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GOVERNMENT OF KERALA

Abstract

Social Justice Department – Gender Equality and Women's Empowerment Policy - approved - orders issued.

SOCIAL JUSTICE (B) DEPARTMENT

G.O.(Ms) No. 27/2015/SJD

Dated, Thiruvananthapuram, 16.04.2015

Read: Letter No. R&D-27374/14 dated 09.10.2014 from the Director, Social Justice Department, Thiruvananthapuram.

ORDER

As per the letter read above, the Director of Social Justice has submitted a Draft Gender Equality and Women's Empowerment Policy of the State, incorporating the comments/views of the experts in the field, with a view to lay a basis for the harmonious coexistence of both sexes in society with equal access to economic, social and political opportunities, resources and benefits.

Government have examined the matter in detail and are pleased to approve the Gender Equality and Women's Empowerment policy of the State as appended to this order.

By order of the Governor,  
Dr.K.M.Abraham,  
Additional Chief Secretary

To

- ✓ The Director of Social Justice, Thiruvananthapuram.
- The Principal Accountant General (Audit), Kerala, Thiruvananthapuram.
- The Accountant General (A&E), Kerala, Thiruvananthapuram.
- The Accountant General (DB Cell), Kerala, Thiruvananthapuram.
- General Administration (SC) Department
- Web and New Media(for publishing in the web site)
- Stock file, O.C.

Forwarded/By order

Section Officer

**GENDER EQUALITY AND WOMEN'S EMPOWERMENT**  
**POLICY FOR KERALA (2014-2020)**

DEPARTMENT OF SOCIAL JUSTICE  
GOVERNMENT OF KERALA

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#### Acronyms

Department of Social Justice:	DSJ
Economic and Social Council:	ECOSOC
Gender Advisory Committee:	GAC
Gender State Coordination Committee:	GSCC
Gender-Based Violence:	GBV
Gender Equality & Empowerment Policy:	GEWE
Information, Education, and Communication	IEC
Kerala Legal Services Association	KLSA
National Family Health Survey	NFHS

# Kerala Gender Equality & Empowerment Policy

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## I. Background and Introduction

1. **The Gender Equality and Empowerment Policy (the GEWE Policy) outlines the approach of the Government of Kerala (GOK) to gender and development.**<sup>1</sup>The GEWE Policy applies to all departments, agencies, enterprises, boards or other units (entities) in Kerala that receive public funds. This policy aims to lay a basis for the harmonious coexistence of both sexes. It aims to do so within a framework of mutual respect, for the equal access of women and men to economic, social, and political opportunities, resources, and benefits; and for a society where both women and men can participate in and benefit as equal partners in the development process of their communities, the State, and the country.
2. **This policy updates GOK's previous Policy on Women issued in 2009** (GO (Rt) No 13/2009/SWD dated 17 Feb 2009 referred to as previous policy). The GEWE policy differs from the previous policy in three important ways that are discussed below.
3. **The GEWE policy shifts from a focus on women to one on gender equality and rights.** This shift implies two differences from the previous policy. The GEWE will adopt gender mainstreaming as the key approach to achieving gender equality, that is, it will address underlying gender biases in development that lead to unequal sharing of development benefits. Second, the GEWE recognizes that men, along with women, need to be fully involved in the process of social transformation and change. The primary focus of the GEWE Policy will continue to be on women's empowerment and rights, which is central to achieving gender equality in the Kerala context. However, the policy recognizes that there are emerging male gender issues that also must be considered if Kerala is to achieve gender equality. This is necessary not only to ensure an 'equality' approach, but also to mitigate risks that these emerging male gender issues such as alcoholism and increased violence could pull Kerala back from its significant levels of achievement in the area of women's empowerment.
4. **The GEWE policy establishes a process and accountability framework to design and monitor gender-informed development projects and programs in the State, across all line departments.** The policy consolidates and strengthens the institutional arrangements in the state to ensure that gender is integrated into all relevant development interventions.

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<sup>1</sup>There are 3 recognized genders in India: Female, Male, and Transgender, who are all entitled to protection under Article 14 of the Constitution. (In The Supreme Court Of India Civil Original Jurisdiction Writ Petition) (Civil) No.400 Of 2012 National Legal Services Authority ... Petitioner Versus Union Of India And Others ... Respondents). The Department of Social Justice (DSJ) is undertaking a survey to better understand the priorities and needs of the transgender community. After an analysis of the feedback, this policy will be revised or another policy will be issued in this regard.

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Projects and programs for addressing gender issues in the State will be determined at the entity level within the framework of the GEWE policy, which only provides the institutional arrangements for preparing and monitoring of such gender action plans. Thus, a tribal gender action plan will need to be prepared by the tribal development department with inputs from all stakeholders, particularly tribal women and men. Such a policy framework enhances accountability of all entities for addressing gender equality issues.

5. **Third, the GEWE policy enhances accountability for results in the area through clearly articulating a results framework within which gender issues can be addressed and monitored in Kerala.** This was a major lacunae in the previous policy. The previous approach has also resulted in fragmented results that may be individually successful, but do not effectively contribute to strengthened gender equality at a state level.

6. **In sum, the GEWE policy is based on a more inclusive policy.** It covers both women and men,<sup>2</sup> focuses on addressing gender biases embedded in Kerala society and traditions through a shift to gender mainstreaming, and provides a framework that will enhance development effectiveness, increase accountability at the agency level, and facilitate monitoring at the State level.

7. **There is also now significant demand for gender equality in Kerala.** A study conducted by the Kerala State Planning Board noted that nearly 74.72 per cent of the respondents to a survey (25.51 % partially agree, 21.63 % almost agree and 27.58 % completely agree) had reported that gender inequality is a serious social issue in Kerala (2012). Ninety percent of the respondents were of the view that it is important to integrate gender considerations into the evaluation of development projects. Further, in order to see gender outcomes in evaluations, it is critical to ensure gender considerations at the level of planning, design, budgeting, implementation and monitoring.

8. **The road map for the policy paper is as follows.** After this brief section on the rationale for the policy, the next section discusses the reasons why "gender equality" is selected as an objective. Section III briefly summarizes a situational analysis of gender issues in Kerala. Section IV presents the proposed GEWE policy, its objectives, approaches, implementation arrangements, and the results framework.

## **II. Why Gender Equality, Rights & Women's Empowerment?**

9. **Gender equality is a Constitutional promise in India.** Article 14 guarantees both women and men equality before the law and equal protection of the law. Article 15 prohibits any discrimination on a variety of grounds, including sex. Article 15(3) permits the state to make special provisions to address inequalities faced by women. Article 16 provides for equality of opportunities in matters relating to employment or appointment to any office

<sup>2</sup> While discrimination against men happens in individual cases (such as gender based violence by women, particularly emotional and verbal), typically discrimination against women is more entrenched and is more pervasive in society.

under the State. Article 39 (a) directs that state policies should secure that all women and men have equal rights to means of livelihood, as well as equal pay for equal work. Article 42 requires the State to make provision for ensuring just and humane conditions of work and maternity relief. The Constitution also imposes a fundamental duty on every citizen through Articles 51 (A) (e) to renounce practices derogatory to the dignity of women. Thus, gender equality is an indigenous concept emphasized in the governance framework of the country and the State.

10. The Indian government is also a signatory to CEDAW, and ratified it in 1993, so is bound under international law to uphold the principles and values enshrined in CEDAW with regard to non-discrimination, substantive (not just formal) equality and state obligation for planning, programming and financing for women's rights. The only reservation was non-interference with regard to customary and family law. The Indian government's progress on CEDAW obligations are charted every four years in front of an independent CEDAW Committee made up of experts.

11. **Promoting gender equality is now internationally accepted as an integral facet of development strategy.** Since the 1995 Beijing conference<sup>3</sup> and the 2000 Millennium Development Goals, as well as in the proposed Sustainable Development Goals (SDGs) for the post-2015 development agenda, gender equality, women's empowerment and rights are a key objective accepted by all progressive countries around the world. There is ample development evidence that gender equality helps to reduce poverty levels among women and men, enhance inclusive growth, and increase efficiency of public investments, in addition to being part of the human rights agenda of all member states. Gender equality is not about equal numbers, because the needs and priorities of women and men differ based on their biological differences; it is about removal of any social constructs that prevent equal access to economic, social, and political opportunities and development resources.<sup>4</sup> It facilitates conditions for women and men to share power equitably, and influences all aspects of life leading to a truly democratic society. This is the principle of 'substantive equality', enshrined in CEDAW, which emphasizes equality in results, not only in access and opportunity.

12. **Even under a GEWE policy, therefore, it will be essential to focus on women's rights and empowerment – social, economic, and political.** The GEWE policy recognizes that gender equality will remain illusory without an equal playing ground. This implies that special provisions or 'temporary special measures' for women will continue to be necessary, even in present day Kerala to address the significant inequalities faced by women.

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<sup>3</sup>Fourth World Conference on Women: Action for Equality, Development and Peace, a conference convened by the United Nations 4-15 September 1995 in Beijing, China

<sup>4</sup>Thus, more women may seek to become teachers, while more men may seek to become pilots. This is not considered inequality, as long as this is based on individual choices and preferences, and not because of constraints placed by society to accessing preferred opportunities.

### III. Summary Analysis of Gender Issues in Kerala

13. **Successive governments of Kerala have taken significant efforts to implement the Constitutional promise of gender equality.** The Government has formulated and implemented many recognized programs to support women's empowerment. As early as in 1998, Kerala initiated the gender budgeting process at the Local Government level and mandated the Local Bodies to allocate at least 10 per cent of the plan funds devolved by the State specifically for women (Women Component Plan). The Kerala Panchayat Raj Act 2009 and Kerala Municipality Act 2009 helped to reserve 50 percent seats in local bodies for women. "Kudumbashree", another major program started in 1998, has contributed to empowering women through grassroots organizations. The Kerala Rural Employment Guarantee Scheme is currently benefitting a large group of women; it provides 100 days of guaranteed employment in a financial year, wages for which are directly deposited into the women's bank accounts.

14. **More recently, there have been some innovative activities established by the Department of Social Justice that has led to economic empowerment of women through innovative partnerships.** With overall support and facilitation from the state machinery, in close collaboration with many private sector partners, the She Taxi project is incentivizing and empowering women in a field where women were almost invisible. In partnership with NGOs, DSJ has recently expanded the experience of running one shelter for sexually abused women in Trivandrum to nine districts in Kerala, in close collaboration with Civil Society Organizations to ensure that the social and economic rights of these women are fully protected and their mainstreaming into society is facilitated. The Kerala State Women's Development Corporation (KSWDC) also seeks to bring women out of binding normative strictures by making them active participants in the development of the State. The Kerala Women's Commission has been working to empower women inter alia through several capacity development efforts as well as addressing complaints about harassment of women.

15. **As a result of these sustained efforts and other factors, Kerala has achieved enviable social development indicators.** Its achievements in the areas of universal primary education both for boys and girls and its high literacy rates for women and men are a pride not only to the State but also to the country. Kerala has also achieved the distinction of having the lowest dropout rates among Indian states in 2011-2012 (Economic Review Report 2013). Although there are still many gender issues that need to be addressed, conventional issues of enrollment and completion have been addressed to a great extent. In fact, there is a growing concern that there are biases against girls at the tertiary level.

16. **Health indicators are some of the best in the country.** Kerala is one of the few States where the female-male sex ratio is over one (1084 women for every 1000 men while the national rate is 940 according to the provisional data for the 2011 census). Life expectancy is at 71 years for men and at 74 for women.<sup>5</sup> A woman in Kerala is expected to have an average of 1.9 children in her

<sup>5</sup>(<http://www.kerala.gov.in>)

lifetime. The National Family Health Survey-3, 2006 (NHFS-3) found that almost all women who gave birth in the five years preceding the survey received antenatal care from a health professional, including 98 per cent from a doctor and one per cent from a traditional birth attendant or ICDS worker. Interestingly, 90 per cent of fathers were present at least at one antenatal care visit. This said, there are other issues suggesting a gender imbalance. The child female-male sex ratio is below one, and there is a critical need to understand this disturbing phenomenon. There is need for updated and further disaggregated indicators to better understand gender issues. The Planning Commission Report on Kerala (2008) notes that the educational and health capabilities of women in Kerala have been harnessed within a familial ideological structure that has served to reinforce gender divisions rather than to expand freedoms for women and men. Many have suggested that there is a need to study new and emerging issues such as mental health through a gender lens.

17. **There is, however, significant concern that the high levels of human development are not sufficient by itself to usher in gender equality.**<sup>6</sup> There continue to be high levels of gender inequalities at the economic, social, and political levels. Women's limited ownership over physical assets (such as land and space for activities), and their lack of mobility, constrains outcomes.

18. **At the economic level, significant gender inequalities in labor participation are noted.** The Economic Review report (2013) of the Kerala Planning Board notes that the female labor participation rate (LPR) in Kerala is only 35.4, while the male LPR higher at 82.4.<sup>7</sup> Typically, in other countries with high human development, the Review notes that female LPR is around 60 and the male LPR is around 70. As noted in the 2013 report, "the economic empowerment of women is attained only when they become an integral part of labour force and ultimately be gainfully employed." The 2008 Planning Commission Kerala State Development report points out that withdrawal from the labor force could be partly the result of an "informed choice" but adds that such a choice entails considerable risk of vulnerability by reducing women's direct access to earned incomes (pg. 406). Across India, the burden of unpaid and care work and lack of recognition, and redistribution of women's unpaid work, including care, also contributes to low levels of labour force participation.

19. **Gender-based violence against women is prevalent in Kerala despite its superior levels of women's educational attainments.** Statistics from the National Crime Records Bureau indicate that Kerala is among the top six states in terms of rates against women (crimes per 100000). Kerala has the third highest rate of incidence of violent crimes in 2010, next only to Jammu and Kashmir and

<sup>6</sup> "The crucial issue for Kerala is why the high levels of literacy and education of women are not enabling them to move from low value adding to high value adding activity; the mobility is from one low end to another low end activity," says Mridul Eapen, honorary fellow, Centre for Development Studies (CDS), Thiruvananthapuram. "Patriarchy in contemporary Kerala is apparent in a generalised social commitment to women's domestic role, implicit in their poor visibility in the public sphere reflected also in their poor employment profile."

<sup>7</sup> <http://www.timescrest.com/society/high-learning-low-work-10753>

<sup>8</sup> The calculation for Kerala is based on data from NSSO 68TH Round (July 2011- June 2012).

manipur. In 2006, National Family Health Survey-3 found that 66 percent of women respondents and 55 percent of the male respondents were of the view that spousal beating is acceptable if there is a justifiable cause. Despite the protection afforded by the Law on Protection of Women from Domestic Violence Act (2005), NHFS-3 also found that only 36 percent of women who had ever experienced violence have sought help through institutional remedies. Fast track courts to try crimes against women are still to be established.

20. **Although much better than in other states, limited access to water and energy sources is still a problem for a sizeable proportion of women in Kerala.** Women, typically responsible for domestic chores, suffer from multiple burdens. The NHFS-3 indicates that 69 per cent of households use an improved source of drinking water (77 per cent of urban households and 65 per cent of rural households), but only 13 per cent have water piped into their dwelling, yard, or plot and 12 per cent get drinking water from a public tap or standpipe.<sup>8</sup> Access to LPG (cooking gas) is limited to only 22 per cent of the rural population and 59 per cent of the urban population. The rest depend on firewood and other sources of energy (NSSO data 2008). In urban Kerala, dependence on firewood and chips for cooking is highest in India (41 per cent).

21. **Increasing alcoholism and violence against women are further increasing the stress on women and constraining achievement of gender equality.** In addition, more boys than girls are missing at the tertiary levels, and there is inadequate data to understand this phenomenon because there is no focus on boys or men, the important "other" of the gender equation.<sup>8</sup> Thus, while the predominant focus in development may continue to be on women, the State also recognizes that there are male gender issues that cannot be ignored if gender equality and empowerment are to be achieved.<sup>9</sup>

22. **At the political level, the voices of women are weak at the state level, as noted in the Economic Review (2013).** With one woman out of a high court of 29 (judiciary), 7 women out of 142 legislators (legislative), and one out of 9 State Planning Board Members (executive), the voices of women are not equally heard in these important state-level decision making bodies. There are few developed countries (or for that matter states in India) where there is such a lack

<sup>8</sup>Figures released by the Ministry of Human Resources Development (MHRD) (GOI, 2011) indicate that in Kerala, out of every 100 students, about 54 are women; in India, on the other hand, only 40 out of every 100 students are women. (GoI (2011) Statistics of Higher and Technical Education: 2009-10. MHRD: Bureau of Planning, Monitoring & Statistics, New Delhi); See <http://www.spb.kerala.gov.in/~spbuser/images/pdf/er12/Chapter4/chapter04.html#UHE> "15665 students were admitted to post graduate course in the State in 2011-12. 78.6 per cent of those enrolled in PG courses are girls. ... Girls constitute 68.8 per cent of total enrolment for degree courses." Many reasons have been suggested for this, including the pressure to join the labour market being higher among young males from the poor families than females because of taboos against sending women out for jobs; boys joining out-of-state universities for higher education, immigration, girls obtaining higher grades and being able to join universities on a merit basis, and so on.

<sup>9</sup> For example, while countries such as UK had policies to protect women from violence perpetrated by men, increasingly the policies also protect men who suffer violence at the hands of women.

of women's voices in key bodies.

23. **Although the framework for addressing gender equality must be framed under the leadership of the Government, the roles of NGOs, civil society, particularly women's rights organisations, and the private sector cannot be understated.** Forging critical partnerships with these groups is essential. Setting aside Kudumbashree, other NGOs play an ad hoc role; there is also no strategic involvement of the private sector, except in a few cases such as the She Taxi. The private sector should be a very helpful partner in strengthening relevant capacity among girls and women. Stronger partnerships under the leadership of the Government, thus, will help to enhance the achievement of desired objectives.

24. **Thus, there are miles to go in Kerala before the state can achieve gender equality.** There is a clear need to rejuvenate and modernize the gender policy. The implementation of the current policy is weak; the results are fragmented given the lack of a holistic vision; and there is no cohesive monitoring framework. The proposed policy is forward looking, brings in greater accountability, and ensures a holistic monitoring framework.

#### **IV. GOK's GEWE Policy**

25. This GEWE Policy of the Government of Kerala explains the broad framework within which gender considerations will be integrated into development interventions in Kerala. It states the policy goals and objectives, the approaches, implementation processes, and notes a few selected areas of focus given Kerala's socio-economic context.

##### **Goals and Objectives of GEWE Policy**

26. **The GEWE Policy supports the achievement of a just society where men and women have equal access to development opportunities, resources, and benefits and equal voice in key decisions that shape their lives, communities, and the state, and to live a life free from all forms of violence.** Specifically, it aims to reduce gender-based discrimination and disparities in access to, and control over development benefits.

**Gender equality is an imprecise term that is interpreted differently by different people and cultures.** For purposes of this policy, gender equality will be achieved through the following specific objectives and outcomes:

- **Objective 1:** To ensure security and freedom from violence, particularly gender-based violence;
- **Objective 2:** To ensure women's access, ownership and control over resources and capabilities, in order to obtain their right to livelihoods, decent work, and social protection, including gender-responsive infrastructure and policies/programmes addressing women's unpaid work; and

- **Objective 3:** To create and strengthen voice and agency of women in formal as well as informal institutions that are involved in decision-making on social, political and economic issues.

27. **The above objectives together provide a cohesive and comprehensive results-based framework for achieving gender equality in the State.** A result that contributes to any of the above 3 objectives will be considered a contribution to gender equality. This results framework (Figure 1) consisting of these 3 dimensions will guide all institutional stakeholders in designing their contribution to gender equality. Capacity development and justice issues will form cross-cutting issues in all 3 dimensions, as will innovative partnerships with private and the non-governmental sectors.

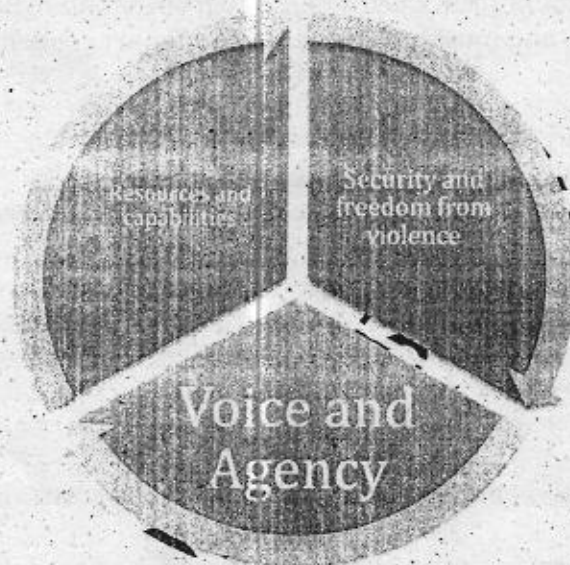


Figure 1: A Results Framework for Gender Equality

#### Policy Approaches

28. **The State government will give high priority to gender mainstreaming in all development policies and interventions financed in full or part through use of public funds.** Gender mainstreaming is not a new approach<sup>10</sup>; it was established as an intergovernmental mandate in the Beijing Declaration and Platform of Action as early as in 1995, and again in the Economic and Social Council (ECOSOC) Agreed Conclusions (1997/2).

29. **Gender mainstreaming requires that gender perspectives are an integral part of all development activities and interventions.** This will require integration of gender considerations across all programmes, policy development, research, advocacy, development, implementation; and monitoring of norms and standards, and planning, implementation, monitoring and evaluation of projects. In designing policies and programs, a preliminary gender

<sup>10</sup> In Kerala too, gender mainstreaming has been recommended by previous Governments as an optimal strategy to achieve gender equality and women's empowerment. At a sector level, it is being practiced by some departments, with women's empowerment as the key objective (Kudumbashree, for example).

analysis should be undertaken to identify any differentiated effect of the activity on women and men. Gender issues may then be addressed in interventions, which have a differentiated impact preventing women and girls in accessing the benefits of the intervention.

30. **This policy encourages a simultaneous focus on rights and empowerment of women.** On the one hand, the Government will support mainstreaming gender issues into all policies, programs, and projects supported by the State to support gender equality. On the other hand, the Government will continue to support targeted interventions to promote women's rights and empowerment, particularly through grassroots organising and training in areas where women are marginalized and their access to resources or voice is highly restricted. In the short- and medium-term, such support will be essential. Both approaches are complementary, and must be carried out to support gender equality.

#### Policy Implementation

31. **Each entity receiving public funds from the State or central government must prepare a gender action plan as an annex to its overall planning document.** The action plan<sup>11</sup> will include:

- A brief note on the specific gender issues in the sector, and assessment on whether existing approaches and programs are consistent with the new GEWE policy, and if not what steps are being proposed;
- Explanation of how gender will be mainstreamed in the entity's interventions;
- Description of specific interventions focused on women's empowerment; and
- Identification and improvement in the availability of gender-related data in the sector;
- Definition of gender-responsive indicators for outcomes and outputs in the results framework
- Reports and outcome documents of consultative meetings carried out with women's rights organisations, collectives and other relevant civil society representatives in addition to due consultative process with government stakeholders

32. **Participation of women in the design, implementation, and monitoring of development interventions will be part of this approach.** In Kerala, given the highly participatory nature of development planning and implementation, there are several mechanisms to do this. Each entity can select the most relevant and efficient mechanism to foster such participation in the preparation of its gender action plan. Consultation may be undertaken with both women and men to understand all perspectives of the gender dimension. In conservative pockets, where it may not be possible to have such mixed groups, it

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<sup>11</sup>A sample gender action plan and an overall monitoring framework will be developed by Department of Social Justice (DSJ) in consultation with relevant stakeholders within 3 months of the approval of the policy and such tools will be available on the webpage.

will adequate to hold such sessions separately.

33. **Strengthened Partnerships will be a special facet of the policy.** The involvement of voluntary organizations, associations, societies, non-governmental organizations, women's organizations, as well as institutions dealing with education; training and research will be encouraged in the formulation, implementation, monitoring and review of gender action plans under the GEWE Policy. To this end, networks must be encouraged and directories of relevant agencies and stakeholders developed. Such agencies can be provided with appropriate support in terms of resources and capacity building, and facilitated to participate actively in the process of supporting gender equality.

#### Human and Financial Resources for Gender Mainstreaming

34. **Each entity should appoint a staff member as a gender resource person (GRP).**<sup>12</sup> At least 50 percent of such person's time must be assigned for gender-related responsibilities, although in specific cases this may differ depending on the extent of gender mainstreaming in the institution. The GRP shall be responsible for advising his or her entity on gender issues, provide feedback and reports as required under the policy, and establish a simple but effective monitoring and evaluation system.

35. **Each entity should also set aside a specific percentage of its resources to support capacity development, undertake evaluations, and develop schemes to achieve policy objectives.** This should be an amount not less than 1 percent of its development funds. The amount of funds set aside for the purpose must be specified in the Gender Action Plan, and must be made available to the Gender Resource Person in the entity to develop and support targeted interventions to support gender equality as well as to support gender mainstreaming in key project to strengthen the capacity of entity staff.

36. **DSJ, as lead agency, will initiate the organization of "Training of Trainer" capacity development modules for gender mainstreaming.** This will include training relevant functionaries on gender mainstreaming, creating forums for discussing plans and experiences, and disseminating information on gender mainstreaming. A manual on gender mainstreaming, as well as references to various relevant sources for capacity development, will be available on the DSJ webpage within 30 days of policy approval. DSJ will also maintain a list of trainers and gender experts to support the effort of government agencies to promote and sustain gender mainstreaming.

#### Accountability Framework for Policy Implementation

Table 1: Roles and Responsibilities of Different Stakeholders

Institution/Unit	Responsibilities
Gender Resource Person	<ul style="list-style-type: none"><li>Strengthen self capacity on theories of gender equality and gender mainstreaming through reading and participating</li></ul>

<sup>12</sup> Where the entity has already established a gender unit or charged a person with such responsibility, this would be adequate and such unit or person may be charged with the responsibility of implementing the GEWE Policy.

Institution/Unit	Responsibilities
	<p>in available training</p> <ul style="list-style-type: none"> <li>• Support other staff to understand the criticality of gender equality for effective development and support them in gender mainstreaming</li> <li>• Monitor, evaluate, and cause to collect disaggregated data on sector programmes and their impact on gender equality</li> <li>• Prepare and submit to the CAG bi-annual reports along the format prescribed under the policy</li> </ul>
Entity receiving public funds	<ul style="list-style-type: none"> <li>• Appoint a Gender Resource Person, with knowledge and technical ability in the subject, and support them in developing their capacity in gender analysis and planning</li> <li>• Assess the current status of gender mainstreaming in the department, which should feed into the departmental action plan</li> <li>• Establish a process through which the quality of gender mainstreaming and the adequacy of the monitoring framework is verified</li> <li>• Provide budget lines for gender operations</li> <li>• Support the Gender Resource Person to translate the GEWE into institution-specific strategies and programmes (action plans)</li> </ul>
Department of Social Justice	<ul style="list-style-type: none"> <li>• Establish appropriate mechanism for coordinating Gender Mainstreaming at all levels as required by the GEWE Policy and develop a more detailed strategy an overall monitoring framework for the policy within 3 months of policy approval</li> <li>• Develop resources and tools for effective gender mainstreaming at the departmental level as well within DSJ and make available on the webpage</li> <li>• Develop and deliver a model training on gender mainstreaming, implementation, and monitoring</li> <li>• Increase awareness on gender issues at all levels including from policy makers to actors at the grassroots level through a carefully planned IEC program</li> </ul>
Gender Advisory Committee	<ul style="list-style-type: none"> <li>• Supervise the overall implementation and monitoring of the GEWE Policy, and the progress thereof</li> <li>• Coordinate, and tap synergies among, the efforts of different entities</li> <li>• Prepare an annual report on progress and results of GEWE Policy to be presented to the GSCC no later than June 30<sup>th</sup> of each year</li> </ul>
Gender State Coordination Committee	<ul style="list-style-type: none"> <li>• Facilitate the effective implementation of the GEWE Policy by advising, guiding, and taking necessary action on key legal and policy issues and strategies to attain gender equality</li> <li>• Review allocation and utilization of funds to support gender equality</li> <li>• Enhance awareness among legislators on the importance of gender equality for the development of Kerala</li> <li>• Mobilize adequate resource for the implementation of the GEWE Policy</li> </ul>

57. **No new institutional arrangements are envisaged for policy implementation.** Existing committees will be restructured and their mandates expanded to address gender issues.<sup>13</sup> A Gender Advisory Committee (GAC) and a State Gender Coordination Committee will supervise the implementation, coordination, and monitoring of the GEWE Policy.<sup>14</sup> State-level accountability for policy implementation and results will lie with the GSCC (Table 1). Accountability for gender mainstreaming at the sector or thematic levels will remain with individual departments or agencies.

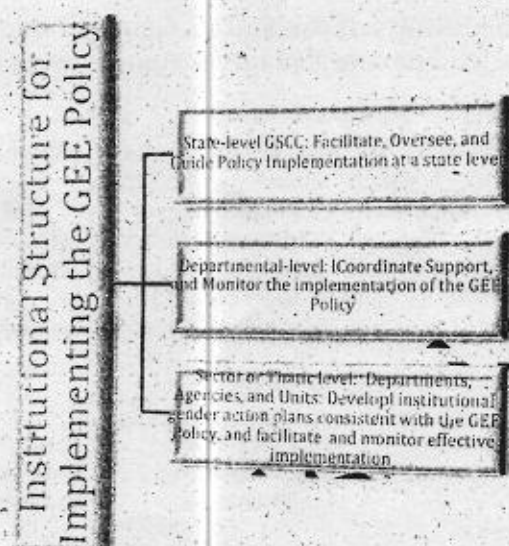


Figure 2: Implementing Arrangements for GEWE Policy

38. **The Minister of Social Justice will chair the GAC.** The GAC will be responsible for providing guidance as well as establishing norms for monitoring policy implementation.<sup>15</sup> The GAC will meet twice every year to discuss issues related to capacity development in this area, and assess progress in policy implementation. The GAC will issue an annual gender equality report recording the results in this area and their contribution to policy objectives. It should also indicate proposed actions to enhance development effectiveness in this area.

**The GAC will work under the overall guidance of a Gender State Coordination Committee (GSCC).** The Chief Minister of the State will chair the GSCC. This high-level committee will review and inform key policy decisions, ensure that the synergies between different departments are being tapped, review allocation and utilization of funds, and oversee policy implementation and progress at a state level. Unless specifically required otherwise, the GSCC will meet once a year to discuss the annual gender equality report from the GAC, which will be presented to GSCC no later than June 30 of each year. The GSCC will

<sup>13</sup> The Current Nirbhaya State Committee will be transformed into the Gender State Coordination Committee. The GAC, which previously existed in the State, will be revived.

<sup>14</sup> After the policy is issued, membership of the GAC and the GSCC will be confirmed by DSJ in consultation with other key Government Departments.

<sup>15</sup> The GAC and the GSCC will be reconstituted keeping in mind its new mandate after the GEWE Policy is approved.

make recommendations as may be needed to GAC for improving policy implementation and results. Within 2 months of receipt of the report, the Annual Report will be endorsed by GSCC and placed before the legislature.

**Each entity will send a brief progress report on policy implementation every 6 months to GAC.<sup>16</sup>** A common format for the report will be prepared and provided by GAC. This is necessary to understand and aggregate the results of the policy at a state level.

#### Monitoring and Evaluation of the Results of the State's Gender Policy

Table 2: Sample Results Framework for Gender Equality & Empowerment in Kerala

Goals/Impact Universal Results Framework for gender equality	Women lead lives with security and free from all forms of violence	Women have equal access, ownership and control over resources and capabilities, for their right to livelihoods, decent work and social protection	Women have stronger voice and agency in formal as well as informal institutions involved in decision- making on social, economic and political issues
Outcomes/Objectives  (Outcomes are defined and understood as owned by the State; they reflect expected development changes in programme countries.)	Reduced incidence of gender-based violence  Reduced maternal mortality	Reduced gender disparity in tertiary enrollments  Increased equality in employment, business ownership, and managerial or decision making positions  Improved female labour force participation  Reduced unemployment of women  Reduction in women's unpaid work, including care (as demonstrated through time use studies)  Improved access, ownership and control by women, individually and/or collectively, over productive resources	Increased voices of women in key decision making bodies  Strengthened gender equality resulting from improved gender friendly budgeting and monitoring in local councils

<sup>16</sup>A simple format for the report will be provided on the DSJ webpage.

Goals/Impact Universal Results Framework for gender equality	Women lead lives with security and free from all forms of violence	Women have equal access, ownership and control over resources and capabilities, for their right to livelihoods, decent work and social protection	Women have stronger voice and agency in formal as well as informal institutions involved in decision- making on social, economic and political issues
		such as land, finance, and technology	
Intermediate Outcomes and Outputs for Gender Equality (these are results of support provided by different departments and agencies at the institutional level)	Increased awareness of the public including youth on the importance of gender equality  Opening of one stop service centers to address GBV  Improved quality of alcohol de-addiction centers  Justice systems strengthened to addressing gender-based violence including treatment of offenders to reduce recidivism	Gender-responsive social and economic infrastructure that responds to the differentiated needs of both women and men  Improved skills in relevant tasks through retooling and training  Strengthened support for credit, technical support, and other allied services	Improved IEC programs on gender equality  Improved availability and use of relevant gender statistics in designing development interventions

39. **The State Government gives high priority to monitoring and evaluation of policy results.** Each entity will specifically identify and monitor the key indicators for assessing its contribution to gender equality. These indicators will be associated with the one or all of the three dimensions of the policy's results framework, and will include a baseline to assess change, as well as a benchmark to assess performance. Table 2 illustrates the type of outcome and outputs indicators associated with each of the 3 key dimensions. Gender-aware monitoring and evaluation capacity development will be a module in the initial training conducted by DSJ. Utilizing a methodology agreed with GAC, DSJ will also conduct amid-term evaluation of policy implementation and results in 2017, three years after the initiation of the policy implementation.

### Specific Areas of Focus

40. **While all entities must mainstream gender as required in this GEWE Policy, there are areas where special focus will be warranted, given the status of gender equality in Kerala. The following are some key priority areas where gender issues will need to be addressed, and appropriate monitoring indicators identified.**

**Objective: Strengthened Economic Empowerment of Women Through Livelihood Opportunities and Capacity Development**

- Strengthen women's right to livelihoods through access to decent work opportunities for paid employment, self-employment and through social protection measures
- Strengthen access to credit with requisite technical support and capacity development through self-help groups such as Kudumbashree, particularly to women below poverty line.
- Enhance the equitable participation of women in capacity development and vocational training efforts to improve skills and business training so that larger numbers of women can translate their literacy and/or education into remunerative activities or work.
- Strengthen women's role in electronics, information technology and food processing and agro industry through provision of comprehensive support in terms of support services and training to participate in various industrial sectors, as well as through advocacy with the private sector.

**Objective: Improved Justice and Reduced Gender-Based Violence**

- Develop and implement an Information, Education Communication Campaign to raise awareness on social and cultural determinants of gender equality to change mindsets and to establish gender harmony.
- Expand the concept of Nirbhaya shelters from Trivandrum to other districts in a phased manner in collaboration with NGOs and other partners.
- Strengthen a more empathetic justice mechanism through capacity development of key actors, establishment of fast-track courts to try cases involving crimes against women and children, and issuance of standards of care documents for Nirbhaya.
- Expand and establish one-stop crises centers and publicize services afforded by the Kerala Legal Services Authority (KLSA) (2012, p.126) in collaboration with the judiciary and KLSA...
- Revise laws and strengthen processes to reduce violence against women and to also address issues related to any misuse of the law.

**Objective: Strengthened Protection of Women in Difficult Circumstances**

- Ensure a comprehensive package of social protection for women recognizing the diversity of women's situations in extreme poverty, destitute women, women affected by natural calamities, elderly women, single women and men in difficult circumstances, women headed households, women who are victims of GBV, deserted women and so on. In addition, efforts should aim at enabling homeless residents in the State, particularly those who have no residential addresses, to access social transfers and benefits provided by the Government.

**Objective: Gender Responsive Infrastructure**

- Equitable representation of women and men should be ensured in all strategic planning, consultations, design, implementation, and monitoring and evaluation processes for preparing and implementing infrastructure projects to ensure that they respond to the priorities and needs of both women and men. Particularly separate male and female toilets in all public

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places, daycare centers for children, street lighting, safe public transport measures, and so on.

**Objective: Improved Adaptation to Climate Change**

- Both women and men will be involved and their perspectives reflected in the policies and programmes for environment, conservation and restoration. Considering the impact of environmental factors on their livelihoods, both women and men's participation will be ensured in the conservation of the environment, control of environmental degradation (such as wetlands), and in adapting to climate change.

**Objective: Reduced Male Gender Issues That Constrain Gender Equality**

- Addresses issues related to male alcoholism that are affecting men's health but also constraining women's empowerment
- Undertake research to better understand the lower male participation at tertiary levels of education
- Provide better counseling for women and men (families) to address issues of abuse and reduce violence
- Engage young adolescent boys and youth in productive and state building activities

**Objective: Improved Availability of, and Use of Gender-Aware Statistics**

- Improve availability and use of gender-related and sex-disaggregated data, in policy formulation and in the planning and implementation of development interventions
- Ensure existing information is available in a user friendly form for use by policy makers, researchers, and the public in general

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