purpose of gender planning for mainstreaming is to overcome gender subordination, that is, reduce and eliminate gender based inequalities. This goal is not easily met by physical interventions and therefore needs continuous monitoring. Performance indicators should be designed to measure changing processes rather than be limited to monitoring technical interventions.

Following principles are to be kept in view.

1. Gender Roles Identification: Identify and recognize the gender roles played in society. If we broadly recognize that women play productive roles, reproductive roles and community roles then women's reproductive

work (child bearing and unpaid family labor) gets recognition. Gender mainstreaming strategy calls for recognition of these roles and values them equally allocating resources to support women to fulfill all their roles.

2. Gender needs assessment: The second principle relates to assessing gender needs and understanding whether they address women's practical needs or strategic needs. Meeting practical needs will help women in their current subordinate roles. For example, developing fodder plots will help them to raise cattle without disturbing the power balance at home. Strategic gender needs are needs identified to transform existing subordinate relationships between men and women.

3. Intra household resource allocation and disaggregated data at household level: The third principle concerns intra-household resource allocation in terms of ensuring equal control over resources and power of decision-making between men and women within the household. It is important to recognize that welfare of family members cannot be judged based on the economic choices made by the head of the household. Neither does the distribution of resources at the household level guarantee that benefits will reach all equally. Women and children are often deprived of their share due to unequal power relations within the family. Therefore it is essential to maintain disaggregated data at the household level. Its purpose is to ensure that planning benefits women equally by allowing them equal access to and control over resources.

4. Balancing of Roles and Intersectorally linked Planning: Women need to balance their different roles as productive workers, reproductive mothers and community care givers. That women are constrained by playing multiple roles is often ignored by planners and therefore project plans and resources are unhelpful to women. Hence there is a need for intersectoral linked planning that links different activities. This will ensure that the goods and services provided can be utilized by women to balance their tasks better within existing gender division of labor.

5. The relationship between roles and needs: Understanding the relationship between roles and needs and planning processes is important. That is to recognize that meeting strategic gender needs changes existing gender roles. (For example, when a woman becomes a strong leader who is mobile, her husband will shoulder additional housework).

6. Equality and Incorporation in the Planning Process: This principle relates to equality between men and women in the planning process. While the participation of women in the planning process may result in greater control over the allocation of specific resources, it may not reduce intra-household inequalities. Different perceptions of needs between men and women have implications in terms of intra-household entitlements. (Example the view that men work harder than women and therefore should be given better quality and quantity of food with women eating last). In addition to resource distribution gender planning must result in equality in outcomes.

Changes in household dynamics are often more influenced by extra-household experiences of collective action. As Moser points out "women's solidarity groups play a critical role in providing women with the space and opportunity to question their subordinate status. Such support groups empower them to confront and transform the oppressive aspects of intra-family and household relations". To bring transformatory changes it is necessary to incorporate women/gender-aware organizations into the planning process. (Ref: Gender Planning and Development: Caroline O.N. Moser, 1993)

The Table below provides an overview of planning processes which can mainstream gender issues.

Table 2: Matrix on planning processes

Gender Planning Principles, tools and Procedures					
No	Principles	Tool	Procedures	Techniques	Purpose
1	Gender Roles	Gender roles identification	Gender diagnosis, objectives and monitoring	identification of productive/reproductive/community managing/community politics roles of men and women and equal allocation of resources for work done in these roles	To ensure equal value for women and men's work within existing Gender Division Of Labor
2	Gender Needs	Gender needs assessment	Gender diagnosis, objectives and monitoring	Assessment of different practical and strategic gender needs	To assess those needs relating to male-female subordination
3	Equal intra-household resource allocation	Disaggregated data at the household level		Gender disaggregated data	to ensure identification of control over resources and power of decision-making within the household
4	Balancing of Roles	Intersectorally linked planning		Mechanisms for intersectoral linkages between economic, social, spatial, development planning	to ensure better balancing of tasks within the existing gender division of labor
5	Relationship between roles and needs	Women In Development /Gender and Development policy matrix	Gender entry strategy	Range of policy approaches; welfare; equity; anti-poverty; efficiency; empowerment	performance indicator to measure how far interventions reach Practical Gender Needs and Strategic Gender Needs
6	Equal control over decision-making in the political/planning domain	Gender participatory planning	Gender consultation and participation	Mechanisms to incorporate women and representative gender-aware organizations into the planning process	Ensure SGNs are incorporated into the planning process

The concept of Gender Mainstreaming

There is much confusion about the notion of gender mainstreaming. The concept of "mainstreaming" entered development literature since the Nairobi Third World Conference on Women and has undergone several development. Debates have revolved on concepts of "gender mainstreaming" and have been refined to "mainstreaming a gender perspective" (Debates and development of concept described by Lorraine Corner in Capacity Building for gender mainstreaming in Development. (Source: <http://www.unifem-eseasia.org/resources/techpapers/mainstream.htm>)

In July 1997, the Economic and Social Council in Coordination of Policies and Activities of the Specialized Agencies and Other Bodies of the United Nations System offered the following definition:

'Mainstreaming a gender perspective is the process of assessing the implications for women and men of any planned action, including legislation, policies or programmes, in any area and at all levels. It is a strategy for making women's as well as men's concerns and experiences an integral dimension in the design, implementation, monitoring and evaluation of policies and programmes in all spheres so that women and men benefit equally and inequality is not perpetuated. The ultimate goal is to achieve gender equality. Mainstreaming embraces two different but related aspects:

- Mainstreaming women and their specific concerns and issues;
- Mainstreaming gender as a means of identifying the different interest, needs and effects of policies, programmes etc on women and men;

Mainstreaming Gender

Mainstreaming gender through gender analysis and other related methods seems to represent the more technical component of mainstreaming. In some ways, it might also be regarded as the less controversial, since in theory (and in practice in male dominated countries and sectors) gender analysis could be carried out entirely by men. From another perspective, mainstreaming gender might be regarded as more progressive because of its association with the Gender and Development, or GAD, approach as opposed to the earlier Women in Development (WID) approach to the advancement of women.

Mainstreaming Women

Mainstreaming women represents the more political aspect of mainstreaming, emphasizing the importance of women's equal participation not just as actors in development, or even as beneficiaries, but particularly as an active player in all decision-making processes. The early use of mainstreaming by the WID movement tended to focus more on women than gender, and thus on women and women's concerns as the subjects to be entered into the mainstreaming.

Mainstreaming women and gender: complementary and equally important

The linkages between mainstreaming women and mainstreaming gender are complex. Given the goal of gender equality, the problem with the current mainstream is that it is clearly male dominated and women are under-represented. If there were roughly equal numbers of women and men in mainstream, the engendered nature and differential impact of policies and programmes on women and men should be taken into account automatically through their equal participation in decision-making. However, it is also important to recognize that mainstreaming women does not necessarily involve gender mainstreaming, since women decision makers can be just as blind to gender differences and their impact as men. In particular, since gender roles, stereotypes and forms differ among women themselves mainstreaming gender as a technical approach that takes these differences into account might continue to be desirable even after women and men are to be found in roughly equal proportion in all key decision making bodies and positions. Mainstreaming women and mainstreaming gender are complementary and equally necessary to the attainment of gender equality in its widest sense.

Transforming the mainstream

The Director, UNIFEM noted in 1989 that "Women must introduce change to the mainstream as they enter it if women in general are to benefit and that women will benefit from the mainstream only if it is responsive to the needs of women".

In other words, the process of changing the gender composition of the mainstream must also lead to fundamental changes in the nature and institutions of the mainstream itself.

Transforming the mainstream in practice involves creating a:

- Conceptual clarity and understanding of the goals and principles of mainstreaming among key decision makers;
- Appropriate organizational arrangements and processes for implementation of mainstreaming;
- Gender tools and staff skilled in their application;
- Capacity building to facilitate women's participation and empowerment

Chapter III

Gender Mainstreaming Needs in OTELP

Looking back in the Context of Gender Mainstreaming

The goals of the programme have clear emphasis on marginal groups, particularly poor tribal communities and strengthening institutional capacity to work in a participative way. The goals also include an understanding that policy and practice of mainstream governance institutions has to change. There is clearly stated programme inputs to work towards reducing gender inequalities. Inclusion of a clear policy statement will facilitate the programme staff to focus on the issues.

The goals of the programme recognize the need to build individual capacities of marginalized, however the programme is silent on the issue of the focus for change i.e. whether it is a "family" unit or individual. Given the prevalence of "household" as a unit for development, the implicit assumption in the programme targets the "family". For example, food security and land rights both target families. This is mediated by an understanding that SHGs are a useful medium through which development interventions can be made effectively. Promoting SHGs is a form of mobilizing women and men to enable savings and financial inclusion. The lack of understanding of ground realities has led to skewed participation of men and women as beneficiaries of training programmes.

Mobilization of women

Over all it was found that mobilization of the community for Watershed works has been undertaken successfully and women are involved in programme implementation. The programme has mobilized women into SHGs. In Paralakhemundi, Gajapathi District 357 SHGs have been formed. Of these 36 are male groups. Each group comprises 10 to 15 members. One group of differently abled persons is also formed by CCD the implementing FNGO. A total of 4299 members are part of the SHG movement.

Though the programme has mobilized 1327 SHGs most of which are women's groups they are invisible at the block and district level. There are a number of reasons for this. The women are "locked" into their villages and undertake only local activities. They have not been provided with skills to intervene at the block or district level as a force to take up demands to access their development rights or address any issues of gender based violence whether it is domestic violence, alcoholism in the family or trafficking of women. The women (as well as men) have not been provided any political awareness of gender discriminatory practices in society and how the current programme proposes to overcome this. It should be noted that while mainstream society believes that tribal communities are more gender sensitive, because of more balanced sex ratios, the women reported a large variety of problems, including child labour particularly girl child labour, problems associated with alcoholism, trafficking of women and reproductive health issues.

The women have the potential to become a force to demand land rights since the programme is planning to provide land to landless tribals, and formalize ownership. Pressure from below awareness of their rights could help to expedite programme implementation. It is based on well known that women play an active role in struggles for land rights when they are provided an opportunity. The mobilization of women into SHGs can be seen as the first step to address women's practical basic needs. This opportunity has not been converted to address strategic needs of women.

Promoting Women's Leadership

While women participated in large numbers in programme implementation their leadership was limited. For example in Satbhavni Watershed in Muliguma village the watershed was started under the leadership of women. An active woman was made President of the Village Development Committee. She performed her duties

diligently for two years and was made to work in an honorary capacity. She could not continue because she had to feed her family and go back to wage labor. In several other places it was clear that women could not take up leadership positions or participate in the development process because they came from deprived backgrounds and had to earn for their families as well as undertake the double burden of housework. The gendered nature of women's work which includes working on family farms, wage labor, collecting fuel wood, collecting minor forest produce, caring for cattle and household responsibilities including healthcare prevented women from taking on additional unpaid work. (See principle of intersectoral planning Page 10).

It was found that women were very active in providing detailed information about the watershed activities while the men were unable to share information reflecting higher level of women's involvement. Unfortunately programme managers have not recognized women's contributions adequately but have now started paying honorarium to male leaders.

Recognition of women's unequal status and addressing it can lead to a different intervention. If women are not literate they can be assisted by literate youth to record necessary data and their leadership continued and developed by compensating them adequately.

After the critique during phase one review, efforts have been made to include women in all committees. While women knew the details of watershed activities, they were not as well informed of financial matters.

Inequalities in Skill development - Agriculture Training

The review mission in December 2007 reported that 1490 men and 550 women farmers were exposed to agriculture demonstrations. 199 male farmers and 194 female farmers adopted the new technologies. The data available from field (Annexure 1) shows that women were provided few inputs on agriculture while they were focused for SHG management. Given the above data of rate of adoption of new practices it is clear that the situation reflects the gender blind nature of the implementing FNGO's.

Elsewhere in the country women farmers have demonstrated their willingness to apply new knowledge of sustainable agriculture, including preparing vermi-compost and non chemical pest management. Women are more willing than men to undertake the work and save on external inputs. Local FNGOs need to strengthen their own understanding of gender roles and direct training towards women.

Considering that women play an important role in subsistence agriculture and have the main responsibility to feed children it is necessary for the programme to address women adequately.

The FNGOs have worked with women in other programmes but there is little cross learning. Within the programme a unified approach is missing. While the actual nature and type of training could vary to suit local conditions it is important to set non-negotiable values to ensure women have equal access as men in all training interventions. A common minimum training schedule needs to be worked out across the programme.

The FNGOs have mobilized women for various other programmes supported by international donors, but the experiences are not reflected in current programme.

Discussions with the community highlighted that programme specific material was not developed for leadership training. Though the programme is three years old we could not find assertive leadership qualities among SHG leaders. They had mostly received training on SHG management and simple book keeping though even this activity was carried out by FNGO staff. Field data reveals skewed training inputs to women as well as less female staff in key positions.

Training modules need to be designed to support women to become more assertive. On the other hand men need support to become more assertive in the outside world (while confronting the mainstream) but at the same time support women in the community to develop their own leadership skills to take an equal place in their own indigenous societies.

Current Limitations in Access to Credit

The formation of SHGs has helped women to access credit from formal institutions. However, the extent of credit utilized is not clear at the district and state level. The utilization of the resource for income generation programmes is noted but there are huge gaps in understanding livelihood needs and vulnerabilities. For example in Sarlapada village, it was found that several SHG members had taken loans from moneylenders.

Women slipping through the safety net

One SHG member Manikeshwari had developed her land through the watershed programme. She had leveled the land and removed stone boulders with a lot of labour. The land was now suitable for paddy cultivation since water source was also developed. Unfortunately she faced a number of disasters. Her home burnt down, her husband and Mother-in-Law died within a few months of each other. As a result the family faced great financial stress. She took a loan of Rs 2000 from the SHG which could not meet all her needs. She was forced to take a loan from the local money lender of Rs 18,000. In return she mortgaged her newly developed two acres of land and was losing an income of Rs 10,800 per acre per year as interest. Neither the group, the supporting FNGO, nor the district or state unit could see and rectify the problem.

Currently Manikeshwari is buying her ration from the open market. She has five children. One son has migrated to Bombay; one has lost his leg in an accident and cannot work while a third works as a mason. Two daughters are studying in the girl's hostel. She hopes that her children will repay the debt.

From discussions with programme staff, FNGO staff and community members it was clear that no business plan in the area was fetching a member more than Rs 20,000 a year. Support could have been provided to Manikeshwari to release her land from mortgage and she could have repaid the loan at a reasonable rate of interest retaining her annual income of Rs. 21,600. Model practices by progressive NGO's are available to learn from food practices include support to SHGs to lease the land from its own member for a fixed number of years and cultivate it so that all members can benefit from increased food security and the land is also secured and returned to the original owner. The programme could not take corrective measures because gender disaggregated data is not collected to monitor the situation in a gender sensitive way.

In the programme two types of SHGs are active. One, DWACRA groups formed prior to OTELP interventions and second, groups formed while implementing the current programme. The level of competence varies among the groups and they are rated to enable them to access credit. The Programme should develop and agree on the performance standards with FNGOs to prepare more and more women entrepreneurs and Income Generating Activities (IGAs). The "ABCD" ratings should apply to the FNGO's and they should be given orientation and/or learn from each other to improve the functioning of the groups. Pradan which acted as a resource NGO has vast positive experience in other parts of the country but this is not yet transferred to the current programme. Phase I review has identified this problem and expected Pradan to bring about uniformity in the management of the SHGs. OTELP should consider setting higher but realistic targets to access credit from banks. This will set the pace to prepare SHGs to meet the necessary standards. To mainstream financial inclusion gender analysis of available opportunities and needs to be carried out. Sensitization of bankers is also necessary as a strategy to impact mainstream institutions.

Off Farm Income generation - Insensitive Gender Planning

The business plans which are being developed at present are incomplete and do not take into account risk management. During our discussions with SHG members, they could not visualise the risks to their activities, since no risk mitigation plan was developed and shared with the women. Senior officials mentioned that such plans exist, though we could not find any evidence in the field. For example, in the Tahajung village, for goat rearing the plan is made only for purchasing the goats, getting a loan for it and insuring the animal. All the animals died here due to an epidemic earlier. Women could not claim their insurance due to lack of systems, though the animals were insured. The women did not repay the loan and their interest is mounting. We were informed that this is an old group and the problems existed prior to current programme implementation. It is important to note that it is the programme design to include all existing groups in the area for project implementation, therefore such problems need to be resolved to set up functioning systems. There was inadequate analysis about the whole process and the women are not advised as to the best course of action. Policy decisions need to be taken at the programme level regarding payment of Insurance claims, veterinary care, and bank repayments and rescheduling of loans in case of loss. Since the OTELP is also expected to strengthen institutions to run in a sustainable way and serve the poor particularly vulnerable women. At present such initiatives are not taken. It is suggested that all income generation programmes should be viewed with a gender lens and special needs of women addressed. (For example, additional training to build self confidence to manage assets and marketing)

Value addition to NTFP -Failure to Meet Gendered Needs

The programme has made efforts to identify forest produce which can be processed for value addition. Information provided by women's groups showed that incomes varied on investment. A few SHG groups also lost money because products such as Mahua flower were held back from sale at the right time and had to be sold when market prices were lower. The programme has not considered gendered needs such as the need for fuel wood and fodder which are collected and used mainly by women. It is also known that tribal communities have knowledge of traditional herbs and medicinal plants of value which they use in daily life, saving trips to the doctor and money. There is scope for developing common lands as wood lots to be used by each village. Timber can also be grown for commercial purposes. Women continue to make a living from head loading and their incomes can be increased substantially. Their work load collecting firewood can also be reduced substantially. Since the programme is planning to increase incomes through livestock development it is essential to plan for fodder development. Micro planning at the village level should be gender sensitive and include the above factors.

The programme did not provide any evidence of such efforts. Women in most villages could not clearly tell us details about the utilization of funds at the VDC level to meet their needs. If women had an opportunity to plan for their own needs and were allotted financial assistance, they could improve their incomes as well as meet basic needs with in their families.

Food Security/ Sovereignty

The programme has the mandate to address food security of households in the area. To meet the programme mandate effectively, adequate guiding notes / principles on gender mainstreaming are to be developed by the programme. The complex issue of food security has to be addressed in multiple ways. Tribal Farmers take up cultivation of different types of millets like ragi, gantia (local bajra), kangu (foxtail millet), suan/Gulji(little milub), kodo millet, theena (proso millet) both under podu and settled agriculture. Millets are largely used as food grain with straw as fodder. Nutritionally they have high micro nutrients content, particularly calcium, phosphorus and iron. Efforts from the programme have been made to identify promising local variety of each millet and promote seed-grain bank.

Seed Security

To ensure food security it is imperative that farmers have access to good quality seeds. Traditionally farmers

retained their own seeds with women playing a significant role in seed selection and storage and were autonomous in decision-making on when to plant. Currently the programme is introducing farmers' participatory selection of varieties and seed production through association of ICRISAT. Such type of informal seed production programme will be linked to the village seed. Bonus to be managed by Women's SHG. This initiative needs both organized communities and scientific backstopping. The village seed bank not only ensures good quality seed for enhancing productivity but also in generating incomes for the community members resulting in improved livelihoods. This programme needs to be mainstreamed and women given control over seed production and management. Male farmers could participate in this equally.

Food Shortages

In Sapengada watershed, we had discussions with community members from Nuamunda, Rangdang, and Kinari villages. We could collect information from 14 members. They reported availability of food stocks at home ranging from 3 months to 8 months. Landless families were most vulnerable. While food for work is provided in the programme this did not reach all the vulnerable families in the village. In another village the discussion with the women's group highlighted that not a single family had lentils stored at home. This situation will clearly lead to protein deficiencies.

The watershed development activities have led to increasing food production and productivity, but this benefits only a small number of families whose land is located close to the newly developed water sources. Another important issue confronting the programme is the possible shift from nutritious food crops to rice cultivation alone. Farmers reported that they traditionally grew a variety of food grain including Suan, Mandia, Judang, Birri, Maize and lentils such as Pigeon pea, Maize etc. The programme is heavily promoting a shift to agri horticulture which food security. The poor families are unlikely to buy expensive food grains such as pulses. Particularly in the current global context of increasing food prices it is unlikely that poor women will buy pulses at a price of Rs. 40 to 50 a Kilo from the open market. A gendered approach to ensuring food security should take into account the nutritional values of the different foods and ensure local production and control of the same. Mainstreaming "food security" with a gender perspective should result in women and men having access to more nutritious food. It should not result in accepting so called "mainstream" interventions of high input agriculture or chasing the dream of high incomes through horticulture. Mainstreaming a gender perspective would mean recognition of the high value of millets grown by women and supporting productivity increases in the uplands.

Grain Banks

Currently as per the government of India guidelines 20 grain house already been set up per block. These grain Banks are not adequate to address the food security at the community level. To make it sustained, project need to take up this initiative in a large scale in consultation with the villages and with direct involvement of women on its management.

Accessing Public Food Entitlements-Public Distribution System

Discussions with the SHG members highlighted that all the needy and BPL families did not have ration cards and were not able to utilize their full quota of food grains from the government and Public Distribution System. Migrating families who are poorest of the poor and those from remote locations were left out. If families did not have enough cash to buy their quota at once they lost out. It is also known that PDS grains only meet 20% of the food needs of a family. These do not include basic necessities such as lentils and cooking oils.

Food Security through Employment - WFP

The World Food Programme supports the current intervention by providing food for work. Initially there were problems in accessing the food grains due to supply and storage problems. Currently it was reported that the supply problems are resolved and with the construction of godowns, food could be stored at the village level. We visited one such godown and found that it was also used as a residence for in migrating masons who were

helping to build local watershed structures. Nine rupees per day are deducted from workers wages in lieu of rice provided to create a revolving fund at the watershed level. At present the role women play in managing these funds is not clear. Average work days provided in the watershed were 29 days each.

The WFP programme used to provide 2.5kg rice and 200 grams of lentils for each wage days at Rs 9 till April 08. It is informed that WFP policy has changed and lentils would no longer be provided in future. This will affect nutritional security of women, men and children.

NREGA

NREGA works are implemented in the area but the extent of work generated is minimal. It was a fraction of the promised 100 days of employment per family which could have added reasonable income to the tribal families. Moreover in several places the women reported that they did not have their job cards with them. The contractors or officials were holding the cards leading to speculation about corruption. In some cases the number of days worked was not correctly entered. Many women could not access job cards at all. Given the law which provides for an important role to the gram panchayat to ensure 100 days of employment, the current programme has an opportunity to ground this by creating awareness at ground level and liaising with the Department of Rural Development. Demand from below can build pressure on the system to respond.

Several gender issues have been identified as problematic while implementing NREGP. One, exclusion of older women from work. While the NREGA theoretically provides for a total of 100 days employment for adult member of the family who demand work, cultural attitudes exclude older women. A role is envisaged for them as water carriers and to run child care centers at the worksite. This is not implemented. Work sites have not provided for child care and as a result, women with young children either do not work or when they do work, children suffer since they are not given their meals on time. Another major issue is the nature of employment. In addition to soil works, there is tremendous potential to provide employment in the form of producing vermi-compost and fodder development etc suitable for women. If such "works" are integrated into the watershed/livelihood development framework it can enhance sustainable agricultural practices and increase incomes while recognizing women's roles.

Mainstreaming Women's Rights to Land - Support for Policy Initiatives

The programme design seeks to operationalize existing government policy initiatives in relation to tribal's access to land and forest products. It is planned to identify available land for distribution to eligible families through survey and settlement. Secondly legal support is planned for people to access their rightful land which was alienated through deceit in contravention of existing policies. Currently we were informed that the matter was taken seriously and surveys were ongoing. GPS systems were in the process of acquisition. This initiative currently is a top down effort. There is no mobilization or movement at the grassroot level which can hasten the process. We were also informed that all land distribution will be done in the name of the husband and wife. However in the field it was found that FNGO staff were collecting the names of male head of landless households. To mainstream women's interests, urgent efforts have to be made to involve women and their SHGs to identify the most needy families and prioritize land grants to women. If this is not done, male village leaders, politically influential families and those who give bribes will reap the benefits of current initiatives. In each village, committees of women can assist the ongoing process. To ensure women with large families, older women and single women access land, they should be identified and oriented to demand their rights.

Ensuring land rights for women will not only meet women's basic needs but also their strategic needs. Recognition of women's rights to land ownership, legally and socially can bring about greater equality among men and women.

Programme Management

Currently the programme is implemented through structures described below:

PSU at state level

ITDA at the district level

FNGO partners at the block level - WDT members and field mobilizers

At the watershed level 10 volunteers per watershed, 50 per NGO

VLSCs membership of women - 44%

SHGs majority women

Programme management is guided by the PSU which is staffed by one Programme Director and four technical staff. (Capacity building, SHGs formation, Micro Finance by one person, Livelihoods promotion, Agriculture development and NTFP with one person, Land rights and Finance with one person, M&E and communication with one person.) There is no one clearly designated at the central level to monitor the mobilization of women and gender mainstreaming strategy. Unless this is done the current responsibilities of existing staff precludes attention being paid to gender mainstreaming. In addition to recruiting a suitable person, the performance appraisal of each staff member must include assessment of ability to promote gender mainstreaming and women's rights. To guide all programme officials, government and FNGOs, goals for mainstreaming gender issues should be clearly stated for each programme component.

Budgetary allocations have not been clearly earmarked for gender mainstreaming initiatives.

The same is the situation at the ITDA level. The FNGO partners who have recruited women mobilizers report positive results. It was informed that earlier, women had not performed well and it was difficult to work in remote locations. While a majority of men are recruited now they are not trained or sensitized adequately to promote gender equality. Experience from development projects across the world highlights the necessity to recruit women staff who can empathize with grassroot women and support them to empower themselves to bring about transformatory changes in gender relations. Many examples in India can be followed. The Women's Development Programme in Rajasthan is an early example. Subsequently, the Lok Jumbish programme for education of women, demonstrated that in remote locations of Rajasthan women could be recruited to implement grassroot programmes if a suitable human resource policy was followed. The Mahila Samta programme for education implemented by the Government of India in several states continues to date and is able to identify and recruit women to the programme. To increase the efficiency of the programme and meet its objective of gender mainstreaming the current programme needs to recruit more trained women at all levels.

During village interactions SHG members mentioned that many new groups were formed learning from the example of older groups. The older group members had helped the new groups to set up their SHGs. Learning from each other is a powerful mechanism for deprived communities. To ensure mainstreaming women's rights, the programme may like to consider using trained village women leaders to spread the programme messages to new areas. Such a strategy is currently used in the World Bank supported poverty eradication programme in AP. The strategy comprises training grass root women as Social Action Committee members to address gender issues.

Four FNGOs are implementing the programme and they do not have a common understanding about how to ensure gender mainstreaming. Each organization worked with 10 community mobilisers and 50 volunteers. Data available from three organizations shows that there were 12 female community mobilisers and 18 male mobilisers. The proportion of volunteers was 60 women to 90 men. This gender discrimination in identifying local leaders and community mobilisers lends itself to skewed provision of services to men and women in the community. One of the explanations provided for this inequality was to state that women were not educated and they are unable to meet requirements. In the course of field work it was found that non literate women leaders

when encouraged by the local FNGO had become effective leaders. In one village where the ICDS staff member supported the groups enthusiastically, the SHG members were vocal and showed leadership qualities.

In the absence of any person responsible for gender mainstreaming at the PSU level only the formation of SHGs is monitored. This is done with a view to create bank Linkages but does not take into account the status and problems faced by the women. Even with the Bank linkages and off farm economic activities there is no record of follow up and real gains made by women after taking into account the resource and labor costs of any income generation activity. The grassroots institutions such as the WDC have increased the membership of women in the organizations but their effectiveness is limited. There is an urgent need to formalize gender sensitive staffing norms.

Monitoring and Evaluation

Since gender mainstreaming, as a policy was not clearly laid out, clear indicators of change in status between men and women are not outlined. Currently some of the other objectives set for the programme are extremely low considering that it is a 10 year programme. For example, it is expected that in 10% of land alienation cases land is restored to 2% of the poor tribal households and that there will be 20% reduction in the number of landless households in those villages where the programme has been operating for more than 2 years. Indicators need to be set for the over all programme period so that assessment is clear. Monitoring of SHGs is also limited to financial management indicators also change in status have to be set up and data collected accordingly. The existing MIS systems at PSU/ITDA level are inadequate to collect required information for effective planning and monitoring on gender mainstreaming issues. It is strongly recommended to strengthen the MIS system by collecting gender disaggregated data on various interventions, which has direct bearing on gender equality impacts. Further while undertaking the different studies, impact/concurrent evaluation, special attention is to be given on gender equality issues.

Chapter VI

Gender Mainstreaming Strategy and Action Plan

Since programme inception the Project Director and programme staffs have gained considerable understanding about the situation of women and gender inequalities in the programme area. They have also experienced difficulties in reaching out to the most vulnerable. In spite of this, within the programme there is continuing confusion about the term gender mainstreaming. To reiterate, gender planning and mainstreaming of gender issues starts with an understanding that women and men are not equal in our society. These inequalities are produced by social norms and customs and not by physiology. Men are privileged over women, benefiting from their unpaid housework and by creating dependence through violence - non-cooperation. Women are disadvantaged through patriarchal social institutions, rules and regulations. For example, the patriarchal nature of religion supports male power within families. The state institutionalizes such inequalities by recognizing religion based family law providing unequal land rights to women and giving custody of children to fathers.

Gender mainstreaming strategy should therefore address all inequalities between women and men in society - legal, assets, skills, opportunities for education, income and space in public life. Gender planning as outlined in this document means that we have to examine and understand the roles played by men and women in society and design project interventions to meet their needs and bring about equality of status. It should not lead to stagnation of current roles and stereotypes- women in the house, men outside.

Transformatory change requires that men recognize their advantages and are willing to change. Men share household work and give up violence. Men create an umbrella of support for women to participate in public life. Women have to change through collective action and support each other. Women must be willing to claim their rights, give up dependency and demonstrate leadership. As a result of major social changes, men and women show genuine mutual respect within the household and in society.

Keeping in view the current status of the programme following strategy is suggested:

- Recruit a women's rights agency such as the National Alliance of Women, Orissa or a similar group to provide accompaniment services to the programme (similar to Pradhan providing services to SHGs). Alternately or in addition, recruit a senior gender specialist at the PSU level. She will work closely with the PSU to design and implement gender mainstreaming strategy.
- Set up non negotiables with FNGOs to recruit women. Increase salaries to a reasonable level to ensure recruitment of women. Provide work-life balance in working norms in recognition of women's domestic responsibilities.
- Campus recruitments to identify suitable women to support the programme
- Identify existing women staff in FNGOs working in different programmes and their skill and expertise to be augmented as resource persons.
- Develop village women leadership to act as gender community resource persons to help new villages and districts
- All freshly recruited staff should receive induction training for a period of two weeks to understand the programme and gender mainstreaming strategy
- Each staff member male/female should be provided with a job chart which includes responsibilities for gender mainstreaming
- Basic minimum wages and maternity benefits should be provided to women employed for short or long duration
- A point person in the programme must be identified who can listen to women's problems and provide counseling to ensure retention.

- Women can also be trained and provided licenses to drive two wheelers so that they are independent and mobile.
- Redressal mechanism to be established by forming a committee at PSU/ITDA level.

Designing Gender Balanced Staffing Norms

As noted earlier, currently the programme staffing pattern does not lead to gender mainstreaming. At the State PSU, no senior women are staffing the programme except PO,MIS. It is the same at the ITDA level. Further down we find the following in Khandamal district and Gajapathi Districts.

Table 3: Staffing Pattern at FNGO level in Kandhamal District

S.No	FNGO name	Female	Male	Total	Percentage of women
1	Jagruthi	3	12	15	20%
2	CPSW	1	05	06	16.6%
3	Pradhan	1	14	15	6.6%
4	Swadeshi	3	13	16	6.25%
5	Pradatha	6	10	16	37.5%
	Total	14	54	68	20.58%

As the table highlights, very few women are employed in the field. This is a distinct disadvantage to the programme and women beneficiaries. Staffing patterns should be non negotiable with preference being given to employ 50 to 80% women. It is reported that there is a shortage of skilled women in the area. But as noted earlier if adequate efforts are made to recruit, train and retain women the number of women in the programme will increase leading to more gender sensitive outcomes.

Table 4: Staffing pattern at Gajapathi District

Name of the Organization	Volunteers		Mobilizers	
	F	M	F	M
Peace	6	44	4	6
SWUS	30	20	5	5
CCD	24	26	3	7
JKP	Na	Na	Na	Na
Total	60	90	12	18
Percentage	40%	60%	40%	60%

Here the recruitment of women is at a higher scale though they still form only 40% of the workforce. Considering that the programme is centered around developing women's SHGs and natural resources, increased women volunteers and mobilizers will improve the programme outcomes. The programme may also consider 100% recruitment of women as volunteers at the village level.

Strategy to Increase Effective Presence of Women

It is recommended that PSU make efforts to recruit women to all available vacancies. Women can be identified and seconded from other government departments. In addition, PSU and FNGOs can organize campus recruitments from women's colleges in their district. The Human Resource Policy should develop an attractive salary package on par with that offered to men. It is well known that women are more than ready to work in remote interior locations if they are adequately compensated and provided a safe work environment. If vacancies arise in the future this should be filled by women candidates.

Another strategy to increase the number of active women in the programme is to take forward the concept of Gender Community Resource Persons. They would be women from the community who receive focused gender sensitization and awareness training, made familiar with the programme objectives and expected outcomes and sent to specified blocks to support development of women's leadership and follow up action on gender issues. (For example, women who managed their own grain banks can be sent to 20 new villages to train local women for two days to run their local grain banks. Issues related to child rights, trafficking of women, violence against women can also be tackled locally after inputs.)

Develop a common capacity building programme for women SHG members and VDC members including leadership training, technical training for agriculture, income generation, and financial management. An important component of the capacity building programme will be creating awareness around issues of gender discrimination in family and society. The different forms of violence women are facing at home and structural violence in society (denial of equal rights) should be discussed collectively and action plans for change developed. Through the training and follow up interventions, women leaders must learn to solve village problems through collective social actions. That is, basic needs and strategic needs must be addressed.

Capacity Building for Mainstreaming

The programme has implemented a number of training interventions for management of SHGs and agriculture development. While the number of women trained for SHG management is large it has not produced the necessary leadership qualities among the women. All the other trainings are skewed in favor of men. None of the training programmes for women had brought about significant changes in the awareness levels of women related to gender discrimination and women's rights. Their ability to act individually or collectively to promote women's rights was clearly missing. There is a need to develop a simple policy document which clearly outlines the different needs for technical skills, social action and community development. Specific modules are needed to address men to facilitate change in gender stereotyping and gender roles.

Capacity building posed a challenge since local tribal communities speak their own languages. While men have greater familiarity with Oriya, women are handicapped because they do not understand Oriya well enough to grasp concepts easily. At present, oral communications are the norm and there is little written information. The consultant team acknowledges that literacy is very low in the area but availability of pictorial and written material can make a significant difference to ensure wide dissemination of information. Having written information in hand is also a powerful way to deal with the system. For example, printed information about wage rates for different types of work in the NREGP can help people to demand their due wages and confront contractors or Panchayat officials if they are underpaid.

Practical needs identified

Information gathered from programme villages (new and old) highlighted following problems faced by women and girls. Many issues as can be seen are of equal importance to men. Solutions to the identified problems may be different.

- Lack of drinking water
- Land was mortgaged to money lenders for small amounts and families were losing the entire produce as interest.
- Landlessness
- Girls could not be enrolled in hostels due to shortages
- High infant mortality in some villages
- Lack of care for pregnant women and no institutional facilities for deliveries-women forced to give birth outside the house
- Malaria and Tuberculosis common problem

- Other reproductive health problems
- Food insecurity
- Alcoholism
- Low girl child enrollment in school
- High girl child dropout in higher classes
- Misuse of NREGA cards
- Low employment
- Low income

To ensure mainstreaming a gendered policy, adequate investments must be made to ensure women's basic needs are met. Health care, education and independent income must be created through appropriate interventions and linkages with government departments.

Strategic Needs Identified

- Inability of women to articulate demands
- Dalit girl child turned away from school
- Trafficking of women
- Vulnerable single women due to male migration

The current training programmes do not address the above issues (which are illustrative) in a meaningful way. To meet strategic needs it is essential to ensure women's leadership development through creating awareness and mechanisms where by women can solve their own problems by getting support from their families. FNGO partners need to learn from each other and create comprehensive interventions for the whole programme. We would like to reemphasize that some of the FNGO partners have prior experience of working with women to meet basic as well as strategic needs. These partners must work closely with the PSU to centralize women. They can call upon women's organizations and networks in Orissa for support. It is recommended that a gender analysis be carried out at FNGO level/Programme level to make comprehensive plans.

Suggestions to Meet Practical Gender Needs:

Based on the available analysis following suggestions are made to meet practical gender needs.

- Ensure household food security for every member of the family participating in the SHG. That is no family in the programme should be hungry. Create a rice / millets credit line at the SHG level so that members can borrow grain and return it. This will ensure access to all women in the programme.
- To ensure food security by recognizing women's needs, it is recommended that each SHG should carry out a review of their members' needs. Food availability from different sources should be identified and the needs (number of quintals of food grain required per year per family) of each family recorded. This will provide an overview of the needs of each group in the village. A village plan can be developed to ensure that adequate food stocks are made available at all times. Considering the low availability of year round work, in the short term it is recommended that a rice or millet credit line be made available so that no family remains hungry for part of the year. Food stocks should be provided on credit to each SHG as required. This one time provision should be revolved by members taking loans of grain when required. Members need to plan a repayment schedule so that they can borrow in the next lean season. Women should be centralized to manage this activity.
- Choices on what to grow on newly developed land should be made by women (primacy given to women's views) in consultation with men. Experiences in other parts of the country show that women prefer food crops while men prefer cash crops. Men should be made aware of nutrition, health and related issues so that they take decisions for the welfare of the whole family. Government policies are providing credit for cash crops which tempts farmers to shift from food crops to growing cash crops. However as mentioned earlier unless household food security is assured women and children become vulnerable.

- Create access to food through women's mobilization to access all the nine social security schemes at the state level including PDS, pensions for the elderly, disabled, maternity care etc.
- Ensure all girls go to school or hostels. In the project area we found a number of young girls working at road sites and boys in local restaurants. To support parents all children should be enrolled in school. A link should be created to the National Child Labor Prevention Programme (NCLP) programme.
- Create access to women to NREGP to ensure 100 days of employment per family and reduce corruption. Women leadership should be developed to struggle locally. (Strategic mobilization)
- Create women's committees which will supervise management of ICDS and mid day meal programme. Ensure fair wages for all women participating in programme implementation. (Addresses practical needs and strategic needs).
- Identify health care needs of women through PRAs and programme management to ensure convergence.
- Map vulnerable women such as single women, with large families, landless, suffering ill health to ensure they are prioritized to receive project goods. (loans at low interest, land allotment etc)
- To ensure livelihood rights, identify community forest / revenue lands which can be managed by women to increase fodder availability and fuel wood as well as herbal medicines, particularly for women headed and vulnerable households of the community.
- Alcoholism is a serious problem in the area. Women should be supported to campaign to stop sale of alcohol. Individual men should be counseled and provided medical support to overcome the problem. Alternate livelihoods must be found for families dependent on incomes from alcohol sales.
- Train significant number of men leaders to support women's efforts.
- At the PSU level and the district level each Programme Officer should have responsibility to monitor the strategy in their area of work.
- Create a platform among FNGO partners to take forward gender mainstreaming agenda.
- Some non negotiables should be introduced. All training programmes and exposure visits should provide more than equal opportunities to women since they are more marginalized than men.
- At the district and state level monitoring of SHGs should include social indicators as outlined below.
- ITDAs and PSU to collate data on IMR, MMR, nutritional data upto 5 years child. for the programme area.
- Adequate funds should be set aside and clearly ear marked for the purpose of gender mainstreaming interventions.

Gender Equality Indicators for Success

While the monitoring formats may be many and are to be integrated into the regular M&E systems the programme may set it self following indicators for success.

- All SHG members have access to grain banks all through the year.
- If adequate grains are not available through production, credit line should be set up in all programme villages.
- Seed banks set up in all programme villages and managed by women.
- Common land developed for fuel wood and fodder controlled by women SHGs (one in each village or hamlet)
- Wood lots developed for commercial sale at watershed level managed by SHGs
- Land title given to women in case of joint pattas women's names to appear in the lead.
- Single women prioritized for livelihoods development
- All children in programme villages enrolled in ICDS
- All girl children enrolled in school/hostels - reduction in gender inequality in enrolment and retention.
- Hundred days of annual employment provided through NREGP to women /families
- Off farm income generation increased by at least Rs. 12,000 per woman (1000 per month) per year
- Participation of women in all technical training programmes

- 50% women in SHGs mobilized for rotational leadership positions
- A health fund set up in each village to be accessed during emergencies / child births
- Facility created for women to give birth safely (delivery rooms)/training to traditional birth attendants
- Basic drug depot / first aid set up in each village
- Reduced infant mortality
- Reduced maternal mortality
- Male leadership sensitive to women's issues, demonstrated through (reduced alcoholism, support to women in case of violence, support to women's leadership)

While some of these gains may accrue in the long term, in the short term, women's leadership should be mobilized to enable them to resolve their own problems locally. Social Action Committees should be formed in each village and supported to resolve problems facing women.

Gender Sensitization Action Plan

The current document must be reviewed by Programme Leaders at all levels, state district, and FNGO. Consensus must be arrived at and priorities set for the action plan. Once the action plan is agreed to, an operational plan needs to be developed. This should be made available in Oriya and provided to district teams and FNGO partners. Each Watershed Development Committee should receive a copy with instructions to share it with all SHG members and VDCs.

- A two day orientation should be provided to senior management of the programme including district leaders to ensure a common understanding of the actions to be implemented.
- Gender sensitization should be implemented at two levels. 1. Programme related sectoral gender mainstreaming 2. Gender sensitization around women's and men's life cycle to enable them to understand gender based discrimination and how to overcome it.
- At the programme level training should be provided to WDT members, community mobilizers, village volunteers, VDC leaders and SHG leaders.
- Sector wise gender issues should be examined and action plans developed based on men and women's gendered needs.
- Gender sensitization training for SHG leaders should be implemented in the following pattern.
 - 5 members from each SHG - at current estimates, 6250 women must be trained annually. This will mean training 125 batches in four districts comprising 50 women each. In each district approximately 31 trainings have to be organized.
 - Total of 16 days of training should be provided to the same group of women so that they can consolidate their action plans and implement them. This training will be based on understanding life cycle of women (example annexed VI) and men. Every month two day training should be provided. Topics to be covered are understanding life cycle, problems of infant mortality, child mortality, maternal mortality, child labor, child marriages, lack of access to good education, problems of adolescence, unemployment, forced migration, problem of HIV/AIDS (this problem has not surfaced yet in programme area but needs to be dealt with), ill health due to malaria, lack of nutrition, reproductive health problems, indebtedness, denial of land rights, problems of shifting cultivation, violence against women in the house and trafficking of women. Problem of alcoholism in tribal communities. [This is an illustrative list.] Each training programme should be followed by setting up an action plan for implementation.
- To implement the training strategy a team of trainers needs to be developed. We estimate a requirement of seventy five trainers. They can be pooled from existing FNGO staff, requested on loan from other NGOs and women's groups and provided training of trainers for a period of 5 days. Creating a large resource pool will help to implement the training in a short period covering all the four districts. Programme staff from Mission Sakthi, and Anganwadi workers like Bhagyathi Patnaik who has achieved

excellent results in her village (Satbhavani Watershed, Muliguma Village recognized with a state award for her excellent services to SHGs) should be included in the training team. A common resource pool of trainers must be developed by PSU and made available to the districts.

- After the TOT, each training must be provided by two resource persons. Each resource team will work every month for 10 days and we need five such resource teams are required. Each resource team will cover 7 training batches (350 persons) in each district and five resource teams together will cover 35 training batches in a district.
- In the second and third year the same process must be followed.
- The training should focus on the Self, group, village and society. The training process should help women SHG leaders and male leaders to understand gender discrimination and create a commitment to bring about social change. For example, after the discussion on malnutrition and health, grain banks and possible grain credit line can be set up in every village.
- Rights based awareness should be provided to ensure knowledge of existing laws.
- Sectoral gender mainstreaming training should examine issues around common lands, fuel and fodder availability, decision-making around agriculture to ensure food diversity and security. Management of the environment and water resources particularly equitable use of water are important issues to be discussed.
- PRI women leadership issues should be addressed with a view to promoting women's active participation at the Palli Sabha. Wherever social exclusion and inequalities exist among the tribal groups, equity issues should be addressed.
- The programme must develop its own modules for training. Currently a variety of information and modules are utilized which are inadequate to address gender inequalities across the board. Available modules should be collected and resource material developed collectively at the programme level.
- Since the majority of community members are non-literate, training should be participatory in nature and effectively utilize films, songs and women's shared experiences. Training material should comprise a large extent of gender sensitive pictorial content. (The SHG training material shows a male facilitator, freezing the current roles rather than moving towards equality). Community volunteers and mobilizers must be included in the training.
- A training calendar can be set up at each district and strictly followed.
- Government staff who interface with OTELP should also be provided a one day orientation on gender issues and whenever possible local officials invited to join in the community.

At the end of each training programme, an action plan must be created by and for the trainees. Since the trained men and women will return to their CBOs, SHGs as well as VDCs and other structures, their understanding will help to bring about social change and embed it in the village community.

Review of the current M&E system and Recommendations

At the time of the fieldwork, we were informed that the M&E system was not yet introduced, though a system for data collection and regular reviews is on going. The base line survey format used currently was shared by the PSU. While a final M&E system is awaited following observations can be made.

The OTELP Programme implicitly uses the household and family as a unit for analysis. Existing development discourse highlights that using the family as a unit results in intra-family inequalities being ignored resulting in gender bias in resource allocation, skill development and benefits. Women's concerns are marginalized. This can be seen in the current baseline data formats. It is well known that such families in India are most vulnerable and have lower incomes (may not be the case elsewhere). Unless this data is available, special interventions cannot be taken up to increase their incomes substantially. Young single women are also socially vulnerable. Unless the community provides them support they can be victimized. Cases of trafficking are a case in point. Creating a data base of vulnerable women will help the programme to prioritize their needs such as giving them loans for housing and land titles first. Investments for land development can be tailored, taking into account lack of adult male earning members.

The time spent by women on house work and existing livelihoods must be known to implement additional livelihood interventions successfully. Illustrative time studies can be carried out in different watersheds on the time spent by men and women on different roles. Income generation activities can either be fitted around existing workloads or child care provided if women have to come to a central place to work.

Monitoring SHGs with a Gender Focus

The current monitoring of SHGs is focused entirely on financial dimensions and the groups are rated for financial viability and readiness to accept bank linkages. It is important to visualize women's empowerment indicators (on which the OTELP focuses) to ensure gender mainstreaming.

For large scale social change to take place it is important that grass roots work is linked to movement building. It is in this context, the developing views and the ongoing efforts of civil society groups (more than 200) and the women's movement across the country to mainstream and monitor gender issues are presented. The objective of gender and equity indicators should not be to judge women and their SHGs but to track the positive changes in women's lives and their ability to meet basic needs as well as increased decision-making power at home and in public life.

Status monitoring of Members

The following are gender and equity dimensions that need to inform indicators for gender mainstreaming. Each SHG member details should be collected, though the groups are supposed to be homogenous (Caste/tribe, religion, marital, economic status, literacy/education). During field work it was clear that there are hierarchies within the different tribes and among tribes and dalits. Women hold varying positions based on their class, caste and gender status within the community.

Changes in lives of members

- Expenses on self - food, clothes, health. At start of program; ongoing and end result.
- Reading ability improved
- Improvement in nutritional status
- Mobility increased
- Ability to articulate views and communicate
- Understanding the politics of gender, caste, class, religion etc on gender status.
- Bodily integrity including but not limited to control over fertility
- Access to health care
- Access to media and technology
- Enhanced decision making skill
- Participation in development area (different committee members)

Qualitative data may be collected through Participatory Rural Appraisals (PRAs) at the SHG level and can help the groups to monitor their own development (Self evaluation and Peer evaluation at village level).

Monitoring Action for SHGs which indicates meeting Strategic Needs

Each of the following refers to levels of awareness as well as action. As discussed earlier indicators need to be process as well as outcome oriented.

- A. Violence against women - number of actions taken (quantitative-reduction of number of cases of violence)
- B. Caste related inequities addressed
- C. Girls' education improved
- D. Women's health access increased

- E. Engagement with Panchayati Raj Institutions (PRIs) including standing for elections and women members working as pressure group
- F. Engagement with development programmes, government schemes, police, courts etc. Justice seeking ability

Functioning of SHGs

This data is most useful at the local level. Occasional sampling can be done by PSU to understand the health of the SHGs.

- Regularity of meetings
- Time given to social justice issues within meetings
- Level of participation of members in meetings
- Composition of leadership - caste/tribe, class, education
- Information about extent of group savings and credit, terms of savings and credit, grading system
- Interaction with other SHGs, CBOs and NGOs in the area
- Level of dependence on promoting agency
- Rules about purpose for loans - loans for dowry, sex selective abortion, etc ruled out.
- Who has access to credit within the group(mainly leaders and better off or priority to the poorest)

Intra household equity

- Change in work load/drudgery
- Burden of repayment - contribution by others/men in family
- Control over resources(individual and common property)
- Ownership of assets - whether in the name of women
- Decision making regarding use of credit and other issues

Livelihoods

- Enhanced access to credit
- Affordable rates of interest
- Non coercive methods of recovery
- Reduced dependence on money lender
- Increase in 'income' (since this is an objective)
- Reduced 'distress migration'
- Ability to access viability of enterprise
- Process of selection - mapping possibilities including natural resource based, value addition in existing livelihoods, services (not only production of new products) this is already done to minimal extent but needs systematic up scaling
- Backward and forward linkages
- Proper remuneration for labour of SHG members in government schemes such as midday meals
- Awareness and action related to minimum wages and equal wages
- Ability to negotiate with NGOs, banks and MFIs regarding terms of credit
- Food security established for all

Livelihoods For poorest of the poor

- Ownership of assets - Individual / including common property resources
- Focus on grants for survival needs, not credit
- Subsidized interest rates

Capacity building

- Nature of inputs - extent of focus on gender and equity related inputs within overall capacity building
- Inputs on gender and equity - substantive, including in terms of time or tokenistic
- Literacy - quality of inputs, members' ability to use and sustain skills
- Who has access to inputs - caste, class, education, leadership
- Financial investment by promoting agency in inputs

Sources of livelihood

Women's livelihoods are not clearly recorded. It is essential to understand the different types of work women do which contributes to their livelihood. Usually small incomes from many sources are added to make a viable income for the family. Analysis at the SHG level will help to outline current burden of work which women carry. Women are known to toil particularly in up land regions. With the conservation of water through watersheds there is a tendency to focus on developing the low lands. Data about women's work should be recorded in terms of number of hours of work at home, on own land developed through watershed, up land regions, NTFP collection, other IGPs and number of hours of work in special care of sick relatives. Incomes should also be recorded and followed up.

Transparency among FNGOs

Promoting agencies have to be transparent about data related to investments and impact

Investment per group/per capita and the per capita earning need to be monitored. Since the programme has also promoted male SHGs the investments and benefits should be compared at the district and state level to learn lessons to enable women earn higher incomes.

At a different level, gender and equity measures of the region such as MMR, IMR, sex ratio, cases of violence, farmer suicides, etc need to be tracked over a period of time.

Infrastructure for Gender Mainstreaming

Following data is not available and needs to be collected.

1. Availability of land to develop wood lots for fuel wood consumption
2. Availability of common land to develop herbal gardens
3. Availability of common lands for horticulture plantations
4. Availability of common storage facilities for agriculture produce and NTFP.
5. Delivery rooms for pregnant women
6. Drug depots (attending to health care through training SHG members)
7. Availability of sanitation facilities
8. Availability and drinking water analysis (Chemical Analysis needed due to flourosis)

Land Ownership

Data regarding land ownership by women is not available. Secondly, while families own land, critical information of extent of land mortgaged by the vulnerable families is not collected. During field work it was observed that half to two acres of land was mortgaged for as little as Rs. 1500/-. This information is important to strategize recovery of land. The programme can benefit the community and women by redeeming mortgaged land.

Migration

The existing formats do not clearly indicate number of women who migrate and the age of the migrants. This information is important to prevent trafficking of women and children.

Food Security

The available formats only give an overview of annual food shortages which are hazy and not helpful to plan local interventions.

Data needs to be collected which can analyze food shortages family wise/vulnerable individuals. Village wise data should clearly identify source of food (1) from own land (2) PDS (3) income from NTFP (4) Forest foods (5) Purchases from open market (6) Food availability under food for work (WFP supplies) (7) increase in incomes from NREGP employment. Season wise shortages should be recorded. Participatory appraisals or focus group discussions can be used to gather the data at the earliest. The data can be meaningfully collated at the SHG level to under take group interventions for their members as described elsewhere in the report.

Traditional livelihoods and Agriculture

While the baseline highlights different income generation activities, the gap areas are not identified. Following information needs to be collected to enhance incomes from agriculture. Possibility to provide instruments for improving the productivity and quality of land, nature of skill improvements required, and marketing support required.

To ensure food security and promote sustainable agriculture following data is additionally required.

- Women' role in decision making to grow food crops.
- Availability of organic compost pit and vermi compost pit at household level.
- Who manages seed selection and storage
- Storage methods
- Crop rotation and seed rotation systems in practice
- Data on availability of seeds (variety and extent)
- Women farmers (single women, women headed households)

Existing formats do not reflect the NTFP collected by women and the role of women in shifting cultivation. If this information is available interventions can be taken up to improve skills, quality of produce, and marketing.

Animal Husbandary

Data should be collected on ownership of livestock by men and women as well as fodder availability. This will help to design interventions for SHGs to manage livestock to increase incomes through fodder development and veterinary care.

Fisheries

Fisheries development is one of the interventions for income generation in the programme. Baseline data must include information on number of projects managed by women SHGs their existing skills and skills required to manage fisheries sucessfully. Gender based differentials in income have been observed.

Recommendations

It is recommended that gender disaggregated data should be collected at all levels. The data should identify gaps in skills and resources so that group wise (SHG and sector wise) strategies can be developed. Information about single women and women headed households must be clearly identified to prioritize their need. Implementation norms should take into consideration the vulnerabilities of single women, women headed households and widowers.

Data must be available at the village level to help the SHGs and the VDCs to plan their interventions. The same data should be consolidated at the district and state level

Monitoring interventions and Results at SHG Level

Though many women may not be literate they should be supported to monitor on going programme interventions. Literate students in each village can help SHGs to monitor their activities through single reporting formats. As mentioned earlier the data should be utilized for regular review at the village level. A peer review with VDC members reviewing each others activities will be a powerful tool for learning and growth. Following formats are provided as an example. It is to be noted that monitoring formats are in the process of development and the suggested formats should be integrated. In addition to self-reviews at the village level gender disaggregated data needs to be consolidated at the block and district level to review progress. A few formats are provided as examples to collect following data.

Format I: Maternal and Child Health Mortality

Format II: School Enrollment and Immunization

Format III: Recording Problems faced by Women

Format IV: Follow up of Social Action

Format V: Social monitoring of land rights to be filled by WDT member

Conclusion

The programme has mobilized a large number of women into SHGs and men are mobilized into VDCs at the watershed level. In spite of this, programme management does not have a clear gender mainstreaming strategy. There is an urgent need to recruit women's rights agency/women skilled in gender planning at the PSU. To engender the programme number of women staff have to be increased at all levels. A gender analysis of roles and needs must be carried out programme wide. Problems which disadvantage women need to be recognized and acted on.

Gender sensitization should be carried out at different levels and sector wise, with appropriate investments to reduce gender inequalities in resources and results.

Gender monitoring of the programme should be effectively managed at the SHG/VDC level and integrated upwards at the programme level. Key indicators for monitoring need to be selected to reduce unnecessary workload.

Format 1: Maternal and Child Health (IMR and MMR)

Village Name:

Filled in date:

Filled By: [name]

Baseline data or status report of SHG members

Block:

District:

S.No	SHG member name	Infant mortality (Death of a child below one month)		Death below 1 year		Under 5 mortality		Still births		Abortions		Family planning		Deliveries in the month			Maternal Mortality	Total Deaths	
		M	F	M	F	M	F	M	F	M	F	M	F	At home	Private Hospitals	Government Hospitals			
Total																			

Such data is now collected by the ICDS worker but is not available to the SHG. Assistance can be sought from Anganwadi worker to help the SHG review current status in own village/group.

Format II: School Enrollment and Immunization

SHG name:

Village name:

Filled on

date:

Block:

District:

Filled By:

[name]

S.No	SHG member name	Husband name	Total children		3 to 5 age children				9 to 14 age children				Children Immunized		
			M	F	Enrolled		Drop out		Enrolled		Drop out		M	F	
					M	F	M	F	M	F	M	F			
1															
2															
3															
4															
5															
6															
7															
8															
9															
10															
11															
12															
13															
	Total														

Format III: Problems faced by women
SHG name:
Mandal Name:

Village name:
Filled on date:

S.No	SHG member name	Husband name	Domestic violence	Alcohol	No of Children Below 18 years		14 to 18 girls	Pregnant self (A) Daughter-in-law (B) Daughters (C)	Lactating mothers (A) (B) (C)	Women separated From husbands	widows		
					M	F					Below 30	31 To 40	41 to 60

Format IV: Follow up of Social Action

Village Name:

Filled in date:

Filled By:

Filled By:

District:

Block:

[name]

S.No	Names	Violence cases Identified Name of Survivor	Cases resolved during the month	Names of the Pregnant women identified and supported	Dowry harassment cases dealt with	Child Marriages stopped	Alcohol stopped	Child Labour stopped	Domestic violence resolved	Trafficking identified/prevented	HIV/Aids cases dealt with	Migration Stopped Male/Female

**Data to be consolidated at the Village Level
 Format V: Regular Social Monitoring Filled by WDT Member – Social
 Block:**

District: _____ Filled By: [name]

S. No	SHG Name	No of persons mortgaged land	No of persons land recovered from mortgage	No of persons podu extended		No of persons acquired land from government		No of BPL cards		Pensions acquired	Anthyod aya cards		Mid day meals		Hostel seats obtained		NREG work days availed			
				m	f	m	f	m	f		m	f	m	f	m	f	m	f	m	f

Annexure I: Programme Outreach

Phase I

District	ITDAs	Block
Gajapati	Paralakhemundi	Rayagada (Phase –I) Gumma (Phase –I) Nuagada (Phase –I)
Kalahandi	Thuamul Rampur	Thuamula Rampur (Phase – I) Lanjigarh (Phase –I)
Koraput	Koraput	Narayanpatna (Phase –I) Bandhugaon (Phase –I) Laxmipur (Phase –I)
Kandhamal	Baliguda	Kotagarh (Phase –I) Tumudibandha (Phase –I)

Phase II

District	ITDAs	Block
Gajapati	Paralakhemundi	Mohana R.Udayagiri
Kalahandi	Thuamul Rampur	
Koraput	Koraput	Dasamantpur Pattangi Semilguda Nandapur
Kandhamal	Baliguda	Baliguda Daringibaidi Nuagaon
Rayagada	Gunpur	Kashipur Gudari Chandrapur Bissamcuttack Muniguda
Malkangiri	Malkangiri	Khudumulugma Mathili Khairput
Nawarangpur	Nawarangpur	Kosagamuda Jharigaon Papadahandi

TERMS OF REFERENCE

Gender Strategy Development under Orissa Tribal Empowerment and Livelihoods Programme (OTELP)

Background of OTELP

The Scheduled Tribe and Schedule Caste Development Department, Government of Orissa, (ST & SC Dept) is implementing Orissa Tribal Empowerment and Livelihoods Programme (OTELP). This is supported by IFAD, DFID, and WFP as external supporters and Government of Orissa as Counterpart funder. The programme started implementation in October 2004, has completed the first phase of implementation in 2007, and will be entering into the second phase of the programme. The programme is currently undertaken in Koraput, Kalahandi, Gajapati and Kandhmal districts of Orissa covering 10 tribal dominated blocks.

Programme Objective

The objective of the programme is to ensure that the livelihoods and food security of the poor tribal households are sustainably improved through promoting a more efficient, equitable, self-managed and sustainable exploitation of natural resources available through off farm and non-farm enterprise development.

Programme Components

The programme has six components:

- o Capacity building for community empowerment
- o Livelihoods enhancement
- o Support for policy initiatives
- o Development Initiatives Fund
- o Programme management
- o Food handling

Programme Activities

To accomplish the objective, the programme:

- o Undertakes capacity building of marginal groups and their institutions
- o Enhances the access of poor tribal people to land, water and forests
- o Encourages and facilitates off-farm enterprise development
- o Monitors the basic food entitlements and ensures access to such food supplies
- o Strengthens the institutional capacity of government organizations, PRIs and NGOs
- o Blends indigenous knowledge and modern technical knowledge
- o Creates a pro-tribal enabling environment through policy influencing.

The Programme Facilitators/Implementers

The programme is facilitated at the field level by ITDAs, FNGOs and RNGOs. The programme concept is focused on empowering tribals and enabling them to enhance their food security, increase their incomes and improve the overall quality of life. A strong emphasis is placed on adopting and promoting participatory processes and institution building at village level in accordance with the values of local people

Gender Mainstreaming Strategy under OTELP

Inequality between men and women is reflected in differences in the literacy rate, access to medical services, legal asset holding, decision making on livelihoods, control over income, and participation in the community life. Women face additional challenges due to loss of assets, recurring droughts and floods, forced migration of male with women left to fend for the family, lack of access and information regarding government social safety net schemes, high exploitation by agents and money lenders.

There is a strong need to make the programme investments gender equal, increased asset holdings and control over resources by women, critical engagement of women in decision making at different level, reduce gender related barriers and negative impacts of the programme on women. This requires appropriate organizational and individual attitudes, processes, competencies and skills, and facilitation. There is a need to make adequate analysis of partner and community capacities, make necessary investments and make the programme evidence based.

Taking these into consideration, at Appraisal, the programme had designed to have a gender strategy and a road map to guide the actions of OTELP towards a gender balanced approach to development. The Mid-term review of Phase I (October 2006) observed that Phase I has done little to address the questions on gender raised at Appraisal and has recommended to undertake a consultative process to do the following through technical assistance:

- o A gender mainstreaming strategy and action plan for OTELP
- o A gender sensitization strategy and action plan
- o Designing gender balanced staffing norms, recruitment, and other enabling HR policies from a gender perspective
- o Building into the M&E system and programme reporting specific indicators of programme success on gender mainstreaming in programme implementation.

Objective of the Consultancy

Working closely with the Programme Director and the Programme Support Unit, the consultants will develop the Gender Mainstreaming Strategy for effective implementation of key gender concerns under OTELP.

The proposed key elements of the Gender Mainstreaming Strategy are:

- o Gender Mainstream Assessment of the programme
- o Development of Gender Mainstreaming Strategy and action plan,
- o Review of the current M&E system and offer specific advice to make more useful for gender mainstreaming monitoring
- o Monitoring framework and practical indicators for gender mainstreaming audit

Methods

It is proposed that the consultants will have focused discussions with PD/PSU. The team will visit and focus in two districts as samples.

At the district level, the PA ITDA and the SMS Micro Finance will be responsible for the coordination of the field visits, organisation of district level consultations, and will be actively participating in the strategy development inputs.

It is further proposed that the Gender Strategy, implementation plan and monitoring framework will be presented at a stakeholders' workshop to be organised by the PD/PSU OTELP. The recommendation/suggestions from the workshop will need to be incorporated for finalisation of the CB strategy and its key elements.

After the Gender Strategy is finalised, for dissemination, it will be printed. The printed version will be in English. This will be widely circulated among the key stakeholders. Secondly, the PD/PSU OTELP will organise strategy roll out workshops at the state and district levels for greater understanding of the strategy among the

stakeholders. While the printing of the strategy will be covered from the TA funds, the workshops will be covered from the programme implementation (FA) funds.

The Team

The team will consist of two gender experts. The experts should have skills and significant experience in gender mainstreaming, women's rights and strategy development, gender mainstreaming issues in tribal communities and livelihoods promotion programmes or rural development activities.

Duration

It is expected that the assignment will start in the first half of March 2008. The number of person days of engagement of the consultant is for 20 days.

Reporting

The TL will report to the Programme Director OTELP, and work closely with the PSU, particularly with the Programme Officer, Capacity Building. Where feasible, the Programme Officer, Capacity Building will accompany the team during the field visit.

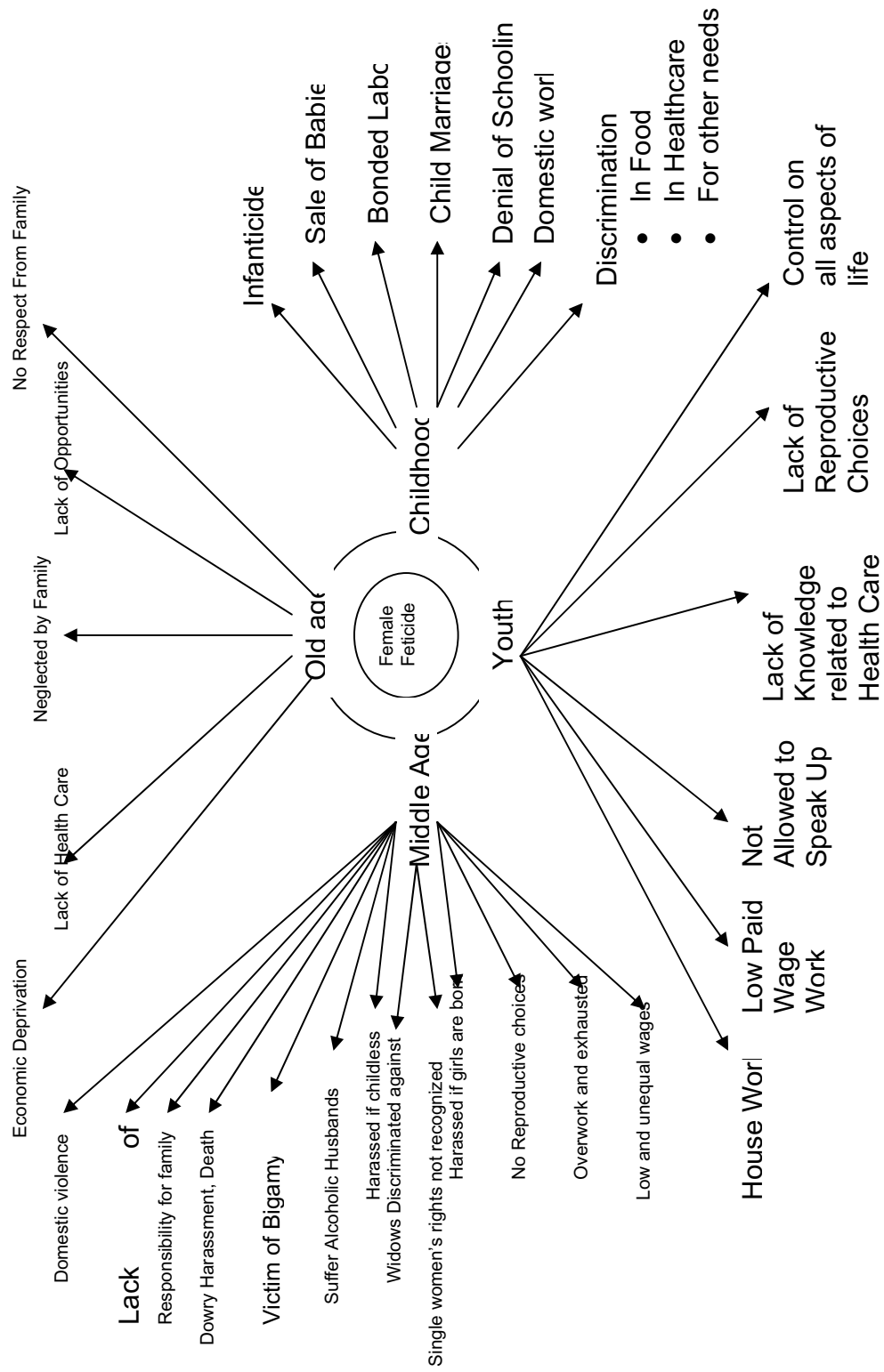
During the field visits, the PA ITDA and Subject Matter Specialist, Micro Finance at the ITDA level and the Micro finance/social mobilisation officer in FNGO will also be available with the consultants.

The Team will liaise closely with the TL Procurement Support Team who will coordinate the contracting and facilitate the assignment.

Annexure III

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Annexure IV
 Women's life cycle: (Mahila Jeevana Chakra)



Annexure - V Training Provided by two FNGOs

Activity Name	FNGO	BLOCK	Physic.	Fin.	Beneficiary List									
					ST		SC		OC		TOTAL			
					Male	FM	Male	FM	Male	FM	Male	FM		
2	3	4	5	6	7	8	9	10	11	12	13	14		
Training on Tissue Culture	PRDATA	Tumudibandha	1	0	18	13	4	1	12	2	34	16		
Orientation on Accounts	PRDATA	Tumudibandha	1		5	1	5	5	4	1	14	7		
Orientation on Cash Book maintenance	PRDATA	Tumudibandha	1	5360	6	0	3	0	1	0	10	0		
Orientation Group Diary maintenance on SHG	PRDATA	Tumudibandha	1	1818	7	6	0	0	0	0	7	6		
Orientation on President	PRDATA	Tumudibandha	1	730	6	0	0	0	0	0	6	0		
Training on Ginger & Turmeric Cultivation	PRDATA	Tumudibandha	2	9764	67	18	5	3	3	0	75	21		
Training on ABC	PRDATA	Tumudibandha	1	4940	22	10	3	0	7	0	32	10		
Training on VSS (PFM)	PRDATA	Tumudibandha	1	3180	41	25	6	3	5	0	52	28		
Workshop on Collective Marketing	PRDATA	Tumudibandha	1	3850	3	55	0	2	1	0	4	57		
Role & Responsibilities Of Volunteers	PRDATA	Tumudibandha	1	7365	25	0	2	2	9	2	36	4		
Workshop on Forest Management	PRDATA	Tumudibandha	1	7700	54	3	7	3	9	0	70	6		
Livelihood plan preparation	PRDATA	Tumudibandha	1	4000	23	23	0	0	4	0	27	23		
Training on ole and Responsibilities of ABC	PRDATA	Tumudibandha	1	5550	41	8	0	0	4	0	45	8		
Training on Role & responsibilities of Volunteers	PRDATA	Tumudibandha	1	9290	26	3	6	0	2	0	34	3		
Training on Monthly Monitoring formats	PRDATA	Tumudibandha	1	1815	9	1	4	3	14	2	27	6		

Training on VDC level Record keeping	PRDATA	Tumudibandha	1	4080	15	1	5	3	6	0	26	4
Consulting Meeting with VLSC members	PRDATA	Tumudibandha	2	42575	22	1	10	3	4	0	36	4
Workshop on VDC level	PRDATA	Tumudibandha	1	23200	18	1	10	5	2	0	30	6
Training of volunteers on VLSC	PRDATA	Tumudibandha	1	10515	20	0	6	2	6	2	32	4
VLSC Record keeping	PRDATA	Tumudibandha	2	8000	35	47	16	14	0	0	51	61
Business Development planning with SHG members	PRDATA	Tumudibandha	2	10000	23	19	19	16	7	0	49	35
SHG Books on A/C training	PRDATA	Tumudibandha	1	11660	8	1	6	7	7	1	21	9
Consulting Meeting with VLSC members	PRDATA	Tumudibandha	2	9495	22	1	10	3	4	0	36	4
				Total	1123	245	136	85	122	22	767	336
Orientation to VDC member for Procurement of Agriculture inputs	JAGRUTI	Kotagarh	1	6470	13	0	18	0	15	0	46	0
Concept on Agricultural activity and management of Crop	JAGRUTI	Kotagarh	1	0	10	2	6	3	0	0	16	5
Training on Book keeping, Accounts & record keeping to Community Mobilisers	JAGRUTI	Kotagarh	2	8810	28	0	6	5	10	1	44	6
Training on Crop Management Disease Pest Control & Fertilizers application on tuber Crop	JAGRUTI	Kotagarh	16	95365	214	57	66	19	34	4	314	80
Training on Engg. Works	JAGRUTI	Kotagarh	2	16260	68	0	12	3	3	0	83	3
Role and responsibilities of process of reporting	JAGRUTI	Kotagarh	2	6700	11	2	3	3	0	1	14	6
				Total	344	61	111	33	62	6	517	100
											(83.79%)	(16.21%)

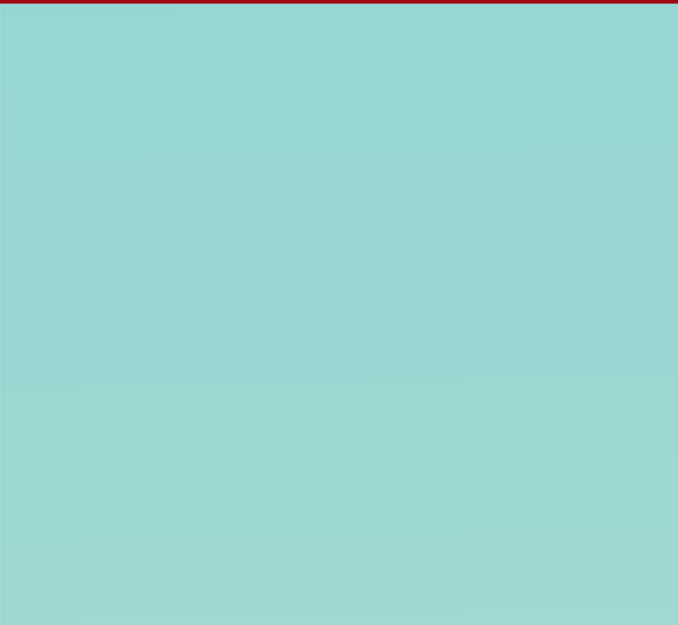
Annexure VI
List of People Met

Name	Designation	Department
Amulya Kandani	Team Leader	PRADAN
Bidyadhan	WDT Social	PRADATA
Abhaya Kumar Pasi	WDT Engineer	PRADATA
Lal Ambarish Ku	WDT Social	PRADATA
Sanjusta Nayar	WDT Micro Finance	PRADATA
Gitanjali Chakra	WDT Engg	PRADATA
Satyanarayan Mohanty	WDT Social	PRADATA
Prafula Ku Mohanty	Chief coordinator	SNADES
Trilochan Pandit	Micro Finance Officer	ITDA, Baliguda
Raj Kishore Panda	WDO	ITDA, Baliguda
Gautam Mohanty	Finance	O TELP
Chandra Mohanty	Forest Officer	ITDA, Baliguda
Barendra Mishra	PO,(PME)	ITDA, Baliguda
Bhagaban Jene	Representative	Jagruthi
Karunakar Raikia	PO (PME)	ITDA, Pkd
Debasis Jena	PO (CB)	ITDA, Pkd
Darsan Kumar Sahu	Aggr Offr	ITDA, Pkd
Khurshid Ali	WDO	ITDA, Pkd
Gagan Bihari Panda	FO	ITDA, Pkd
Ramulu Achari	MFO	ITDA, Pkd
Smruti Sugidha	MIS(Ex)	ITDA, Pkd
Kesab Chandra Patnaik	Accountant	ITDA, Pkd
Santhosi Pandi	DEO	
Gauravi	VL	
Arun Ku	AGR	WDT
Ababimanyu Ganda	Vetenary	WDT
Bhagabat Padhi	Coordinator	WDT
Sharmila Choudawry	Community Mobilizer	WDT
K Rama Rao	Civil Engg	WDT
Rohit Dalni	SHG member	
Tulasi	SHG member	
Sukumari Nayar	SHG member	
Sampid Pailu	SHG member	
Janaki Nayak prabasi	SHG member	Maasaralu
Debraj Raika	Community member	
Deepak Mohanty	Programme Director Revenue and Administrative Officer	PSU, O TELP PSU, O TELP
Gopabandhu Das	Programme Officer	PSU, O TELP
Subrat K Kar	Programme Officer	PSU, O TELP
Pravanjan Mahapatra	PO(PME)	PSU, O TELP
Suresh Patnaik	PO(L&NRM)	PSU, O TELP
Ms Madhusmita Nayak	Manager, MIS	PSU, O TELP

Community members in each watershed

Glossary

DFID	Department for International Development
DWACRA	Development of Women and Children in Rural Areas
FNGO	Field Non Government Organization
ICDS	Integrated Child Development Scheme
IFAD	International Fund for Agriculture Development
ITDA	Integrated Tribal Development Agency
NGO	Non Government Organization
NREGA	Nation Rural Employment Guarantee Act
NREGP	Nation Rural Employment Guarantee Programme
NTFP	Non Timber Forest Produce
OTELP	Orissa Tribal Empowerment and Livelihoods Programme
PDS	Public Distribution System
PST	Procurement Support Team
PSU	Project Support Unit
SHG	Self Help Group
TOR	Terms Of Reference
VDC	Village Development Committee
WDT	Watershed Development Team
WFP	World Food Programme



For more information visit OTELP in Orissa at www.otelp.org

NR Management Consultants (I) Pvt. Ltd.

Procurement Support Team, OTELP
N-1, A-5, IRC Village
Bhubaneswar - 751 015
Tel.: +91 674 2551243, 2551710
Fax : +91 674 2558808

NR Management Consultants India Pvt. Ltd.

C/o. CABI, Office Block, II Floor
National Agriculture Science Center
DPS Marg, New Delhi - 110 012
E-mail: info@nrmcindia.co.in
Tel.: +91 11 2584 0594
Telefax : +91 11 2584 2907



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