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Gender Responsive Budgeting and Intersectionality

Analysis of Programmes and Budgets of

- a) Department of Empowerment of Persons with Disabilities, Government of India;
- b) Department of Welfare (Scheduled Tribes), Government of Jharkhand; and
- c) Department of Tribal Welfare, Government of Madhya Pradesh

Submitted to:
UN Women (India)

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Gender Responsive Budgeting (GRB) has been well-recognised as an approach to enable gender mainstreaming within government policies, programmes/schemes and legislations. In 2005, the Government of India (GoI) has officially adopted GRB within its budgetary systems. UN Women has since been supporting the Ministry of Women and Child Development (MWCD), GoI to institutionalise and operationalise GRB within the line Ministries/Departments at the national and state levels.

A critical learning emerging over the last decade of this work has been the need to focus on specifically marginalised groups of women and girls. Better known as understanding the implications of intersectionalities, this addresses the need to look at the dual or often triple burden of marginalisation and vulnerability that these women and girls face due to social and gender biases. To address this, UN Women had earlier undertaken a GRB analysis for Minorities and Transgender communities. In 2018, UN Women extended this work to two more groups of marginalised communities- differently-abled and tribals.

UN Women undertook this exercise in consultation with the Department of Empowerment of Persons with Disabilities (DoEPWD) at the national level and the Departments of Tribal Welfare/Affairs at the state level in Madhya Pradesh and Jharkhand. The study thus owes its content to the insights and advice given by the key officials of these departments. Special thanks are due to Ms. Dolly Chakrabarty (Jt. Secretary), Mr. (Dy Director General), Mr. Shivakumar (Deputy Director) and Mr Timon Singh from DoEPWD; Ms. Deepali Rastogi (Principal Sectary and Commissioner); Mr V.D. Singh (Additional Director) and Ms Rita Singh (Deputy Commissioner) from the Tribal Commissionerate, Department of Tribal Affairs, Government of Madhya Pradesh; Ms. Himani Pandey (Principal Secretary) and Mr. Brijesh Das (Special Secretary and Advisor) from Department of Welfare, Government of Jharkhand; for their cooperation and inputs.

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Gender Responsive Budgeting (GRB) refers to diverse efforts aimed at making government's planning, budgeting and auditing contribute to gender equality through analysing differential impact of policies and budgets on women and men, as well as on other axes of social discrimination. GRB aligns policies with adequate budget allocations through analysing budget formulation process, looking at policies, allocations and implementation from the gender perspective, thereby executing the budget in ways that benefits women, men, boys and girls.

The Government of India, officially adopted GRB in 2005 as part of its efforts to accelerate the course of gender equality by channelizing adequate resources to meet the needs of women and men. Since then various institutional mechanisms and capacity building processes have been put in place to forward the GRB mandate at the national and state level. Over the last 15 years, many states in India have also formally adopted GRB.

One the critical aspects in GRB, however, is to recognise that women are not a homogenous group and their needs and concerns are extensively affected by multiple social dimensions. Taking into account women's overlapping identities and experiences in order to understand the complexity of their social discrimination and disadvantages, or the concept of "intersectionality" thus needs to be an integral part of any GRB exercise. In Indian context, this implies understanding gender with other social dimensions like class, caste, tribes, religious groups, sexual orientation, ability, age, residence, etc.

As part of its work on promoting GRB in India, UN Women has been especially focusing on the concept of gender and intersectionality. The current study is a part of expansion of UN Women's earlier work on GRB analysis in context of religious and sexual minorities. It covers two other aspects of intersectionality- differently-abled and tribal communities.

The study focuses on GRB analysis of the policies, programmes, schemes and budgets of departments dealing specifically with these communities. The departments included in the study are:

- a) Department of Empowerment of Persons with Disabilities (DoEPWD), Ministry of Social Empowerment, Government of India;
- b) Department of Welfare, Government of Jharkhand; and
- c) Department of Tribal Welfare, Government of Madhya Pradesh.

The study has been guided by the overarching five-step framework for GRB (Budlender and Hewitt, 2003) which typically starts with situational analysis of a sector, gender assessment of policies and programmes, adequacy of budgetary allocations and expenditures patterns and finally equality in achievement of output, outcomes and impact for men and women. The framework was modified to make it more operational keeping in mind the capacities and processes of planning and budgeting within

government departments. The key modification being that the impact assessment step was converted into a n gender budget action planning stage for the departments to take forward.

KEY FINDINGS AND PROGRAMMATIC RECOMMENDATIONS

DEPARTMENT OF EMPOWERMENT OF PERSONS WITH DISABILITIES (DoEPWD), GOVERNMENT OF INDIA

As per Census, 2011 there are 2.68 crore persons with disabilities (PwDs) in India, of which 44% are women with disabilities (WwDs). The status of PwDs especially women is particularly vulnerable as they lag behind on all development parameters- education, health and nutrition, work force participation and accessibility to services. Unfortunately, there is no updated disability specific sex-disaggregated information available on the status of PwDs in the country. In 2018, NSSO had conducted a study but the results are yet to be published. Additionally, two very specific research components needing to be initiated are a study of role of care givers for disabled populations and violence against WwDs.

The Government of India has been focusing of the welfare of PwDs through the Rights of Persons with Disabilities Act (2016), the National Policy of Persons with Disabilities (2006). Both the legislation and policy have not only adopted a rights-based and entitlement approach for empowerment of PwDs but are also very progressive in addressing gender concerns. The RPDA, 2016, in particular, has also adopted a gender-neutral language all through its content, with emphasis on equality of men and women with disabilities.

The critical gap, however, is translation of the legislative and policy commitments into budgetary commitments. The overall departments itself has a low budget, with a modest 427 rupees per capita per PwD. Furthermore, one-third of this amount is for enabling accessibility via the SIPDA scheme; and another one-third to national institutes for research, education and medical support on various disabilities.

The allocations for education support, economic rehabilitation and safe shelter of PwDs is very less, inspite of the fact that this has been a major policy commitment for WwDs.

Further there are spatial imbalances in the expenditure patterns with most allocations going to the states of Rajasthan, Gujarat, Madhya Pradesh, Maharastra, Andhra Pradesh and Uttar Pradesh. Given that women in general and WwDs in particular are most disadvantaged by mobility barriers, it is important for the DoEPWD to ensure investments in under-served areas of the country.

In terms of gender budget allocations it must be appreciated that the DoEPWD, since its formation in 2012, has been one of the most consistent and comprehensive departments in reporting in the Gender Budget Statement (GBS). A review of the GBS (2019-20) also shows that almost 78% of the department budget is covered under the GBS. However,

there are concerns regarding the basis of the allocations and actual status needs to be validated.

The Department needs to review its sanction orders to bring in gender focus in the mandate of all national institutions; mandate gender appraisal of all SIPDA proposals; and review gender understanding of implementing agencies for DDRS and ADIP to be able to actually quality these allocations as gender responsive. Further for ADIP, the guidelines need to mandate a coverage of women by 33% to 50% than the current 25%.

Another key gap in the department's budgetary allocation is the lack on any specific and targeted programme/ scheme for women with disabilities. It is recommended that the department initiates two new women specific schemes- a) Dedicated short stay homes and shelter support for women and girls; b) A special and dedicated programme for vocational training and employment of WwDs.

DEPARTMENT OF WELFARE, GOVERNMENT OF JHARKHAND

As per Census, 2011 there are 8.6 million people from 32 tribes in Jharkhand. Not only does the overall tribal population lag behind the state average on most development parameters- access to basic services, education, health, nutrition, employment and poverty and human rights; but there are also significant gender gaps between tribal men and women, boys and girls.

The State Government has taken cognizance of the need for focused tribal development as well as set a mandate for women's empowerment and gender responsive development as part of the Jharkhand Vision Document and Action Plan 2021. However, addressing the intersectionalities between these two through "Empowerment of Tribal Women" has not received the desired analysis and focus.

Nevertheless, the Department has been taking specific action for gender mainstreaming within its programmes and budgets. Almost two-thirds of the department budget is covered in the Gender Budget Statement, with around 24 to 29% of funds being reported as flowing to women and girls.

It does need to be noted that the department does not only have a high number of programmes and scheme that address gender needs and concerns but has also made concentrated efforts to ensure that these concerns are integrated in the planning and implementation stages. However, there are gaps.

Specific allocations for tribal women and girls have been very low coming to nil in 2018-19. It is important for the department to have specific programmes and allocations targeting the concerns for tribal women and girls.

In 2016-17 and 2017-18, there was a specific programme for construction of residential hostels for ST girls, however, since 2018-19, it seems to have been merged with the general hostel construction. It would be good to continue the specific focus on construction of ST girls' hostels especially for secondary and higher secondary levels. In fact, it is important to have a dedicated scheme with targeted budget allocations to

increase the enrollment and retention of girls in secondary and higher secondary school levels.

Along with women specific initiatives, the department should also bring all allocations under the GB mandate, with at least 80% of the department allocations being covered in the GB Statement.

An important action in this regard would be to undertake a gender audit of the planning processes and implementation guidelines for infrastructure and area development related programmes and schemes like Shaheed Gram Vikas Yojana, Rural Hospitals, Paharia Health centres, Water supply programmes (and similar others supported under SCA to TSS and CCD); legal aid support; Protection of SC/STs from Atrocities (PoA) and implementation of Forest Rights Act. This would help the department identify specific action required for engendering the schemes.

DEPARTMENT OF TRIBAL WELFARE, GOVERNMENT OF MADHYA PRADESH

The state of Madhya Pradesh has a population of 1.53 crore tribals with 16% of them forming the Particularly Vulnerable Tribal Groups (PVTGs). Unfortunately, sex-disaggregated data on human development indices of tribals in the state is very limited. But the available data shows that there are less gender inequalities between ST men and women and ST boys and girls in terms of education, health, nutrition and economic participation. The gaps between the state average and that of ST populations is however, very high. In fact, STs in MP not only fall below state average for general populations but also below national average for tribal populations.

The Department also recognises this and hence has a major objective of bring the ST population at par with state average on all Human Development Indices. However, it is also important to have a mandate to bring the averages of ST women at par with that of state average.

In terms of budget allocation, the most promising trend for the department has been meeting the GRB benchmark of enabling 33% of more flow of funds for women and girls for 80% of its programmatic allocations mainly focused on education. This should be seen as a contributor to the increasing gender parity in GER for tribal students at most levels. The department has also been continuing to take specific gender responsive measures as part of its education programmes, which is appreciable.

However, there are still gaps and addressing these requires a deeper gender analysis of tribal communities. Unfortunately, not only is there limited sex-disaggregated data on mainstream indicators, but there is an absolute dearth of data on tribal specific issues and concerns. Furthermore, one need to realise that tribals are also not a homogenous community. A significant GRB action for the Department of Tribal Welfare, could be to come up with a report on status of tribal men and women in Madhya Pradesh across the multiple categories or undertake specific gender studies for select blocks and tribes.

This situational study can then become the base for developing a Tribal Policy or Action Plan with specific focus on Women and Girls. As of now not only does the state not have a specific policy and action plan but even the department objectives are not gender specific.

The third but most critical recommendation, is that the department should strive to increase its share in the state budgetary allocations. The tribal policy and action plan should be designed with a mandate to ensure that at least 5% of the State budget is allocated to the Tribal Welfare Department and 21% of the state budget is allocated for the Scheduled Tribe Component, which should also be utilised as a complementary allocations for meetings the goals and outcomes of the policy.

Within the department, there needs to be a shift to allocation of all additional budgets for secondary and higher education and on specific interventions for improving the health and nutrition status of tribal women and girls in the state.

Another important recommendation is that the gender-responsiveness of the budgetary allocations should be monitored to ensure proper utilization of all women-specific programmes and schemes. Also, there should be a specific budgetary allocation (women-specific scheme) to increase enrolment and retention of tribal girls in secondary and improve their transition rates from secondary to higher secondary and college education.

Along with women specific initiatives, the department would also benefit by undertaking some other gender mainstreaming actions to further strengthen its gender work. A key action towards this could be to review all programme guidelines to introduce two key mandates:

All programmes and schemes should ensure that 50% of the beneficiaries/users are women and girls;

All infrastructure, area and community development projects should have undergone gender appraisal before implementation and there should be a specific gender mainstreaming action and budget plan within these programmes.

INSTITUTIONAL RECOMMENDATIONS

DEPARTMENT OF EMPOWERMENT OF PERSONS WITH DISABILITIES (D○EPWD), GOVERNMENT OF INDIA

The most evident gap within the institutional mechanisms on GRB in the department is the lack of an active Gender Budget Cell (GBC). It is important that the department reconstitutes its GBC, an update the composition every year so that the GBC is active and officers involved are aware of their role in the GBC. A key role of the GBC would be to also formulate the Gender Budget Annual Action Plan (GBAAP) for the department to be shared with MWCD. Further the GBC would need to take a more proactive role in organising and facilitating gender sensitization and gender budgeting trainings for officials of the Department, the Commissionerate and all seven National Institutes. There

should be a target to train atleast 40% of all department staff on gender and GRB in the coming three years.

Another key role of the GBC would be to create a system for collating gender disaggregated data at the Department level. Currently data is available at project level and part of the MIS but is not collated and presented at National level. The GBC should publish a chapter in the annual report of the department, with gender disaggregated data for all its programmes and schemes.

DEPARTMENT OF WELFARE, GOVERNMENT OF JHARKHAND

The state of Jharkhand has already put in place institutional mechanisms for enabling gender budgeting including the gender budget cells (GBCs) and gender budget statement (GBS). However, there are some limitations with respect to the Department of Welfare, Government of Jharkhand.

The department needs to urgently constitute a Gender Budget Cell (GBC). The Project Monitoring Unit (PMU) constituted for monitoring all programme and schematic achievements can be assigned this responsibility with a mandate to report the progress ever three months to the Department Secretary. It would also be good if the department can actually come up with a Gender Budget Action Plan (GBAP) for tribal girls in the state. This can then become the official document for the GBC to take forward the process of gender mainstreaming with all divisions.

The GB Statement is being prepared and submitted annual by the department with most schemes. This is a good indicator of adoption of gender budgeting. However, there is a need to review the basis of all allocations and ensure that the reported allocations are backed by actual coverage figures for last year or by schematic guidelines showing intentions for 30% allocations.

Also, it is important that the department also uses this statement to report its activities as also to review the progress on gender. Towards this, it will also be important for the department to strengthen its MIS to ensure that sex-disaggregated data is collected and maintained at all levels.

The other most important activity proposed for strengthening gender budgeting within the department is to undertake an orientation training on gender budgeting for all HoDs and separate sessions on GRB for all programme and budget staff within the departments. The strengthening of these institutional mechanisms will help the department take forward the gender budget mandate of the state.

TRIBAL WELFARE DEPARTMENT, GOVERNMENT OF MADHYA PRADESH

The GBC has not been constituted at the department level. This needs to be taken up at an urgent basis. It would also be good if the department can actually come up with a Gender Budget Action Plan (GBAP) for tribal girls in the state. This can then become the official document for the GBC to take forward the process of gender mainstreaming with all divisions.

The GB Statement is being prepared and submitted annual by the department with most schemes. This is a good indicator of adoption of gender budgeting. Also, it is important that the department also uses this statement to report its activities as also to review the progress on gender in its Annual Administrative Report. Towards this, it will also be important for the department to strengthen its MIS to ensure that sex-disaggregated data is collected and maintained at all levels. As a lot of the department programmes are beneficiary oriented and through DBT, the reports can easily be generated with available technology.

The other most important activity proposed for strengthening gender budgeting within the department is to undertake an orientation training on gender budgeting for all HoDs and separate sessions on GRB for all programme and budget staff within the departments. The strengthening of these institutional mechanisms will help the department take forward the gender budget mandate of the state.

ACRONYMS

ADIP	:	Assistance to Disabled Persons for Purchase/ Fitting of Aids and Appliances
AE	:	Actual Estimates
ALIMCO	:	Artificial Limbs Manufacturing Corporation of India
AWC	:	Anganwadi Centre
BAY	:	Birsa Munda Awaas Yojana
BE	:	Budgetary Estimates
CBO	:	Community-Based Organisation
CBR	:	Community Based Rehabilitation
CCPD	:	Chief Commissioner for Persons with Disabilities
DDRC	:	District Disabled Rehabilitation centre
DDRS	:	Deendayal Disabled Rehabilitation Scheme
DoEPWD	:	Department of Empowerment of Persons with Disabilities
DPR	:	Detailed Project Report
DWCD	:	Department of Women and Child Development
EPF	:	Employees Provident Fund
ESIC	:	Employees State Insurance Corporation
GBAP	:	Gender Budget Action Plan
GBC	:	Gender Budget Cell
GBS	:	Gender Budget Statement
GER	:	Gross Enrolment Rate
GIA	:	Grant in Aid
GoI	:	Government of India
GoJ	:	Government of Jharkhand
GoMP	:	Government of Madhya Pradesh
GRB	:	Gender Responsive Budgeting
GSPEC	:	Gram Sabha Project Execution Committee
ICDS	:	Integrated Child Development Services
JTELP	:	Jharkhand Tribal Empowerment and Livelihood Project
MoLE	:	Ministry of Labour and Employment
MWCD	:	Ministry of Women and Child Development
MwD	:	Men with Disabilities
NAP	:	National Action Plan
NCRB	:	National Crime Records Bureau
NFHS	:	National Family Health Survey
NGO	:	Non-Governmental Organisation
NHFDC	:	National Handicapped Financial Development Corporation
NSSO	:	National Sample Survey Organisation

OBC/BC	:	Other Backward Classes
PMU	:	Project Monitoring Unit
PVTG	:	Particularly Vulnerable Tribal Group
PwD	:	Persons with Disabilities
RCI	:	Rehabilitation Council of India
RE	:	Revised Estimates
RPDA	:	Rights of Persons with Disabilities, Act
SBMG	:	Swachh Bharat Mission (Gramin)
SC	:	Scheduled Caste
SCA	:	Special Central Assistance
SHG	:	Self Help Group
SIPDA	:	Scheme for Implementation of Persons with Disability Act
ST	:	Scheduled Tribes
SwD	:	Students with Disabilities
THP	:	Targetting Hardcore Poor
TSP	:	Tribal Sub Plan
TSS	:	Tribal Sub Scheme
VHNC	:	Village Health and Nutrition Committee
VRC	:	Vocational Training Institute
WwD	:	Women with Disabilities

SECTION I: OVERVIEW

I. INTRODUCTION

As part of its efforts to accelerate the course of gender equality, the Government of India (GoI) has been promoting Gender Responsive Budgeting (GRB) for channelizing adequate resources to meet the needs of women and men. It but also has to be recognised here that women are not a homogenous group and their needs and concerns are extensively affected by multiple social dimensions. The interconnected nature of these social categorizations often results in multiple levels of discriminations that certain women may face. Taking into account women's overlapping identities and experiences in order to understand the complexity of their social discrimination and disadvantages, or the concept of "intersectionality" thus needs to be an integral part of any GRB exercise.

In Indian context, this implies understanding gender with other social dimensions like class, caste, tribes, religious groups, sexual orientation, ability, age, residence, etc. As part of its work on promoting GRB in India, UN Women has been especially focusing on the concept of gender and intersectionality. The current study is a part of expansion of UN Women's earlier work on GRB analysis in context of religious and sexual minorities. It covers two other aspects of intersectionality- differently-abled and tribal communities. The study focuses on GRB analysis of the policies, programmes, schemes and budgets of departments dealing specifically with these communities.

A. OBJECTIVE AND SCOPE

The overall objective of the study was to develop department level models for adoption of GRB at National and State level. UN Women, thus aligned with select departments with a focus on differently-abled and women from tribal communities. The Departments selected were those which specifically cater to these constituencies and included:

- a) Women and girls with disabilities at the national level, through the Department of Empowerment of Persons with Disabilities (DoEPWD), Ministry of Social Empowerment, Government of India; and
- b) Tribal women and girls at the state level working with the Department of Tribal Affairs in the States of Jharkhand and Madhya Pradesh.

Specific objectives of the exercise with the selected departments was to strengthen the outputs and outcomes with respect to specific needs and priorities of men and women; boys and girls in these sectors. Towards this the exercise included:

- a) Mapping of the situation of boys and girls, men and women; from these communities. The purpose was to the understand the differential needs of the women and girls who are differently abled, as well as those from tribal communities; both in comparison with men and boys from the same constituencies as well as women and girls from mainstream communities. The objective was to bring out the gender gaps as well as address intersectionality concerns.
- b) Understanding the extent to which policies, programmes and schemes are responsive from a gender lens and to analyze the department budget, Gender Budget Statement (GBS)

and select schemes for generating evidence on their gender responsiveness. The scope of this analysis, however, was limited to mapping gaps and achievements of the components dealt by these departments. Further, given the limited time and resources, this analysis has been focused on programmes/schemes where gender disaggregated data was available or could be mined.

- c) Working with the department to create systems for institutionalising GRB and build capacities on undertaking GRB analysis. The focus was on encouraging the departments to develop Gender Budget Action Plans (GBAPs) as well as facilitate focused training programmes and one-to-one meetings to create better understanding on the concept of GRB among the concerned officials.

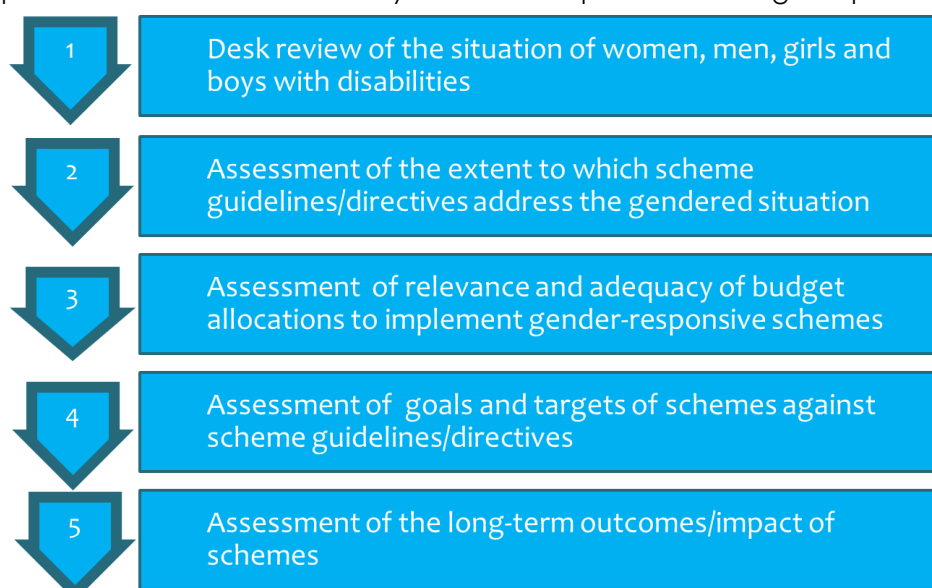
B. CONCEPTUAL FRAMEWORK

Intersectionality can be defined as “the complex, cumulative manner in which the effects of different forms of discrimination combine, overlap, or intersect”. (Webstar). Using the intersectionality framework means recognising that a person or group of persons are affected by a number of discriminations and are often disadvantaged by multiple sources of oppression: their race, class, caste, tribe, gender identity, sexual orientation, religion, and other identity markers. Intersectionality recognizes that identity markers (e.g. “female” and “differently-abled”) do not exist independently of each other, and that each informs the others, often creating a complex convergence of oppression. Simply speaking this means that the discrimination faced by a differently-abled female cannot be dissected based on her ability and gender but that the two-types of discriminate not only add up but also increases putting the person at a greater disadvantage. Now if this differently-abled female was to belong to the “tribal” community, then the burden of discriminations amplifies to a much larger extend.

Gender Responsive Budgeting or GRB refers to the diverse efforts aimed at making government's planning, budgeting and auditing processes to contribute to gender equality. It is now well recognised as a process to ensure that government resource allocations address the needs of both men and women equally.

This study aims to applies the lens of intersectionality into the GRB processes being adopted in the country. The

study has been guided by the overarching five-step framework for GRB (Budlender and Hewitt, 2003) which typically starts with situational analysis of a sector, gender assessment of policies and programmes, adequacy of



budgetary allocations and expenditures patterns and finally equality in achievement of output, outcomes and impact for men and women.

While being very comprehensive in nature, this five-step framework also requires a high level of academic rigour. The framework has thus been modified to make it more operational keeping in mind the capacities and processes of planning and budgeting within government departments. The framework adopted for the study includes the first three-steps of the framework while modifying the last two to make them more schematic and action-oriented in nature. This modified framework can also serve as a prototype for government officials to undertake a comprehensive GRB exercise with limited academic rigor.

The framework used for the study includes the following steps:

Step 1: Undertake a situation analysis of the target communities from a gender and intersectionality lens.

- Define the key objectives of the department.
- Map the status of the target communities on the objectives with focus on gender and social dimensions.
- Identify the key gaps for enabling gender and social equality.

Identify gaps in gender data and recommend studies as a GRB entry point

Step 2: Macro-level gender assessment of the legislative/policy commitments and objectives of the department.

- Assess the coverage of gender objectives in the legislative/policy commitments.
- Mark provisions with high gender implications and gaps in addressing gender and social equality.

Identify gender equality objectives and indicators to be adopted by the department as a GRB entry point

Step 3: Mapping trends in budgetary allocations and programmatic expenditure in line with the gender and equality commitments.

- Review the adequacy of budgetary allocations for the policy/programmatic commitments on gender and equality.
- Highlight gaps and suggest recommendations to improve gender responsiveness of the allocations.

Identify needs for women- specific and gender responsive budget allocations as a GRB entry point

Step 4: Gender appraisal of outputs of select programmes and schemes.

- Review guidelines of select programmes and schemes from gender perspective.
- Assess outreach of the programme/scheme to women and girls in line with the guidelines.
- Mark the achievements and gaps in reaching out to women and girls.

Identify needs for changes in scheme guidelines/implementation pattern for effective and gender responsive outreach as GRB entry point

Step 5: Developing a Gender Budget Action Plan (GBAP).

- Mark the conclusions and recommendations emerging from the above analysis (step 1 to 4)
- Highlight the key priority outcomes that need to be targeted in the coming three years and the activities that need to be undertaken for the same.

Adoption of the GBAP would be a key GRB entry point for the department

II. METHODOLOGY

The exercise was designed as a partnership for attempting and validating operation GRB strategies and approaches within line departments. This required a combination of research and technical assistance to the departments. It also meant that given the differences at national and state level as also between the departments themselves (each viewing and having adopted GRB at a different level), the methodology had to be adapted at various stages and customized to suit the individual departments. The exercise thus adopted an "evolving methodology". Nevertheless, efforts were made to follow certain core processes at all level to enable the development of a model and prototype for pursuing GRB within line/sectoral departments.

A. KEY PROCESSES

1. LITERATURE REVIEW

The core of the study was the review of secondary literature to map the status of women and girls in the identified sectors. For statistically data mainly government studies including Census 2011, National Sample Survey Organization (NSSO) reports of 68th and 72th round, and National Family Health Survey (NFHS-5). Further a number of published literature, reports and information available on government websites, media reports, etc. were also reviewed. A list of all citations is provided in the end of the report.

2. INCEPTION MEETINGS AND METHODOLOGY SHARING

A key step in the initial stages was having inception meetings within all departments. The main agenda of these meetings was to introduce the concept of GRB, its importance and the methodology to be followed for the exercise. These meetings were held at the highest levels- Joint Secretary level in DoEPWD and Principal Secretary and Commissioner level at State level. The meetings also helped identify the key programmes to be covered in the macro analysis and the appointment of a nodal officer for the exercise. Post the inception meetings, with support from the nodal officers, one-to-one meetings were held with the key officials of the department. These meetings were key in introducing the concept of GRB within the department.

3. COLLECTION OF OFFICIAL INFORMATION AND KEY INFORMANT INTERVIEW

The biggest challenge was collection of official documents and data related to the department's policies, programmes, budgets and physical achievements. This was mainly done through reviewing the websites of the department and other published documents of the department especially the scheme guidelines and annual administrative reports. Additionally, data was collected by one-to-one meetings with the division officers. A lot of technical and qualitative information was obtained through interviews with key implementation officials within the department. The details of meetings and officials interviewed in the process is given at Annexure 1.

4. ANALYSIS OF PROGRAMMES AND BUDGET

Based on the information thus collated a macro level analysis of the programmes and budget of the department was undertaken. This was done using the modified five-step framework, especially focusing on mapping the situation of women and girls to identify the gender gaps, gender review of the policies¹ and programmes, budget analysis including that of Gender Budget Statement, and assessment of output data (physical achievements) of the major programmes and schemes.

5. SHARING ANALYSIS WITH DEPARTMENT

The GRB analysis was then shared with key officials/nodal officers of the department. In Madhya Pradesh, this exercise was undertaken as part of a meeting with the Tribal Commissioner and other Assistance Commissioners; while in Jharkhand the analysis was shared mainly with the nodal officer. At the national level, in DoEPWD, the presentation was shared with the nodal officer and Deputy Director General (DDG) level. The sharing of the analysis was a very important step in the exercise as it was what brought in the attention of many officials to the issue. Post the sharing of analysis the one-to-one meetings were continued for getting updated and qualitative information from the divisions.

6. FIELD VISIT

During the sharing meetings, discussions were also held for undertaking some quick field visits to get a grassroot perspective. Chindwara and Ranchi districts were visited in Madhya Pradesh and Jharkhand respectively for the analysis. Both the areas were finalized based on the inputs from the concerned departments. During field visits (see Annexure 1) interviews were also held with local implementation officials along with beneficiaries. The process followed for undertaking the study for each of the departments is given in figure 1.

¹ In most cases as separate policy was not available, the vision, mission and objectives of the department was reviewed.

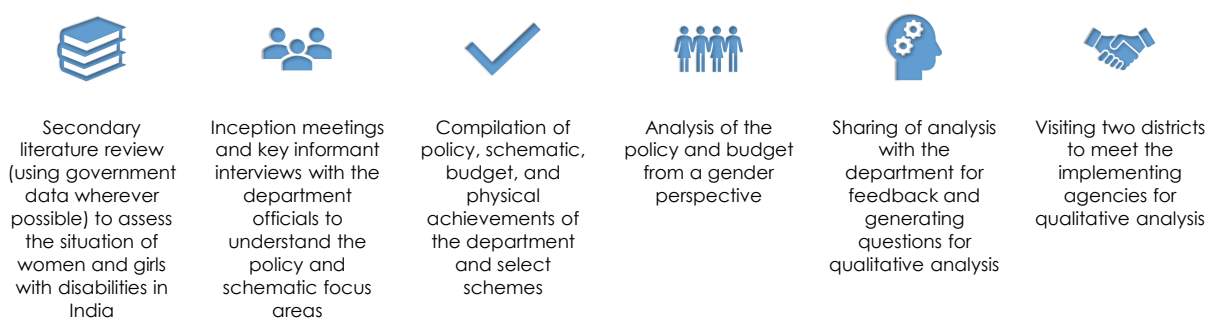


Figure 1: Process followed with each Department

7. INSTITUTIONAL SUPPORT

Providing technical assistance for establishing institutional mechanisms in the departments was also a key focus of the exercise. While the overall focus was developing the Gender Budget Action Plans (GBAPs), at the State level, efforts were also made for pursuing the GRB agenda within the line departments through the nodal departments and nodal officers. In Madhya Pradesh, the Department of Women and Child Development (DWCD), the nodal department on GRB, was very actively involved in the process and would now be working to institutionalize the same. The nodal officer within the Tribal Affairs Department has also been oriented towards the issue, but would need sustained support to further streamline. In Jharkhand, as there is no strong nodal department, the work was focused through the nodal officer in the Welfare Department. The nodal officer, in this department has been well-oriented on the issue and can take it forward.

8. CAPACITY BUILDING SESSIONS

Capacity building was mainly undertaken as part of the one-to-one meetings to explain the concept of gender and GRB within the key officials as well as to clarify any doubts or misconceptions thereof. In many of these meetings, specific programmatic strategies were discussed, which can be a very useful step for taking forward GRB. Structured training sessions conducted in Madhya Pradesh were especially useful in the process. It is important to note here that the funds for these trainings were not provided by the project but were mobilized within the government, which is very crucial to institutionalization. Another important aspect of these trainings was the customization of content based on the objectives and programmes of the department.

B. LIMITATIONS OF THE STUDY

The key limitation of the study was the paucity of resources for undertaking a detailed primary survey. The study relies heavily on secondary data sources. Even within that there has been a greater emphasis on using available government data. Given the limited availability of gender-disaggregated data for the programmes and schemes which are to be analysed, this is bound to limit the in-depth analysis of the schemes. This does, however, serve the intention of establishing a methodology which is easy for government officials to use and not heavily academic in nature. Further any data gaps serve as recommendations to the concerned

departments to collect and track gender disaggregated outputs and outcomes. The lack of data was much more of a constraint in case of the DoEPWD, as the Department did not have much national level disaggregated data and hence the analysis was more sample oriented based on publicly available information.

Additionally, the scope of the study was limited to the programmes and budgetary allocations made by the specific departments being assessed. The issue of intersectionality needs to be dealt with a dual approach of having specific programmes and resources allocated by the concerned department as well as enabling general government programmes and budgets to be responsive to the needs of marginalized communities. The Government of India and State Governments do have a mandate for departments to allocate specific budgets in proportion to the population for both differently-abled and tribal communities (the Tribal Sub-Plan). It was not possible however, to review these allocations given the time and resource constraints. Such exercises cannot achieve the potential results within a period of one year and needs longer term collaboration of at least 3 years with the departments.

Another limitation has been the different outlook and adoption level for GRB within the various departments as also the National and State level. At the national level, the understanding of the need for GRB was more pronounced especially at the level of senior officials. However, there were also misconceptions like GBS being equated with GRB, and the need to recognize gender specific actions as GRB rather than focus on institutionalization. At the state level, the level of involvement of the nodal department in pursuing GRB was crucial, as without that the exercise could be reduced to just another gender study. The pro-active involvement of the nodal department is vital for the success of such an exercise.

SECTION II: DEPARTMENT GRB PROFILES

I. DEPARTMENT OF EMPOWERMENT OF PERSONS WITH DISABILITIES

In order to give focused attention to policy issues and meaningful thrust to the activities aimed at welfare and empowerment of the Persons with Disabilities (PwDs), a separate Department of Disability Affairs was carved out of the Ministry of Social Justice and Empowerment on May 12, 2012. The department was renamed as Department of Empowerment of Persons with Disabilities (DoEPWD) on December 08, 2014. The department acts as a nodal agency for matters pertaining to disability and persons with disabilities including effecting closer coordination among different stakeholders: related central ministries, state/UT Governments, NGOs etc. in matters pertaining to disability.

A. OBJECTIVES OF THE DEPARTMENT

The DoEPWD aims to build an inclusive society in which equal opportunities are provided for the growth and development of persons with disabilities so that they can lead productive, safe and dignified lives. The department works to fulfil the above through the following objectives.

1. Undertaking following measures for rehabilitation:
 - a. Physical rehabilitation, which includes early detection and intervention, counselling and medical rehabilitation and assistance in procuring appropriate aids and appliances for reducing the effect of disabilities;
 - b. Educational rehabilitation including vocational education;
 - c. Economic rehabilitation and social empowerment.
2. Developing rehabilitation professionals/personnel.
3. Improving internal efficiency /responsiveness/service delivery.
4. Advocating empowerment of persons with disabilities through awareness generation among different sections of the society.

It is clear from the above that the mandate of the department is for rehabilitation and empowerment of disabled persons and not prevention of disability. The department works towards this through its various acts/ institutions/ organizations and schemes for rehabilitation and to create an enabling environment that provides such persons with equal opportunities, protection of their rights and enables them to participate as independent and productive members of society.

Given the above, the most critical aspect for the department is to define what constitutes disability and map the number of differently-abled persons in the country. In 2016, the department amended the Rights of Persons with Disabilities Act (RPDA), which has adopted a very comprehensive definition of PwDs by including 21 types of disabilities within the purview of the department. (see box 1).

Box 1: Definition of Target Group: Persons with Disability

As per UN CRPD:

Disability results from the interaction between persons with impairments and attitudinal and environmental barriers that hinders their full and effective participation in society on an equal basis with others..... Persons with disabilities include those who have long-term physical, mental, intellectual or sensory impairments which in interaction with various barriers may hinder their full and effective participation in society on an equal basis with others.

As per World Health Organisation (WHO)

'Disability is an umbrella term, covering impairments, activity limitations, and participation restrictions.

- An impairment is a problem in body function or structure;
- An activity limitation is a difficulty encountered by an individual in executing a task or action;
- An participation restriction is a problem experienced by an individual in involvement in life situations. '

As per the Rights of Persons with Disabilities Act, 2016 (RPDA)

- A 'person with disability' means a person with long term physical, mental, intellectual or sensory impairment which, in interaction with barriers, hinders his full and effective participation in society equally with others.
- A "person with benchmark disability" means a person with not less than forty per cent of a specified disability where specified disability has not been defined in measurable terms and includes a person with disability where specified disability has been defined in measurable terms, as certified by the certifying authority.
- These includes 21 types of disabilities- Blindness; Low Vision; Leprosy Cured; Hearing Impairment (deaf and hard of hearing); Locomotive Disability; Dwarfism; Intellectual Disability; Mental Illness; Autism Spectrum Disorder; Cerebral Palsy; Muscular Dystrophy; Chronic Neurological Conditions; Specific Learning Disabilities; Multiple Sclerosis; Speech and Language Disability; Thalassemia; Haemophilia; Sickle Cell Disease; Multiple Disabilities including Deaf Blindness; Acid Attack Victims; and Parkinson's Disease

Unfortunately, there is no updated data to map the extent of disability existing in the country based on this definition. Although the department initiated a comprehensive survey with National Sample Survey Organisation (NSSO) in 2018 as part of the 78th round, the results were pending during the study period and in absence of that Census 2011 was used as a source of reliable and consistent data on disability in the country. The status of PwDs is thus being analysed based on Census 2011 data, backed with other published information.

B. STATUS OF PERSONS WITH DISABILITIES

As per census 2011, there are 2.68 crore PwDs in India, constituting 2.21% of the total population. This includes seven major types of disabilities as defined in the RPDA 1995- persons with seeing, hearing, speech, movement, mental retardation, mental illness, multiple disability and any other disability. Of these, 1.18 crore are Women with Disabilities (WwD) constituting 44% of the disabled population. This points to the fact that the incidence of disability among men at 2405 per lakh is higher than that for women at 2013 per lakh population. This trend is seen across all age-group and changes only post the 70 plus age category. (figure 2)

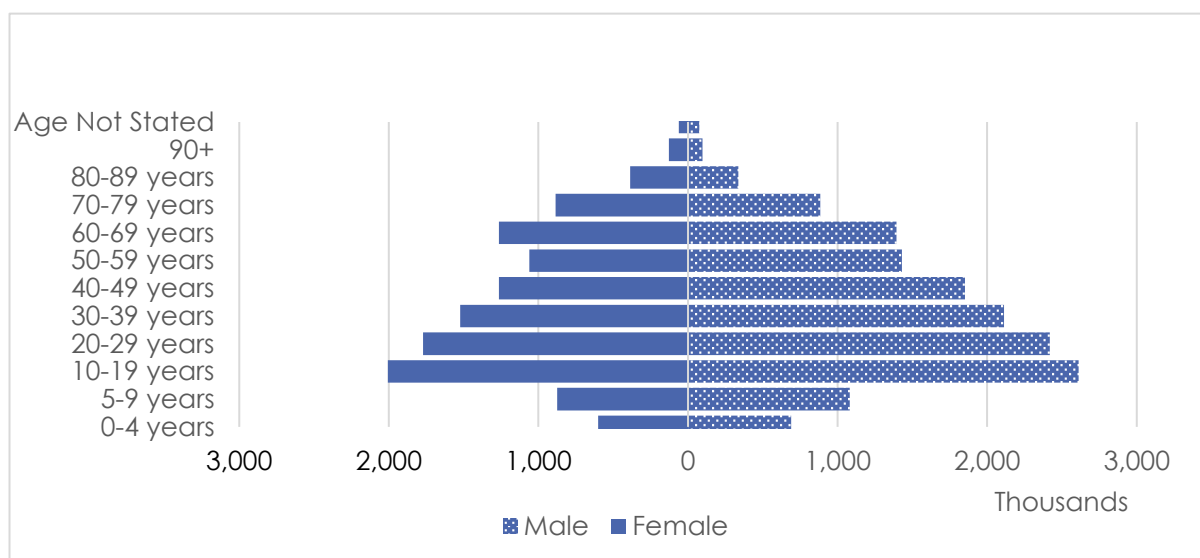


Figure 2: Number of Male and Female PwDs across Age-Groups

This information, however, needs to be seen in light of the general trends in under-reporting of WwDs around the world (World Health Organisation, 2011). This trend is also substantiated by the fact that probably with increased awareness and caution in survey, while the overall population of PwDs increased by 24% between Census 2001 to 2011, the rise was much higher for women at 27% than for men at 19%. It is thus important that a more comprehensive and gender responsive survey on PwDs be undertaken in the country. Further the Census 2021 survey needs to include specific training components to ensure the full and proper counting of WwDs.

SOCIAL PROFILE OF PWDS

An important aspect to also understand here is the age and marital profile of PwDs and the gender dimensions thereof. Around 22% of the total WwDs are above the age of 60 while the corresponding proportion for men is only 17%. Further a high number 67.25 lakhs (57%) of the WwDs are single women, wherein the level of vulnerability is bound to be higher (see figure 3), especially as around 16.40

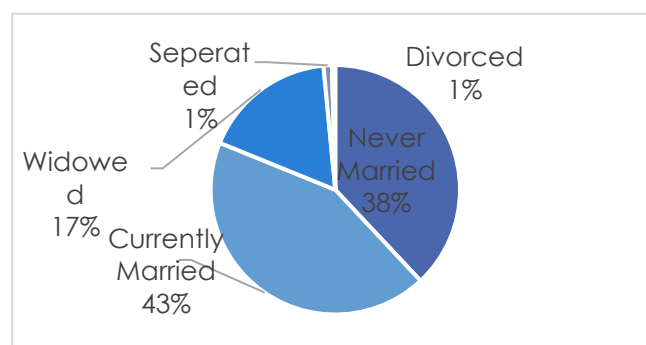


Figure 3: Marital Status of Women with Disabilities

lakh of these are those above 60 years of age. There is a specific need to further probe into the living standard and conditions of these single women.

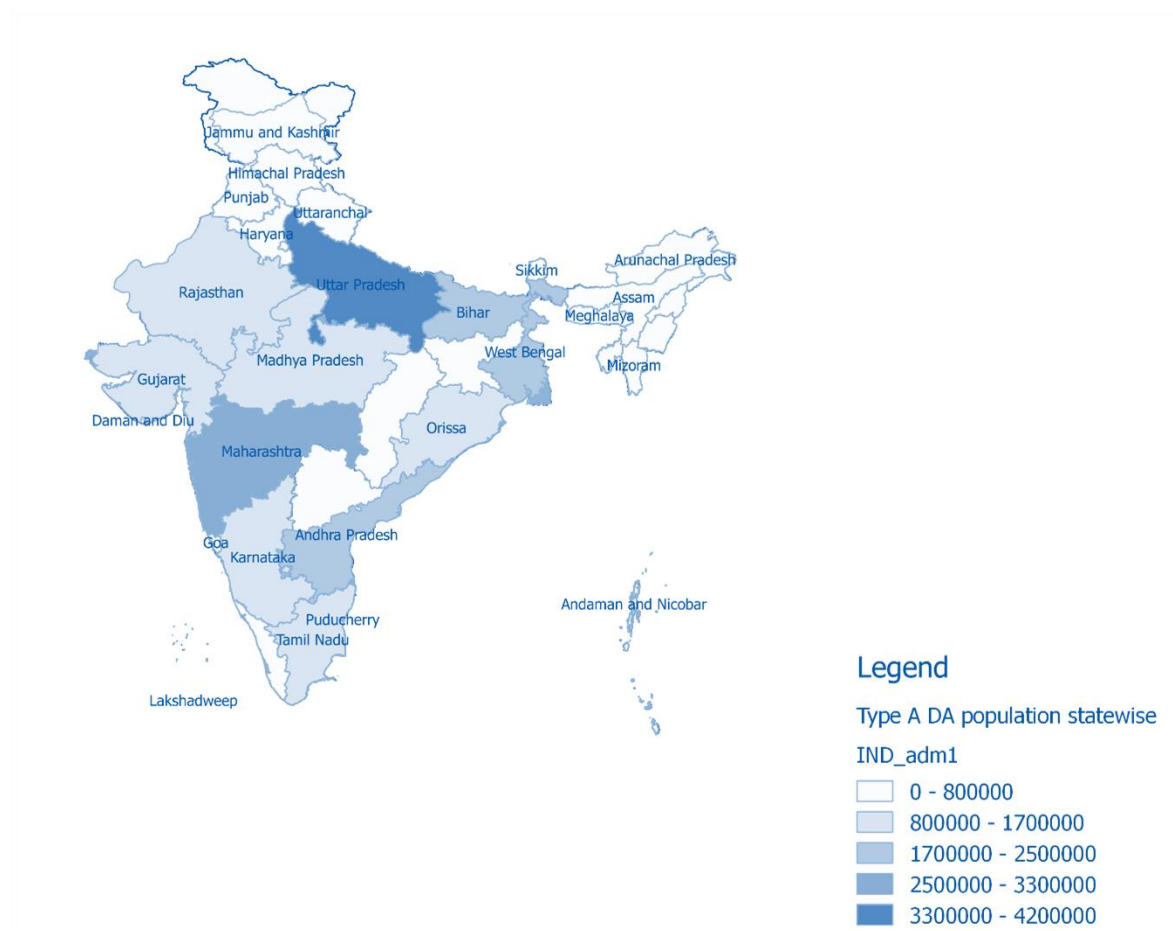
Another additional form of vulnerability faced by PwDs is defined by the caste and tribe dimensions. About 18% of the PwDs belong to Scheduled Caste (SC) communities, while 8% are from Scheduled Tribe (ST) communities. The latter is again underreported due to the limitations of census definition of disabled population- a large number of tribals suffering from sickle cell are not yet counted as PwDs. It is also important to note here that there are around 36 lakhs WwDs from SC/ST communities who are bound to bear the triple burden of marginalisation and social discrimination. Even more vulnerable among them would be the 6.62 lakh women who suffer from multiple disabilities. Given the social status of SC/ST communities, the high level of existing gender discrimination and the complacent attitude towards differently-abled persons in many parts of the country, it is very important to have a focused approach for these women.

Census 2011 highlighted the fact that most of PwDs (98.6%) stay in normal households, while 1.14% stay in institutional households. While in percentage the proportion of homeless persons is very less, nevertheless there are around 68, 422 PwDs reported homeless of which 35.4% are women. It is very important to take specific steps for providing institutional residence to these persons as per the mandate of the department.

A high 69% of the PwD population is located in rural areas which calls for a more decentralised approach to rehabilitation by involving the Panchayati Raj Systems. This is important also because in-movement disability especially among men is reported much higher in rural areas than in urban areas. Panchayats with the major responsibility of rural roads and building infrastructure development need to be sensitive to these concerns. Furthermore, they can also play an important role in Community-Based Rehabilitation (CBR).

Another interesting observation in the census figures is also that around 51% of the PwD population in the country resides in 5 states: Uttar Pradesh, Maharashtra, Bihar, Andhra Pradesh and West Bengal. (figure 4) This data points to the case for application of spatial mapping as a tool for budgeting within the DoEPWD.

Figure 4: State-wise Distribution of PwD population



TYPE OF DISABILITY AND ACCESSIBILITY BARRIERS

Given that physical rehabilitation is one of the most important objectives of the department, it is important to understand the various types of disabilities and the gender dimensions thereof. Census 2011 data shows that the maximum proportion of reported disability is in-movement (20%), followed by in-seeing and in-hearing (19%), multiple disability (8%), in-speech (7%), mental retardation (6%), mental illness (3%) and others (18%). The gender differences are especially evident in case of in-movement disability, with the incidence being higher among males than female. (see table 1)

It is very clear that WwDs need more focus on in-seeing and in-hearing disabilities than in-movement disabilities. This fact is important to be considered by the department from a gender perspective especially in research, design, manufacture and dissemination of aids and appliances for the differently-abled. It is important that there is as much focused allocation for aids and appliances for in-seeing and in-hearing disability as there is for in-movement disability.

Table 1: Type of disability based on sex and residence (Percentage of PwD population)

	RURAL			URBAN			Total		
	Persons	Male	Female	Persons	Male	Female	Persons	Male	Female
In-Seeing	18.8	17.5	20.4	18.7	17.9	19.8	18.8	17.6	20.2
In-Hearing	18.2	17.1	19.6	20.5	19.5	21.8	18.9	17.9	20.2
In-Speech	7.0	7.1	6.9	8.5	8.5	8.5	7.5	7.5	7.4
In-Movement	21.7	24.0	18.6	17.1	18.9	14.8	20.3	22.5	17.5
Mental-Retardation	5.5	5.7	5.3	5.9	6.1	5.6	5.6	5.8	5.4
Mental-Illness	2.7	2.7	2.6	2.8	2.9	2.6	2.7	2.8	2.6
Any-Other	17.7	17.6	17.8	20.0	19.7	20.4	18.4	18.2	18.6
Multiple-Disability	8.5	8.3	8.8	6.5	6.5	6.5	7.9	7.8	8.1

These gender differences should also be taken into account while defining the accessibility standards. Although WwDs also face in-movement accessibility barriers especially given the limitations to mobility faced by women in general, if creating accessibility is limited to in-movement accessibility and not much importance is given to other features like voice-enabled or braille-enabled technology then women are more likely to lag behind than men in the long run.

As such accessibility is a major issue for the disabled, not just in the physical world but also in the digital world. Despite existing technology and standards, the problem of non-adherence to standards of accessibility and universal design in public spaces as well as electronic devices and websites is a perpetual one. For example, even though the government made it mandatory for hotels to comply with accessibility norms for disabled through special rooms with bathrooms and other necessary facilities way back in 2009, there is just one in in 250 hotel rooms in India are accessible for the disabled.

Globally, the ratio is 1:50. (Abidi, 2016). Media reports have also highlighted that by July 2018, only 3% of public buildings have become accessible, and the target of public transport disabled-friendly has also not been met. Except the Metro rail, which has accessibility features built in, our other trains are infamously inaccessible. (Hindustan Times, 2018).

Even access to very basic services like public sanitation are not often addressed. A study by National Foundation of India on public toilets in four Indian cities showed that only 15% of the surveyed public toilets had even the most basic ramp facilities. (Chauhan, 2018)

Civil society groups (Women with Disabilities India Network, 2012) have pointed to the fact that lack of accessible infrastructure facilities often compound the problems of marginalisation of WwDs in education and employment, as such it is very important for the DoEPWD to focus on the same.

EDUCATION STATUS

Education rehabilitation including vocational training is another important objective, which DoEPWD has been focusing on. It is thus important to map the status of literacy and education among PwDs and the gender dimensions in the same. Census 2011 data clearly shows the evident gender gap in literacy rates for WwDs especially for those living in rural areas. (figure - 5).

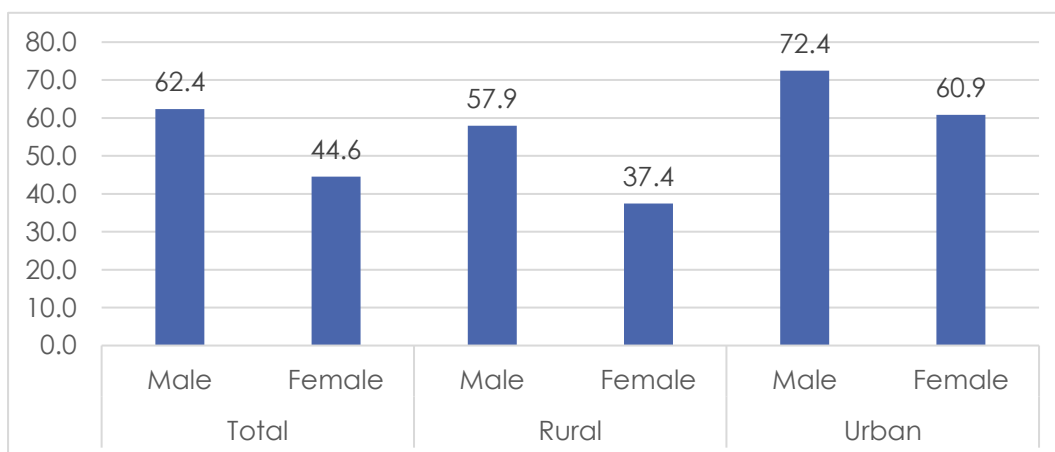
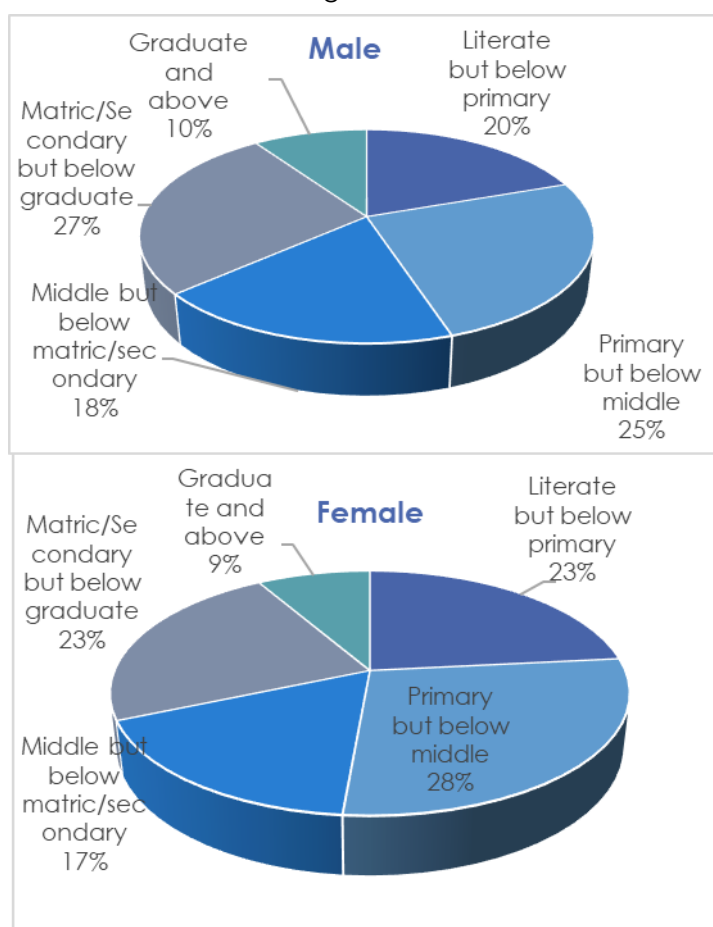


Figure 5:
Literacy rate
for PwDs by
sex and
residence

The rural-urban divide seems to worsen as once moves beyond matriculation, with only 20% of the literate rural WwDs completing matriculation or above as against 41% or urban WwDs. Lack of accessibility to secondary schools and colleges thus seems to be a bigger barrier for higher education of WwDs.

It is important to note here that the gender divide seems to decline once the literacy barrier is crossed, with 37% of the literate Men with Disabilities (MwD) completing matriculation and the corresponding figures for WwDs being 32% (figure 6), indicating to the fact that overall accessibility for PwDs is bigger issue than accessibility only for women and girls.

This shows that increasing enrolment and retention of girls at the primary level needs to be most focused on. Unfortunately, the situation is not great even today as only 61 % of disabled children in 5-19 age range are enrolled in educational institutions.



Of these 57% of them are boys and 43% are girls, revealing a higher level of discrimination for girls.

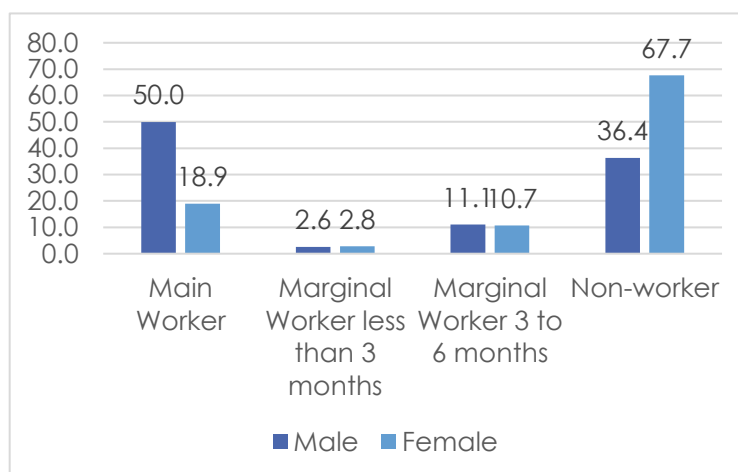
Figure 6: Levels of education among literate PwDs

(Disabled Persons in India: A Statistical Profile, 2016). Also, half of those who never attended school have single disability- in-hearing, seeing, movement and speech. This is higher at 54% for females with most being those affected with hearing disability. (Census of India, 2011).

It may be useful to mention some critical barriers to enrolment and retention for girls with disabilities include communication barriers, absence of a congenial learning environment, lower number of teachers trained on sign language, schools, hostels and transport systems not being accessible and safe; lack of disable friendly toilets, etc. (Women with Disabilities India Network, 2012). Many of these are concerns which would need to be addressed by the DoEPWD either directly or through advocacy with the concerned departments if disabled boys and girls need to be given their rightful access to education.

EMPLOYMENT LEVELS

The level of education further affects the employment status, with more than half of the male and three-quarters of female in the working age-group of 15 to 59 years being un-employed. The gender differences herein although stark also needs to be understood in line with overall female workforce participation rates in the country which is also low. (Figure 7).



The overall female work participation rate (for all ages) is even lower at 12.83 % for main workers and 9.76% for marginal workers. Most WwDs are reported to be involved in household duties, while around 16.92% are students. (Figure 8). A very meagre 3.57% of the WwDs receive pensions. Interestingly, a significant (16%) of the total WwD workers are above 60 years. Around 4% are below 14 years, which also points toward child labour among WwDs.

Figure 7: Employment Rate Among Disabled Persons in Age Group 15 to 59 years

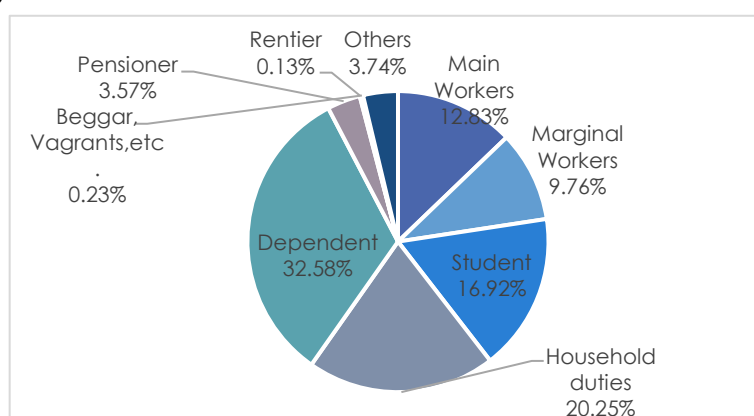


Figure 8: Engagement profile of women and girls with disabilities (All age groups)

Another important point to note here is that among the WwD workers, the chances of employment are relatively higher for those with hearing disabilities as compared to others with the least being for in-speech and mental disabilities. (figure 9).

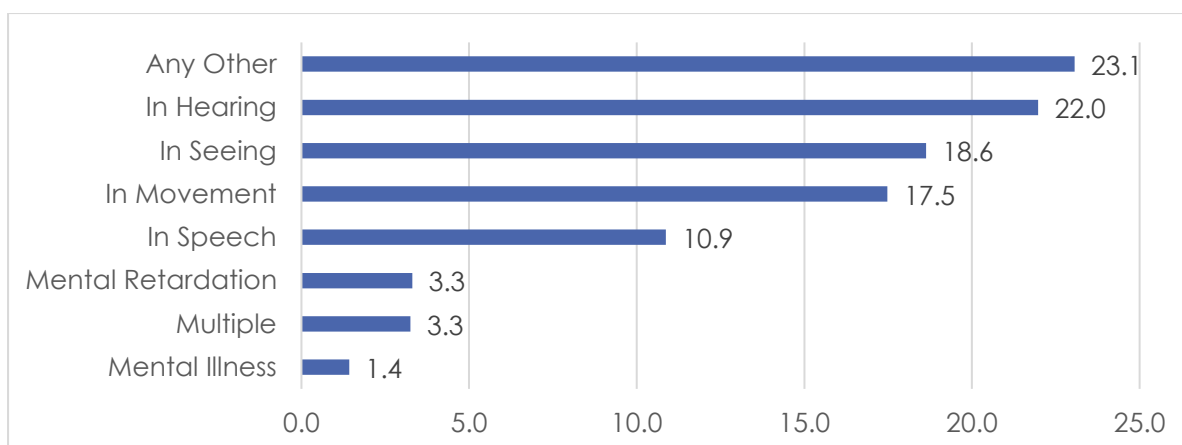


Figure 9: Percentage of Female Main Workers by Type of Disability

As is the general trend in the country WwDs in rural areas are more likely to be employed than their urban counterparts, with a difference of almost 16 percentage points in overall employment status. However, most of these are involved in marginal work rather than as main workers. This is not surprising as almost 40% of the employed women work as agriculture labourers, while another 21% are casual labourers and 6% in household industry. It is important to probe in detail the type of employment options available to WwDs and provide them with customised vocational training as well as aid and appliances to promote employment. (Figure 10)

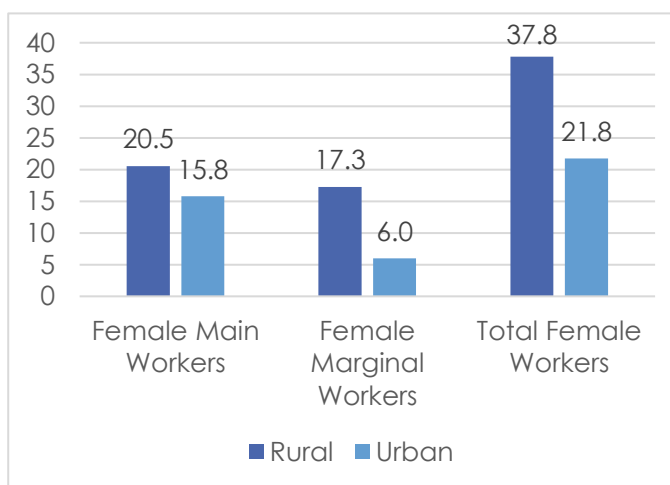


Figure 10: Employment Pattern in WwDs by Residence

VIOLENCE AGAINST WOMEN WITH DISABILITIES

Another major gender concern in case of accessibility is the vulnerability of WwDs to sexual abuse and the lack of accessibility to justice systems. Women and girls with different disabilities face high risk of sexual violence in India. Those with physical disabilities often find it more difficult to escape from violent situations due to limited mobility. Those who are deaf or hard of hearing may not be able to call for help or easily communicate abuse, or may be more vulnerable to attacks simply due to the lack of ability to hear their surroundings. Women and girls with disabilities, particularly intellectual or psychosocial disabilities, may not know that non-consensual sexual acts are a crime and should be reported because of the lack of accessible information.

Access to justice is particularly difficult for women and girls with disabilities largely due to the stigma associated with their sexuality and disability. As a result, they often do not get the support they need at every stage of the justice process: reporting the abuse to police, getting appropriate medical care, and navigating the court system. (Human Rights Watch, 2018)

According to the 2014 Guidelines and Protocols for Medico-Legal Care for Victims/Survivors of Sexual Violence issued by India's Ministry of Health and Family Welfare, women and girls with

disabilities face particular barriers to reporting sexual abuse; "...[be]cause of the obvious barriers to communication, as well as their dependency on caretakers who may also be abusers. When they do report, their complaints are not taken seriously and the challenges they face in expressing themselves in a system that does not create an enabling environment to allow for such expression, complicates matters further." Yet, the government has no system to even register attacks against women and girls with disabilities, let alone formulate strategies and mechanisms to respond to their particular needs. (Human Rights Watch, 2018).

REHABILITATION SERVICES: HEALTH PROFESSIONALS & CAREGIVERS

In general, of people with disability, 1/3 needs no rehabilitation, 1/3 can be helped through CBR alone and 1/3 needs specialized referral services. (Kumar, 2012). As CBR services are generally not widely available in the country, the role of professional rehabilitation services and caregivers becomes all the more important.

However, studies show that very few disabled people get benefit from rehabilitation services in India. Only 15% of the people living in urban areas and 3% of the people living in rural areas can avail rehabilitation services - in India, total coverage is only 5.7%. (Mishra, nd) Firstly, there is paucity of facilities and services for the disabled in both governmental and non-governmental sectors. Moreover, such services are concentrated in the urban areas. (S Ganesh Kumar, 2008). Another important factor impeding rehabilitation is the medical professionals' lack of knowledge on disability, due to which, they actively discourage families from seeking health support for children with severe disability. (Diversity and Equal Opportunity Centre (DEOC), 2009). Furthermore, the awareness on rehabilitation services except monetary benefits is very low. (Joy GA, 2018). These are however sporadic studies and reports and there is no comprehensive data available on rehabilitation services, let alone the gender dimensions of the same. It is important for the department to conduct a study on the accessibility and utilization of the rehabilitation services especially from a gender perspective.

Given this context, the role of the caregiver becomes even more important in the rehabilitation of the PwDs. It is the caregiver who actually assists for daily needs of the PwDs and in this process often has to forego their opportunities of work, career and social life. Yet, the informal caregiving process and the caregivers as a service provider, for persons with disabilities, have received less attention than required over the years. (Angothu H, 2016). It is well known that women were more likely to be informal caregivers than males in India, and although no data is available on informal caregiving in India, studies (Arno PS, 1999) had observed that the value of informal caregiving for all disabilities in the USA was \$196 billion almost two decades back. This especially highlights the need to understand the role of caregiver in Indian context.

C. GENDER APPRIASAL OF LEGISLATION AND POLICY

The Government of India has taken a number of initiatives to advance the rights of persons with disabilities. The most notable among them have been the Rights of Persons with Disabilities Act, the National Policy of Persons with Disabilities and the ratification of the United Nations Convention on the Rights of Persons with Disabilities (UNCRPD) in 2007. These have been significant in recognition the right to empowerment and quality of life for all PwDs especially women and girls.

RIGHTS OF PERSONS WITH DISABILITIES ACT (RPDA), 2016

The RPDA, 1995 was a crucial step in defining the rights of PwDs in India. It particularly focused

on equal opportunities for PwDs through both preventive and promotional aspects of rehabilitation like education, employment and vocational training, reservation, research and manpower development, creation of barrier-free environment, rehabilitation of persons with disability, unemployment allowance for the disabled, special insurance scheme for the disabled employees and establishment of homes for persons with severe disability, etc. It was however, limited in the sense that it emphasised on only seven forms of disabilities-in seeing (blindness and low vision), in-hearing, in-movement (locomotive), mental retardation, mental illness and leprosy cured.

The RPDA, 2016 has been a further step in this direction with focus on effective empowerment and inclusion of PwDs. The Act lays stress on non-discrimination, full and effective participation and inclusion in society, respect for difference and acceptance of disabilities as part of human diversity and humanity, equality of opportunity, accessibility, equality between men and women, respect for the evolving capacities of children with disabilities, and respect for the right of children with disabilities to preserve their identities, recognition of legal capacity, right to community life and access to justice. (Rights of Persons with Disabilities Act, 2016). These principles reflect a paradigm shift in thinking about disability from a social welfare concern to a human rights issue.

The new Act has also expanded the coverage of PwDs by recognising 21 types of disabilities. Speech and language disability and specific learning disabilities have been added for the first time. Acid Attack Victims have been included. Dwarfism, muscular dystrophy, have been indicated as separate class of specified disability. The new categories of disabilities also include three blood disorders, Thalassaemia, Haemophilia and Sickle Cell disease.

The Act also provides penalties for offences against PwDs with provision for designated special courts to handle cases related to violation of rights. Additionally, the Act mandates the government to frame schemes and programmes on social security, health, rehabilitation, recreation, skill development, etc. It has highlighted the need to strengthen the office of Chief Commissioner and State Commissioners for Persons with Disabilities.

From a gender perspective, the key highlight of the Act, is its "gender-neutral" language. Additionally, the Act also emphasizes on equality of men and women with disabilities stipulating that:

- The appropriate Government and the local authorities shall take measures to ensure that the women and children with disabilities enjoy their rights equally with others.
- The appropriate Government while devising these schemes and programmes shall give due consideration to the diversity of disability, gender, age, and socio-economic status. The scheme shall among others also provide for:
 - support to women with disability for livelihood and for upbringing of their children;
 - access to safe drinking water and appropriate and accessible sanitation facilities especially in urban slums and rural areas;
 - care-giver allowance to persons with disabilities with high support needs;
 - sexual and reproductive healthcare especially for women with disability.
- The appropriate Government and the local authorities shall, by notification, make schemes in favour of persons with benchmark disabilities, to provide, —
 - five percent reservation in allotment of agricultural land and housing in

- all relevant schemes and development programmes, with appropriate priority to women with benchmark disabilities;
 - five percent reservation in all poverty alleviation and various developmental schemes with priority to women with benchmark disabilities;
- Reservation for women in all boards and committees.
- The persons with disabilities shall have the right to live in the community. The appropriate Government shall endeavor that the persons with disabilities are
 - not obliged to live in any particular living arrangement; and
 - given access to a range of in-house, residential and other community support services, including personal assistance necessary to support living with due regard to age and gender.
- Imprisonment for a term which shall not be less than six months but which may extend to five years and with fine as punishment for offences of atrocities including inter alia:
 - assaults or uses force to any person with disability with intent to dishonor him or outrage the modesty of a woman with disability;
 - having the actual charge or control over a person with disability voluntarily or knowingly denies food or fluids to him or her;
 - being in a position to dominate the will of a child or woman with disability and uses that position to exploit her sexually
 - performs, conducts or directs any medical procedure to be performed on a woman with disability which leads to or is likely to lead to termination of pregnancy without her express consent except in cases where medical procedure for termination of pregnancy is done in severe cases of disability and with the opinion of a registered medical practitioner and also with the consent of the guardian of the woman with disability.

NATIONAL POLICY OF PERSONS WITH DISABILITIES, 2006

Another important initiative of the GoI is the National Policy of Persons with Disabilities, 2006. Although a bit dated and currently under revision, the policy is important as it has been the guiding principle behind the designing of the programmes and schemes for PwDs by the DoEPWD.

Similar to the Act, the national policy is also very comprehensive and empowering as it recognises that PwDs are *"valuable human resource for the country and seeks to create an environment that provides them equal opportunities, protection of their rights and full participation in society"*. (National Policy of Persons with Disabilities, 2006). The policy focuses on:

- a) **Prevention of disabilities**- with a programme for prevention of diseases, which result in disability and the creation of awareness regarding measures to be taken for prevention of disabilities during the period of pregnancy and thereafter will be intensified and their coverage expanded.
- b) **Rehabilitation Measures**- which includes physical rehabilitation (early detection and intervention, counseling & medical interventions and provision of aids & appliances and development of rehabilitation professionals); educational rehabilitation including vocational education; and economic rehabilitation including employment in Government Establishments, Wage Employment in Private Sector and Self-

Employment.

- c) **Congenial environment-** through creation of barrier-free environment enables people with disabilities to move about safely and freely, and use the facilities within the built environment. Activities for promotion of NGOs; research and data collection; sports, recreation and cultural life.
- d) Issuance of **Disability Certificates and Social Security** through policy at State level, National Trust for Autism and supported Guardianship programme.

The policy also has a strong gender component and endorses the need for special attention to doubly disadvantaged groups by including a separate section on women with disabilities. It emphasises on the need for development of special programmes for women with disabilities in such areas as education, vocational training, employment and other rehabilitation services.

The policy especially recognizes that WwDs require protection against exploitation and abuse. Thereby stipulating that:

- Special programmes will be developed for education, employment and providing of other rehabilitation services to women with disabilities keeping in view their special needs. Special educational and vocation training facilities will be setup.
- Programmes will be undertaken to rehabilitate abandoned disabled women/girls by encouraging their adoption in families, support to house them and impart them training for gainful employment skills.
- There will be separate mechanism to review annually the intake and retention of the girl child with disability at primary, secondary and higher levels of education
- The Government will encourage the projects where representation of women with disabilities is ensured at least to the extent of twenty five percent of total beneficiaries.
- Steps shall be taken to provide short duration stay homes for women with disabilities, hostels for working disabled women, and homes for aged disabled women.
- It has been noted that women with disabilities have serious difficulty in looking after their children. The government will take up a programme to provide financial support to women with disabilities so that they may hire services to look after their children. Such support will be limited to two children for a period not exceeding two years.

Both the Act and policy are not only very comprehensive in nature and in accordance with the UNCRPD, but also very gender sensitive both in language and content. They have not only explicitly recognised the concerns of WwDs but also suggested measures to deal with the same. The DoEPWD now needs to ensure that these legislative and policy commitments are translated into budgetary commitments so as to achieve the desired outcomes of non-discrimination, equality and inclusion.

D. GENDER REVIEW OF BUDGETARY ALLOCATIONS

The DoEPWD has an annual budgetary allocation of around a thousand crore rupees, and although the department has been almost 80% increase in the overall budget over the last five years (from 2015-16 to 2019-20) the per capita allocation even at modest 2011 census figures stands at a mere ₹ 427/-.

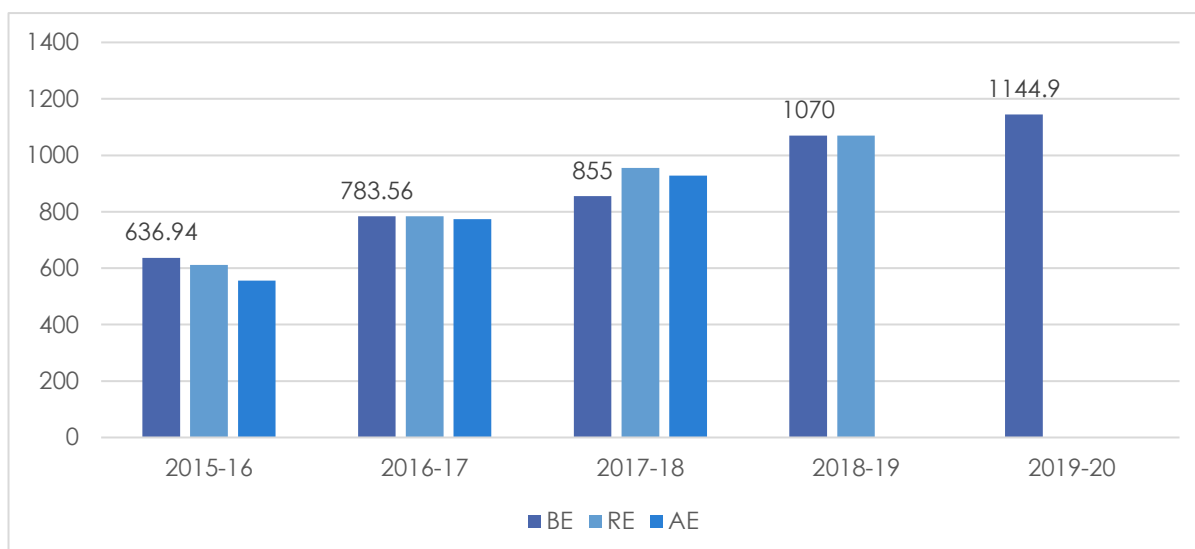


Figure 11: Budgetary allocations and expenditure trends in DoEPWD in the last five years (amount in INR crores)

A positive aspect, however, is that unlike earlier where the department was critiqued for not being able to spend its allocations, the department's utilization rate has increased from 87% in 2015-16 to 109% in 2017-18. (figure 11). (DoEPWD Expenditure Budget, multiple years)

OUTCOME/OBJECTIVE PATTERNS

It is also important to understand the objectives towards which the budgetary allocations are being made. Although there is quite a bit of overlap in the activities as per the budget head, a broad classification shows that in 2019-20, more than 80% of the department's budget has been spent mainly on social/physical rehabilitation activities through, ADIP, DDRS, SIPDA and support for national institutes. (figure 12). And

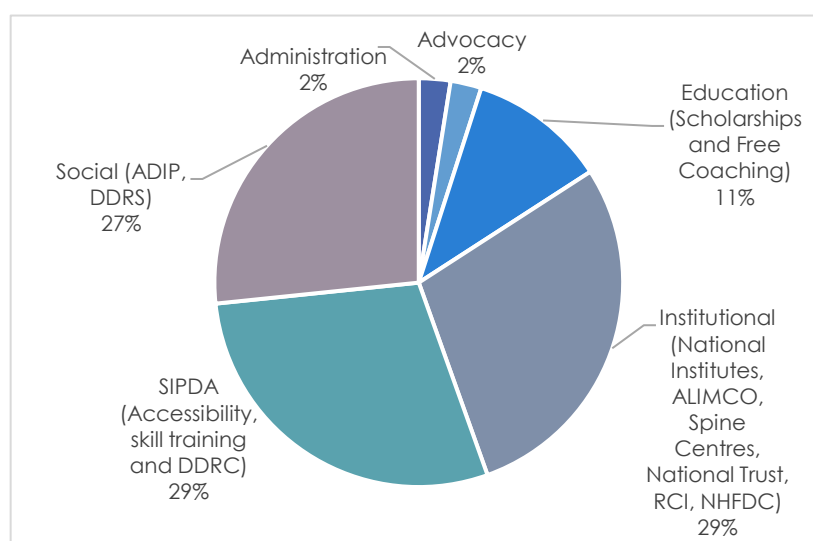


Figure 12: Objective-wise allocation by DoEPWD in 2019-20

although SIPDA and National Institutes do have some components of skill training while NHFDC also provides loans for self-employment; there is no programme or scheme directly targeting economic empowerment of PwDs let along that of WwDs. The direct support for education is also low at 11%, although this is still a major jump from the expenditure on education in 2017-18. (see table 2)

Table 2: Objective-wise Budgetary trends in DoEPWD for the last five years (amount in INR crore)

Budget Objective	Actual 2015-2016	Actual 2016-2017	Actual 2017-18	Revised 2018-19	Budget 2019-20
Administration	14.99	17.62	20.76	25.5	28.67
Advocacy	27.96	44.61	19.6	19.1	28
Education (Scholarships and Free Coaching)	23.79	40.22	56.95	125.43	125
Institutional (National Institutes, ALIMCO, Spine Centres, National Trust, RCI, NHFDC)	218.13	269.25	298.77	348.25	328.23
SIPDA (Accessibility, skill training and DDRC)	16.06	186.82	0	0	330
Social (ADIP, DDRS)	254.7	215.03	260.01	293.42	305
Total	555.63	773.55	656.09	811.7	1144.9

There is a need for the department to focus more on education and economic rehabilitation especially the latter as these not only emerge as a key concern for PwDs in general but also for women and girls in particular. Even the Act and policy have specified on the need for 'livelihood and employment support' as well as 'intake and retention' for women and girls with disabilities. If the overall allocation for these are less, even reservation of up to 25% in these rehabilitation measures will not benefit WwDs to the extent required. There is especially the need for making allocations for special education and vocational training facilities for WwDs as mentioned in the policy. (also see box 1).

One more gap is the lack of any programme/scheme for residential facilities for WwDs, although it has been specifically mentioned in the policy as well as RPDA, 2016. While these may be taken up in coordination with other ministries/departments, there is definitely a role for DoEPWD to also support in terms of at least ensuring that the current institutions- story stay homes, working women's hostels, old-aged homes, etc. are also identified as part of the Accessibility India Campaign and supported under SIPDA for being made disable-friendly.

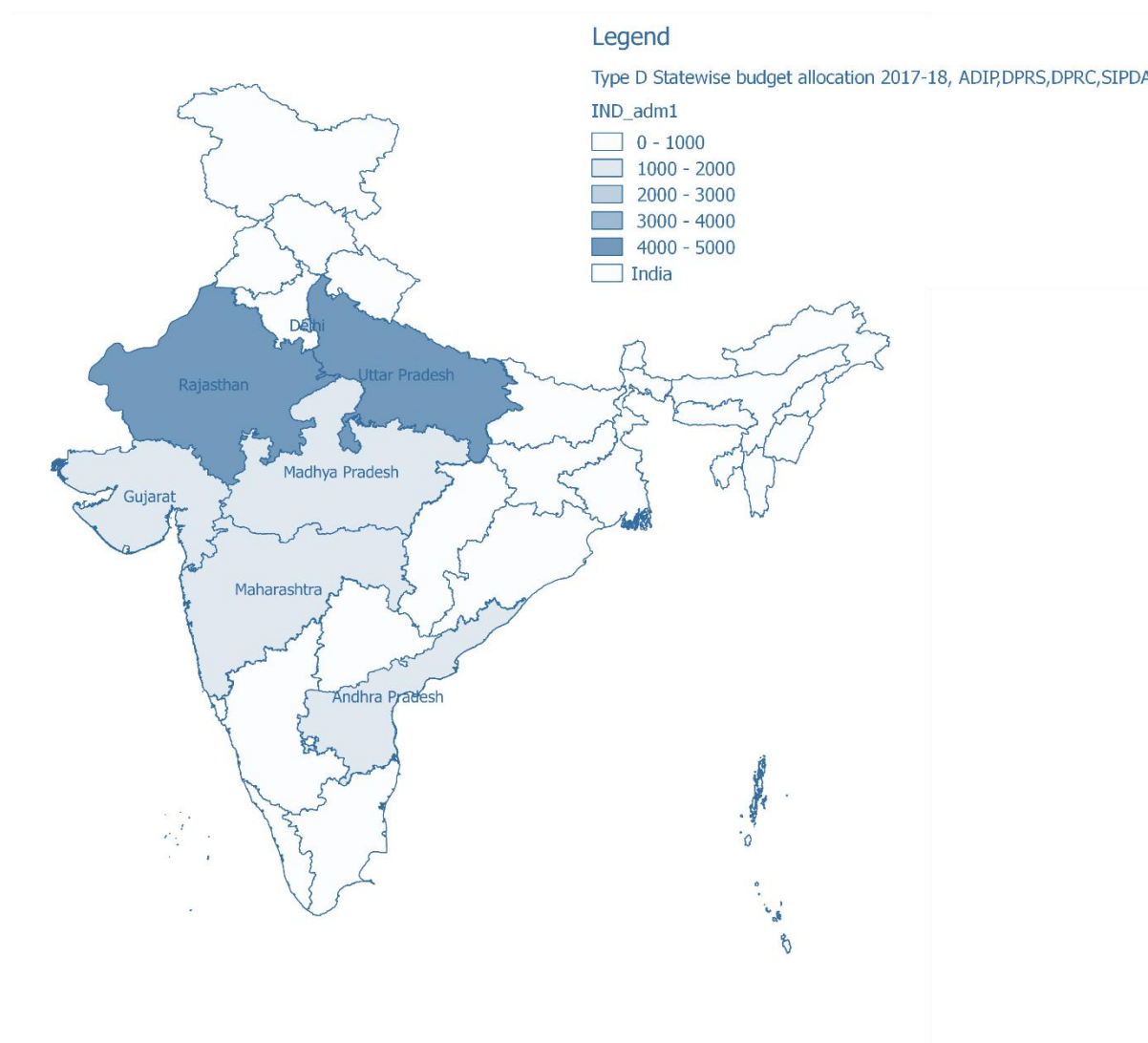
Further, except for a small programme for support to care-givers under the National Trust there is no other programme or budget head which addresses the concerns of caregivers. Given that most of the informal caregivers are women, this is a major gender specific initiative which the DoEPWD needs to undertake.

SPATIAL VARIANCES

An important trend observed in the budget documents is the transfer to States/UTs under the umbrella programme for development of other vulnerable groups (schemes for differently-abled persons) which was only around 2.89% in 2015-16 (AE), increased to almost 29.5% in 2017-18 (AE). Unfortunately, this trend seems to have been reversed again in 2019-20 (BE). It would have been good if this transfer was continued by linking the same with the comprehensive social security policy which the States/UTs are to develop as per the National Policy, 2006.

Additionally, the department also needs to look into the spatial biases emerging in the expenditure made under various schemes. A review of the expenditure pattern in 2017-18 for key schemes like ADIP, SIPDA, DDRS and DDRC shows that the expenditure focus is inclined towards northern and western states. West Bengal and Bihar have lagged behind in receiving funds even though they are home to large number of PwDs and are part of the 5 states with more than half of the PwD population in the country. (Figure 13).

Figure 13: State-wise expenditure under ADIP, SIPDA and DDRS in 2017-18



Given that women in general and WwDs in particular are most disadvantaged by mobility barriers, it is important for the DoEPWD to ensure investments in under-served areas of the country.

GENDER BUDGET STATEMENT

It must but be acknowledged here that the DoEPWD, since its formation in 2012, has been one of the most consistent and comprehensive departments in reporting in the Gender Budget Statement (GBS). A review of the GBS (2019-20) shows that almost 78% of the department budget is

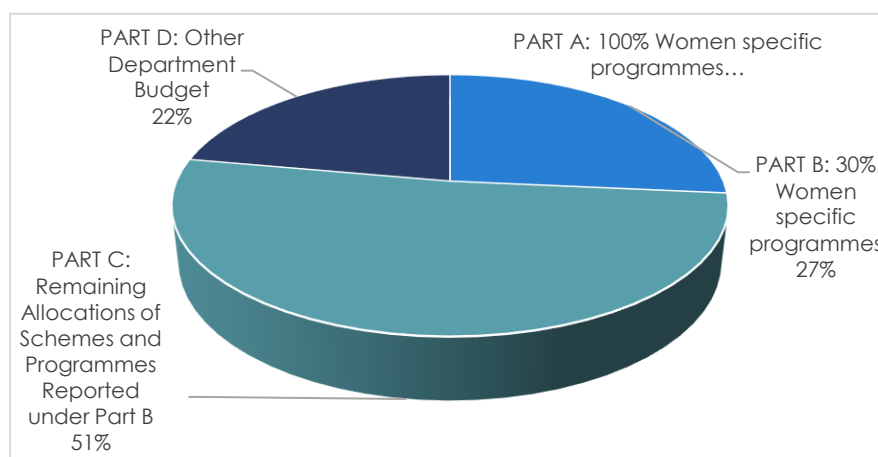


Figure 14: Budgetary Estimates reported in Gender Budget Statement by DoEPWD (2019-20)

covered under the GBS. While this should ideally have been an indicator of a high level of gender analysis within the department, unfortunately there is no validation of the data which results in many anomalies as highlighted below:

- More than 63% of the budget reported is under SIPDA and National Institutes/ Autonomous bodies, wherein the basis for the allocation is not known.
- Further, although most scholarship related schemes have guidelines with a mandate of 33% or more of female beneficiaries, they have not been reported in the GB Statement. It needs to be highlighted here though that these were being reported until 2018-19.
- Also, ADIP is being reported in Part B in spite of the fact that the guidelines mandated only 25% of the beneficiaries to be women/girls.

The Department needs to review its sanction orders to bring in gender focus in the mandate of all national institutions; mandate gender appraisal of all SIPDA proposals; and review gender understanding of implementing agencies for DDRS and ADIP to be able to actually quality these allocations as gender responsive. Further for ADIP, the guidelines need to mandate a coverage of women by 33% to 50% than the current 25% to qualify for reporting in the GBS.

It also needs to be noted that all of the programmes and schemes reported by the Department fall under Part B of the GB Statement, showing no targeted interventions or allocations to reach out to women and girls with disabilities. There are in fact no-specific programme/schemes specifically targeted to WwDs implemented by the DoEPWD. This is a major budgetary gap, as it is clear from the situational analysis undertaken as also the legislative and policy mandates that there needs to be specific steps/initiatives to be undertaken for WwDs and these interventions would need to be supported with women-specific allocations.

Further, the allocations for most of the programmes/schemes reported under Part B of the GB Statement are less than 10 crore; and it is between 10 to 100 crores for four programme/schemes i.e. Implementation of the Persons with Disabilities Act 1995; Aids and Appliances for the Handicapped (ADIP); National Institute for Disabled Persons; Deendayal Disabled Rehabilitation Schemes; and National Handicapped Finance and Development Corporation. (figure 15) This also highlights the fact that even if these programmes were

reaching out to one-third or more women and girls, the overall budgetary allocations and expenditure for them can hardly be called adequate in view of the disadvantages and discriminations faced by them.

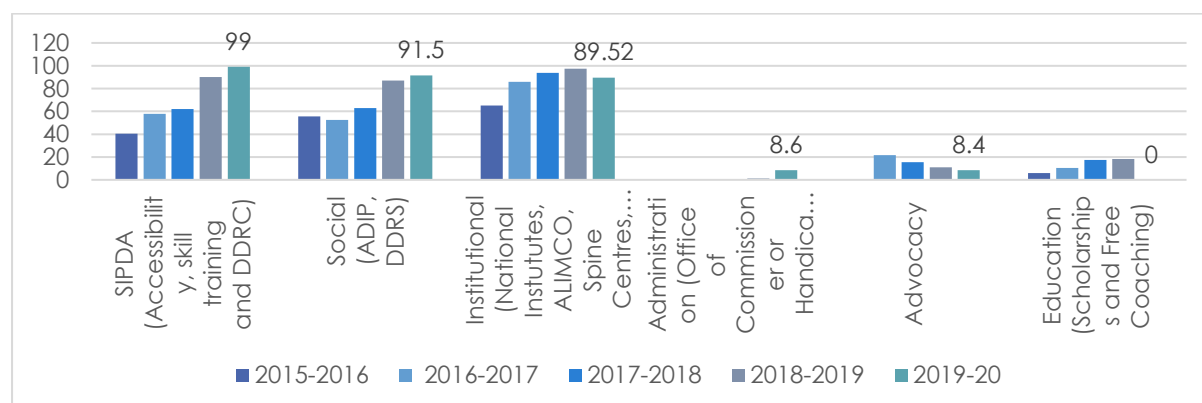


Figure 15: Gender budget allocations reported by DoEPWD in last five years (amount in INR crores)

E. GENDER-AWARE OUTPUT ASSESSMENT OF SELECT PROGRAMMES

The most important programmes of the DoEPWD at least from a budgetary perspective is the Scheme for Implementation of Persons with Disabilities Act (SIPDA) by state governments and other bodies. The department also runs three social rehabilitation schemes: a) Scheme of Assistance to Disabled Persons for Purchase/Fitting of Aids/Appliances (ADIP); b) Deendayal Disabled Rehabilitation Scheme (DDRS) for providing education and vocational training and rehabilitation to persons with disabilities and c) District Disability Rehabilitation Centres (DDRC) in all unserved districts of the country to provide comprehensive services to persons with disabilities. Another important component of the department's resource allocation is on education programmes which mainly include scholarship provision at various levels.

A large portion of the department budget is also for institutional support to autonomous bodies including the Office Chief Commissioner for Persons with Disabilities (CCPD), the National Trust for the Welfare of Persons with Autism, Cerebral Palsy, Mental Retardation and Multiple Disabilities, the Rehabilitation Council of India (RCI), eight National Institutes for major types of disabilities and ALIMCO.

In the coming section, the key components and output achievements of select schemes (SIPDA, ADIP and DDS), the education programme, as well as the institutional support has been assessed from a gender perspective.

SCHEME FOR IMPLEMENTATION OF PERSONS WITH DISABILITIES ACT (SIPDA)

Under SIPDA, Grants-in-Aid (GIA) are provided to States/UTs and various government organisations for seventeen types of initiatives along with the provision to add any other specific activities covered under the Act. The thrust of the scheme, however, is on the Accessible India Campaign (AIC)- which provides for barrier free environments and accessible websites; the Skill training programmes under the National Action Plan (NAP); establishment of

outreach centres especially the DDRCs; and support for issuance of disability certificates under the Unique Disability Identity Card (UDID).

As can be seen in figure 16 around 71% of the SIPDA releases is towards creating barrier free buildings and institutions; while 18 % goes towards skill training.

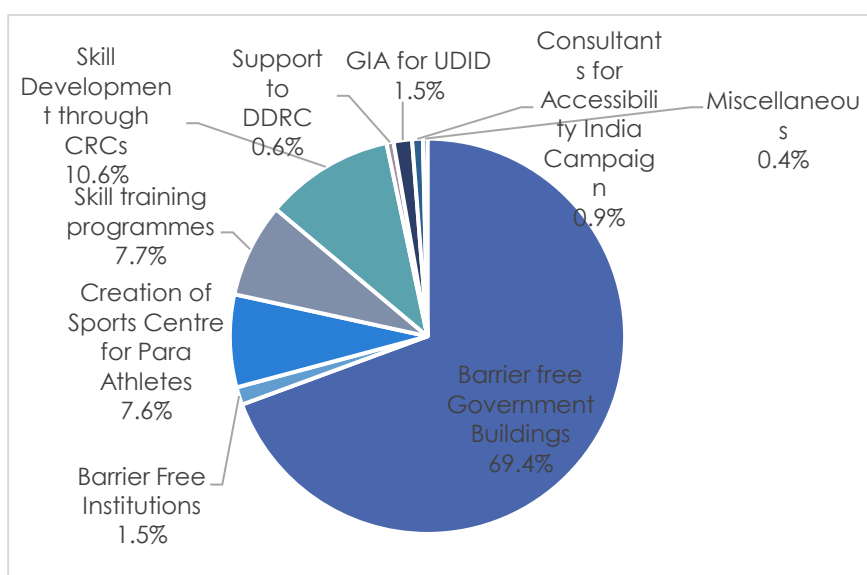


Figure 16: Releases under SIPDA for various purposes in 2017-18

ACCESSIBILITY INDIA CAMPAIGN

The emphasis of the AIC is on three aspects- built environment accessibility, transport system accessibility and information and communication eco-system accessibility. (DoEPWD, 2015) These have further been expanded into seven objectives and thirteen targets to be achieved between July 2016 to 2019. These include government buildings, airports, railway stations, government owned public transport systems, websites, sign-language interpretation and captioning and public television.

While the focus on these is good, there are a few concerns from a gender perspective. The standards set are mainly designed keeping in view the needs of in-movement disability, with some focus on in-seeing and in-hearing disability. Considering that the proportion of WwDs in terms of in-seeing and in-hearing is higher, this itself highlights the gender bias in the strategy. In fact, the AIC brochure, which is a well detailed strategy paper does not even mention the words women or gender once.

Further, given the fact that other types of disabilities are hugely uncovered also mean that they are left out of the purview of SIPDA funding which is much focused on AIC. For example, while one may make a school or hostel building infrastructure accessible, a tribal girl suffering from sickle cell may still not be able to use these services given that human resources and the need for ambulance/hospital services are not focused on. Anyways, the focus on government buildings, websites and transport infrastructure as the priority means that roads and pavements, schools, hospitals, public toilets, market places, parks, etc. are not focused on. And although adaptation of toilets for wheelchair users, causing curb cuts and slopes to be made in pavements, engraving on surface of zebra crossing, etc. are mentioned under the SIPDA scheme, there has hardly been any expenditure made towards these. In fact there seems to be a high urban focus, both in the strategy and the implementation, which is limiting given the fact that almost two-thirds of the PwDs are in rural areas. This is bound to have a more negative impact on WwDs as mobility and accessibility are even larger concerns for them. There needs to be a specific focus on making Panchayat Bhavans, Water Supply Systems, Anganwadi Centres, Primary Health Centres, and Public Distribution Systems, etc. accessible in rural areas. Even in urban areas to focus on the poor and women the standards for accessibility have to be developed for all affordable housing projects (most of these are

ground plus three floors without even lifts) as well as for all SMART city projects. A very women-specific initiative required in this regard would be making seeking legal recourse and safe shelter accessible. It is important that police stations and courts (as even the systems) are made accessible to WwDs. For example, how does a woman with in-speech disability actually use the women's helpline. Similarly, expecting a woman with in-movement disability to come to the police station for filing a FIR are systems which need to be made accessible. Also, an audit of women's shelter homes, working women's hostels, etc needs to be undertaken from an accessibility perspective and funds under SIPDA should be allotted for the same.

Another gap is in the implementation status itself. As per the data received from DoEPWD as of end March 2018, 1662 buildings has been audited of which money was released for creation of barrier free environment in 613 (37%) buildings. The progress of transport has been better with all 34 international airports, 48 domestic airports and 667 AI, A & B category railway stations (95% of the total 709) have been made accessible. However, in the same time only 13613 buses have been made accessible. This gap is bound to hurt women and poor more. Again, out the 917 state websites only 205 (22 %) have been made accessible.

SKILL TRAINING PROGRAMMES

SIPDA allocations are also provided for skill training of PwD under the NAP. A dedicated PMU and sector skill council have been set up under the NAP for these and assistance is being provided to Empanelled Training Partners (ETPs) as part of the programme. No training fees is charged from the PwDs and they are provided with boarding and lodging cost, conveyance cost, ₹5000 per candidate for personal assistive aids, placement facilities as well as post-placement support of ₹3000 per month for 2 to 6 months depending on place of placement.

Overall 1.39 lakh PwDs have been trained under the programme (by end March 2018) as a cost of 147.11 crores. The numbers have been increasing over the years. (figure 17).

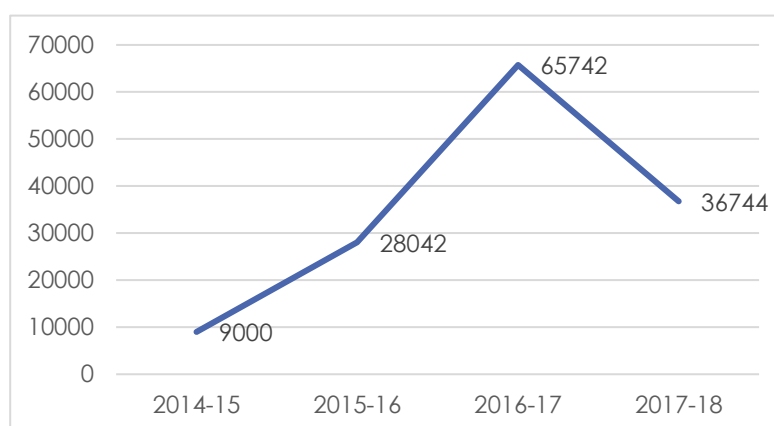


Figure 17: Number of PwDs trained under NAP for skill training (upto March 2018)

From a gender perspective, there is a 30% reservation for women as part of each training programme, which is good. (National Action Plan for Skill Development of PwDs). However, the actual number of female beneficiaries is not known. Also, just providing the reservation may not be enough unless some specific measures are undertaken to reach out to women and girls as can be seen from the experience of Vocational Rehabilitation Centres (VRCs) being run by MoLE. (see box 2)

Box 2: Vocational Rehabilitation Centres (VRCs) for Differently-abled persons and need for specific gender initiatives

As a part of the National Action Plan for Skill training of PwDs, the DoEPWD in collaboration with Ministry of Skill Development and Entrepreneurship (MSDE) had set a target of skilling 5 lakh PwDs by 2018. While gender disaggregated data on the achievements under the NAP is not available, a review of the Vocational Rehabilitation Centers (VRCs) for PwDs run by Ministry of Labour and Employment clearly highlights the fact that a general open for all VRC cannot be enough to reach out to WwDs.

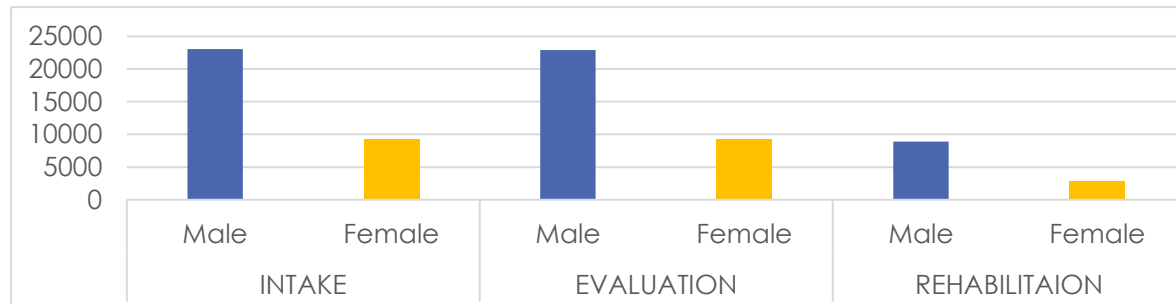


Figure 18: Gender Balance in VRCs run by MoLE (2017-18)

There is a need to not only increase intake but also undertake specific measures to improve the programme to ensure actual rehabilitation of WwDs. The DoEPWD should thus come up with a specific programme for economic rehabilitation of WwDs.

The ETPs and the training institutes should be mandated to have a 30% coverage for release of the next instalment. If there are concerns in being able to reach the target, then specific initiatives will need to be made for the same. Some of these concerns as observed during the visit to a VRC in Hyderabad include:

- Location of the VRC being away from the main city areas, as also lack of residential facilities at the VRC.
- No specific outreach activities being undertaken to enrol PwDs (its mainly through reference, which has an inherent male bias).
- The skills being covered not being in line with jobs that women are likely to be placed in. It would be good for the department to review the skill training curriculum from a perspective of providing employment to WwDs through the Sector council.
- There is a specific need to orient private sector to employ WwDs since they face the dual burden of biases.
- There is the need to involve women's organisations/groups to target WwDs for creating awareness and motivating women to join the courses.

These concerns need to be addressed and the NAP should come up with a specific action plan and target for ensuring 30% intake WwDs in all training programmes. Also, the beneficiary data should be sex-disaggregated to be able to track the actual coverage of women under the skill training programmes.

Box 3: Engendering the Incentive Scheme for Improving Employment of PwDs in Private Sector

A noteworthy initiative undertaken by DoEPWD in the eleventh plan period was the introduction of an incentive scheme for providing employment to PwDs in the private sector. Under the scheme, employees with disabilities, with monthly wage up to Rs.25000/- per

month, working in the private sector (mainly organised sector) are being covered. As part of this scheme the Government was to pay the employer's contribution to the Employees Provident Fund (EPF) and Employees State Insurance (ESI) for the first three years. In 2018, this scheme has been revised to remove the salary/wage ceiling as also increasing the period of payment of EPF and ESI contribution from three years to ten years. Additionally, government will also bear one-third of the gratuity amount and stipend during the apprenticeship period.

This is a commendable initiative taken for the employment of PwDs. However, it would be good to have additional specific provisions for women employees as part of this scheme so as to encourage private sector to employ WwDs. The DoEPWD should consider increasing the time of payment for a women from ten to fifteen years, or pay the employees contribution in part so as to reduce her cost to company and provide for more consumable income in the hands of the women employees.

ASSISTANCE TO DISABLED PERSONS FOR PURCHASE/FITTING OF AIDS AND APPLIANCES (ADIP)

Under ADIP scheme Grant-in Aid (GIA) is provided to various implementing agencies² to assist needy PwDs in procuring durable, sophisticated and scientifically manufactured aids and appliances. The scheme also provides support for pre-fitting surgical intervention as also for cochlear implants.

As per the revised scheme guidelines, financial support for aids and appliances limited up to 10000/- (12000 for students) for devices costing up to 20000/- is provided³, to persons holding a 40% disability certificate. The aids are provided and fitted in camps conducted by the implementing agency and is provided free of cost to PwDs from families whose monthly income is less than 15000/- and at 50% cost for those whose monthly income is between 15000/- to 20000/-.

The scheme has some very pro-women components including inter-alia reservation of 25% for women and girls; and an additional travelling cost provided to the PwD as well as an escort. Additionally, the scheme guidelines also specify the need for sex-disaggregated data to be maintained by the implementing

agency, the need for adequate publicity and awareness on the camps and a third-party evaluation covering at least 15% beneficiaries. These are also steps, which help improve the gender responsiveness of a scheme.

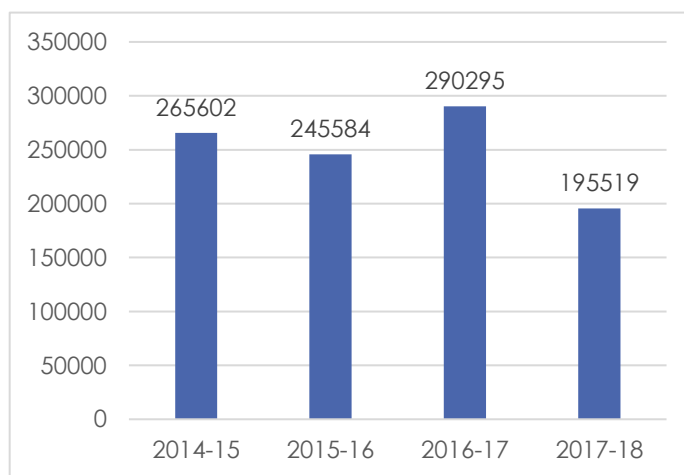


Figure 19: Number of beneficiaries covered under ADIP

² These include National Institutes, Composite Regional centres, ALIMCO, DDRC, State Handicapped Development Corporations, Other Local Bodies and NGOs.

³ Although there is a special list of expensive items costing more than 20000/-, for which also the GoI provides 50% subsidy to be approved on a case to case basis, with prior approval from the department.

From 2014-15 to end of March 2018, around 9.97 lakh PwDs have been covered under the ADIP scheme through 6459 camps. (see figure 20 for annual breakup). Unfortunately, sex-disaggregated data is not consolidated and analysed by the department at the national level, which become a major limitation in assessing the gender coverage of the scheme.

However, a gender analysis of the publicly available beneficiary data of ALIMCO (which received almost 85% of the ADIP releases in 2017-18) shows that the coverage of women and girls is around the stipulated 25% but less than the 30% needed for reporting in the GB Statement. (figure 20). Although ADIP data of 2016-17 from National Institute for Empowerment of Persons with Multiple Disabilities (NIEPMD) shows a 32% coverage of women and girls.

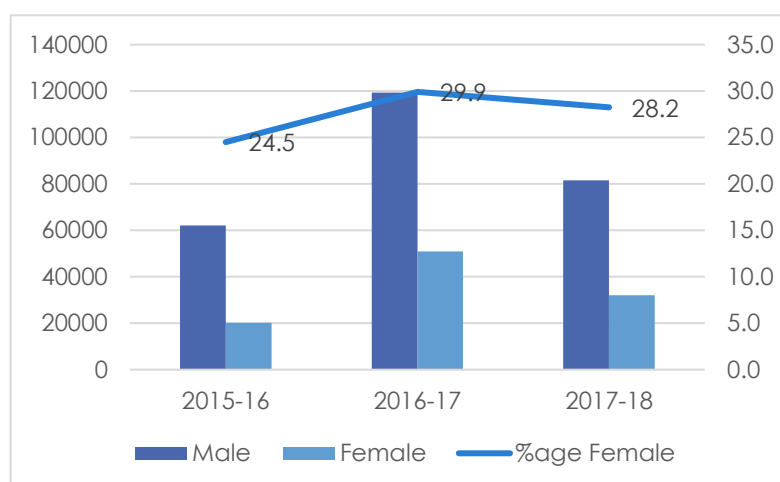


Figure 20: Gender parity in ADIP beneficiaries covered by ALIMCO

The variation over the years and institutes also points to the need to revise the guidelines to mandate at least 30% coverage of women and girls, with an aim to increase it to 45% in the coming years (in line with the gender composition of the PwD population). This might even require a change in the unit costs, preferably to increase the limit for women and girls also to 12000/- as is for students and/or increase the Gol share from the current 50% to 70%. Revisiting the cost norms from a gender perspective is also important as there is a 200 rupees difference observed in the per capita subsidy for male and female in the aids and appliances provided by ALIMCO under ADIP. (figure 21). To bring a gender budget parity, this amount can be used as an additional subsidy for WwDs.

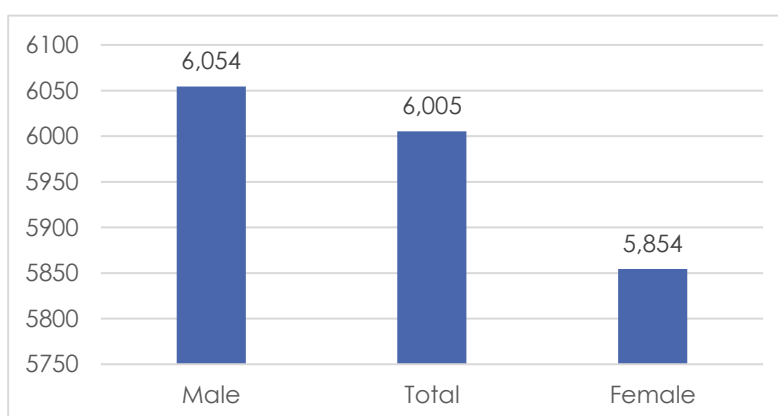


Figure 21: Average cost per beneficiary reported by ALIMCO in 2016-17

DEENDAYAL DISABLED REHABILITATION SCHEME (DDRS)

The Deendayal Disabled Rehabilitation Scheme of the department is a central sector scheme that includes projects for providing education, vocational training and rehabilitation of PwDs. The scheme, has been recently revised effective from 1st April 2018, resulting in an increase in 2.5 times increase in cost norms as well as changes in trades/categories of human resources.

As part of the scheme, GIA is provided to voluntary agencies for 9 model projects broadly covering the following areas- programmes for pre-school, early intervention and training; special education/ schools; projects for children with cerebral palsy; rehabilitation of leprosy cured persons; psycho-social rehabilitation of persons with mental illness; home-based rehabilitation and home management; community-based rehabilitation; low vision centres and human resource development. Unfortunately, these are still based on the old definition of disability and has not been upgraded to accommodate the new forms of disability recognised under RPDA 2016 especially rehabilitation of acid-attack victims and those with blood disorders. These are very critical from a gender perspective and need to be brought within the ambit of DDRS supported projects.

Further, although the objectives do mention “to support and facilitate the availability of appropriate housing, homes and hostel facilities”; there are no projects in line with these recognised in the guidelines. Special hostels and homes for WwDs has been specifically recommended under the National Policy and should be made a part of the DDRS. Also the model projects have a very strong bias towards the needs of children and fail to adequately cover the needs of other age-groups. There needs to be recognition of model projects for single WwDs, elderly WwDs and WwDs who are victims of violence.

It is also critical from this aspect to ensure that the Project Implementing Agencies (PIAs) recognised under DDRS have adequate gender representation in their management and should also be scrutinised for gender sensitivity. Without this there is a high likelihood that the projects may not cover the needs of girls and women with disabilities. This should be included in the inspection report of the project application.

There should also be a mandate for ensuring that at least one-third of the beneficiaries at the project level in case of co-ed institutions should be girls. Overall, also the DDRS screening committee should ensure that in each state atleast 33% of the projects should be targeting women and girls. While this may not be so much possible in the under-served areas, this should be pursued in states with larger number of PIAs and projects. The DDRS should pro-actively invite applications for projects addressing the needs of women and girls.

In terms of implementation, the DDRS has been able to support around 650 PIAs in the last four years (by end March 2018) covering around 1.39 lakh beneficiaries. However, there are two significant gaps in this. Firstly, the coverage of DDRS project is highly skewed in favour of two states- Andhra Pradesh and Kerala. In 2017-18, almost 26% of the NGOs supported and 23% of the projects assisted have been in these two states. (see figure 22 for state wise number of NGOs supported in 2017-18). Even in terms of beneficiaries almost 28% of the total beneficiaries in that year were from these two states only. What is even worse is that a number of states and UTs like Goa, Jammu and Kashmir, Jharkhand, Nagaland, Sikkim Andaman Nicobar Islands, Arunachal Pradesh, Chandigarh, Dadra & Nagar Haveli, Daman & Diu and Lakshadweep, do not even have one NGO.⁴

⁴ The department has been promoting DDRCs in these under-served areas and has set up the same in 264 of the 325 identified districts by October 2019. However, the DDRCs have been kept out of the scope of this review on the suggestion of the department.

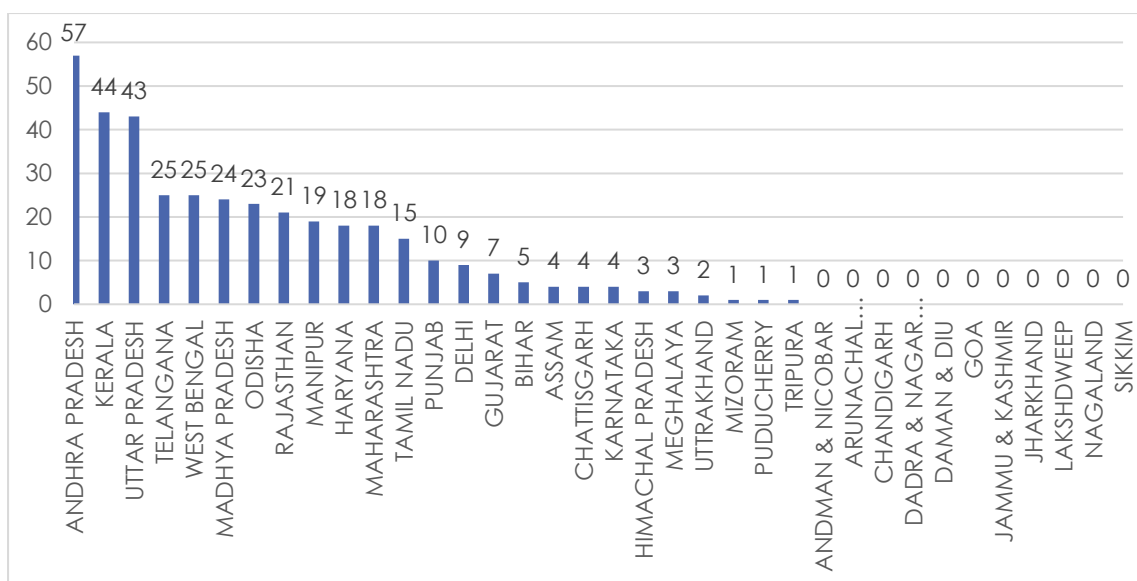


Figure 22: State-wise number of NGOs supported in 2017-18 under DDRS

Another important gap is the lack of sex-disaggregated information on the number of beneficiaries. It is very important that the department collates this information as a part of its MIS and monitor the same to ensure adequate coverage of women and girls. This can be easily done, as the guidelines very clearly mandates the reporting of physical progress segregated by sex and component every half year.

As such the number of actual beneficiaries is much less than the potential beneficiaries for which GIA has been increased. (Figure 23). This is surprising, especially when looked upon with the fact that while the amount of GIA per organisation increased from an average of 8.52 lakhs to 9.81 lakhs from 2015-16 to 2017-18; the amount per actual beneficiary has declined 14127/- to 12706/- over the same period.

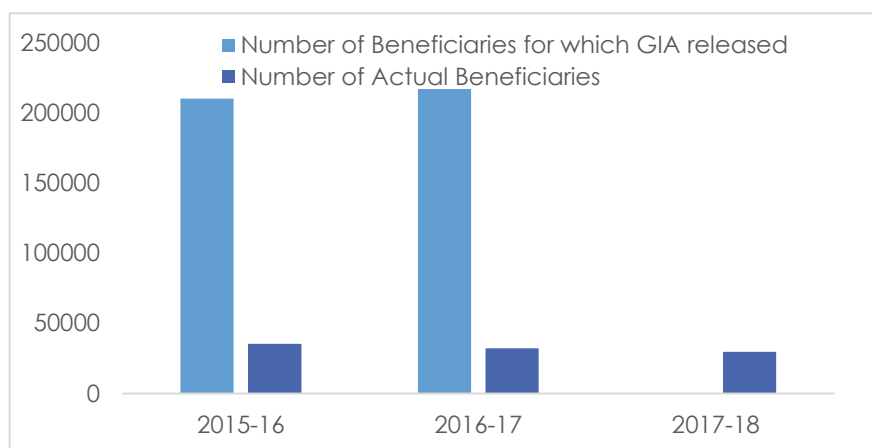


Figure 23: Number of Potential vs Actual Beneficiaries in DDRS

EDUCATION PROGRAMMES

The focus on education within DoEPWD has been mainly through Scholarship Schemes, implemented through National Scholarship Portal and free coaching for competitive exams. These schemes cover all levels of education and are Direct Beneficiary Transfer (DBT) enabled. All the scholarship schemes have provision for 50% reservation for girls except for the overseas scheme which has a 30% reservation. (table 4).

Table 3: Provisions and Gender Components in Education related Schemes

Scheme	Provisions	Gender Component
Pre-Matric Scholarship (for Class IX and X)	600 pm for hostellers and 350 pm for day scholars for 10 months Book and Ad-hoc grant of 1000 per annum Disability Specific Allowance like Reader allowance, transport allowance, escort allowance ranging from 160 to 240 per month	50% of the 46000 scholarships are reserved for girls
Post Matric Scholarship (Class XI to Post Graduation)	Reimbursement of tuition fees upto 1.50 lakhs per annum Maintenance of 650-1200 for hostellers and 400-550 for Day scholars Book Allowance of 1500 per annum Disability Specific Allowance from 160 to 240 per month	50% of the 16,650 scholarships are reserved for girls
Top Class Education (240 institutes of excellence like IITs, IIMs, etc)	Tuition fees up to 2 lakhs per annum Maintenance of 3000 for hostellers and 1500 for day scholars Special allowance of 2000 pm for book, computer, software, etc	50% of the 300 scholarship slots are reserved for girls
National Fellowship for PwDs (M Phil and PhD)	25,000 pm for JRF and 28,000 pm for SRF Additional contingency grant, escort/reader allowance and house rent allowance as applicable	200 fellowships with no reservation for girls
National Overseas Scholarship for Masters and PhD	Average 15 lakhs per beneficiary per annum	Six of the 20 (30%) are reserved for women
Free Coaching (for competitive exams)	Entire Coaching Cost payable to coaching institute Stipend of 7000 pm for outstation candidates and 4500 pm for local candidates	No reservation for women/girls

Considering that these are all individual schemes, the design of the education programme of DoEPWD is highly gender responsive. However, there are a few aspects in the application process, which can be a limitation to reaching out to girls.

For example, the publicity mechanism through newspapers and websites may not always accessible to the PwDs especially those living in rural areas. Again, the online application system would be a more barrier to girl Students with Disabilities (SwDs) who may not have access to the necessary support systems from the market and family. Another limitation could also be the need for a bank account. Given that women and girls are less likely to have individual bank accounts, it could be a deterrent for girl SwDs.

It would be good to collaborate with the Panchayati Raj Institutions as well as secondary schools and colleges, to undertake specific camps for awareness building, bank account opening and application facilitation at the village/block levels. The DoEPWD could specifically collaborate with the MoPR to incorporate this as part of the Gram Panchayat Development Plan (GPDP) process.

The fact that the scheme is less accessible to girls SwDs is clearly evident from the analysis of the coverage of girls under the various scholarship programmes. As per the National Scholarship Portal, in 2017-18, only 38% of the total application received were from girls. Again, there is also a gap in the verification status of male and female applications with the percentage of male applications being verified being slightly higher than that of females.

Although exact data is not available, SC and ST girls could be at an even more disadvantage. (table 4).

Table 4: Status of application for scholarships received and verified from SwDs (2017-18)

	Received Applications	Verified Applications	%age Verified
Total	41.48	28.91	69.7
Male	25.52	18.11	71.0
Female	15.86	10.8	68.1
General	12.93	8.41	65.0
OBC	18.62	13.61	73.1
SC	6.5	NA	
ST	NA	NA	

These clearly highlight the need for specific steps to encourage applications from girl SwDs especially those from SC/ST communities. The gap is further highlighted when one looks at the amount of disbursement for girls SwDs, which is much less than the desired 50%. (figure 24).

Another important limitation of the programmes is the overall numbers of scholarship itself. Even though the budget for scholarship has been increasing over the years (figure 25), what is disturbing is the absolute number of students who have received the scholarship. Between 2014-15 to 2017-18 (end March 2018), the department had provided scholarships to only 46,842 students (since 2014-15), which is much less than the overall number of SwDs.

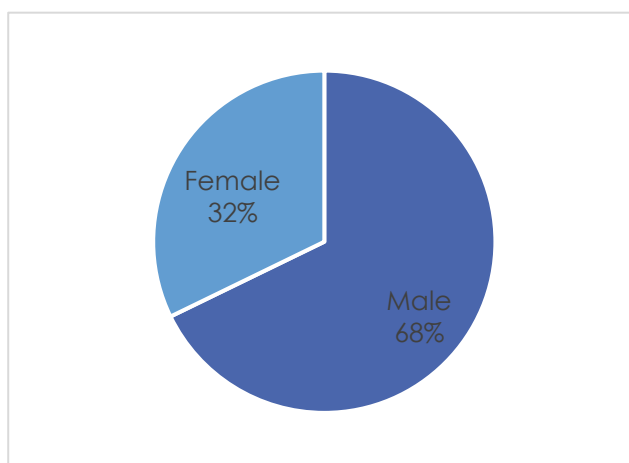


Figure 24: Gender-wise Disbursement of Scholarships to SwDs (2017-18)

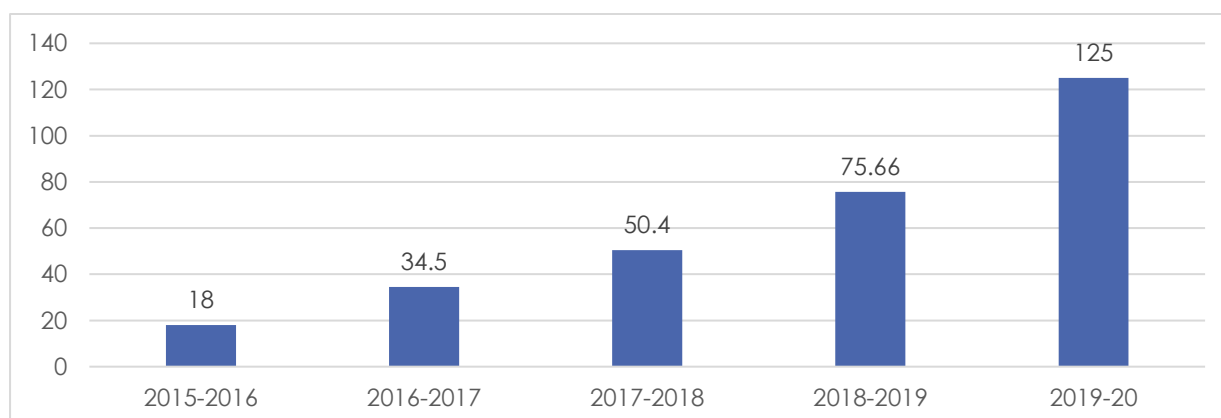


Figure 25: Budgetary Estimates for Education programmes for SwDs

It is important for the department takes specific steps to facilitate the application process and increase the overall number of student availing scholarships. As itself the actual expenditure

were less at 76%, 86% and 88% respectively in 2015-16, 2016-17 and 2017-18. This points to a need to make the implementation system more effective and accessible to SwDs especially girls.

INSTITUTIONAL SUPPORT

The DoEPWD has established a number of autonomous bodies including the Office Chief Commissioner for Persons with Disabilities (CCPD), the National Trust for the Welfare of Persons with Autism, Cerebral Palsy, Mental Retardation and Multiple Disabilities, the Rehabilitation Council of India (RCI), eight National Institutes for major types of disabilities and ALIMCO. Each of these bodies have a robust mandate along with infrastructure, human and financial resources for achieving the same. Ideally, the department needs to undertake a gender audit of each of these institutions as part of its GRB processes, which would provide detailed insights into making these more gender responsive. As a part of the study, a quick gender review of the objectives, activities and achievements has been undertaken to make a case for the need for an in-depth gender audit.

CHIEF COMMISSIONER FOR PERSONS WITH DISABILITIES (CCPD)

The CCPD is mandated to take steps to safeguard the rights and enable facilities to PwDs. This is done in two ways- first coordinating with State Commissions to ensure effective implementation of the programmes and schemes of the national government; and secondly as a civil court to look into the complaints relating to deprivation of rights of PwDs. During 2017-18, the CCPD received 35,255 cases of which 33,526 had been disposed of. These cases mostly pertain to matters of employment, promotion and service. (Annual Report of DoEPWD, 2017-18).

The CCPD, however, needs to maintain sex-disaggregated data to see if WwDs are equally utilizing the services and if there are any specific types of discrimination faced by WwDs that emerge. It is also important to undertake a institutional gender audit of CCPD and State Commissions to map the gender sensitivity of the systems, personnel and human resources of these offices as they are the key point of grievance redressal for PwDs and need to be highly responsive to needs to WwDs.

THE NATIONAL TRUST FOR THE WELFARE OF PERSONS WITH AUTISM, CEREBRAL PALSY, MENTAL RETARDATION AND MULTIPLE DISABILITIES

The National Trust performs two types of duties- a) Legal duties like providing legal guardianship through local level committees and b) Welfare duties through schemes for training, awareness, capacity building, shelter, caregiving and empowerment. A vital scrutiny that the DoEPWD needs to make with regards to the National Trust is to review the number and percentage of women members in the local level committee and ensure that all members of the such committees are trained on gender issues. The gender trainings also need to be ensured for all the 34 State Nodal Agency Centres (SNACs) registered with the trust for effective implementation of its activities.

Although a review of the major activities of the trust does show a high level of gender sensitivity in the design of the schemes. (see table 5 for gender review). It would, however, be good for the trust to also maintain a sex-disaggregated database for better analysis of its own gender responsiveness as well as a model case for other similar interventions. Also it is important to

undertake a spatial mapping of all these centres to identify unserved areas. There needs to be a norm for having at least one such facility within appropriate distance.

Table 5: Gender review of schemes of National Trust for Welfare of Persons with Autism, Cerebral Palsy, Mental Retardation and Multiple Disabilities

Scheme	Key Components	Achievements (be end Dec 2017)	Gender Budget Appraisal
DISHA (Early Intervention and Social Readiness for 0 to 10 years)	Therapies (Special educator, physiotherapy, occupational therapy and counsellor), trainings, support to family members, provision of day-care for at least 4 hours with age-specific activities, monthly transport allowance.	115 Disha centres	The provision of day-care facilities and transport allowance are very pro-gender especially from a caregivers perspective. It needs to be reviewed if the four hours duration is enough, for the caregiver to actually take up meaningful occupation.
VIKAAS (Day care for 10 plus years)	Interpersonal and vocational skill training; day care facilities for at least 6 hours a day.	124 Vikaas centres	The recognition of the role of caregivers in the rehabilitation process and provision for relief is commendable. It is not clear if the per beneficiary amount is only 3850 per month, which is less than that for Disha @ 4500, is adequate.
SAMARTH (Residential Care for all age-groups with focus on orphans, abandoned, families in crisis, BPL and Low-Income Group families)	Group home facility with adequate and quality care services, basic medical care as well as provision of work centre.	45 Samarth Centres	Recognises the role of caregivers. The centres need to be audited to check for protection of girls from sexual abuse. The amount of 7000 per beneficiary per month seems very less for the type of care desired.
GHARAUNDA (Group home for Adults)	Assured home and minimum quality of care services throughout the life of the person along with basic medical care and vocational training.	50 Gharaunda centres	The centres need to be audited to check for protection of women from sexual abuse
NIRAMAYA HEALTH INSURANCE SCHEME	Health insurance upto One lakh by paying nominal fees		
SAHYOGI (Care Associate Training)	Training for creating a skilled workforce of care associates	56 Sahyogi Centres	The scheme is very pro-women scheme considering that women are mainly the informal caregivers.

GYAN PRABHA (Educational Support)	Fees, transport, books and out-of-pocket expenses for pursuing graduation, professional courses and vocational training	12 PwDs	The scheme achievement is very less.
PRERNA (Marketing Assistance)	Creating channels for sale of products and services produced by the PwDs.	6 registered organisations	Overall numbers are very few.
SAMBHAV (Aids and Assisted Devices)	One Resource Centre in each city with population more 5 million to collate and display aids, software and other forms of assistive devices	----	There should be a specific component for looking at gender sensitive aids and assistive devices.
BADHTE KADAM (Awareness, Community Interaction and Innovative Project)	Support to registered organisations to create community awareness on social integration and mainstreaming of PwDs.	124 registered organisations	

REHABILITATION COUNCIL OF INDIA (RCI)

The RCI is a statutory body mandated to regulate and monitor the training programmes for professionals and personnel in the field of rehabilitation and special education, promote research in rehabilitation and special education as well as maintain a central rehabilitation register. In addition, the RCI is also the implementing body for the “In-service training and sensitization of key functionaries of Central and State Governments, Local Bodies and other service providers”. The RCI has as part of its Continuing Rehabilitation Education (CRE) programme also approved a three-day course on gender and disability. However, along with this, gender should actually be mandated as a part of all regular and distance learning courses, training programmes, workshops, seminars, etc. The RCI could consider issuing guidelines to all partners that *“any regular and distance learning courses, training programmes, workshops, seminars, etc. conducted with support from RCI should have a mandatory session on gender sensitization and concerns of women with disabilities.”*

NATIONAL INSTITUTES

As a part of promoting human resource development in the field of disability, research and development as well as providing specialised rehabilitation services to PwDs, the department has established seven National Institutes for different types of disabilities. These include a) Pt Deendayal Upadhyaya National Institute for Persons with Physical Disabilities (PDUNNIPPD), New Delhi; b) Swami Vivekanand National Institute for Rehabilitation, Training and Research (SVNIRTAR), Cuttack; c) National Institute of Locomotive Disabilities (NILD) Kolkata; d) National Institute for the Empowerment of Persons with Visual Disabilities (NIEPVD), Dehradun; e) Ali Yavar Jung National Institute of Speech and Hearing Disabilities (AYJNISHD), Mumbai; f) National Institute for the Empowerment of Persons with Intellectual Disabilities (NIEPID), Secundrabad; and g) National Institute for Empowerment of Persons with Multiple Disabilities (NIEPMD), Chennai.

There are two broad categories of function areas for these institutes- running bachelors and masters courses in the field of rehabilitation to create trained professionals; and certification and comprehensive rehabilitation services to PwDs. The latter is a more direct service and requires an in-depth gender audit. It is especially important to map the process of reaching-out to these institutes and the gender responsiveness of these processes. This also needs to be extended to the Regional Chapters (RCs) and Composite Regional Centres (CRCs) ⁵ associated with the National Institutes.

In this aspect, it is also important to review the coverage of these institutions and map the underserved areas in the country. Given the huge mobility restrictions faced by WwDs, extending the coverage within a reasonable distance is very essential. Figure 26 shows the locations of these institutes and centres within India. Seen with respect to the density of population of PwDs, it is clear from the same that the more populated areas are still underserved, which not only needs to be the focus area of the department, but is also an indicator for the Government of India to increase the capital allocations for PwDs.

⁵ The CRCs have been promoted to increase the coverage within the country for providing both preventive and promotional aspects of rehabilitation like education, health, employment and vocational training, research and manpower development, rehabilitation for persons with disabilities etc.

Figure 26: Spatial coverage of national institutes, regional centres and composite regional centres for PwDs

As such the current data available shows that together these seven institutes along with the RCs and CRCs benefit a lakh plus PwDs every year. More than one-third of these are those with multiple disabilities, while 17% are those with locomotive disabilities. The coverage of visual and in-hearing beneficiaries amounts to 22% and 15% respectively. (figure 27).

It is important for these institutes to maintain sex-disaggregated database of the beneficiaries, so as to be able to ascertain the coverage of WwDs among the

total beneficiaries. In the absence of a more comprehensive dataset, the analysis has been limited to publicly available data on male and female coverage of beneficiaries under different programmes of the various institutes. (figure 28).

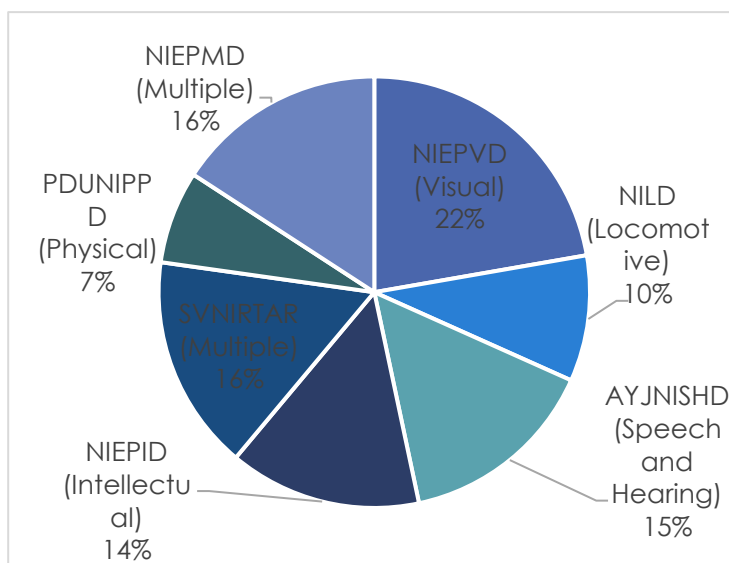


Figure 27: Distribution of beneficiaries between the various National Institutes (2016-17)

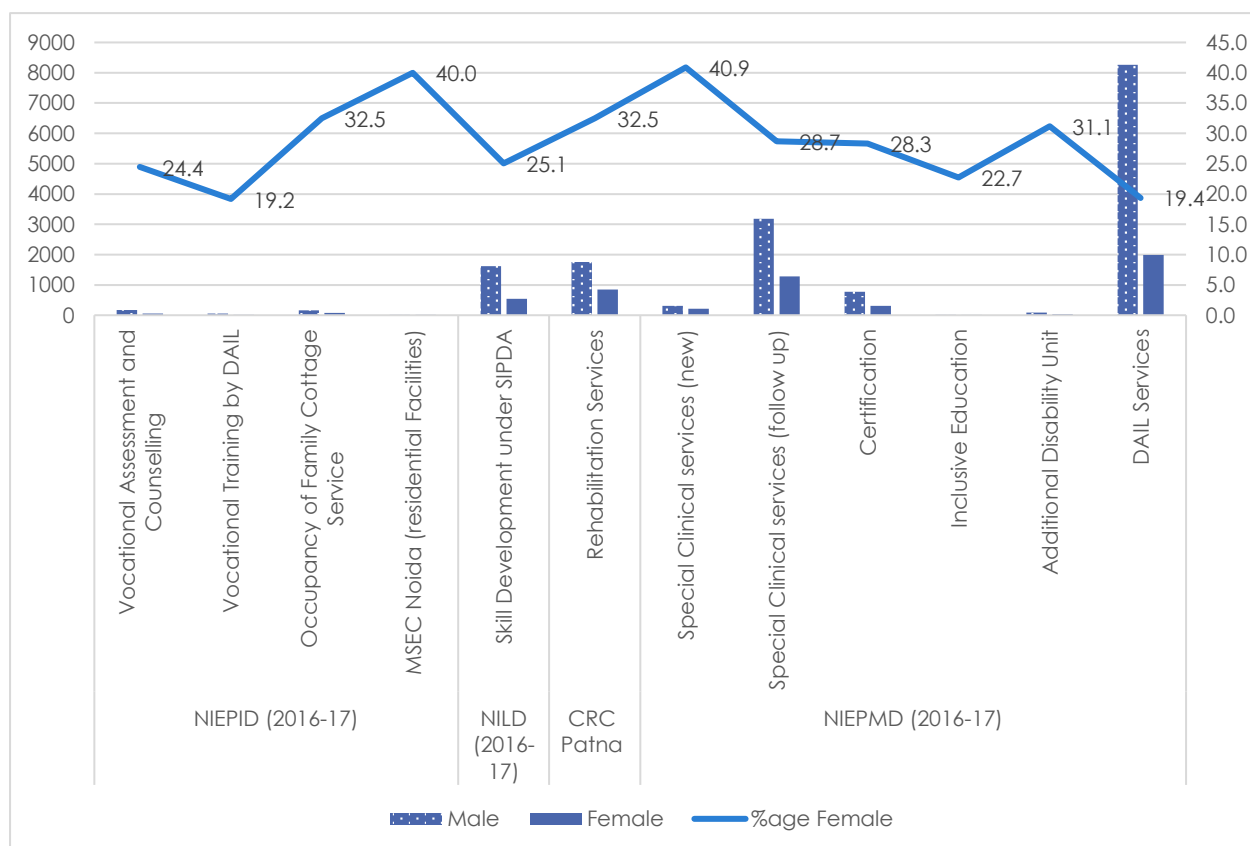


Figure 28: Gender Coverage of National Institutes

The analysis clearly shows that while the coverage is generally more than 19%, there is a high variation across institutes and programmes. This shows the need to undertake a deeper assessment into the activities which are more utilised by WwDs and the steps which lead to higher coverage. There needs to be a specific mandate issued by the DoEPWD to ensure that at least 33% of the beneficiaries of all the institutes should be WwDs and the institutes should be advised to undertake a gender assessment of their programmes and processes to take corrective action to ensure the compliance at the earliest.

NATIONAL HANDICAPPED FINANCE AND DEVELOPMENT CORPORATION

The National Handicapped Finance and Development Corporation (NHFDC) was set up in 1997 as a Public Sector Enterprise (PSE). The NHFDC undertakes both credit and non-credit activities for promoting education, skill training and self-employment. It runs multiple scholarship and loan programmes for students, provides grants for skill trainings for PwDs as well as loans for self-employment. The NHFDC is reported in the Part B of the GB Statement of the department. However, there is no specific guidelines or mandate for NHFDC to ensure that 33% of its beneficiaries are WwDs. It is important to see the percentage of WwDs in the 1.18 lakh PwDs covered by NHFDC since 2015. Just like other institutes the NHFDC also needs to maintain a sex-disaggregated database.

The NHFDC does have a gender component as part of its credit programme wherein “a rebate of 1% on interest is allowed to women with disabilities in all self-employment loans and 0.5% in education loans. It is important for NHFDC, however, to report on the actual rebate provided to WwDs for a substantial gender review.

ARTIFICIAL LIMBS MANUFACTURING CORPORATION OF INDIA (ALIMCO)

ALIMCO is one of the only manufacturing company promoted by GoI producing various types of assistive devices under one roof to serve all types of disabilities across the country. Although a PSE, its goal is not profit but to benefit the PwDs to the maximum extent possible by manufacturing rehabilitation aids and by promoting, encouraging and developing the ability, use, supply and distribution of the such aids for the PwDs, at a reasonable price. It has been well recognised that the designs of such assistive aids are often geared to the needs of men rather than women. There needs to be review of the various aids manufactured by ALIMCO to check for the design standards and their suitability to women and girls. Besides ALIMCO also needs to improve the coverage of women and girls as part of its ADIP and ADIP-SSA programmes. (also refer section on ADIP earlier).

F. GENDER BUDGET ACTION PLAN RECOMMENDATIONS

The institutional mechanisms created for enabling gender budgeting in India has been very pro-active. However, there is now need to move beyond towards the effectiveness of these institutional mechanisms towards enabling flow of budgetary resources and programmatic benefits to women and girls in the country especially those from marginalised communities.

In this line, the analysis of the DoEPWD demonstrates both achievements and potential for further strengthening. As can be seen, at legislation and policy level, there has been strong gender mainstreaming actions mandated for women with disabilities. The department has also initiated action towards these as well as engendered key programmes and schemes. However, a lot still needs to be done.

The following recommendations are being proposed to DoEPWD to incorporate in its Gender Budget Action Plan (GBAP) for the next three years to realise the actual goals of gender mainstreaming through gender budgeting. There include both strengthening institutional mechanism for gender budgeting and revisions in current budgetary allocations and programmatic strategies as highlighted below:

INSTITUTIONAL RECOMMENDATIONS

STRENGTHEN THE GENDER BUDGET CELL (GBC)

The most evident gap within the institutional mechanisms on GRB in the department is the lack of an active Gender Budget Cell (GBC). It is important that the department reconstitutes its GBC, an update the composition every year so that the GBC is active and officers involved are aware of their role in the GBC. A key role of the GBC would be to also formulate the Gender Budget Annual Action Plan (GBAAP) for the department to be shared with MWCD. Further the GBC would need to take a more proactive role in organising and facilitating gender sensitization and gender budgeting trainings for officials of the Department, the Commissionerate and all seven National Institutes. There should be a target to train atleast 40% of all department staff on gender and GRB in the coming three years.

COLLATE AND PUBLISH GENDER DISAGGREGATED DATA ON PROGRAMMES AND SCHEMES

Another key role of the GBC would be to create a system for collating gender disaggregated data at the Department level. Currently data is available at project level and part of the MIS but is not collated and presented at National level. The GBC should publish a chapter in the annual report of the department, with gender disaggregated data for all its programmes and schemes.

FOCUSED RESEARCH ON WWDS AND THE ROLE OF CAREGIVERS

Also, while the NSSO 2018 data is available, it does not highlight gender concerns very promptly. There is a need to prepare a separate report on status of women with disabilities with the data thus collected along with the physical achievements of the department. Additionally, the DoEPWD needs to liaise with Health, WCD and Home Ministries to collect data on health, nutrition and violence against Women with Disabilities. A very specific research component being recommended is a study of role of care givers for disabled populations. The current NSSO data seems to have taken a very simplistic approach to the same and there needs to be a more sensitive and informed study on this issue.

PROGRAMME AND BUDGET RECOMMENDATIONS

WOMEN- SPECIFIC INITIATIVES

A key gap in the department's budgetary allocation is the lack on any specific and targeted programme/ scheme for women with disabilities. This is in spite of the fact that the same has been mandated in the Act and policy documents. In line with the same, it is recommended that the department initiates two new women specific schemes- a) Dedicated short stay homes and shelter support for women and girls; b) A special and dedicated programme for vocational training and employment of WwDs. The latter is even more important considering that the current generic training programmes are not able to reach out to WwDs.

GENDER MAINSTREAMING ACTIONS

Along with women specific initiatives, the department would also benefit by undertaking some other gender mainstreaming actions to further strengthen its gender work. A key action towards this could be to advise all States to develop a comprehensive policy and plan for persons with disabilities with a strong gender component. All allocations to States/UTs should be under this and the same should be brought under the GB mandate. This should also be extended to all National Institutes, which need to have a gender policy and action plan.

An overall budgetary recommendation, which would also impact women, is the increase in funds for economic rehabilitation of PwDs. This is very important since the workforce participation of WwDs is very low. Further special incentives can be provided for girls in the scholarship scheme. There is also need to make additional efforts to ensure 50% coverage of girls as per the policy guidelines. This can be through linkage with Panchayat Bodies and schools and undertaking of specific camps at block level as well as campaigns as part of e-governance for supporting girl students with disabilities to apply online for these scholarships as also to provide family counselling if required.

The department should also modify guidelines and sanction orders for the following schemes to make them more gender responsive as well as enable them to be eligible for reporting in GB Statement. These include:

- a) **ADIP**- revise coverage from 25% to 33% in short term and 50% within 5 years. Ensure gender review of implementation agencies and built in a gender training component as part of the budget proposals.
- b) **SIPDA**- ensure gender appraisal of all Detailed Project Reports (DPRs). Also have specific allocations for WwDs friendly sanitation and transport facilities.
- c) **DDRS**-Ensure gender review of implementation agencies and built in a gender training component as part of the budget proposals.

II. DEPARTMENT OF WELFARE OF SCHEDULED TRIBES, GOVERNMENT OF JHARKHAND

Jharkhand, the 28th state of the India was brought into existence by the Bihar reorganization Act on 15th November, 2000. Spread over an area of 79.70 lakh hectares, the state is organized into 5 divisions covering 24 districts. As per census 2011, the state had a population of 38.98 million.

Besides a beautiful landscape with more than 29% of the state being forests and woodlands, Jharkhand is also famous for its rich mineral resources like Uranium, Mica, Bauxite, Granite, Gold, Silver, Graphite, Magnetite, Dolomite, Fireclay, Quartz, Feldspar, Coal (32% of India), Iron, Copper (25% of India) etc. In spite of being rich in natural resources, the state still lags on economic growth. The state had a Gross State Domestic product (GSDP) on 2.79 trillion rupees in 2017-18 (at current prices) and a per capita income of 70,468, which is much below the national average. (Jharkhand Economic Survey 2017-18).

A. OBJECTIVES OF THE DEPARTMENT

The Department of Welfare of Scheduled Castes, Scheduled Tribes, Minorities and Other Backward Classes, Government of Jharkhand, works for the overall development and social justice for the said communities. The aim is to ensure that the benefits of all development programmes and welfare schemes reach the last mile through removal of regional and social impediments to access government benefits. The key objectives of the department (Jharkhand Vision Document and Action Plan , 2021) are to:

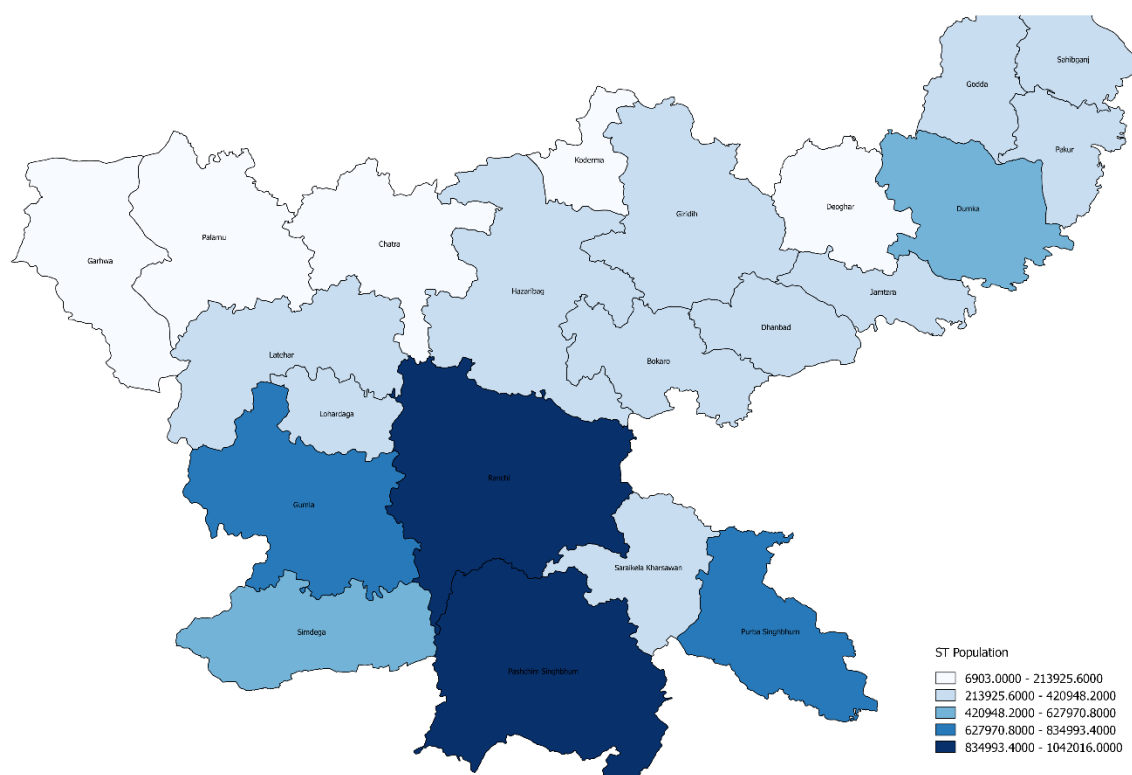
- a) Improve quality of life by enabling universal access to basic services in all habitations;
- b) Ensuring delivery of quality education to bridge gaps in literacy, enrollment and drop-out;
- c) Providing sustainable employment and productive livelihood opportunities for economic development and poverty alleviation;
- d) Quality and affordable health services for all;
- e) Preservation of tribal culture and heritage; and
- f) Prevention of atrocities against tribals.

The department enables this through direct implementation of programmes and schemes as well as through inter-departmental liaisoning and advocacy.

B. STATUS OF TRIBALS IN JHARKHAND

There are 8.6 million people from over 32 tribes in Jharkhand, comprising over 26% of the state population. (Census of India, 2011). Predominantly among them are the Birhor, Korwa, Hill Kharia, Sauria Paharia, Mal Paharia, Mahli, Lohra, Karmali, Chik Baraik, Bhumij, Ho, Munda, Oraon and Santhal tribes. (Jharkhand State Profile: About Tribals, n.d.). The tribals in Jharkhand are spread across the state but mainly concentrated in six districts, Ranchi, Pashchim Singhbhum, Gumla, Purba Singhbhum, Dumka, Simdega, which are home to half of the ST population in the state. (figure 29)

Figure 29: District-wise spread of Scheduled Tribe Population in Jharkhand (Census 2011)



Among the tribes in Jharkhand, eight are under PVTG (Particularly Vulnerable Tribe Groups) and they are – Asur, Birhor, Birajia, Korwa, Parahiya (Baiga), Sabar, Mal Pahariya and Souriya Pahariya. The PVTG population was just 2.92 lakhs as per 2011 Census, which is only 0.89% of the total state population and 3.38% of the ST population in Jharkhand.

In the coming sections, we review the situation of tribal men and women, boys and girls for the key objectives which the State and Welfare Department aims to achieve for tribal welfare.

ACCESS TO BASIC SERVICES

The major services for which the State aims to increase coverage of tribals include access to water, sanitation, shelter, electricity, motorable roads, financial inclusion and pension services. Unfortunately, updated information of coverage of tribal households in the state on these parameters is not available. An analysis herein has been done using census data and progress data on national schemes to understand the status of services like water, toilets and shelter which are especially of priority for women and girls.

A review of Census of India data, shows that until 2011, only 58% of the tribal households had water available near or within their premises. (figure 30). The situation would have improved since with the State moving towards universal coverage of all habitations under the National Rural Drinking Water Programme (NRDWP). As of 2017, around 96% of all tribal habitations in the state were covered under the programme. (figure 31).

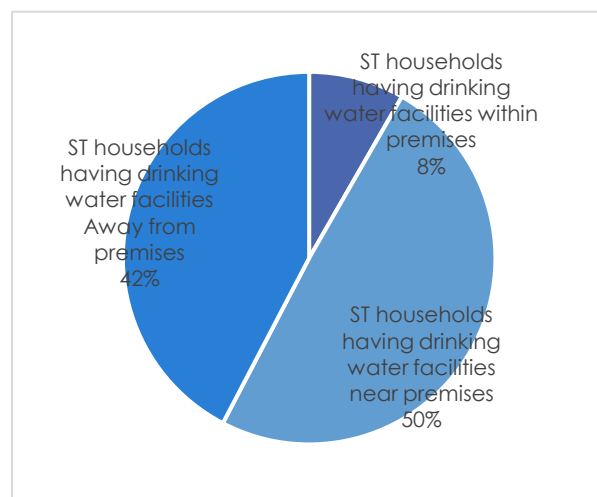


Figure 30: Main Source of drinking water for Scheduled Tribes in Jharkhand (Census 2011)

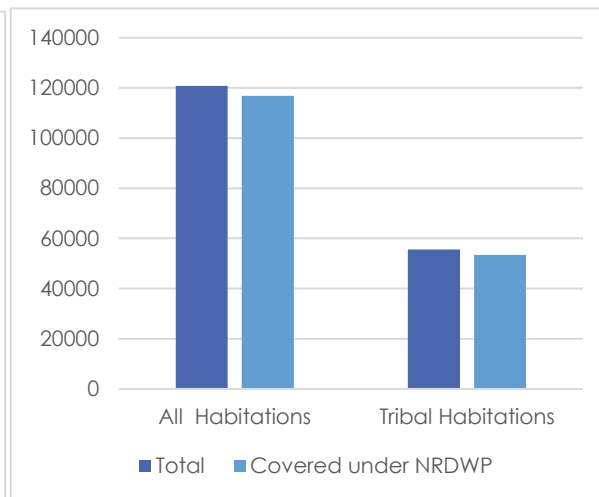
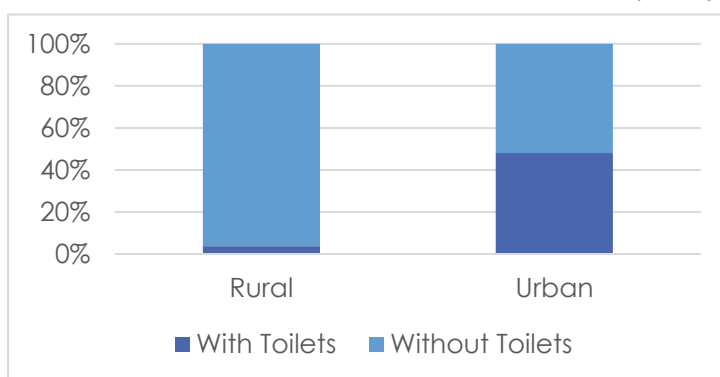


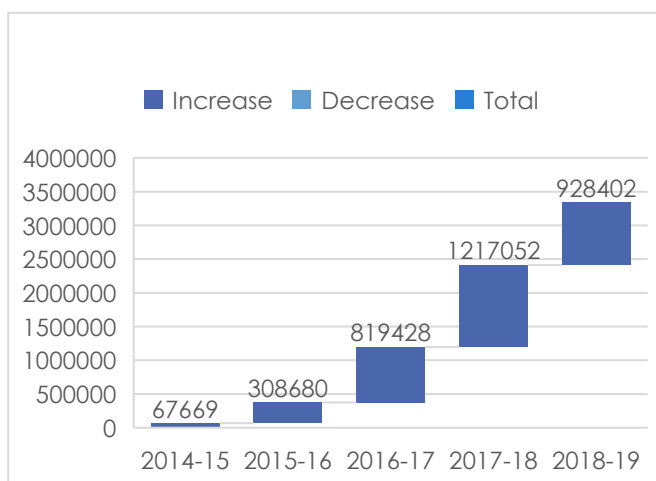
Figure 31: Coverage of habitations under National Rural Drinking Water Programme by March 2017

Sanitation coverage was also reported as poor in Census 2011. (figure 32). Overall at the state level only 23% of the total households and 8% of the tribal households had individual toilets. The coverage was even less in rural areas with 8% of all rural households and only 3% of tribal rural households having access to toilets. However, the focus on individual toilet coverage has also increased since the Swachh Bharat Mission (Rural) was launched in 2014, with more than



33.44 lakh toilets being constructed and the state now reporting a coverage of 100% by 2018-19. (Swachh Bharat Mission (Gramin) Jharkhand, 2018-19) (figure 33).

Figure 32: Percentage of Scheduled Tribe Households in Jharkhand with and without toilets (Census 2011)



Awaas Yojana (Gramin), 2019).

Figure 33: Individual Toilets constructed under Swachh Bharat (Rural) in Jharkhand

rest are in the name of men. (Pradhan Mantri Awas Yojana (Gramin), 2019). Assuming that this would be the trend even in ST houses, it is important to see the status of asset ownership among ST women in Jharkhand. NFHS-4 data points that 51.8% of ST women own a house individually or jointly which although less than ST men owning houses (78.3%) is higher than overall state average for women at 48.90%. Similar trends can be seen in land ownership and financial inclusion among ST women. (figure 34).

In terms of shelter, around 4% of total ST households (76,680 houses) were reported in dilapidated condition, which was similar to state average. However, the percentage of houses reported in good condition among tribals was only 37% less than that of state average of 43%. Over the years, around 4.44 lakh houses have been completed under PMAY (Rural) of which 1.63 lakhs (37%) have been for STs, thereby showing an improvement in the access to shelter facilities for tribals. (Pradhan Mantri

Interestingly, around 70,328 of total houses (15.84 %) are in name of women; 1,39,560 (31%) are in joint names; and the

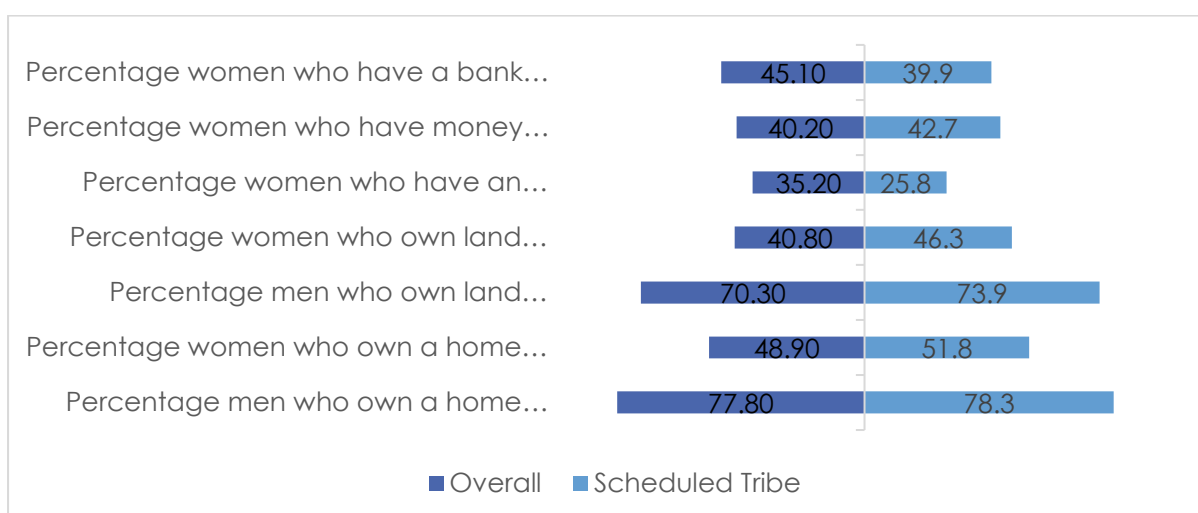


Figure 34: Asset Ownership and Decision-Making Powers among women in Jharkhand (NFHS-4)

LITERACY AND EDUCATION

In 2011, the literacy rate for female scheduled tribe population in Jharkhand was lower than not only the state average by also the National average for ST (female). Also, there was a significant gender gap of around 22 points between male and female even within STs in

Jharkhand. (figure 35).

Further probing reveals that the literacy rate among ST women is lower in both urban and rural areas and there is a much wider gap between urban and rural literacy rates for ST men and

women. Also important to note is the even lower literacy rates among PVTGs. Even here the gender gap is evident in the 18.5 percent points difference between PVTG men and women. It is clear thus that the marginalization is not only related to location or community vulnerability but there is a strong gender discrimination in education among tribals across the state. (figure 36).

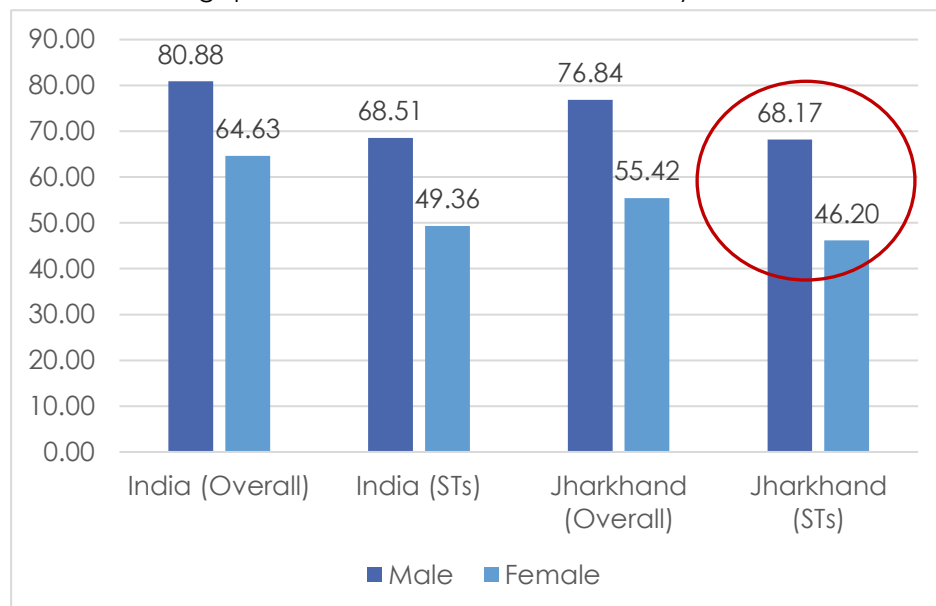


Figure 35: Literacy Rate among Male and Female in age 7 and above in Jharkhand (Census 2011)

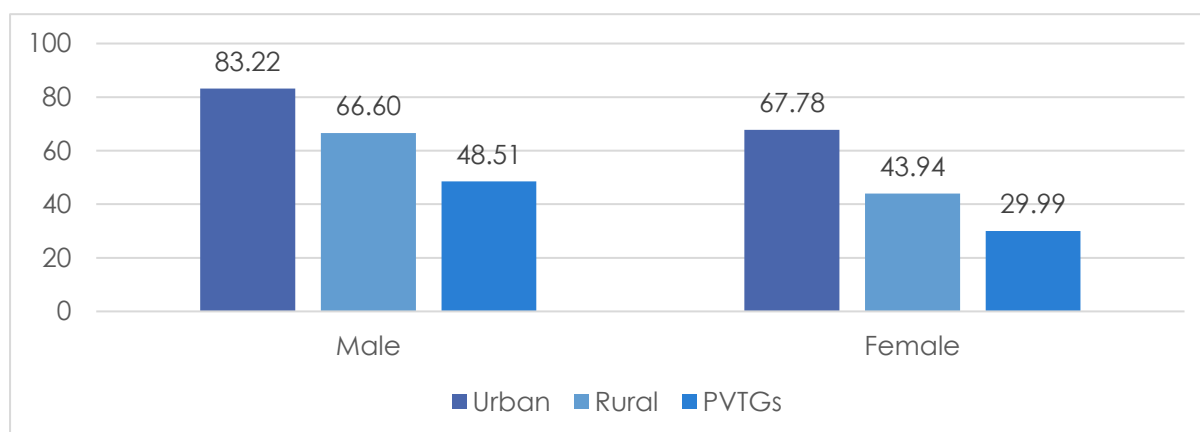


Figure 36: Intersectionalities in Effective Literacy Rate among Tribals in Jharkhand (Census 2011)

Moving to a more current scenarios, in 2016-17, Gross Enrolment Rate (GER) shows a high-level gender parity up to Higher Secondary levels for Scheduled tribes in Jharkhand. In fact, in most cases girls are faring better than boys. However, the GER for higher secondary at 27.89 is still significantly low for STs than overall state average of 37.06. (figure 37).

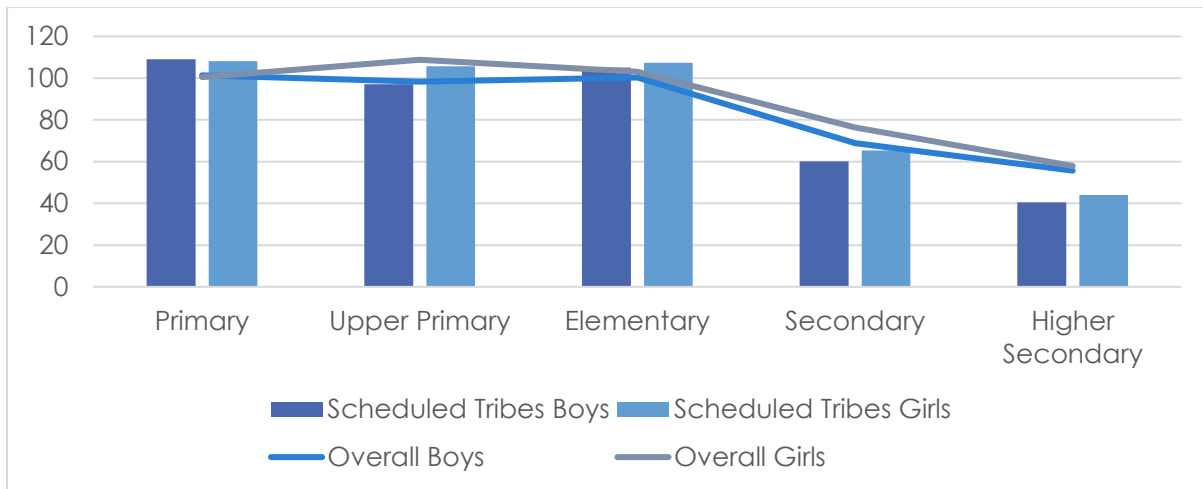


Figure 37: Gross Enrolment Rate in Jharkhand (2017-18)

Data also points to the low transition rate from secondary to higher secondary. This is a phenomenon across the state though and not limited to STs. Although at 39.52 it is still significantly lower than the overall state average of 46.87. Interestingly, the pass percentage of ST girls in Secondary Examination for Jharkhand Board is the lowest. (figure 38).

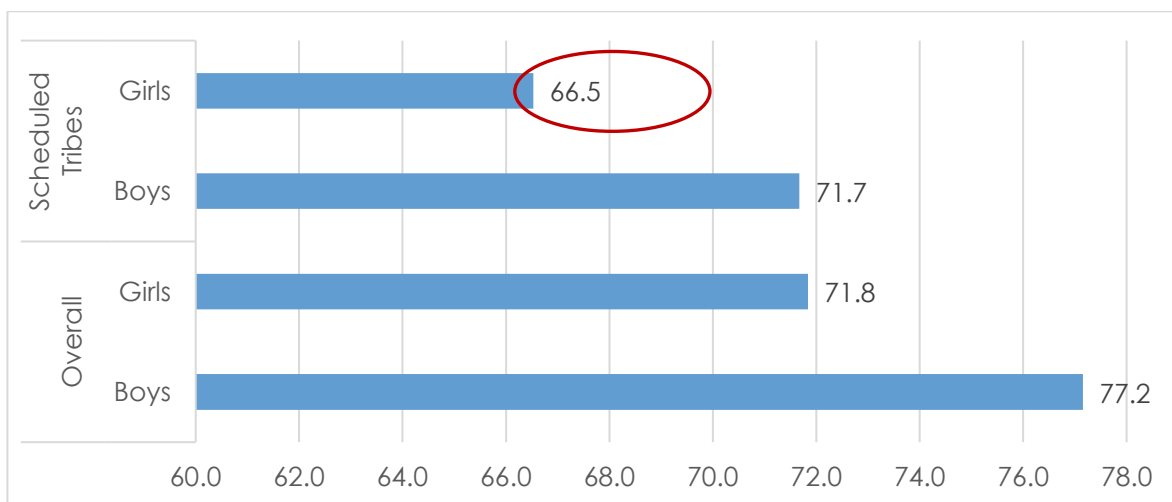


Figure 38: Pass Percentage in Secondary Examination, Jharkhand Academic Council, Ranchi (Board Results for 2015)

Interestingly there has been significant reduction in drop-out rates across all categories and levels of schooling between 2015-16 and 2016-17. Although the average drop-out rate for STs continues to higher than overall state average in 2016-17 especially in secondary and higher secondary levels. (figure 39).

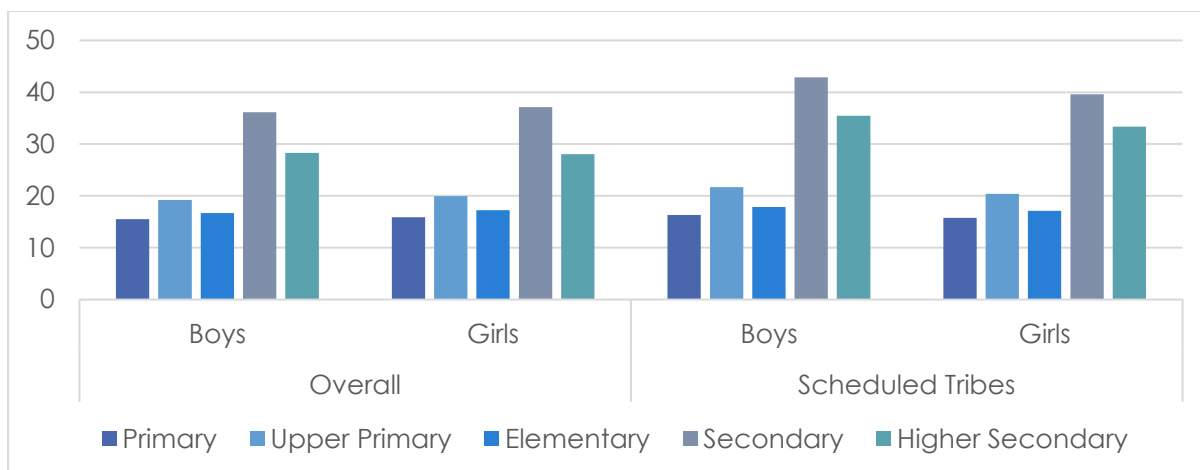


Figure 39: Average Dropout Rate in Jharkhand (2016-17)

This trend, however, needs to be read in conjunction with the declining GER in the state across all levels of schooling from 2015-16 to 2016-17. This has been especially high for ST girls in primary and higher secondary, which is a matter of concern.

The Gross Enrolment Rate (GER) for Higher Education in 2017-18 was thus even lower for Scheduled Tribes, although the gender gap is less compared to national average. The gender parity index is also higher at 1.06 as compared to 0.87 at national level. (figure 41).

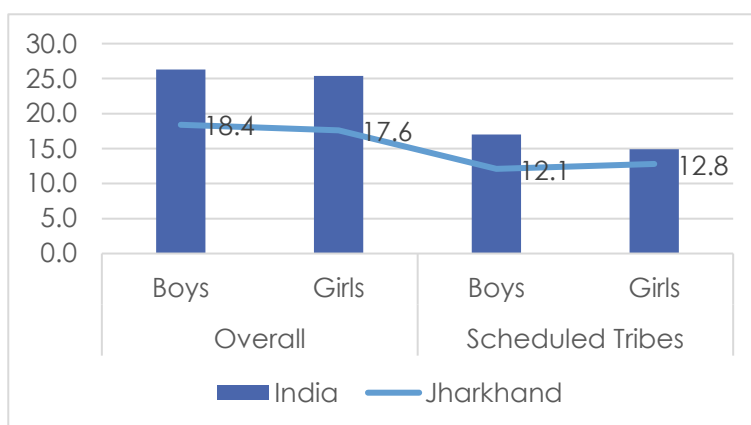


Figure 41: Gross Enrolment Rate (GER) in Higher Education (2017-18)

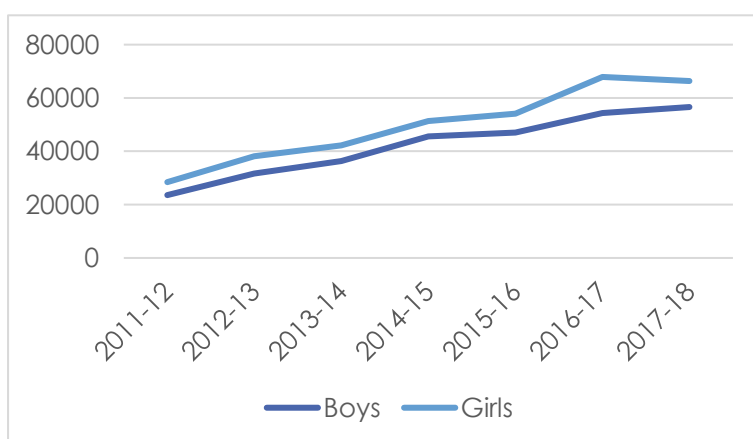


Figure 40: Increasing Enrolment in Higher Education for Scheduled Tribes in Jharkhand (2011-12 to 2017-18)

Also the number of ST girls enrolled in Colleges and Universities is not only increasing over the years but also higher than boys. This is in spite the fact that Jharkhand has 13 districts with less than 10 colleges. (figure

40).

EMPLOYMENT AND POVERTY CONCERNS

Jharkhand has recorded to have a high 37% incidence of poverty as compared to 21.9%

national average. Poverty levels among tribals in Jharkhand is further higher than state average as well as national average for STs. (As per the Tendulkar methodology of BPL calculations in 2009-10). The level of poverty is highest among STs in rural areas. The SECC 2011 also indicates that around 68%-34.25 lakh households in the state fall under the deprived category and 80% of these are in rural areas. However, the discrimination is more starkly evident in the status of urban poverty among STs both compared to the State and National average. (figure 42).

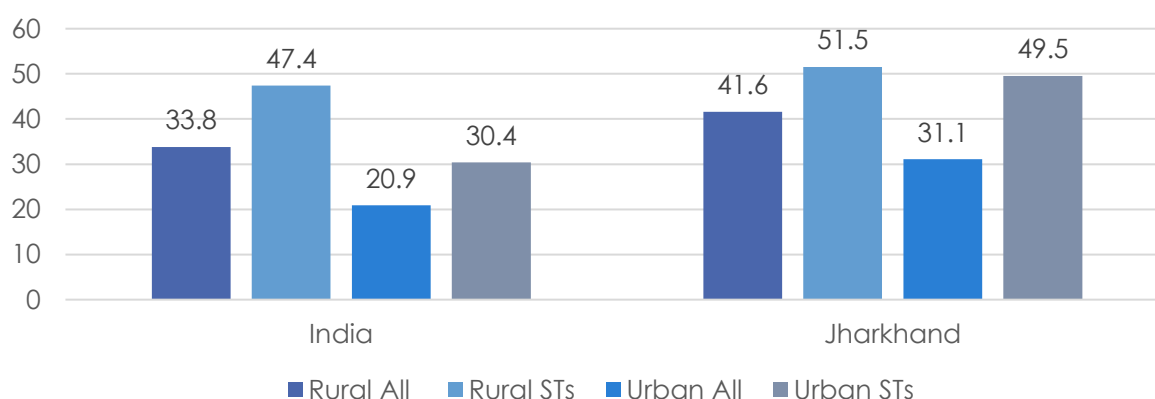


Figure 42: Percentage of persons below poverty line for ALL and STs, 2009-10 (Tendulkar Methodology)

This is in spite the fact of there being a higher percentage of tribals in urban Jharkhand who are involved in regular wage/salary earning. (figure 43). An interesting fact here is that the average monthly income from wages, cultivation and

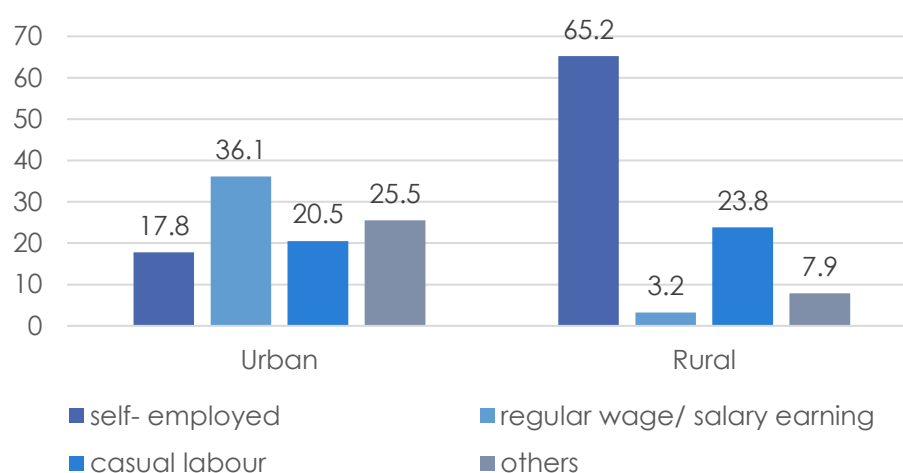


Figure 43: Employment Status of Scheduled Tribe Households in Jharkhand (NSSO 2012)

animal farming for an agriculture household in Jharkhand is highly for Scheduled tribes at INR 5109 than the overall state average of INR 4688.

In terms of gender dimensions, however, Jharkhand has the lowest female labour force participation in the country and this has only reduced since 2005 (World Bank, 2012). Both Census 2011 and NSSO 2012 data also shows that urban female work force participation and labour force participation is the lowest among tribals in Jharkhand. Even the rural figures are much lower than the national average for STs. (figures 44 and 45).

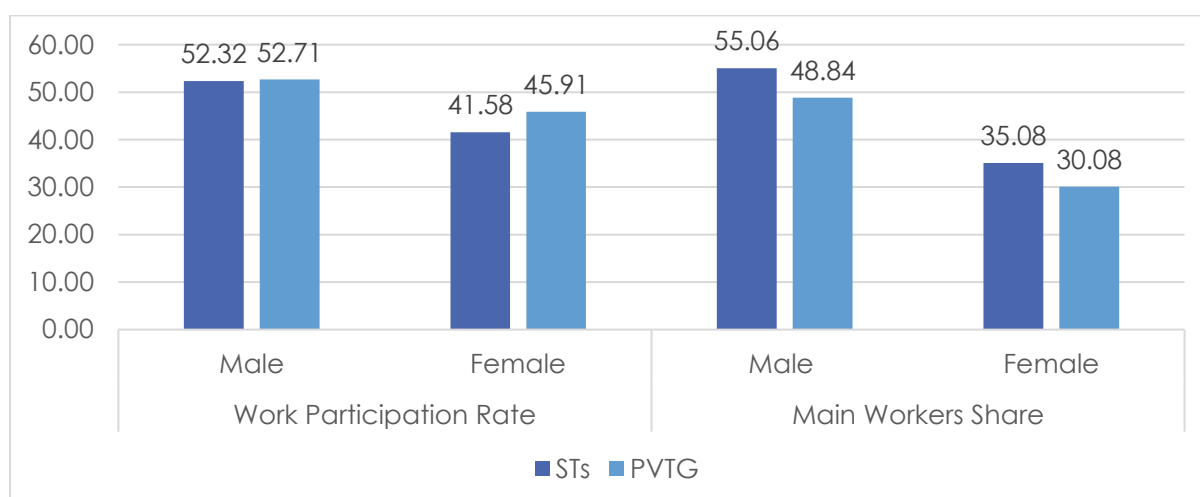


Figure 44: Work Participation Rate and Main Workers Ratio among STs in Jharkhand (Census 2011)

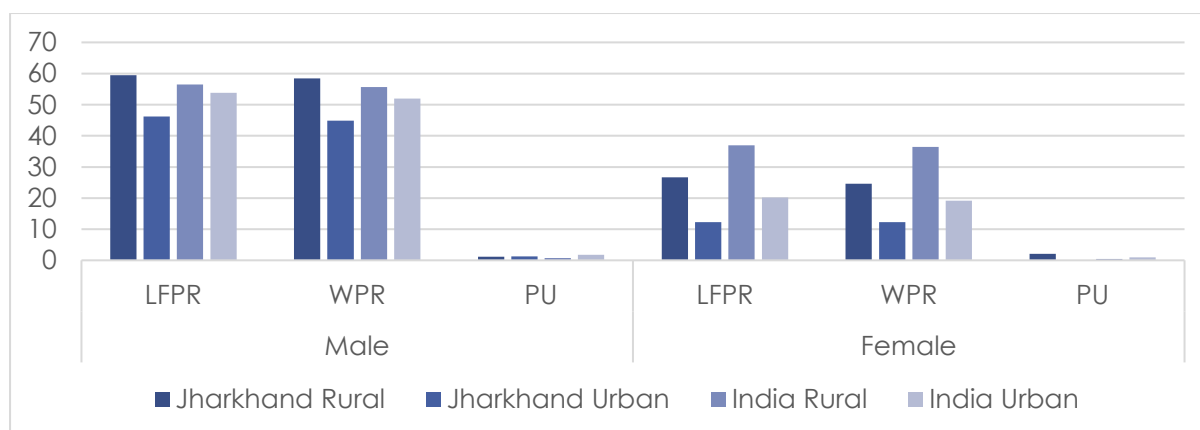


Figure 45: Labour force participation rate (LFPR), Worker population ratio (WPR), proportion unemployed (PU) according to usual status (ps+ss) for Scheduled Tribes (NSSO 2012)

HEALTH AND NUTRITION

Not much information is available on health-related indicators except that from NFHS 4. Even this data is limited to overall gender and community (ST) segregation. Gender-data on STs is not available for most indicators. Within the ST community too, there are specific health and nutrition concerns, on which there is hardly any data available in public domain, let alone the

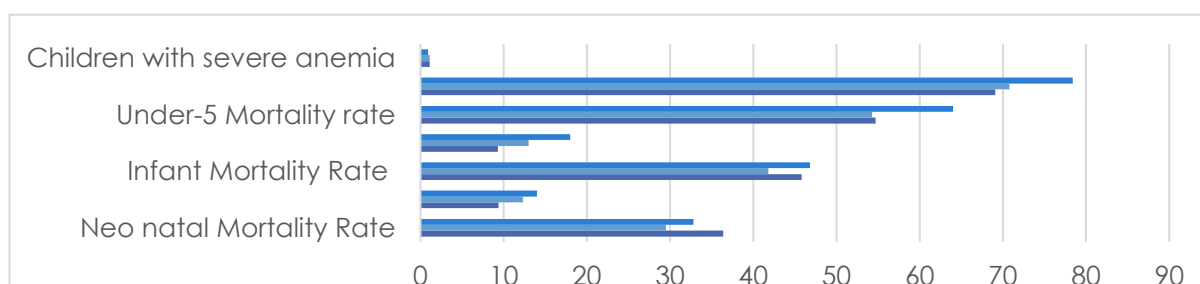


Figure 46: Health Indicators for Jharkhand (NHFS 4)

data being sex disaggregated. However, there are many concerns related to access to health services, nutrition and specific diseases. (Maiti, 2005)

A review of the NFHS-4 data, shows that except for Neo-natal mortality, STs fair worse than state average on all child health related parameters. Especially of concern is high rate of children with any anemia, which is more than 10 percent points higher than the state average. Child Mortality Rate among STs is also higher. However, it is important to note here that overall at the state-level there are no definitive trends of gender discrimination against girls. (figure 46). Also while there is no data on the gender differences among tribal children in relation to vaccination, data also shows that there are no specific gaps in access to health services of tribal children to overall children in the state. (figure 47).

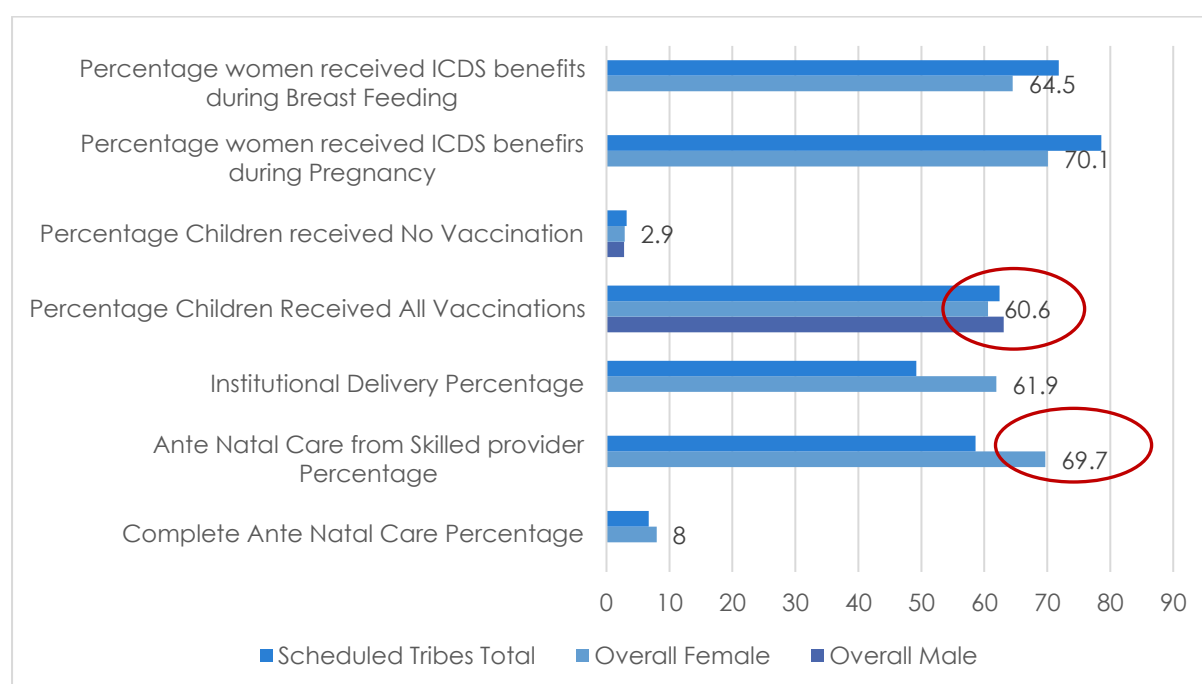


Figure 47: Health Care Indicators for Jharkhand (NHFS 4)

Regarding women's health, data on Maternal Mortality Rate is available only at state level, which at 165 is much higher than national average. This is bound to be even higher for tribal women, whose percentage of institutional delivery at 49% is much less than the state average of 61%. Ante-natal care from skilled provider is also less for tribal women at 57% compared to the state average of 70%. Interestingly though the percentage of tribal women receiving ICDS benefits is higher than the state average. (figure 47).

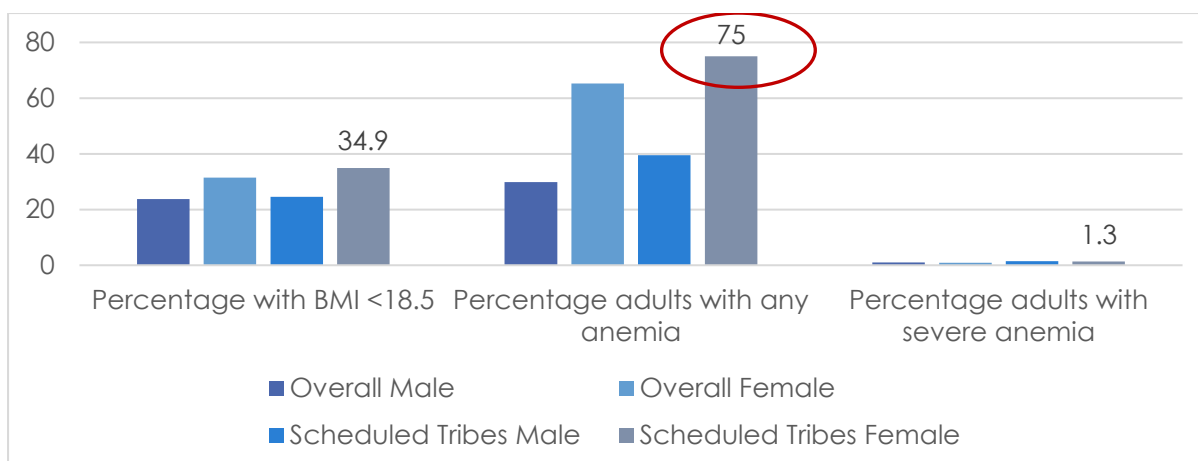


Figure 48: Health Indicators by Sex and Community in Jharkhand

Specific information related to health of tribal women on other parameters is required. As of now, data is mainly available for BMI and anemia and ST women fair worse on both these parameters. What is a matter of most concern is that almost 75% of the ST women have anemia which is higher than the state average for women as well as that for ST men. This shows the need to focus on nutritional aspects particularly for ST women. (Figure 48)

CRIME AGAINST WOMEN

While much data on human right indicators is not available for tribal women, some primary indicators on Child Sex Ratio (CSR) and domestic violence do point to a moderate level of gender-based violence existing in the tribal society.

An important aspect on increasing gender discrimination among tribes in the state, is the declining sex ratio. From a positive sex ratio of 1003 in 2001, the sex ratio has declined to 987 in 2011 for STs in Jharkhand. The decline has been particularly high among the Kharwar tribe, which at 944 is much below the state average. (figure 49).

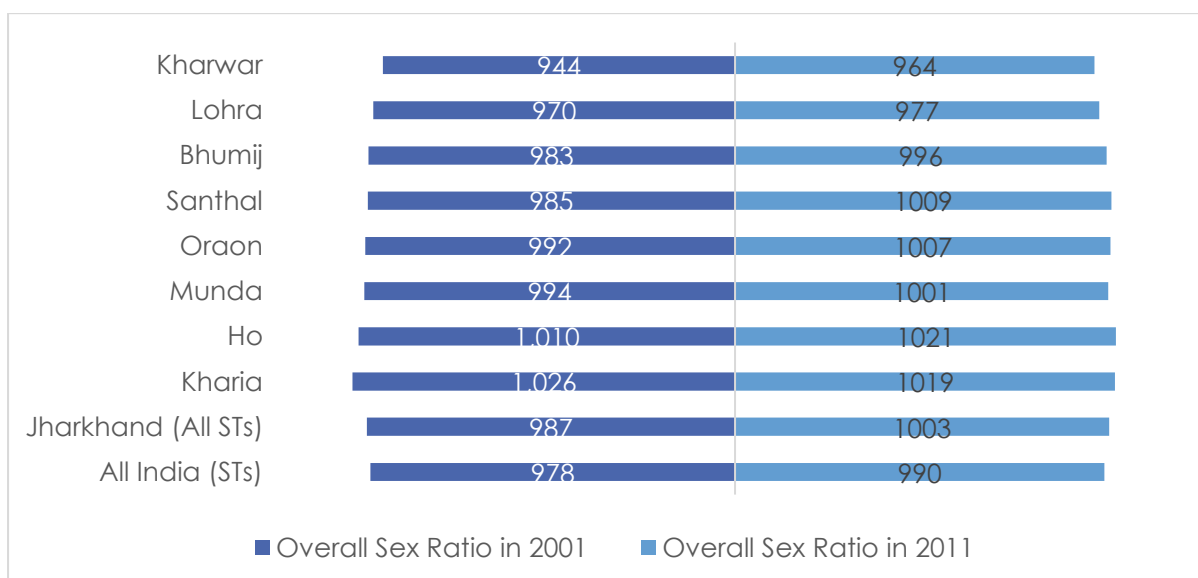


Figure 49: Sex Ratio among Key Tribes in Jharkhand (Census 2001 and 2011)

Although the state has a CSR of 976 for STs, which is much higher than that national average of 957 for STs. However, there is a variation in the CSR among tribes, with some Ho and Kharia tribes having CSR above 990, while some other like Lohra, Bhumji, Oraon, etc have CSR less than the state average for STs. (figure 50).

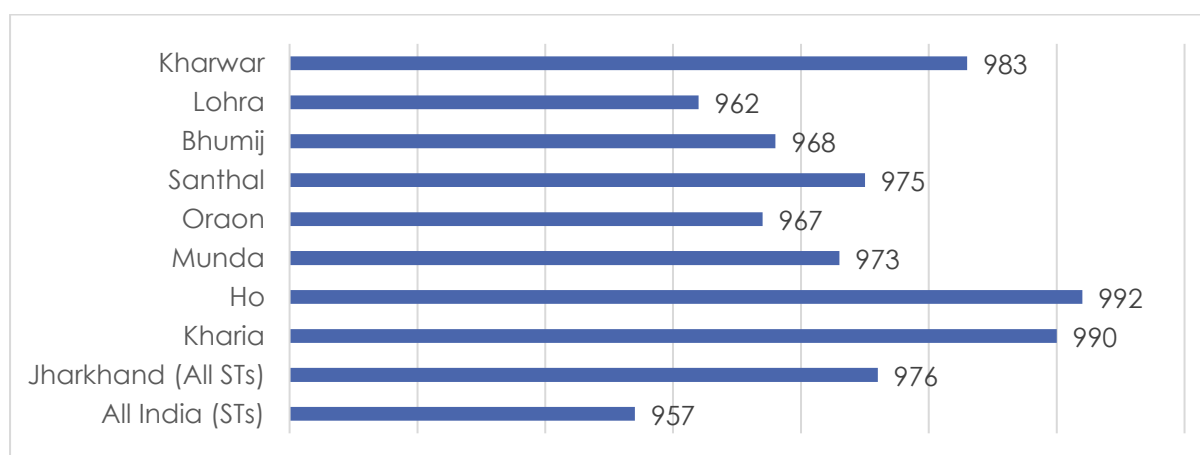


Figure 50: Child Sex Ratio among Scheduled Tribes in Jharkhand (census 2011)

Another important aspect from a gender perspective is the existence of domestic violence among tribals. NFHS-4 clearly points out that more than one-third of tribal women in the state are subjected to some kind of physical or sexual violence. (figure 51). Further the acceptance of wife beating in the tribal society is also visible in the justification for the same cited by 34% ST male and almost 30% of ST female. (figure 52).

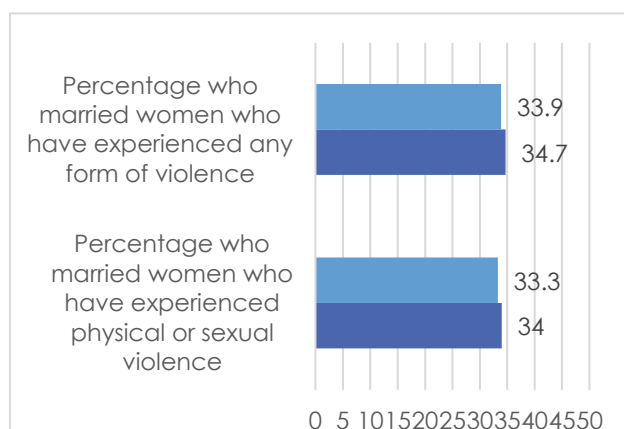


Figure 51: Domestic Violence in Jharkhand (NFHS-4)

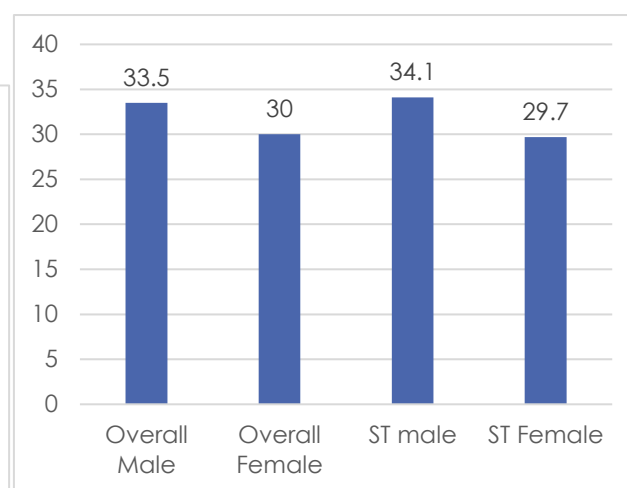


Figure 52: Percentage of persons who can cite a reason to justify wife beating (NFHS-4)

Further, although there is no specific increase in crime against women or against SC/STs as per NCRB data over the last three years, there is a need to understand specific types of violence against women existing in tribal societies especially those related to trafficking of young girls. (figure 53). There have been reported instances of trafficking of young girls for labour/sex work especially to North India from Jharkhand over the years. Also, while CSOs and media has been reporting instances of witch-hunting among tribals, there is no data to analyze the trends on the same at the state level.

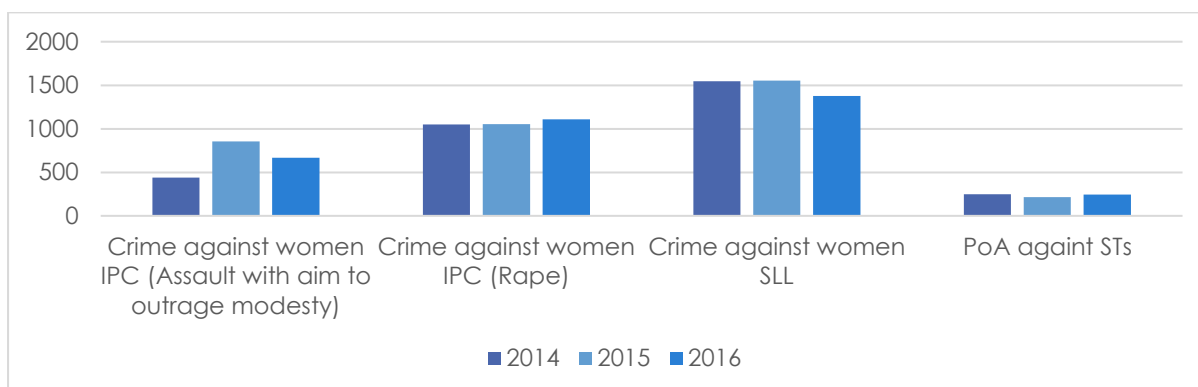


Figure 53: Crime against women in Jharkhand (NCRB, 2016)

From the above data review, it can be concluded that while the state has made some very progressive strides on indicators related to access to basic services and education, it still lags behind on indicators related to poverty, employment and health. As a next step it is important to analyze how the policies and programmes for tribal development of the Government of Jharkhand, particularly the welfare department focuses on addressing the above issues.

C. GENDER APPRIASAL OF POLICY (STATE VISION AND ACTION PLAN FOR TRIBAL DEVELOPMENT)

The Jharkhand Vision Document and Action Plan 2021 acts as a guiding policy for tribal development in the state in the absence of a separate tribal development policy. The plan recognizes the need to focus on improving the socio-economic development indicators for Scheduled Tribe population. As part of its inclusive growth strategy the plan highlights the tribal development objectives as shared in figure 54.

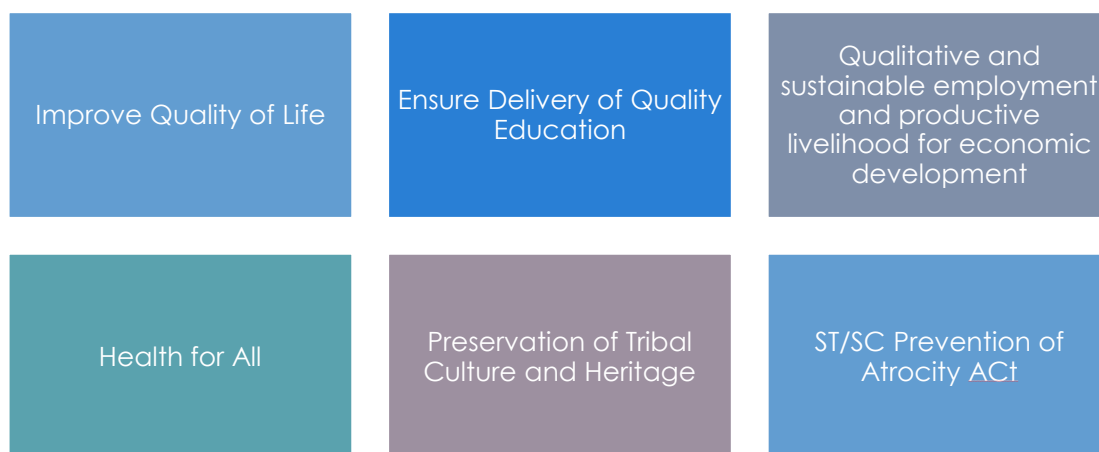


Figure 54: Tribal Development Objectives of Government of Jharkhand

While all line departments in the state work towards these, specific schemes and programmes for the welfare and development of Scheduled Tribes are implemented by the Department of Welfare, Government of Jharkhand, with an aim to improve the situation of STs in the state.

A review of the document from a gender perspective shows that while the plan does recognize the gender gaps and emphasizes on gender responsiveness of tribal development

initiatives, there is a need for making specific gender commitments within the target indicators and subsequent programme objectives. This is especially important as the plan does highlight the need for Gender Responsive Budgeting and Women's Empowerment. It states that, "Gender Equality is fundamental human right and necessary foundation for peace, prosperity and sustainability of development. The Government of Jharkhand realizes that providing women and girls with equal access to education, health care, decent work, and representation in political and economic decision-making processes has the potential to benefit the society, leading to economic growth."

The plan also recognizes that Gender Budgeting is a powerful tool for achieving gender mainstreaming to ensure that benefits of development reach women as much as men. Acknowledging the present status and potential role of women in the State's overall development, the Government of Jharkhand started implementing "Gender Budget" within the general State budget. The focus is on bring together all scheme with actual or earmarked potential women beneficiaries of more than 30%.

In line with these commitments, it is important to make the programmes and schemes of the Government more gender responsive. Table 6 provides a gender appraisal of the vision plan with a focus on the programmes and schemes of the Department of Welfare (Scheduled Tribes Division).

The key gap emerging from the analysis is the inadequacy of programmatic guidelines to back the commitment to ensure one-third women beneficiaries/users and the lack of gender appraisal of programmes and schemes. For example, while the Birsa Munda Awas Yojana can have a immediate impact on women's empowerment through shelter security and asset ownership, the guidelines still does not insist on homes in the name of only women.

Again, while there is a focus on quality of education through promotion of Eklavya Schools and Ashram Schools on Navodaya Pattern, there is no guidelines to ensure that the schools promoted should be on locations which are accessible to girls and that at least 30% or more of such schools and hostels should be dedicated to girls.

There is also no specific programme to ensure enrollment of tribal girls in secondary and higher secondary. The only major programme for girl's education is the bicycle scheme.

Table 6: Gender Appraisal of Jharkhand Vision Document

Parameter	Gender Analysis	Objective	Target Indicators	Gender Appraisal
Improving Quality of Life	Emphasis on Gender Responsiveness in Tribal Development Initiatives	➤ Universal Access to Basic Services ➤ (Durable housing, access to drinking water and sanitation, electricity and motorable roads) ➤ Targeting Poorest of Poor ➤ (Poorest in tribal dominated districts/blocks and PVTGs) ➤ Social Mobilization, financial inclusion and Livelihood strengthening ➤ (Community participation and ownership for community assets)	➤ Coverage of all ST habitations and 70% PVTG habitations by 2020-21 and 100% habitations by 2030. ➤ Provide 100% access to housing under Birsa Awas to all PVTG ➤ Drinking water system in 100 PVTG habitations ➤ Electricity (off grid solar power) in all PVTG habitations ➤ Individual Latrines upto 100% for all ST/PVTG households under SBMG ➤ Access to roads for all habitations by 2021 ➤ 100% eligible beneficiary coverage for PVTG for pension and Dakia Yojna	➤ The development of women among STs and PGVTs can create a multiplier effect for development of these communities. Hence participation and empowerment of women in economic activities and their mainstreaming will be a focus area for the state." ➤ Focus on drinking water, sanitation and housing will have a high gender impact ➤ Special focus for women-headed households in identification of poorest
Ensuring Delivery of Quality Education	Recognises that gender parity is skewed	➤ Providing inclusive education and skill development to tribal and vulnerable sections ➤ Enhanced Adult Education ➤ Schemes to ensure lower drop-out and higher learning outcomes ➤ Focus on strengthening residential schools, interventions to improve attendance and lower drop-out at secondary level (in addition to education department's initiatives) ➤ Provision of vocational training in all higher secondary schools	➤ Bridge gap in literacy, enrolment and drop-out rates between State and National average as well as State and ST average for 100% enrolment and zero drop-out rate ➤ Reforming Eklavya Model Residential Schools and Ashram Schools on Navodaya pattern ➤ All residential schools with library and sport facility; ICT Lab and vocational centres in 40 schools ➤ Biometric attendance for teachers and students in all schools ➤ Full strength of teachers deployed and link performance with learning outcomes of students	➤ Recognises that gender parity is skewed but no data analysis. No specific interventions planned for girls. There is a need to have specific targets and initiatives planned for promoting girls child education especially reducing drop out in secondary and higher secondary, especially the latter. Pass percentage of girls in X needs to be improved. Need to also

			➤ Saturation of eligible students under Pre-Post Matric Scholarship	focus on higher education for ST girls. ➤ Overall there is a target to promote girl child education and also have 40% girls and STs enrolled in ITIs
Qualitative and sustainable and productive livelihood for economic development	No gender analysis	➤ Providing sustainable employment and productive livelihood opportunities for the tribal and vulnerable section for their sustainable economic development	➤ Annual objective of skilling 7500-10000 youth through Kalyan Gurukul in each district and one nursing college in Chanco ➤ Graduation 2000 hardcore poor and 10000 PVTG families from poverty through THP approach ➤ 30000 households to be covered under livelihood intensification programme under JTELP ➤ 100 lift irrigation projects, 680 farm pond and 230 shallow wells for irrigation in JTELP project villages	➤ One Women Kaushal College in Ranchi. ➤ No specific targets for women's employment and skill ➤ Here again the State does have an overall target to improve female workforce participation through agriculture, sericulture, NRGES, SHG strengthening, reservation in jobs, and implementation of labour welfare and social security measures pertaining to women (including creche facilities, equal pay, prevention of child labour, etc)
Health for ALL	Recognises high Maternal Mortality Rate and low institutional delivery but no gender analysis for other parameters	➤ With an overall vision to provide "quality and affordable health services to all citizens by 2030" specific targets have been set for the tribal and weaker sections ➤ Focus on primary health care, sanitation (IIHHL and drainage). ➤ Child health indicators- malnourishment, immunization	Improve health indicators through: ➤ Operationalisation of 5 MESO hospitals in addition to the current 9. ➤ Equipping paramedics of 18 Paharia Health centres with Swasthya facilities and tele-medicine facility ➤ Screening of students for sickle cell anaemia and referral to hospitals for treatment with health insurance	➤ Focus on increasing coverage on institutional delivery in scheduled areas ➤ No other specific targets for tribal women and girls ➤ Here again the State does have an overall target of increase the nutritional status of women and children by 2021

		➤ Sickle Cell Anemia and Incidence of Communicable diseases. ➤ Strengthening services through enhancing outreach activities at community level through para-medical staff	➤ Awareness generation through CBOs and SHGs for reducing cases of tuberculosis and malaria ➤ 100% VHND at AWC level for improved coverage of immunization, health check-up and referral ➤ Saturating coverage of full immunization among 12 to 23 months children ➤ Promote kitchen garden for 20,000 hhs under JTELP	
Preservation of Tribal Culture and Heritage		Strengthening of existing approaches: ➤ Support to Tribal Research Institute (TRI) for research on tribal culture and development ➤ Support to Tribal Museum ➤ Infrastructure upgradation of places of worship and cremation of tribal communities	➤ Develop 9 Tribal Martyr's villages as Model villages through Shaheed Gram Vikas Yojana ➤ Need based-boundary wall of SARNA/MASNA ➤ Documentation of indigenous medical practices through TRI to preserve and promote these among health professionals ➤ Upgrade museum to make it more engaging and interactive ➤ Preserve and promote tribal art forms through art-based livelihood models for select tribal communities	➤ No specific reference to women although they would generally be the custodians of tribal knowledge on traditional medicine and often also art. ➤ No focus on understanding and mapping gender concerns, issues and practices in tribal communities
Implementation of SC/ST prevention of Atrocities Act, 1989		Committed to effective implementation of the Act through: ➤ Capacity building and sensitization of officials from relevant line departments ➤ State and District level Monitoring cum Vigilance ➤ Disposal of Compensation Claims	➤ Regularise monthly meetings of the State and District level monitoring cum vigilance committee ➤ Set-up exclusive courts in select districts with high incidence of cases under PoA to expediate processing of claims	➤ No gender analysis of PoA available. ➤ Also the department although emphasis on convergence in relation to multiple issues for specific interventions for tribals there is no recognition of violence against women in the department's objectives

D. GENDER REVIEW OF BUDGETARY ALLOCATIONS

Further, it is also important to assess if the various policies, plans and programmes of the government are backed with adequate resources. Often what seems to be the policy commitment of the government may not be the budgetary priority.

In this context one important finding is that the state has a Tribal Sub Plan (TSP) outlay of almost 42% (INR 20326 crores) of the total state budget of 46,503 crores, in 2018-19, which is higher than the proportion of the tribal population in the state. This comes to approximately an annual per capita allocation of 23,512 rupees for STs (based on 2011 population), although the actual may be less given the reporting abnormalities involved with TSP. (Figure 55).

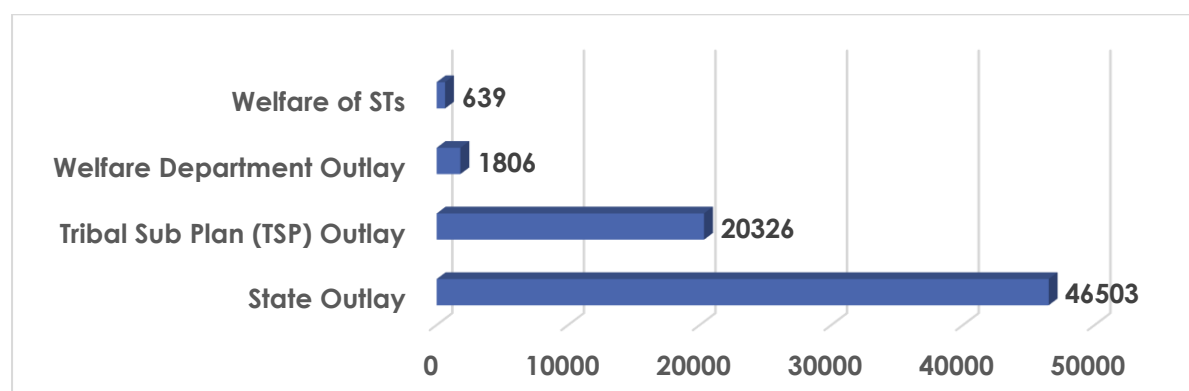


Figure 55: Budget Allocations for Tribals in Jharkhand (2018-19) (amount in crores)

Planned and targeted allocations for STs is made only by the Department of Welfare, Government of Jharkhand. The department had an overall budget of INR1806 crores in 2018-19, almost half of which is dedicated to welfare of STs. This amounts to 2% of the state budget and a per capita allocation of mere 1049 rupees (based on 2011 population).

Overall, for the last three years, the budget outlay for Welfare of STs made by the Department has remained constant with a slight decline in 2017-18. The critical gap, however, is the actual expenditure which is only 79%. (Figure 56).

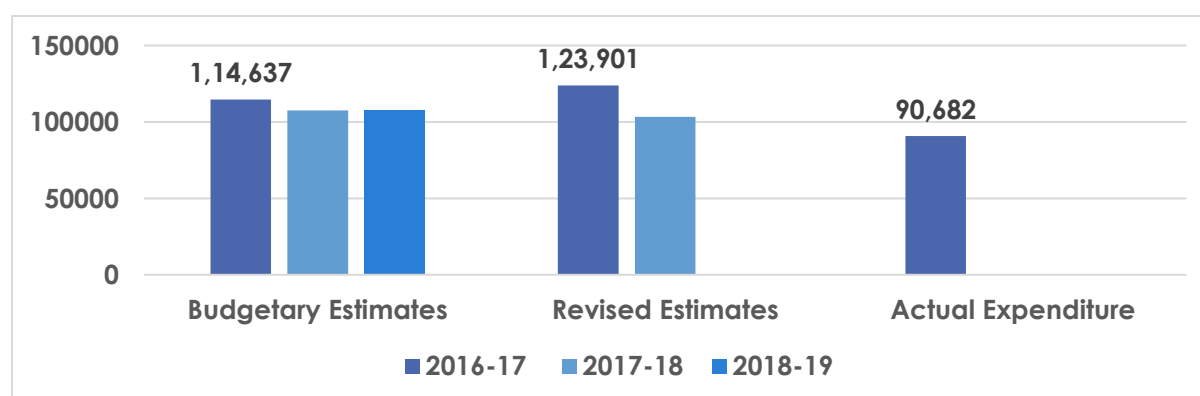


Figure 56: Trends in Allocations for Welfare of STs with the Welfare Department, Jharkhand (In Lakh Rupees)

The department also has allocations from the national government as part of Special Central Assistance (SCA) to Tribal Sub Scheme (TSS); Article 275 (1) and Conservation cum Development (CCD) of PVTGs. It is interesting to see that the total sanctioned amount by the

central government under SCA to TSP/TSS is being released and utilized by the state government. (Table 7).

Table 7: Transfers from SCA to TSP in Jharkhand

Year	Sanctioned by Gol	Released by Gol	Expenditure
2013-14	12187.00	12187.00	12187.00
2014-15	9571.11	9571.11	9571.11
2015-16	10000.00	10000.00	10000.00
2016-17	9820.75	9820.75	8591.91*
2017-18	11457.35	11372.49	2469.44*
* unconsolidated figures, needs to be updated			
Source: Department of Welfare, GoJ			

OBJECTIVE-WISE BUDGET ANALYSIS

When compared to the department objectives it is seen that the maximum allocations are for education and it has been increasing over the years. Allocations for health, skills and basic infrastructure is very low and in fact it is declining for skills and livelihoods.

Almost 22% of the Department outlay is untied and can be used for

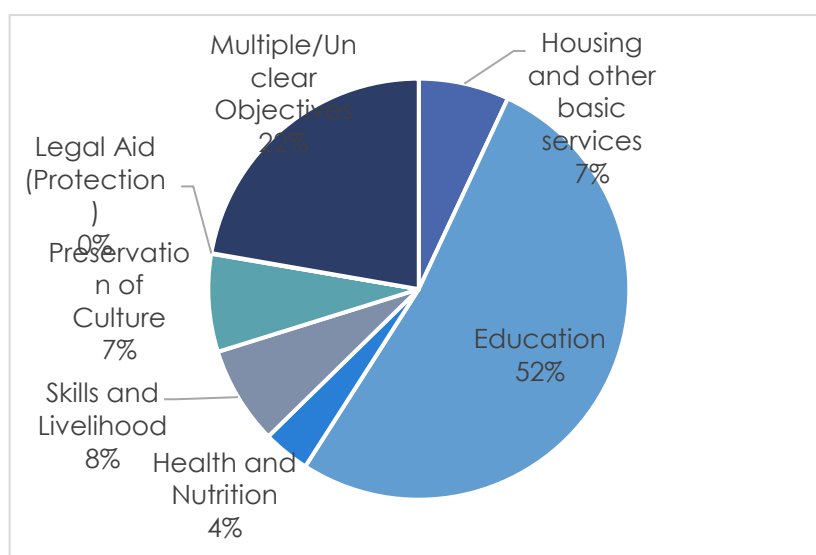


Figure 57: Share of budget for each objective (2018-19)

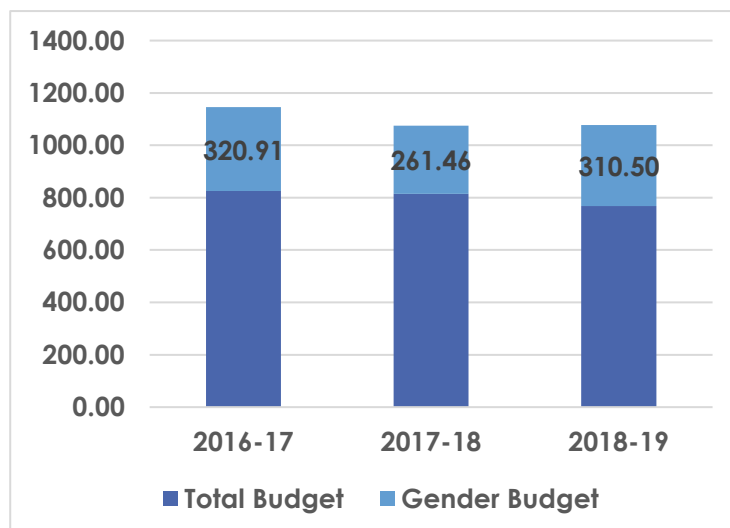
annual priorities and proposal submissions. While details of the overall allocation is not available, a major proportion of this money especially that from SCA to TSP/TSS and Art 275 (1) was used for education purposes in 2017-18 (building Eklavya Schools and Ashram Shalas). Thus, the share of education budget is even higher than half of the department budget. In spite of this, however, as seen earlier STs are still below state average in education. Although the status has been improving over the years. (Figure 57).

GENDER BUDGET STATEMENT ANALYSIS

There are 79 budget heads for programmes/schemes for welfare of STs in the Department. Of these, 34 programme/scheme heads have been reported in the GB Statement over the last

three years covering more than two-thirds of the department budget. The estimated allocations flowing for women and girls has been more or less constant at 28%, 24% and 29% respectively. (Figure 58).

Figure 58: Gender Budget Allocations by Tribal Welfare Department (Amount in Crore Rupees)



Specific allocations for tribal women and girls, however, has been very low coming to nil in 2018-19. In 2016-17 and 2017-18, there was a specific programme for construction of residential hostels for ST girls, however, since 2018-19, it seems to have been merged with the general hostel construction. It would have been good to continue the specific focus on construction of ST girls' hostels especially for secondary and higher secondary levels. In fact, it is important to have specific budget allocations to increase the enrollment and retention of girls in secondary and higher secondary school levels.

Another important aspect of gender budget allocation is to see the objectives for which these are proposed. (Figure 59). It is seen that the share of each objective in the GB statement is similar to the overall trends on objective-wise allocations: highest for education and least for legal aid. However, the highest percentage of flow of funds to women and girls was reported in housing and infrastructure mainly due to the Birsa Awas Yojana, which reports a 90% allocation for women and girls. It is important to ensure the basis of this allocation, through mandating the house thus constructed be in joint names.

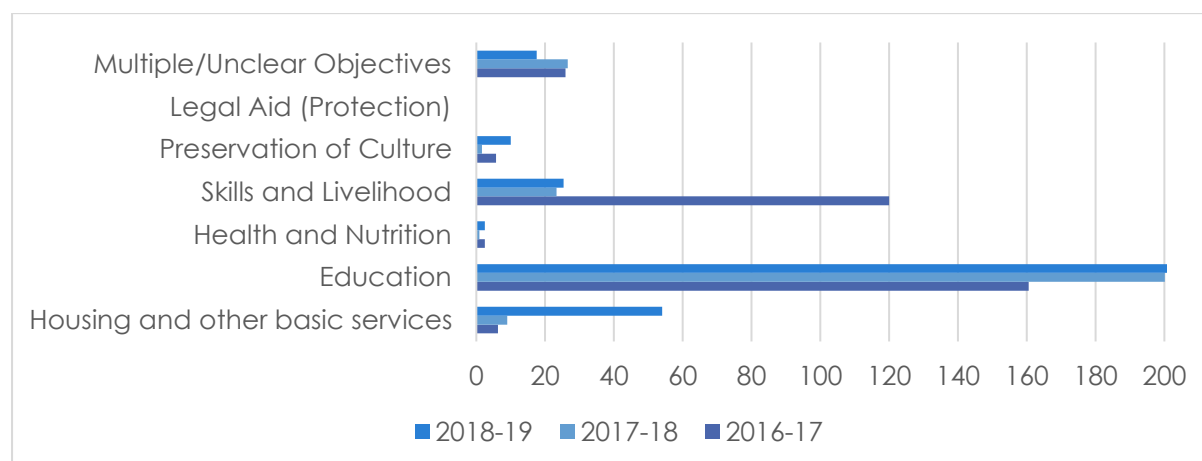


Figure 59: Gender Budget by Objectives in last three years (amount in crore rupees)

Further, there is no GB allocation in case of legal aid protection schemes. In light of instances of witch-hunting, human trafficking, etc. being reported in the state, it is suggested to bring these under the ambit of legal aid to provide special protection and compensation to tribal women who are victims of these practices.

E. GENDER-AWARE OUTPUT ASSESSMENT OF SELECT PROGRAMMES

ACCESS TO BASIC SERVICES

Providing access to basic services to ST and PVTG habitations is mainly the responsibility of the concerned line departments. The role of the welfare department is limited to monitoring the same. However, the department does not actually review the status on the same nor are any specific monitoring meetings held in relation to coverage of ST and PVTG habitations at the State level. It is important for the department to take a lead in these especially for those services addressing practical needs of women like water and sanitation.

SHAHEED GRAM VIKAS YOJANA

An important scheme run by the department for providing access to services is the Shaheed Gram Vikas Yojana. The scheme was initiated in 2017-18 by the Welfare Department with the aim to develop the 9 villages which were the birth places of freedom fighters from Jharkhand as model villages. As part of the initiative in 2017-18, an amount of 30 crore rupees was allocated for construction of homes and other basic infrastructure facilities like water supply, solar street lights, lift irrigation, etc. Of this, 18.30 crores were allocated for construction of 696 homes in the 9 villages at an average of 2.63 lakh rupees; and 809 lakhs allocated of community infrastructure activities. In 2018-19 another 15 crores was allocated to the scheme.

Such programmes often end up developing the villages to a level where they become a model for other villages. It is very important thus that the infrastructure being built is gender responsive. It is important to ensure that women have a say in planning the shelf of projects under this scheme and also have proper allocation for addressing women's practical needs. There needs to be gender analysis (for mapping women's status in project implementation) to be undertaken in each of the village and funds for be allotted for building infrastructure to meet the gender needs. Also, participatory planning and implementation bodies with adequate representation of women needs to be promoted as part of the scheme.

BIRSA MUNDA AWAS YOJANA

The Birsa Awas Yojana is a state scheme which provides 100% subsidy to PVTG families for construction of houses in Jharkhand. Although an older scheme, the unit cost has been revised in 2017 to 1.32 lakh rupees per beneficiary. Although high, the unit cost is almost half the amount allocated per house under the Shaheed Gram Vikas Yojana. As of July 2017, about 25109 BAY homes were constructed although a large number of these 7014 were incomplete due to legal causes and/or migration of the families. In 2017-18, 1520 BAY homes were constructed and the target for 2018-19 was almost triple that at 4562.

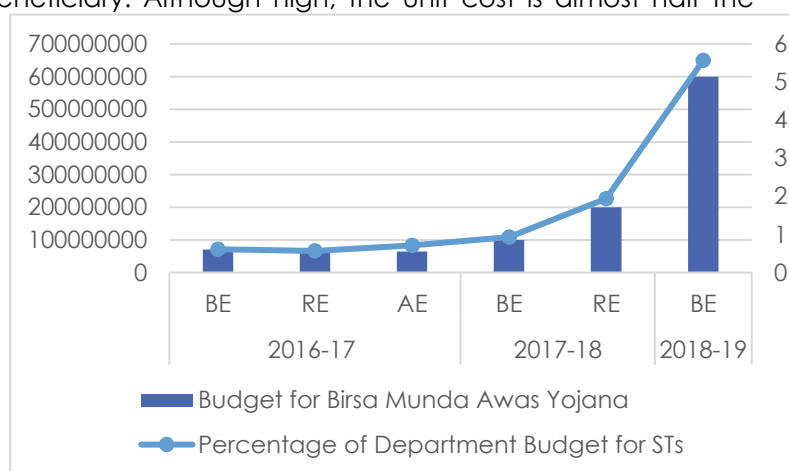


Figure 60: Budget allocations for Birsa Munda Awas Scheme in Jharkhand

The scheme has grown to become one of the larger schemes of the department accounting for more than 5.6 percent of the total budget in 2018-19. (Figure 60). The gender budget allocation of the scheme is high at 90% as the homes are provided jointly in the name of both husband and wife. However, there are no specific measures being undertaken to ensure that the women are aware of the joint ownership. It would be good if women are made the primary owners, separate house title documents are given to the woman-owner, and panchayats instructed to issue all revenue bills and taxes in the name of the woman.

It is also not very clear if the application system is conducive for women especially single women. Given the lack of coordination between rural development and welfare departments for the implementation of the scheme, this could be a major hindrance for single women to apply. There is also no quota/reservation for single women, nor is any data maintained to that effect. It would be good to review the proportion of single women benefitting from the scheme and if necessary, have a target for single women especially widows under the scheme.

ENSURE ACCESS AND QUALITY OF EDUCATION

There are 41 budget heads of the department dedicated to education. The key among those are Residential schools and hostels; Pre and Post Matric scholarships; and Bicycle distribution.

Of these 41, only 20 heads are reported in the GB Statement, although all the education heads have a potentially strong gender component. It is important to report all the education heads in the GB Statement. (Figure 61).

Further, there is no specific (100%) programme or allocation for girls.

Although until 2017-18, there was a separate head for construction of hostels for ST girls, it had no allocation in 2018-19 and seems to have been merged with another programme.

There is also no system for monitoring enrolment and drop-out rate of tribal boys and girls separately at multiple levels and types of schools. As DISE data is available, it would be useful if the welfare department can use the raw data to bring a separate report of the state of education in the schools supported by the department. This would give a more appropriate picture of the outputs and outcomes of the department's education budget.

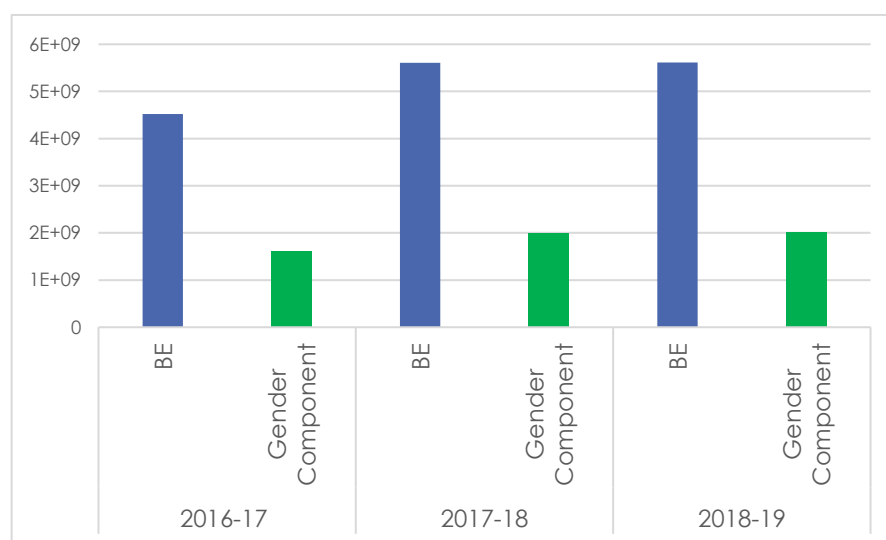


Figure 61: Budgetary allocations and gender budget components for education related schemes in Jharkhand

RESIDENTIAL SCHOOLS AND HOSTELS

Residential schools and hostels is one of the key programmes of the welfare department for better learning environment and quality education of tribal children. As of 2017-18, the Department ran 143 residential schools and 32 Paharia day-schools. (Table 8).

Table 8: Residential schools and hostels run by the department by sex and social groups

Category	No. of Hostels	Boys	Girls
SC	23	16	7
ST	107	77	30
BC	4	0	4
PVTG	9	5	4
Total	143	98	45

With the aim is to further provide quality education facilities in all the 134 Tribal Sub Plan (TSP) blocks in the State, 11 new Ashram/Eklavya Model Schools have also been started in 2018-19.

All of the budget heads supporting hostels and residential schools are reported in the GB Statement, as around 32% of the hostels are for girls. However, this needs to be increased to at least 50% of all hostels/residential schools in the state should be for girls. For this, allocations towards building and running special hostels for ST girls needs to be made.

Also, the current occupancy rate is currently on 87%. This needs to be reviewed from a gender perspective to understand if the occupancy rate in girls is significantly different than that of boys. Unfortunately, the department does not have data to monitor this.

Apart from residential facilities, the students in these schools and hostels are provided with food, uniform/dresses and study material. Towards this, the unit cost per student was revised in 2017-18 from 14,590/- to 32,410/- after a period of eight years. However, there needs to be a differentiated unit cost for girl and boy students especially in secondary and higher secondary to include menstrual hygiene and other specific concerns of the adolescent girls.

Further, it is also important to focus on specific infrastructure provisions for girls' hostels like sanitary napkin marts/vending machines, incinerators, CCTVs, security guard, counsellors, etc. The provisions for ST girls hostels should include a budget for these. Another important aspect would be the provision of transport allowances to hostel girls, especially where hostels are situated at a distance of more than 30 kms from the village.

Currently the focus is also on appointment of teachers to fill all vacancies through the Jharkhand Public Service Commission. It is important to review this process too, to ensure that atleast 30% of the teachers selected are females from the tribal community.

In 2017-18, the department also conducted a learning level assessment of class II to IX students in these residential schools and hostels. It would be interesting to review the results from a gender perspective.

In the same year, the Department also organized a Talents Reward Examination for all students from class VIII to XI. Two-third of the 3500 students who passed the exams were selected for special coaching. Of these 51% were girls and 70% were from ST communities. However, the percentage of girls from within the ST community is not known. The Department does need to focus on collecting gender disaggregated data for all social groups separately.

PRE-MATRIC SCHOLARSHIP

As per the Government of India norms, a scholarship amount of 150 (for class 1 to 6) and 200 (for class 7 to 10) per month is provided to all tribal students staying in hostels for a period of 10

months a year. For day scholars the amount is 50 per month for class 1 to 4, 100 for class 5 and 6 and 150 for class 7 to 10. The scholarship is provided through DBT in the bank account of the students and has to be Aadhar seeded.

In 2017-18, around 7.57 lakh students received pre-matric scholarship in the state, of which 51% were girls. (Figure 62)

Although the share of girls is good, it needs to be seen across various levels of education. It might be necessary to consider a higher scholarship especially for hosteler girls in high school considering their personal needs. Another important

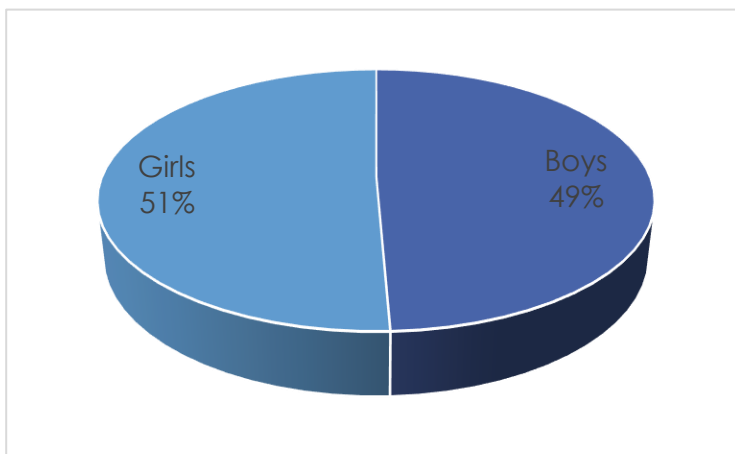


Figure 62: Share of girls in pre-matric scholarships provided in 2017-18

aspect is the adequacy of

these numbers. Based on enrollment of STs boys and girls from class 1 to 10, in 2016-17, it is seen that only 21% of the boys and 22% of the girls enrolled are covered. Further, as can be seen in 2017-18, this was lowest in middle school, the causes for which need to be probed. (Figure 63)

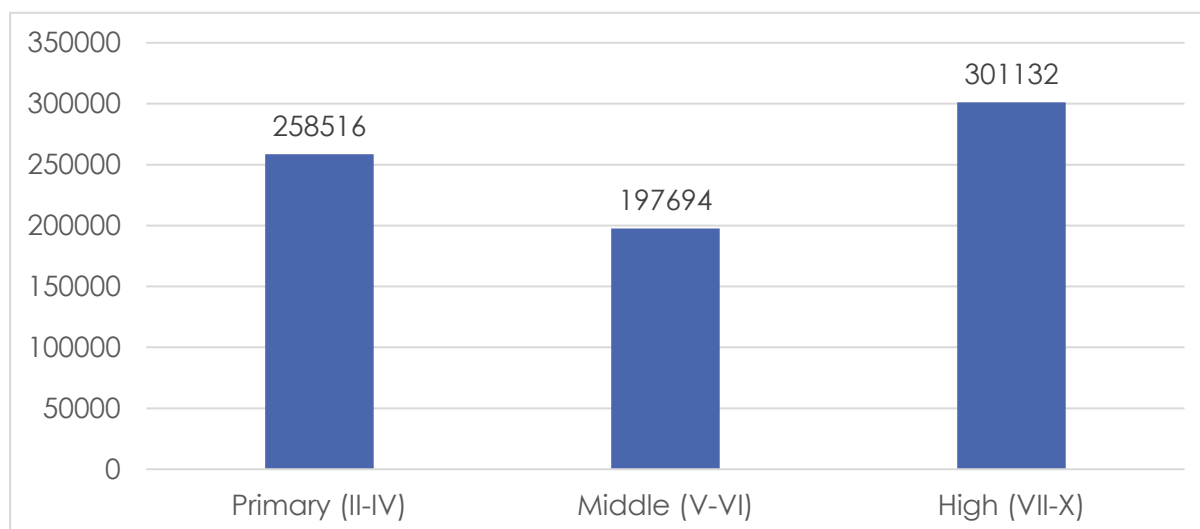


Figure 63: Level of Education-wise breakup of pre-matric scholarship in 2017-18

Since there is no specific eligibility criteria for these scholarships except that the students be enrolled in Government Schools, there needs to be a higher allocation as part of the scheme to cover at least 60% of more ST students. This is especially essential for ST girls from secondary class onwards as their enrolment and attendance does depend of availability of such incentives.

Table 9: Growth in pre-matric scholarships provided

Year	Male	Female	Total

2016-17	195096	204746	399842
2017-18	373613	383729	757342
Percentage Growth	92	87	89

Also interesting is the gender difference in the growth rate of children receiving scholarships over the last two years. (Table 9). The growth for boys is higher than that for girls, which might be due to the low Aadhar seeding of girls or lack of bank accounts. This needs to be reviewed and special process has to be undertaken to include all eligible girls.

POST-MATRIC SCHOLARSHIP

The Welfare Department also provides post-matric scholarship to tribal students for multiple courses within and outside the state. Supported by the central government, the scheme offers differential scholarship amounts (subject to a maximum limit of INR 50,000) to students for various degree and diploma courses after class XII in both government and private institutions. The courses have been divided into four categories and each category has different provisions for day-scholars and hostellers.

The department provides such scholarships to SC, ST and BC students. A review of the number of scholarships provided over the last five year shows that around 58% of the beneficiaries are from BC community while 33% are from ST community and 9% from SC community. However, what is a matter of concern that the share of ST and SC community in total scholarships has declined over the years especially between 2014-15 and 2015-16.

Year	Number of ST Students	Number of SC Students	Number of BC Students	Percentage of ST beneficiaries to total	Percentage of SC beneficiaries to total	Percentage of BC beneficiaries to total
2014-15	68066	17792	79082	41	11	48
2015-16	55961	17720	109591	31	10	60
2016-17	82422	22908	150660	32	9	59
2017-18	77307	21901	145343	32	9	59
2018-19	76782	22629	154837	30	9	61

A review of the coverage of girls in the last two years show that the percentage of girls has increased from 52% in 2016-17 to 54% in 2017-18. (Figure 64).

This is a good indicator; however, it would also have been useful to see the number of girls benefitting across the four course groups as also the per-capita scholarship amounts received by girls and boys. The course-wise enrolment figures can actually help understand if the upper limit of 50,000 was actually a bar for girls to take up higher education in private institutions as compared to girls. Unfortunately, these figures are not available with the department.

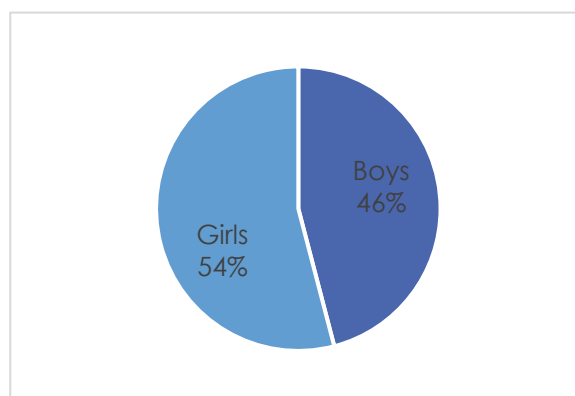


Figure 64: Share of girls in Post Matric Scholarships

A critical concern area, however, is also that the number of both ST boys and ST girls availing post matric scholarships has gone down in 2017-18 after an increase in 2016-17 the year when DBT was introduced. The decline is also observed across other social groups- SCs and BCs.

Another interesting point to note here is also that while the general scholarship is reported in the GB Statement, the technical scholarships are not, which means that girls getting scholarship in the technical section would be lower.

BICYCLE SCHEME

The department also provides bicycles for students in class VIII standard for encouraging attendance and reduction of drop-out rates. Earlier an amount of Rs 3000 was provided which was revised to 3500 in 2018-19. However, the total number of bicycles provided as well as the budget allocated for the scheme has gone down. (Figure 65).

In fact as per DISE 2016-17 data there were 5.86 lakh students in VIII standard of which 4.92 lakhs (84%) had received bicycles, but in 2018-19 only 2.85 lakhs (49%) students got bicycles. It is important for the department to probe more to understand who have been left out due to the reduction.

Unfortunately, data maintained

within the department is neither disaggregated by sex nor by social groups. One of the key recommendations is thus to actually track district-wise number of ST girls enrolled in class VIII with the number of bicycles provided to ST girls in that district to ensure 100% coverage under the scheme.

Also, in tribal areas the secondary schools may be really away from villages and not within a two to three kms range which can be travelled by bicycle. In such cases it is important for ST girls to be provided a cash allowance for availing local transport facilities to travel to school every day. This would be especially important in areas where public bus transport coverage is also low.

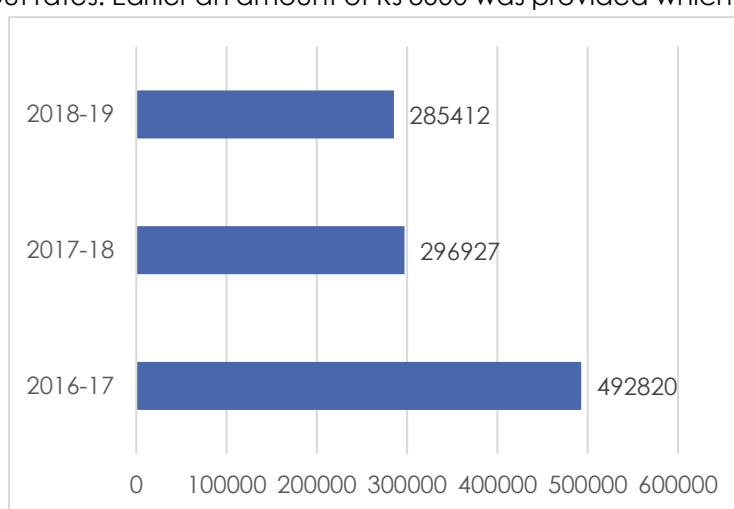


Figure 65: Coverage of Students under Bicycle Scheme

SKILL DEVELOPMENT AND LIVELIHOOD PROMOTION

Although most of the department budget is for education, the department had undertaken some commendable work for skill development and livelihood promotion among tribal communities in Jharkhand. And except for 2017-18 in most other years, 30% or more of these programmes has been allocated as part of gender budgeting. (Figure 66)

The key programmes focusing on this objective with almost 84% budget allocation in 2018-19 are: a) Targeting the Hardcore Poor (THP); b) PreJha Foundation Project; and the Jharkhand Tribal Empowerment and Livelihoods Project (JTELP) which are not only designed very innovatively but also target specific communities- poor female headed households, PVTG

families and youth. All three projects have also been developed and implemented as joint ventures with recognized organizations and have the potential of being promoted at national level as best practices for tribal development.

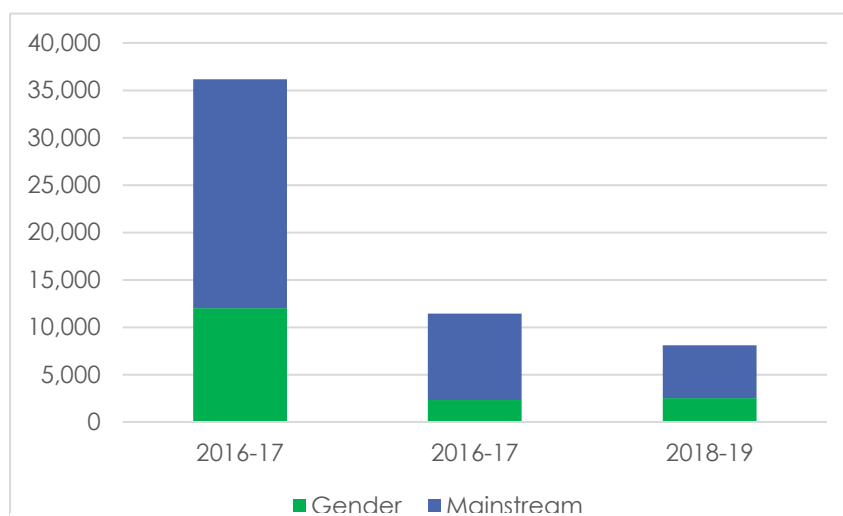


Figure 66: Budget allocation for skill development and livelihood promotion of tribal men and women

TARGETING THE HARDCORE POOR (THP)

The THP project is a joint initiative of Bandhan and J-PAL in Dumka and West Singhbhum districts targeting 2000 ultra-poor women headed households, for a period of two years through training, skill development and asset creation support for enabling them to move out of Below Poverty Line. The state vision document further states that there is a plan to cover another 10000 PVTG families through THP approach. The two important achievements of the project are:

- Having provided assets worth 264.82 lakhs to poor women for livelihood intensification activities like pig rearing, goat rearing, poultry, grocery stores and tailoring. The value of these assets has increased by 63% in 2018-19 to 431.76 lakhs.
- Focused support to the 1149 widows in two districts for getting access to widow pension scheme. Already 710 widows (62% of the target) was achieved by 2018-19.

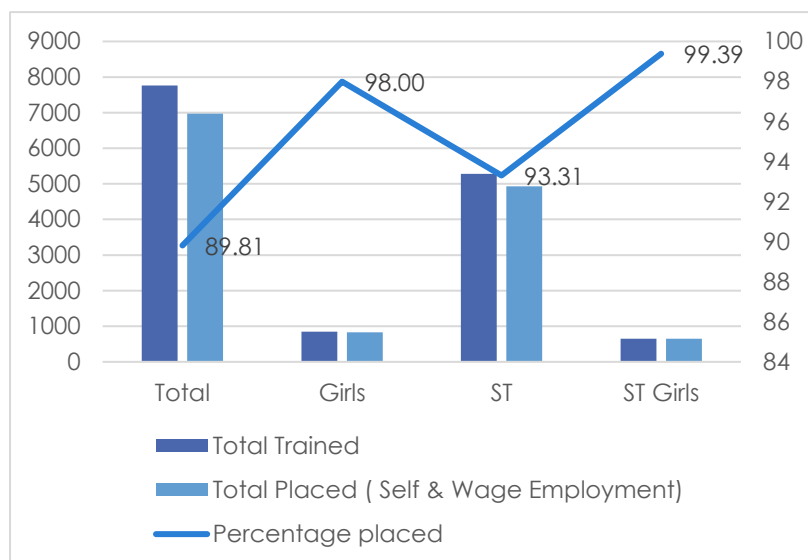
As the scheme targets only women headed households identified based on SECC 2011, THP should feature prominently as a women's specific scheme in the Gender Budget Statement. This project has a potential for replication and scale and can provide quality learnings for other states. It is thus important to undertake an outcomes assessment of the project to map the economic and social impacts on the targeted women headed families. There is also the need to see if the programme has been able to address specific gender concerns of women-headed households within a tribal society/habitation.

PREJHA FOUNDATION PROJECT

Created as a special purpose vehicle, PREJHA Foundation has promoted 25 Kalyan Gurukuls (23 functional) to enable skill training for drop-outs from marginalized communities. There is a

target of having at least one in each district. Efforts are to enable the training and certification of the trainees at par with International Standards. The centres are open for all social groups having covered 7763 trainees in the last three years (2016 to 2018). It is really laudable though that around 68% of the trainees (5279) have been from ST community.

The scheme also reports 50% allocation for women/girls as part of the Gender Budget Statement. However, in terms of actual coverage only 11% of the total trainees and 12% of ST trainees are girls. The retention rate in the training programme is also good at 82% overall and 87% for girls. The most important element, however, is the placement rate which is almost 99% for ST Girls. (Figure 67).



The project has a major potential to impact the livelihoods of tribal girls in Jharkhand. Current trades focused on MEP, AC Duct, Driving & Man-lifting, Construction, Driving and Logistics, CNC, Tower Technician, etc. however are more oriented to boys. As of now only nursing and tailoring seem women oriented. While girls may need to be trained in non-traditional jobs, there is a need to review existing coverage data and curriculum to understand the possibility of training girls in the same trades as boys.

JHARKHAND TRIBAL EMPOWERMENT AND LIVELIHOOD PROJECT (JTLP)

The Department of Welfare has also set up the Jharkhand Tribal Development Society (JTDS). The JTDS is implementing the Jharkhand Tribal Empowerment and Livelihood Project (JTLP). The project is being implemented in 1254 villages of 14 TSP blocks since 2013. Expected to run for a period of eight years the project is supported by multiple funding option including 44.1% from the International Fund for Agriculture Development (IFAD); 12.74% from the SCA to TSP component of the central government; 38.2% from MGNREGA; 4.15% from the Government of Jharkhand and 0.8% contributed by the communities.

Through an integrated approach the JTLP seeks to provide in-situ livelihood opportunities for improving quality of life and building social capital for empowerment of tribals especially the PVTGs. The project aims to cover 1.53 lakh families (including 8097 from PVTG communities) through 5360 women SHGs and 639 youth groups. The key achievements of the project (as of March 2018) include:

- Participatory and transparent implementation process through 1254 Gram Sabha Project Execution Samities (GSPEC) with a development fund of 17.90 crores. The GSPEC have a total of 13543 members of which 6149 (45%) are women.
- 64332 women covered under 5360 SHGs with 6.26 crore savings, 5.52 crore seed capital, and 3.64 crore internal lending.

- 10263 members in youth groups with seed capital of 1.42 crores. Around 27% of the youth group members are women/girls.
- Around 520 of the women groups and 30 of the youth groups are formed by people from PVTGs.
- Agriculture and allied livelihood activities like Systematic Root Intensification-SRI paddy (2854 farmers), farm ponds (1582 families), shallow wells (644 families), animal husbandry (10700 families), vegetable cultivation (9000 families), horticulture (106 families), and nutrition garden (20000 families), etc.
- While overall sex-disaggregated data is not available, a review of those benefitted under livelihood projects (other than skill development) supported from SCA to TSP fund shows that of the total 23996 people benefitting from 2016 to 2019; around 74% of the beneficiaries were female. The involvement of women was particularly high in activities like vegetable cultivation, goat rearing, pig farming and poultry.
- Farmer Service Centers in 23 Gram Panchayats covering 188 villages. The equipments provided not only include general agriculture equipments but also those which are used by women like conoweeder, tubular maize sheller, Naveen Sickle, Peg type Lac sheller, dry land weeder, line markers for SRI and dal mills.
- The project also supports collective input purchases (seeds and fertilizers) through the SHG groups which enables women to also have some say in decisions regarding agriculture inputs.

Figure 68 brings together the status of female participation in the project at all levels- decision making (GSPEC), implementing channel (SHG and youth groups), and output benefit sharing (livelihood projects). It is clearly evident that the project has been able to make a dent at all levels and is a good example of a gender responsive livelihood project. The only limitation of the project seems to be in providing benefits of irrigation which is still male dominated.

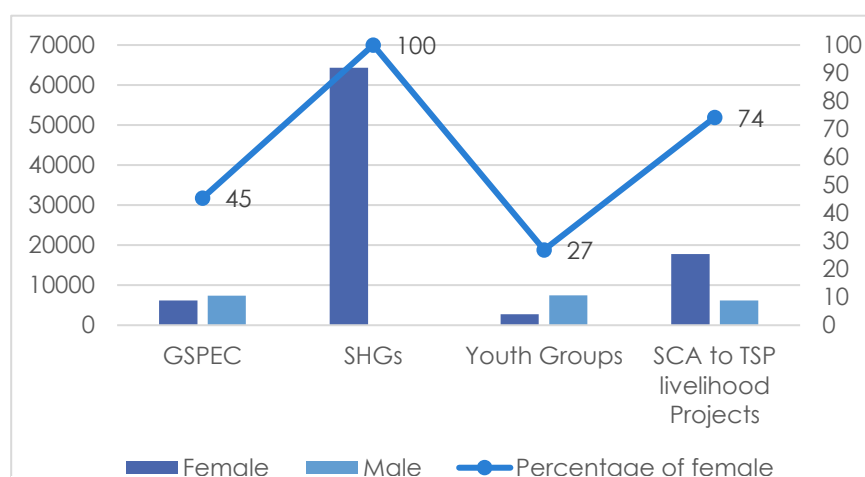


Figure 68: Gender Responsiveness of JTLP

The project needs to undertake a gender impact assessment to map the overall impact it has had on women's lives and empowerment status both within and outside the household.

F. GENDER BUDGET ACTION PLAN RECOMMENDATIONS

The state of Jharkhand has already put in place institutional mechanisms for enabling gender budgeting including the gender budget cells (GBCs) and gender budget statement (GBS). However, there are some achievements and limitations with respect to the Department of Welfare, Government of Jharkhand. These include:

- The GBC has not been constituted at the department level. This needs to be taken up at an urgent basis. The PMU for the department constituted for monitoring all programme and schematic achievements can also be assigned the responsibility with a mandate to report the progress ever three months to the Department Secretary.

- b) It would be good if the department can actually come up with a Gender Budget Action Plan (GBAP) for tribal girls in the state. This can then become the official document for the GBC to take forward the process of gender mainstreaming with all divisions.
- c) The GB Statement is being prepared and submitted annual by the department with most schemes. This is a good indicator of adoption of gender budgeting. However, there is a need to review the basis of all allocations and ensure that the reported allocations are backed by actual coverage figures for last year or by schematic guidelines showing intentions for 30% allocations.
- d) It does need to be noted though that the department does not only have a high number of programmes and scheme that address gender needs and concerns but has also made concentrated efforts to ensure that these concerns are integrated in the planning and implementation stages.
- e) Also, it is important that the department also uses this statement to report its activities as also to review the progress on gender. Interestingly, while the department's annual progress (2017-18) and action plan (2018-19) report had republished the GBS, this was removed from the same publication for the next year- annual progress (2018-19) and action plan (2019-20) report. This is a step back and the department needs to reintroduce the same in its publications. It is in fact recommended that the department should publish this not only in form BE and RE figures, but its own report should include the actual expenditure made as well as the physical achievements of the schemes. A template for doing the same is being shared at Annexure 2.
- f) Towards this it will also be important for the department to strengthen its MIS to ensure that sex-disaggregated data is collected and maintained at all levels. As a lot of the department programmes are beneficiary oriented and through DBT, the reports can easily be generated with available technology.
- g) The other most important activity proposed for strengthening gender budgeting within the department is to undertake an orientation training on gender budgeting for all HoDs and separate sessions on GRB for all programme and budget staff within the departments.

The strengthening of these institutional mechanisms will help the department take forward the gender budget mandate of the state. Additionally, there are recommendations being proposed to be incorporate in its Gender Budget Action Plan to realise the actual goals of gender mainstreaming through gender budgeting.

PROGRAMME AND BUDGET RECOMMENDATIONS

WOMEN- SPECIFIC INITIATIVES

Specific allocations for tribal women and girls have been very low coming to nil in 2018-19. In 2016-17 and 2017-18, there was a specific programme for construction of residential hostels for ST girls, however, since 2018-19, it seems to have been merged with the general hostel construction. It would be good to continue the specific focus on construction of ST girls' hostels especially for secondary and higher secondary levels. In fact, it is important to have a dedicated scheme with targeted budget allocations to increase the enrollment and retention of girls in secondary and higher secondary school levels.

GENDER MAINSTREAMING ACTIONS

Along with women specific initiatives, the department would also benefit by undertaking some other gender mainstreaming actions to further strengthen its gender work. A key action

towards this could be to bring all allocations under the GB mandate, with at least 80% of the department allocations being covered in the GB Statement.

An important action in this regard would be to undertake a gender audit of the planning processes and implementation guidelines for infrastructure and area development related programmes and schemes like Shaheed Gram Vikas Yojana, Rural Hospitals, Paharia Health centres, Water supply programmes (and similar others supported under SCA to TSS and CCD); legal aid support; Protection of SC/STs from Atrocities (PoA) and implementation of Forest Rights Act. This would help the department identify specific action required for engendering the schemes.

In year 1 of the GBAP, changes in the programme and scheme guidelines can be introduced. In year 2 the effectiveness of the changes- achievements and challenges should be reviewed and revisions brought in accordingly. In year 3, the required budgetary support for the changes should be allocated.

Allocation of 30% of the **SCA to TSS/TSP and CCD** fund for infrastructure which reduces the time poverty (drudgery) of women and/or increases their incomes. These would include: provisions for drinking water, sanitation including public toilets, support to women-only forest management committees for plantation and conservation; non-timber NTFP production, collection and storage, special women-only vocational training centres (Kalyan Gurukuls), etc.

Currently, there are no specific allocations in case of **legal aid** protection schemes. In light of instances of witch-hunting, human trafficking, etc. being reported in the state, it is suggested to bring these under the ambit of legal aid to provide special protection and compensation to tribal women who are victims of these practices.

There is also the need to change policy guidelines to ensure 50% coverage of girls under all **scholarship schemes** in order to maintain the current achievement levels. Additional state funds and special incentives can be provided for girls in the scholarship scheme. For talented girls specifically, the upper limit of 50000 under Post matric scholarship programme should be waived off.

The PreJha foundation project should also have a mandate for ensuring that at least 30% of the trainees are girls. While we acknowledge that efforts are already being made in this direction, there is need for more focused interventions to improve the outreach of girls under the programme. The project should have a gender unit within its PMU to guide the gender mainstreaming and women's outreach actions.

Further the state government should provide additional capital costs for institutions which are focused on women. Currently, the state provides access to existing unused infrastructure which may not always be at locations which are safe and convenient for girls.

Also, girls may not always be able to take up the huge loan amounts required for enrolment under the nursing and catering training institutes being promoted under the project. The government should provide at least 50% of the amount as subsidy payable directly to the bank once the girls have paid back her share. Also, interest subvention for such loans for all ST boys and girls may be considered.

II. DEPARTMENT OF TRIBAL WELFARE, GOVERNMENT OF MADHYA PRADESH

Madhya Pradesh is the second largest state in India in terms of area and the fifth largest in terms of population with a population of over 75 million. (Census, 2011). The state is administratively divided into 10 divisions and further 52 districts.

Rich in mineral resources, MP has the largest reserves of diamond and copper in India. It also has the tenth largest state economy in India with a Gross State Domestic Product (GSDP) on 8.09 lakh crores and per capita income of INR 90,000 in 2018-19. (MOSPI, 2019). In terms of Human Development Index (HDI) though the state ranks a poor 32nd among all Indian states. (Global data Labs, 2018). With more than 30% of its area is under forest cover, the state is also home to a large tribal population.

Madhya Pradesh is also one of the pioneer states in India to have adopted Gender Responsive Budgeting (GRB) way back in 2005. Some of the key achievements of the state with respect to GRB has been highlighted in figure 69.



Madhya Pradesh was the first state to adopt GRB in 2005



The state also places a Gender Budget Statement along with the budget to the legislature



A Inter Departmental Monitoring Committee headed by Additional Chief Secretary has been formed at State level to monitor and strengthen the process of GRB in the state



As per the recommendations of this committee, all Departments are required to set up Gender Budget Cells (GBCs). 35 Departments have already set up GBCs.



WCD is also working various departments like Agriculture providing technical support to strengthen the GBCs and capacities of the department to undertake GRB

Figure 69: Progress of Gender Budgeting in Madhya Pradesh

A. OBJECTIVES OF THE DEPARTMENT

The Department of Tribal Welfare, Government of Madhya Pradesh (GoMP) works towards the goal to bring educational and economic upliftment of scheduled classes to the next level of society. The key objective to mainstream Scheduled Tribe (ST) and Primitive Groups and Vulnerable Tribe (PGVT) communities within the state in terms of their education, health, nutrition, and economic status. Translated to outcome indicators this means that the department aspires:

- To bring the Human Development Indices of ST population at par with general population; and
- To bring the Human Development Indices of PVTG population at par with ST population.

The department enables this through direct implementation of programmes and schemes as well as through influencing the Tribal sub-plan allocations as the nodal agency.

Madhya Pradesh is also one of those states wherein the education is conducted by Tribal Welfare Department in tribal development blocks. The department is also the nodal

department for the Scheduled Caste / Tribe Atrocities Prevention Act to be implemented for effective control of atrocities on tribes.

B. STATUS OF TRIBALS IN MADHYA PRADESH

There are 1.53 crore Scheduled Tribe people in Madhya Pradesh consisting of 21% of State population. There are around 46 tribes in the state including Bhils, Gonds, Kol, Korku, Sahariya, Baiga, Pardhan, Saur, Bharia Bhumia Majhi, Khairwar, Mawasi and Panika. Of these Bhils are the largest tribe with 37.7% of ST population in the state, followed by Gonds who constitute 35.6%. Around 30% of the tribal population resides in just 5 districts: Dhar, Badwani, Jhabua, Chhindwara and West Nimar. (Figure 70). There are 89 tribal dominated blocks in the state.

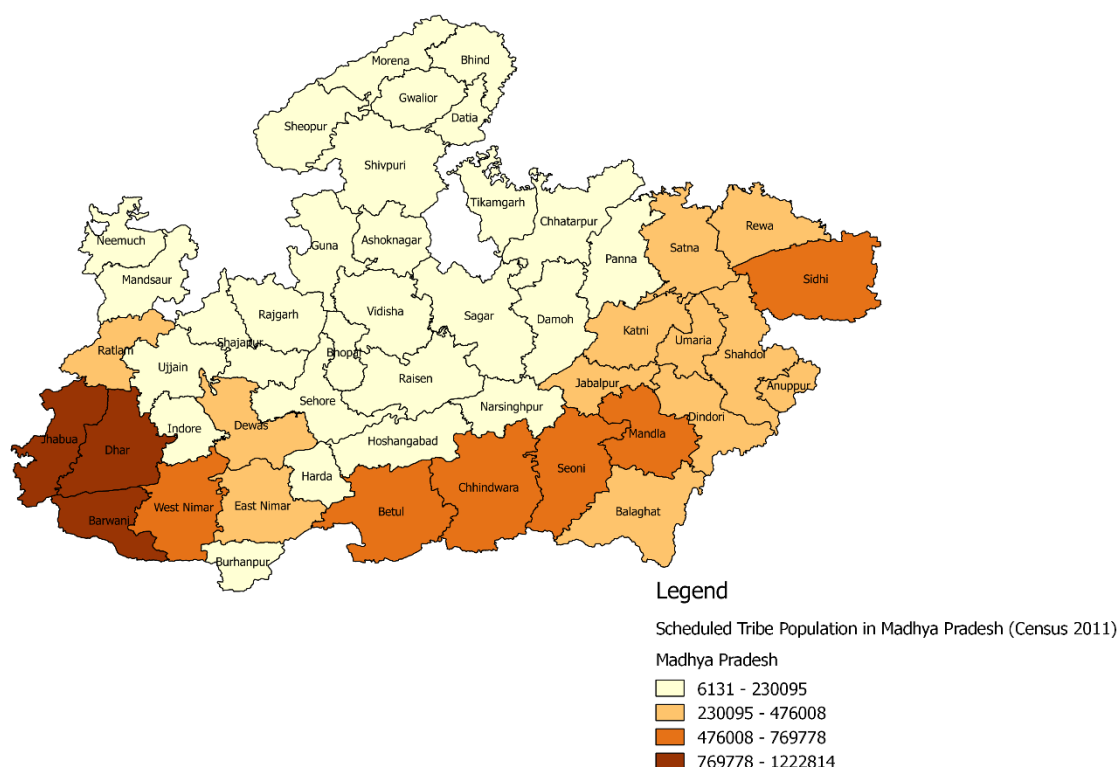


Figure 70: Spatial concentration of tribal population in Madhya Pradesh

There are six predominant Particularly Vulnerable Tribal Groups (PVTGs) in the state- Baigas, Bharias, Birhors, Kamars, Korwas and Sahariyas, comprising of 16% of the state population. These PVTGs are spread across the state and not concentrated in only in tribal dominated districts/blocks. (Figure 71).

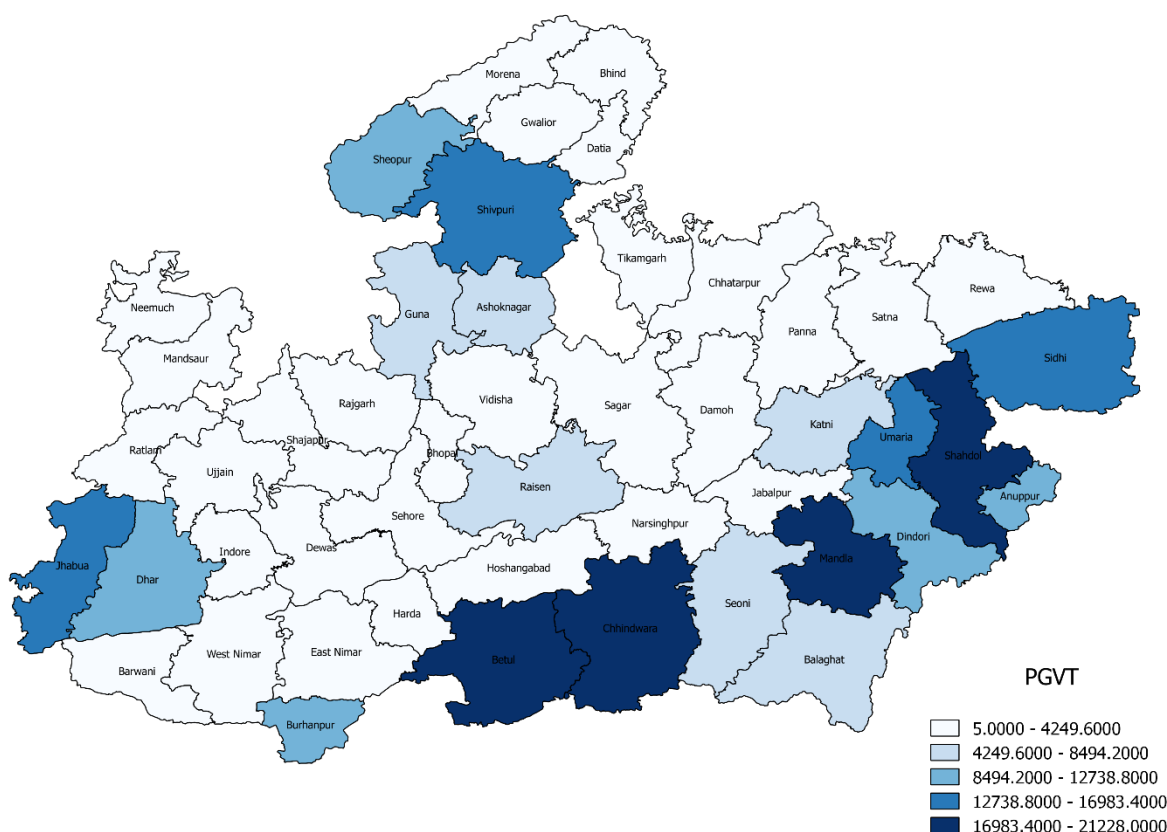


Figure 71: Geographical spread of PVTGs across districts in Madhya Pradesh

With a population of 75.97 Lakh, tribal women and girls constitute 10.5% of the state population. It is important to understand the status of the tribal women and girls in the state both with respect to their male counterparts as well with respect to women and girls in general.

In the coming sections, we review the situation of tribal men and women, boys and girls for the key objectives of education, health, nutrition, employment and poverty alleviation, which the State Tribal Welfare Department aims to improve.

LITERACY AND EDUCATION

Literacy among Scheduled Tribe Women in rural and urban areas is one of the most critical concerns of the state. As per Census 2011, the literacy rate among ST women in rural areas was the lowest in the State. The literacy rate for ST women was also lower than that of overall women in the State as well as the National average for ST women (49.36%). There was also significant gender gap of 18 points reported among ST male and female. Further even with tribal women the literacy rates among rural ST women was 19 points lower than that of urban ST women. (Figure 73).

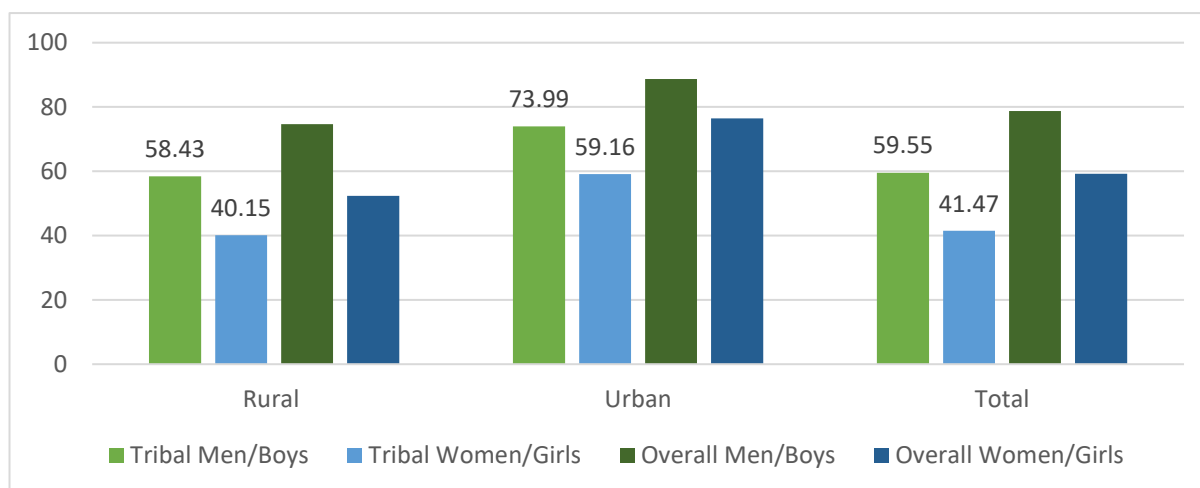


Figure 73: Literacy Rate in Madhya Pradesh (Census, 2011)

The literacy rate among PVTGs was even further low at 35.5%, again with a wide gender gap of 15 points and an urban-rural divide of 6 points with PVTG women and girls. This points to the need for the state to specifically focus on education of ST girls especially those in rural areas and from PVTG communities. (Figure 72).

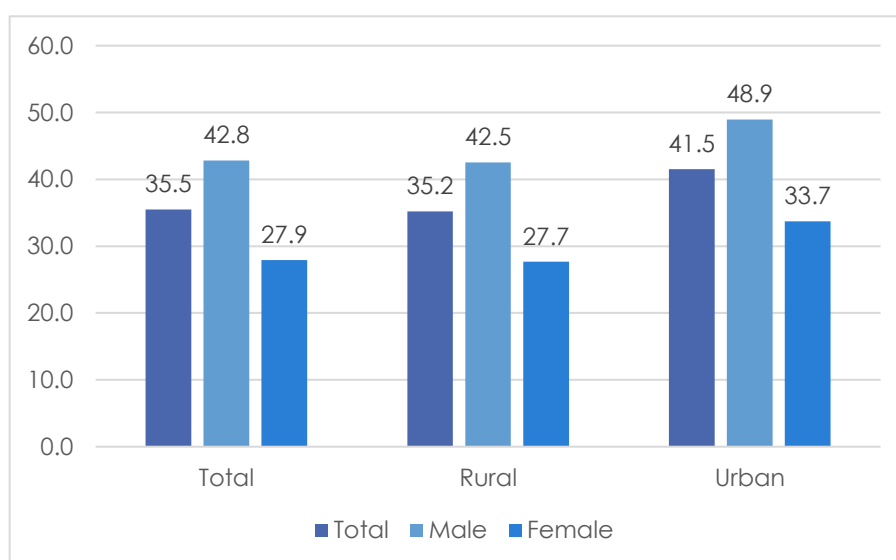


Figure 72: Literacy Rate among PVTGs in MP

Moving to more current scenarios, in 2016-17, Gross Enrolment Rate (GER) shows a high level of gender parity upto Higher Secondary level. Interestingly, the gap in GER between overall state average for boys and for ST boys has been eliminated at both primary and upper primary level. However, there is still a slight gap between the GER for overall girls and ST girls especially in upper primary. The GER for ST girls is also slightly lower than that of ST boys at primary level. Also, the GER for ST boys is lower than that of ST girls in secondary level. (figure 75).

What is of most concern though is that the GERs for Secondary and Higher Secondary are significantly lower than state average for both ST boys and girls. There has also been no significant change in the GER over the last 3 to 4 years. This indicated that there needs to be an increased focus on transition of ST boys and girls from elementary to secondary and even more focus for transition from secondary to higher secondary.

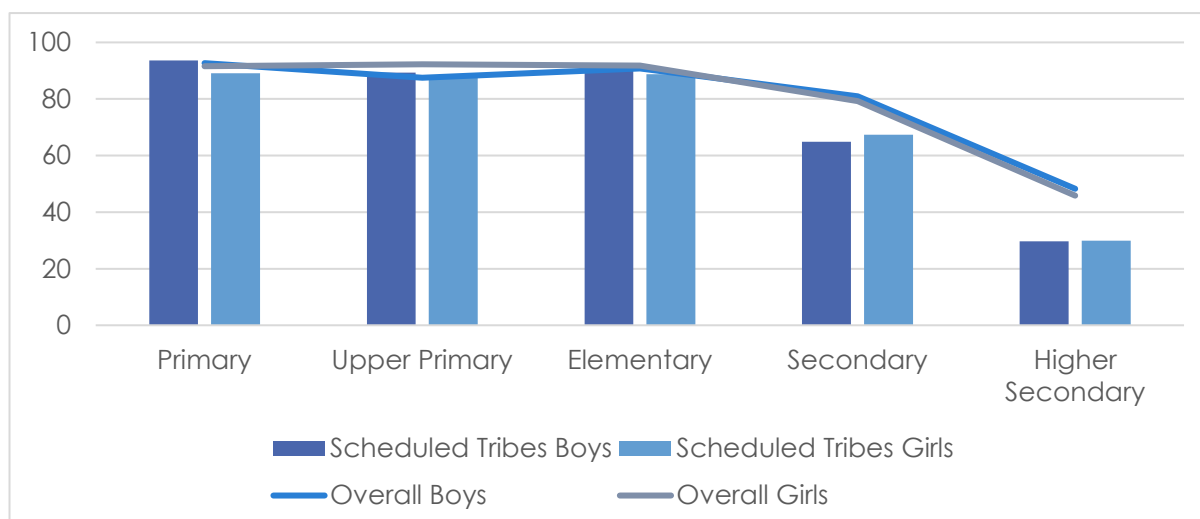


Figure 75: Gross Enrolment Rate in Madhya Pradesh (2016-17)

Data also points to low transition rate from elementary to secondary for ST girls and a still lower transition rate for all categories from Secondary to Higher Secondary. Interestingly, this rate is higher for girls than boys overall, indicating to need for special focus on tribal girls. (figure 74).

Also, the pass percentage of ST girls in Class X is lower than ST boys contrasting the general trends across the country. This shows that even when ST girls may take admission in class VIII, their likelihood of completing class X which is very important for most skill trainings and almost all formal sector jobs is less. There needs to be specific focus on coaching of ST girls for passing class X. (figure 76).

Another matter of concern is the drop-out rates across all education levels. Although declining the drop-out rates in elementary education is still above 5% at the state level and this is even more for ST boys and girls. The state needs to thrive to achieve zero drop-out rates in elementary

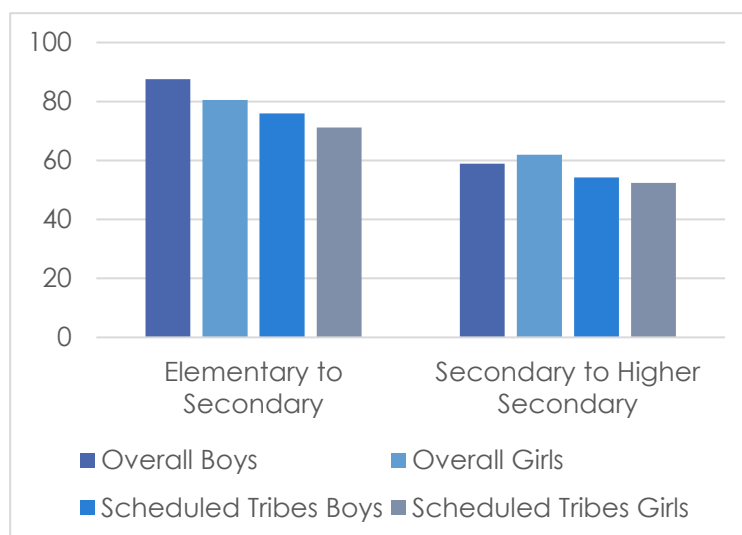


Figure 74: Transition rate in Madhya Pradesh (2016-17)

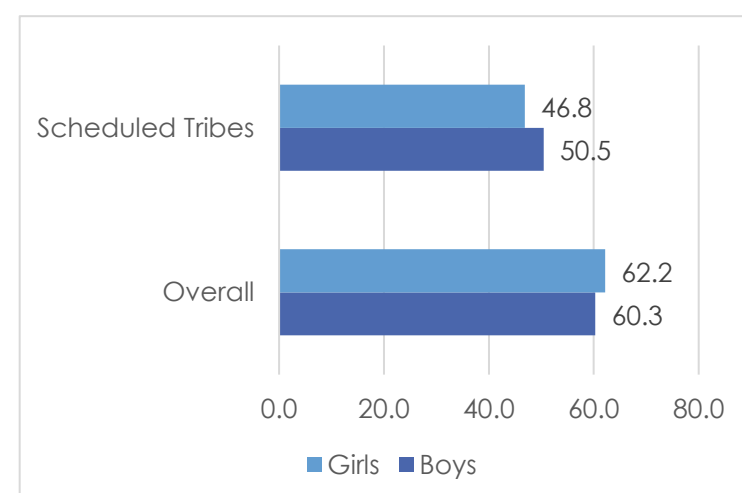


Figure 76: Pass Percentage in Board of Secondary Education Madhya Pradesh (Class X)

education. The drop-out rates in secondary is even a matter of further concern across the state but more so for ST boys and girls. However, there is no gender disparity in the drop-out rates at this level indicating the need to focus overall on the ST community,

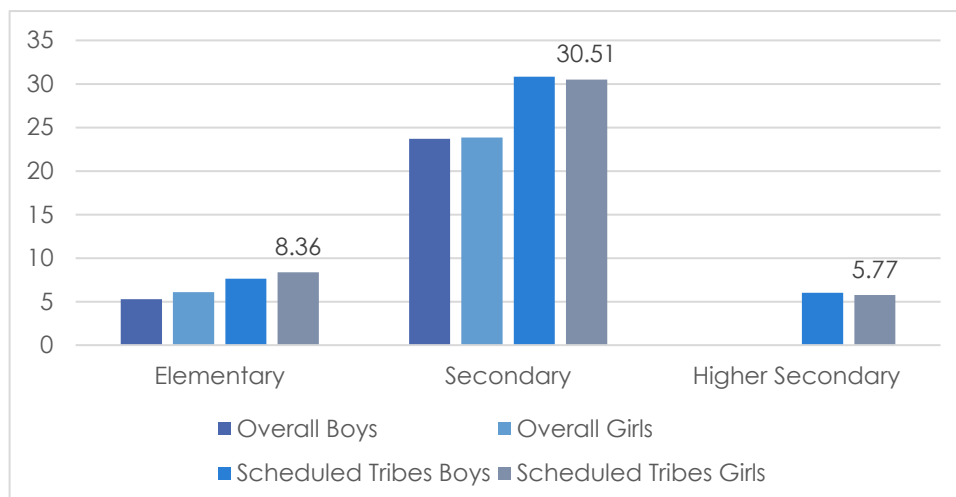


Figure 77: Average Dropout Rate in Madhya Pradesh (2016-17)

which does have a higher drop-out rate than state average. (figure 77).

In higher education too, while the gender gap is less significant, the GER for ST Boys and Girls is almost half than state average and much lower than the national average for scheduled tribes. A major reason for this could be the low transition from elementary to secondary and higher secondary. There is also an increasing trend in GER for ST community in higher education over the years, which points to the fact that the state is improving its higher education infrastructure. It is important to ensure that the benefits on this also reach the ST girls, as there is still a gender gap here. (figure 78).

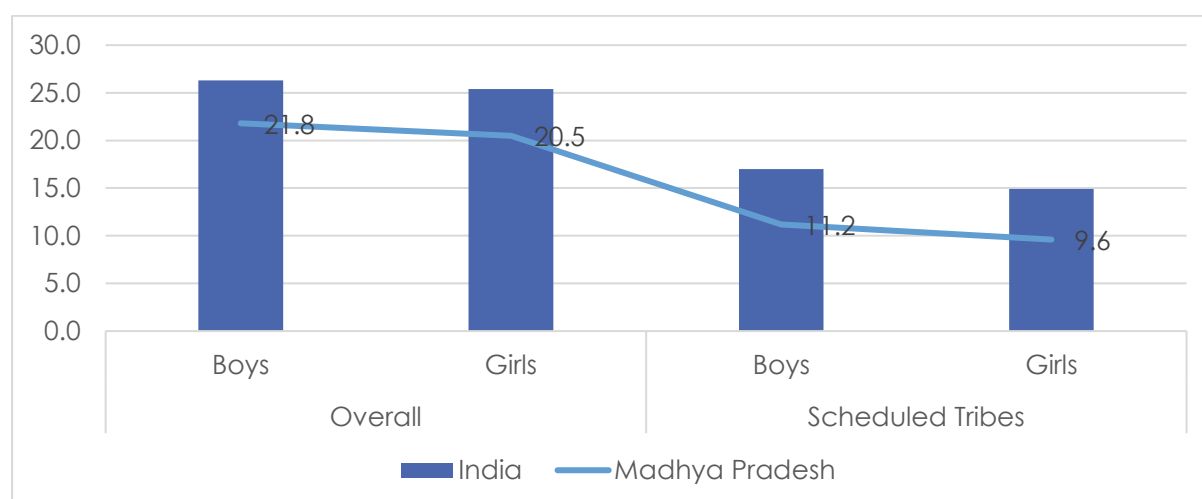


Figure 78: Gross Enrolment Rate in Higher Education (2017-18)

HEALTH AND NUTRITION

Not much information is available on health-related indicators except that from NFHS 4. This data is limited to overall gender and community (ST) segregation, and does not cover specific issues related to ST community, although there are many concerns related to access to health services, nutrition and specific diseases. (Maiti, 2005)

NFHS-4 (2015-16) data shows that Madhya Pradesh as a state, still needs to improve the overall status of child health and nutrition. The high neo-natal and infant mortality rates are especially a matter of concern. However, what is even more of a concern is the that the higher mortality rates among children from ST communities. There exists a significant gap of 14 points for under-5 mortality rate between State average and STs. (figure 79).

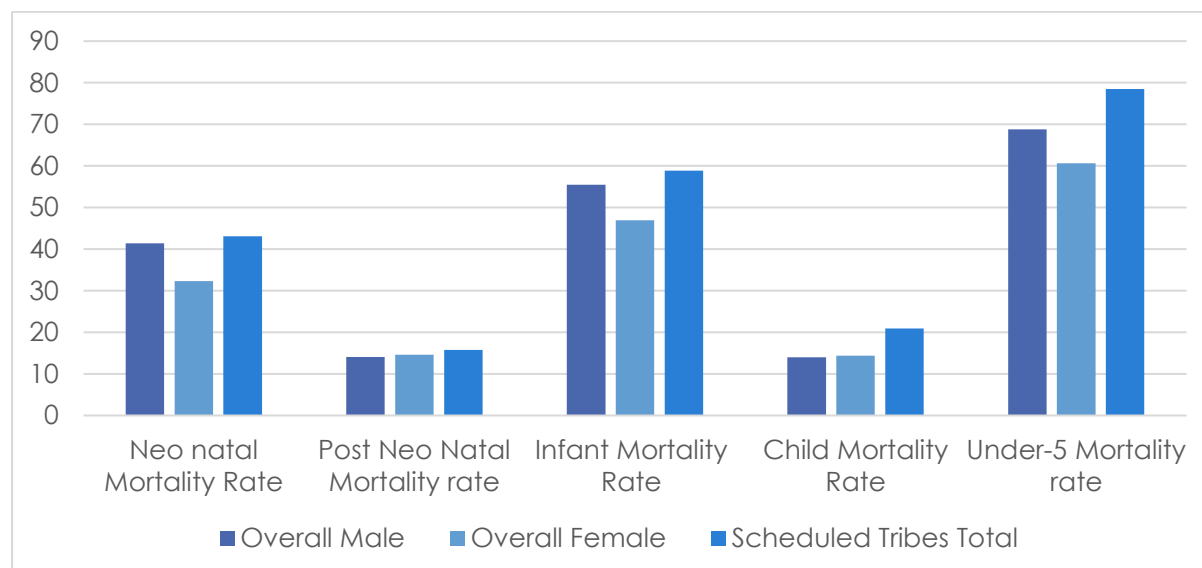


Figure 79: Under-5 Child Mortality Indicators in Madhya Pradesh (NFHS 4)

Among the nutrition parameters, not only is there is high level of anaemia existing among ST children, but also significant 11 points gap between State average and that for STs. The proportion of children stunted and wasted among STs is also high indicating towards malnutrition. These also have important far-reaching impacts especially on learning levels of children and needs to be assessed in detail. (figure 80).

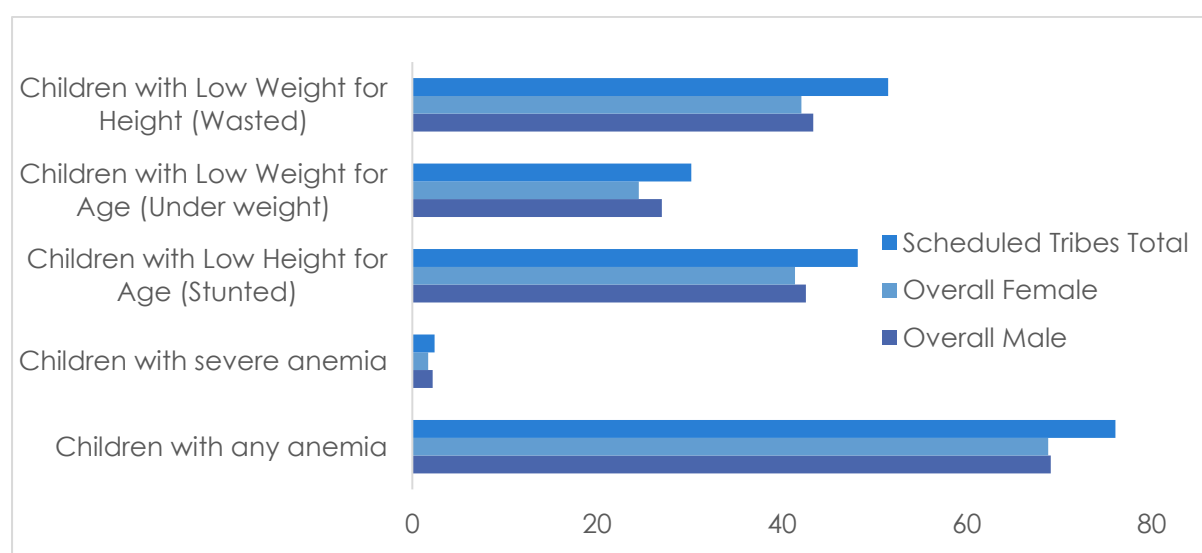


Figure 80: Under-5 Child Nutrition Indicators in Madhya Pradesh (NFHS-4)

A silver lining here is that the overall gender gap in child health and nutrition indicators is declining. However, gender-data on STs is not available for most indicators to understand the status of tribal girls.

A commendable factor is that as per NFHS-4 data, access to health and nutrition services for tribal children is, improving with more children reporting access than state average. Gender gap is also almost non-existent. (figure 81).

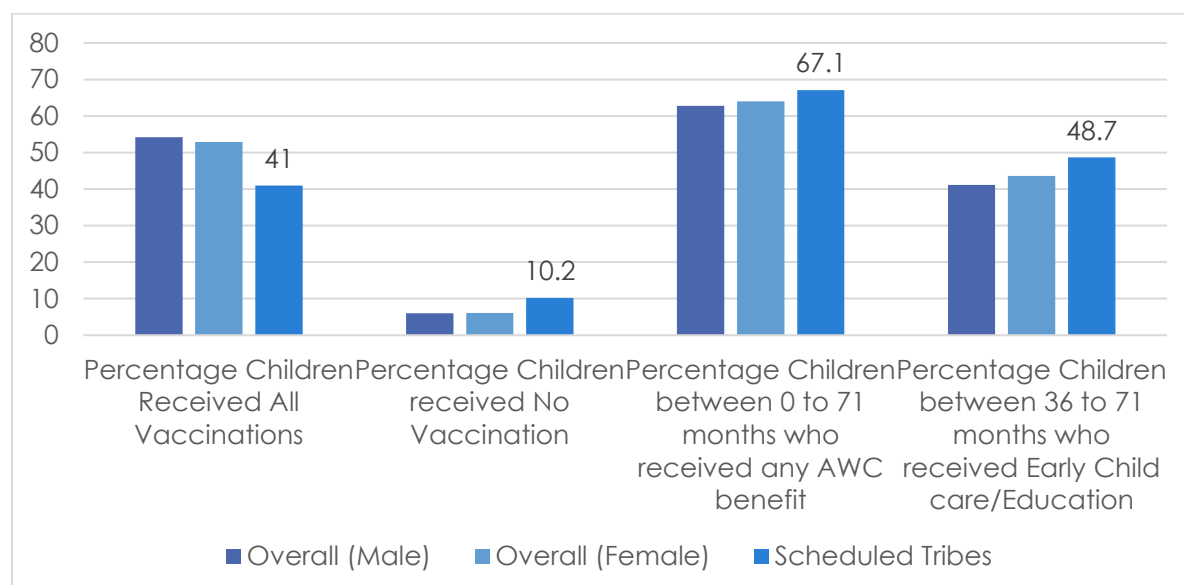


Figure 81: Access to Health and Nutrition (ICDS) Services for Children (NFHS-4)

Unfortunately, sex-disaggregated data on many health and nutrition parameters for Scheduled Tribe adults is also not available. However, there is a clear indication of anaemia concerns among ST women.

Further Maternal Mortality Rate among tribals at 227 is also higher than state average of 221. Bringing down MMR to the national average and actually below 100 should be a focused goal of the state with specific focus on tribal areas. The gap is clearly seen in the less than desirable levels of institutional delivery in the state- only 60% for tribal women. (figure 82).

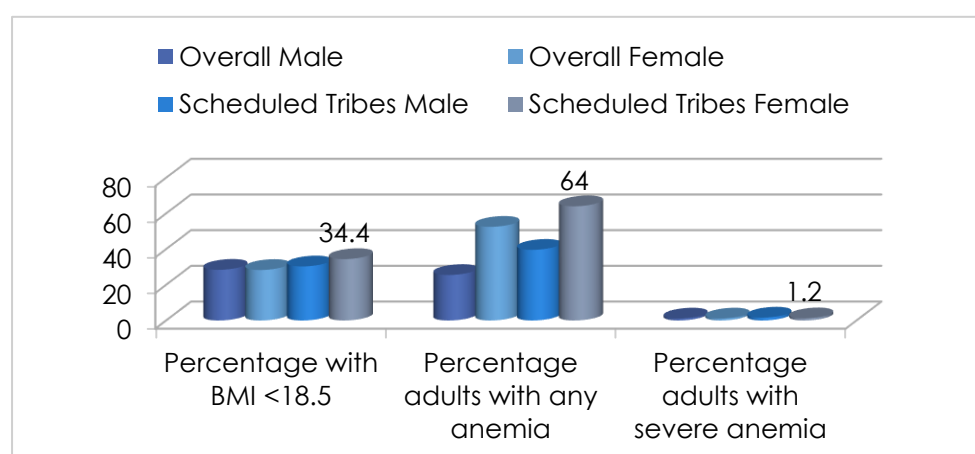


Figure 82: Nutrition Indicators for Adults in Madhya Pradesh (NFHS 4)

In fact, access to health services for tribal women is a matter of concern on all indicators. Still much below the universal coverage in general, the coverage for Ante natal care, immunization,

and post-natal care services for tribal women is much lower. There is almost 15 points difference between state average and that for ST women for ante-natal care and 10 points difference for post-natal care. (figure 83).

Access to ICDS services for tribal women is however, not only increased to more than 60% for lactating mothers and 70% for pregnant women, but the figures for tribal communities is slightly above the state average, which needs to be appreciated.

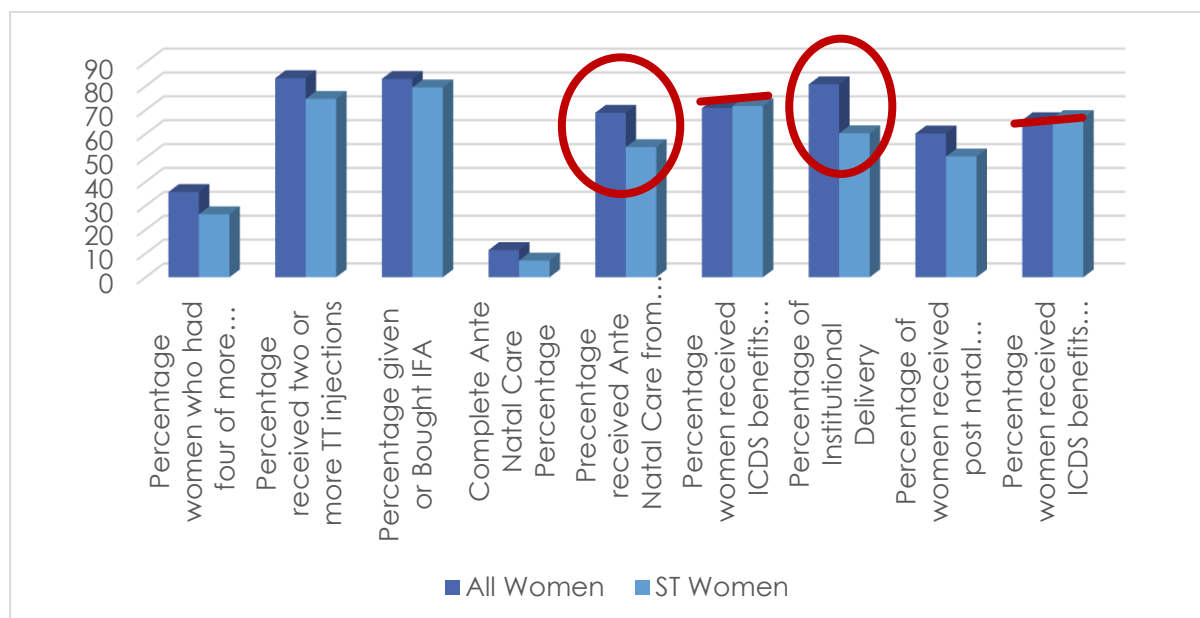


Figure 83: Access of Women Maternity Health and Nutrition Services (NFHS-4)

ECONOMIC PARTICIPATION AND POVERTY

In terms of economic participation, NSSO (2012) data shows that there is a high gender gap of 25 and 36 percentage points between male and female Labour Force Participation Rates (LFPR) in rural and urban areas respectively. Further the LFPR of ST women in Madhya Pradesh is also lower than that of the national average for ST women. The LFPR for ST women in urban areas is further lower than that of ST women in rural areas. The last two observations are

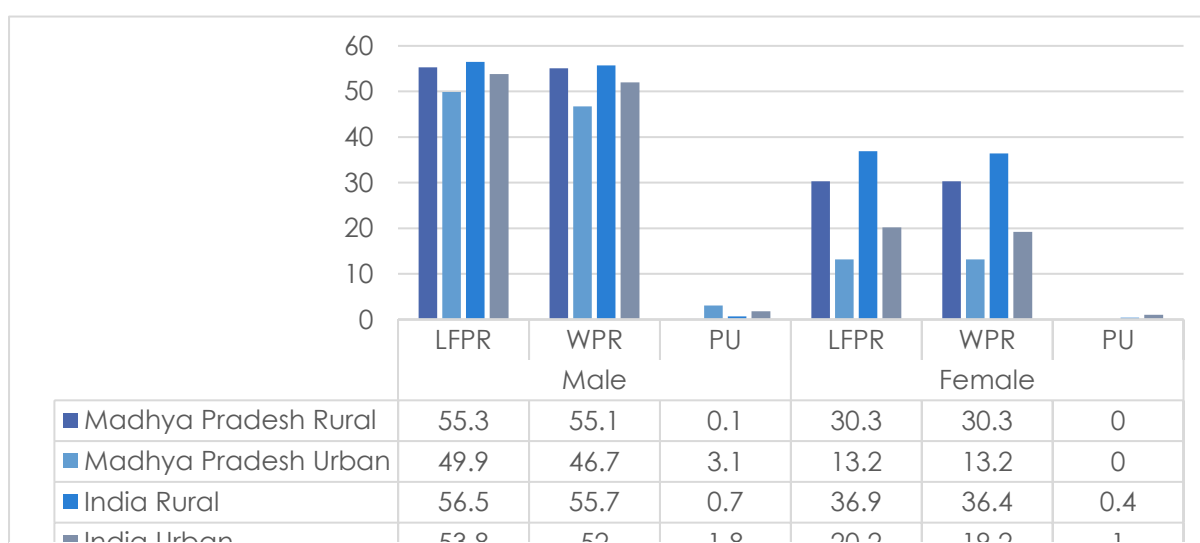


Figure 84: Labour force participation rate (LFPR), Worker population ratio (WPR), proportion unemployed (PU) according to usual status (ps+ss) for Scheduled Tribes (NSSO 2012)

especially important since the variation for ST men in MP does not show such high disparity. (figure 84).

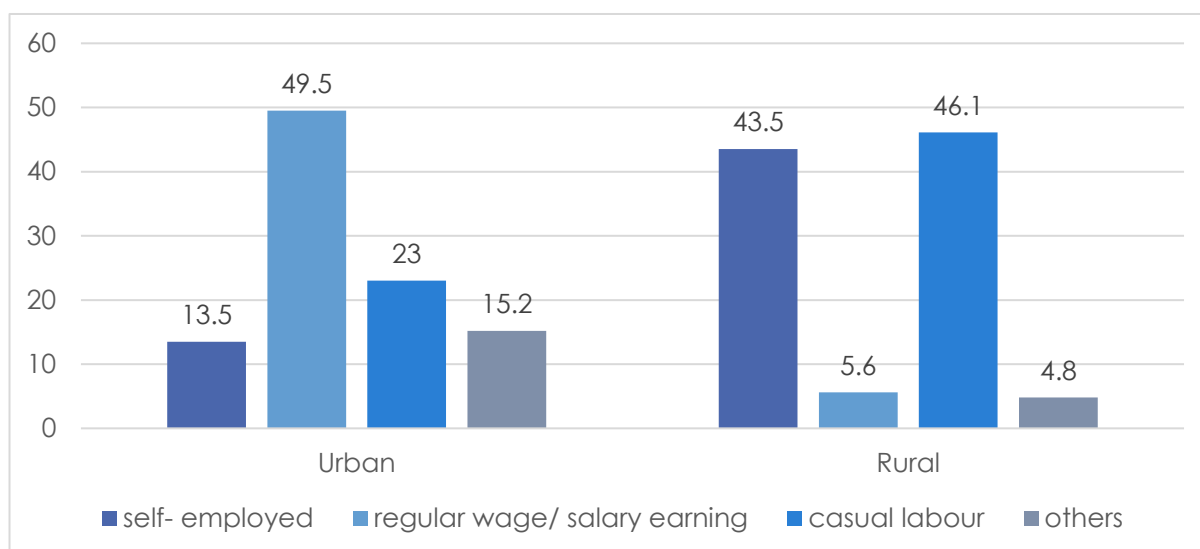


Figure 85: Employment Status of Scheduled Tribe Households in Madhya Pradesh (NSSO 2012)

In terms of type of employment, an interesting observation is that high 49.5% STs in urban areas being in regular wage/salary earning category. It is very important to see how much of these benefits have translated to women from tribal communities too. There is a need for the state to have its own analysis of the economic status of ST community with gender segregated data. (figure 85).

In rural areas, again gender data is not available, but there is a trend for high involvement of STs in casual labour and self-employment. This also explains the high level of poverty among STs in the State.

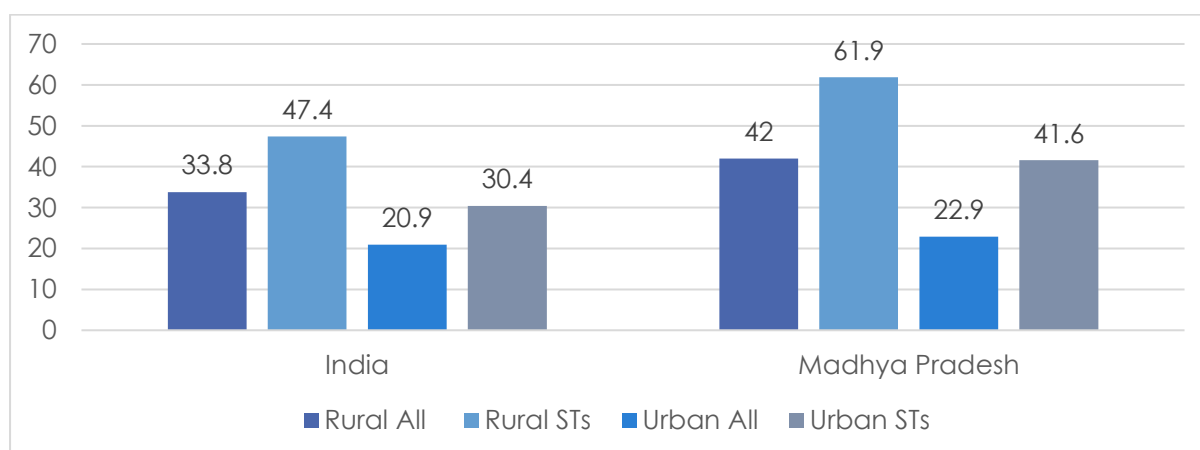


Figure 86: Percentage of persons below poverty line for ALL and STs, 2009-10 (Tendulkar Methodology)

As can be seen, while overall poverty levels in Madhya Pradesh is high, the gap between national and state average for STs is much higher. While at the national level 47% rural and 30% urban population with STs is below poverty line, the state average for STs at 62% and 42% respectively is much higher. And this is not due to the overall lower economic status of Madhya Pradesh. Within the state too, there has been a difference of 20 percentage points from all BPL population and BPL population from ST communities in both urban and rural areas. (figure 86).

The situation is similarly reflected in the SECC data, which shows that 76% of the ST households in the State are deprived. The key deprivation coming from monthly incomes below 5000 but also from being landless and dependent on casual labour and having no literate adult members in the family. SECC data also shows that at least 1.27 lakhs (4.66%) of the ST households in the State are female headed. (figure 87).

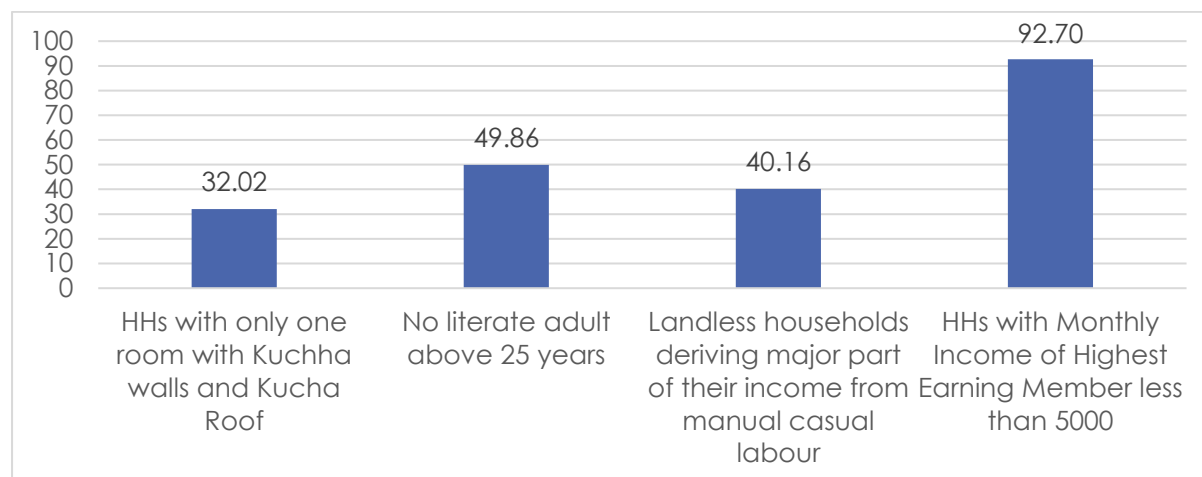


Figure 87: Percentage of ST Households Deprived (SECC, 2011)

While these datasets do not provide a gender dimension, NFHS-4 has captured data on a few indicators for women's economic empowerment. A review of the data shows that, ST women in Madhya Pradesh emerge more empowered in terms of ownership of land and home, but less in terms of financial inclusion and decision making. This clearly points to the fact that while gender differences in ST communities are not so much so of traditional and social norms but a lot to do with poverty parameters (ownership of mobile phones) and state policies (as reflected in having bank accounts and involvement in micro credit programme). (figure 88).

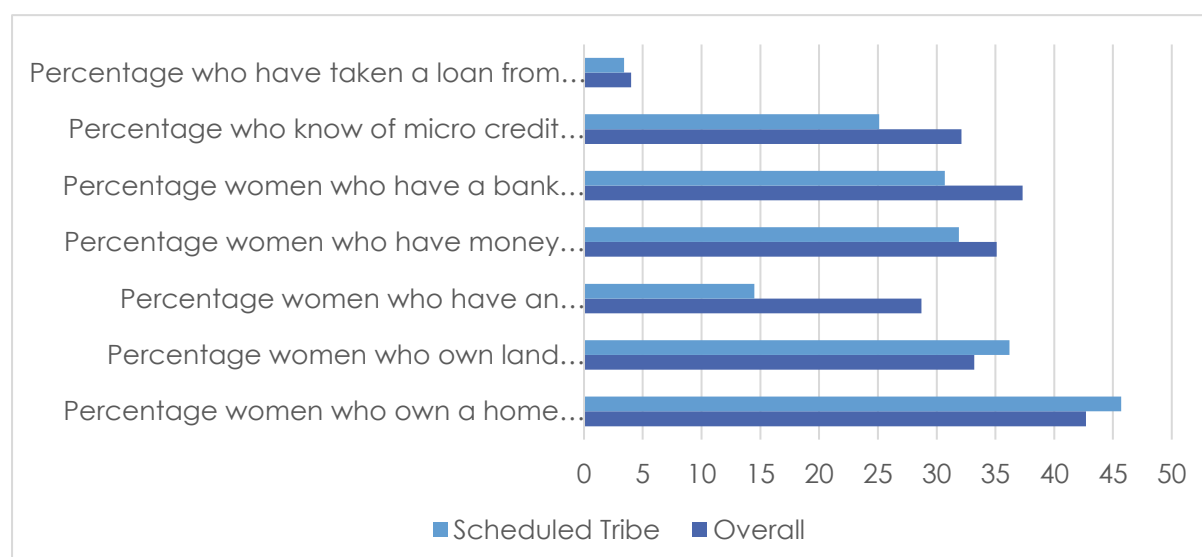


Figure 88: Asset Ownership, Financial Inclusion and Decision Making among women (NFHS-4)

C. GENDER APPRAISAL OF POLICY AND SECTORAL COMMITMENTS

There is no over state policy which focuses of tribal development in the State. Further the Madhya Pradesh gender equity policy also does not have a significant focus on tribal women and girls.

The objectives of the Tribal Welfare Department provide an indication of the focus of the state for development of ST and PGVT populations. However, given the gender gaps among tribal communities in the human development indices, it would be good if the department could include a gender-specific indicators to its current agenda. Gender specific indicators for the department objectives are suggested in figure 89.

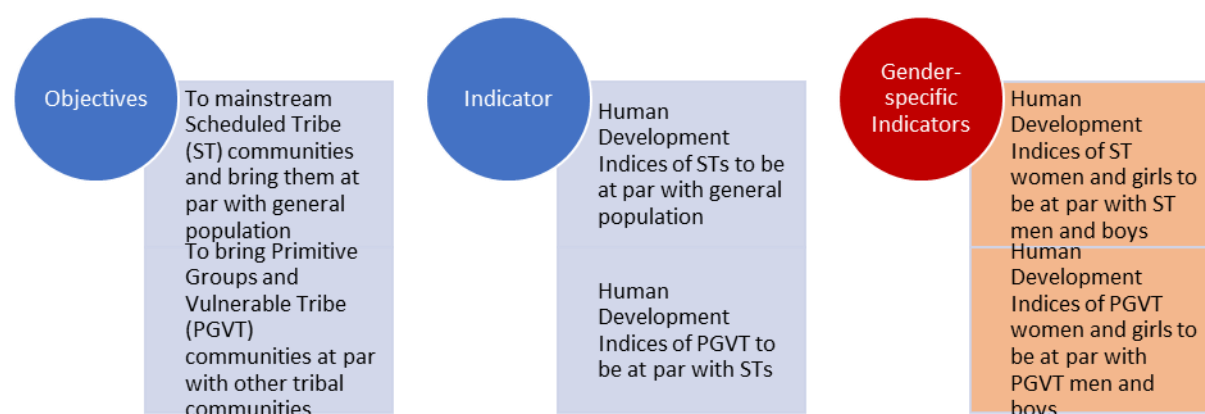


Figure 89: Engendering the Department Objectives

The sectoral priorities and commitments as per Annual Report 2017-18 has become redundant to a certain extent and needs to be revised. It is important that these revisions are gender-specific so as to enable targeted approach to development of tribal women. Based on the situational analysis, gender-specific outcomes and commitments is being proposed for consideration in figure 90.

In line with these commitments, it is important to identify the programmes and schemes of the department, that need to be more gender

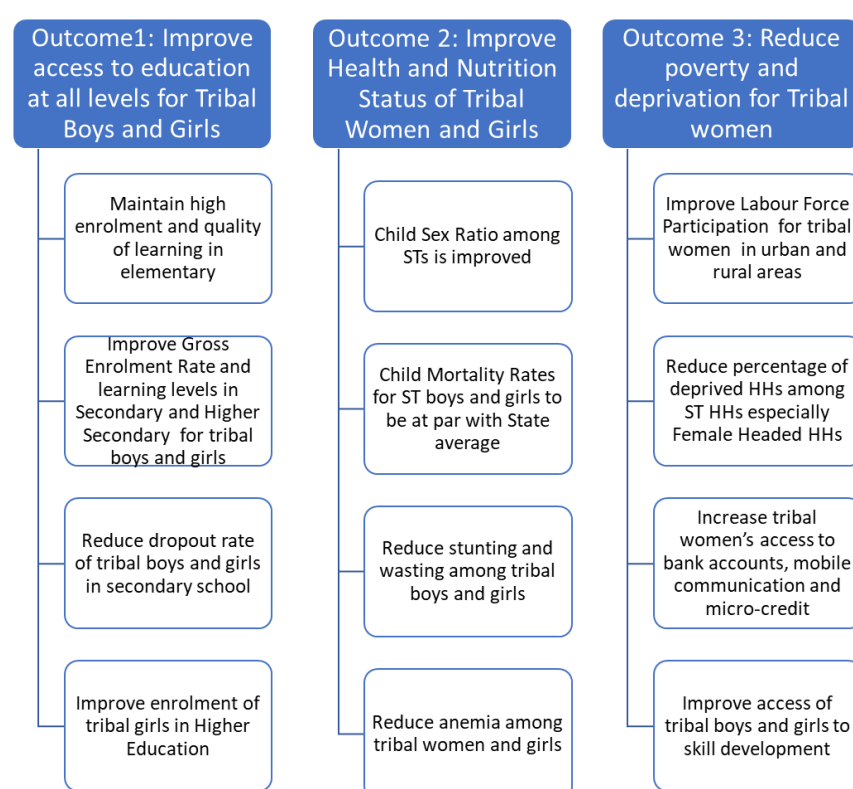


Figure 90: Proposed Outcomes and Outputs for Tribal Welfare Department

responsive. Table 10 maps the existing programmes and schemes of the department as well as possibilities of convergence of funds for the same from other departments, which need to be brought within the mandate of GRB.

Table 10: Mapping of Existing programmes against Proposed Outcomes

Sr. No.	Outcome Indicator	Tribal Department Programme/Scheme	TSP Funds of Other Departments
Outcome 1: Improve Access to Education at all Levels for ST Boys and Girls			
1	Gross Enrolment Rate (GER) for ST Boys and Girls in elementary is at par with State average	Primary Education (Schools, Ashrams and Hostels), Pre-Matric Scholarship, Kanya Siksha Parisar	School Education
2	Drop Out Rate for ST Boys and Girls in elementary to be reduced		School Education
3	GER for ST Boys and Girls in secondary education improves	Secondary Education (Schools, Junior Hostels), Pre-Matric Scholarship, Kanya Siksha Parisar, Bicycle Scheme, Fee Reimbursement	Secondary School Education
4	Drop Out Rate for ST Boys and Girls in secondary to be reduced		Secondary School Education
5	Mean Achievement Score of ST Boys and Girls in English and Maths in Class X	Eklavya Schools and Centre for Excellance (model) Schools; Laptop Distribution; Computer and English Training	Secondary School Education
6	GER for ST Boys and Girls in Higher Secondary Education improves	Higher Secondary Education (Schools and Senior Hostels), Post matric Scholarship, Incentive for Girls Education; Fee Reimbursement	Secondary School Education
7	Drop Out Rate for ST Boys and Girls in Higher Secondary to be reduced		Secondary School Education
8	GER for ST Boys and Girls in Higher (College) Education improves	College Hostels, Residence Support; Incentive for Science Admission; Post Matric Scholarship; Foreign Scholarship, Higher Studies in Delhi	Higher Education
9	Drop Out Rate for ST Boys and Girls in Higher (College) Education to be reduced		Higher Education
Outcome 2: Improve Health and Nutrition Status of Tribal Women and Girls			
1	Child Sex Ratio for STs is improved	Communication Unit	Health and WCD
2	Child Mortality Rate for ST Boys and Girls to be at par with State average		Health and ICDS

3	Stunting among ST Boys and Girls to be reduced	PGVT Nutrition	ICDS
4	Anaemia among ST Women and Girls to be reduced	PGVT Sickle Cell Anemia	Health and ICDS

Outcome 3: Reduced Poverty and Deprivation of Tribal Households

1	Labour Force Participation among ST Men and Women improves	CM Self Employment Scheme, Van Bandu Kalyan Yojana; PGVT/KOL Tribals Development Agencies, ITDP Projects; Civil service Coaching	Rural Development, Labour and Employment
2	Percentage of ST Boys and Girls in tribal blocks covered under skill training improves	Vocational Education and Training; Training and Production centre	Skill Development
3	Increase in access to credit and/or micro credit for ST women	MP Tribal Finance Corporation	Rural Development
4	Percentage of ST households considered for deprivation to be reduced	Rural Electrification/ Habitat Development/ TSP projects	Rural development

The key gap emerging from the analysis is the lack of specific programmes for reducing drop-out rates, although there are a number of programmes addressing GER which will also have an impact on drop-out rates. However targeted programmes for reducing drop-out rates of rates especially by providing transport facilities to reach schools; safety and security within hostel campuses and providing counselling services for both parents and students is very essential.

Another important need is for the tribal department to increase its collaboration with health and ICDS for ensuring outreach of adequate and quality services to tribal populations. While ICDS has shown an improvement as per NFHS-4, health services still need further strengthening and it should be brought under the department mandate.

Additionally, there are specific shortfalls in the department planning and programmatic guidelines which need to be addressed:

- a) Inadequacy of programmatic guidelines to back the commitment to ensure one-third women beneficiaries.

For example, all programmes providing targeted individual benefits like scholarships, coaching services, vocational trainings, credit/finance through MP Tribal Finance Corporation should mandatorily target 33% women/girls as beneficiaries. This rule should be enforced at district and block levels, to ensure reach of benefits across locations.

- b) Compensating for shortfalls in earlier implementation strategies.

The department currently does have a mandate of approving 50% hostels for girls and 50% for boys in all new approvals, it does not take into account the historical imbalances and gaps. While the current strategy is applaudable and needs to continue, it would be good if the spatial gaps in coverage are identified and targeted interventions made in those areas. For example, while there is a focus on quality of education through promotion of Eklavya Schools and Ashram Schools on Navodaya

Pattern, there is no guidelines to ensure that the schools promoted should be on locations which are accessible to girls and that at least 30% or more of such schools and hostels should be dedicated to girls.

Also, since the department has the mandate for providing education in tribal blocks, a universalization approach should be adopted by creating standard norms for coverage- like say one girls hostel for every 50,000 ST girls. This would help improve the coverage and accessibility for girls.

c) Lack of gender appraisal of programmes and schemes.

The department also supports a number of infrastructure development and employment programmes. It is important undertake a detailed gender appraisal of all these programmes especially the Van Bandu Kalyan Yojana, ITDP and TSP projects.

D. GENDER REVIEW OF BUDGETARY ALLOCATIONS

Policies and programmes for tribal development and gender equality is necessary for demonstrating a mandate and commitment to the same. However, what is even more important is to understand the translation of these commitments into budgetary allocations.

In Madhya Pradesh, there are two important heads of allocations to enable this. One is the Tribal Sub Plan (TSP) ⁶ allocations; and the other is budget of the Tribal Welfare Department. The allocations for both of these, especially the TSP have been increasing over the years.

Table 11: Trends in Allocations for Tribals in MP					
Head	2015-16	2016-17	2017-18	2018-19	Percentage Increase
State Expenditure (BE)	131199	158713	169954	186685	42.3
Tribal Sub Plan	12894	16200	25862	27475	113.1
Tribal Welfare Department (BE)	5106	5445	5890	6861	34.4
Source: Budget Estimates (http://www.finance.mp.gov.in)					

⁶ After the Planning Commission was dissolved and replaced by the NITI Aayog, the tribal sub-plan has been renamed as the Scheduled Tribe component.

However, even though TSP allocations are rising, in the last four years, 2016-17, saw the maximum 19.39 % (10692 crores) share of state budget to TSP. (figure 91). This is 2 points lower than the share of tribal population in the state, which is 21%. This is a clear shortfall, as the allocations for tribals needs to be actually higher than their proportional population given their poor performance on most

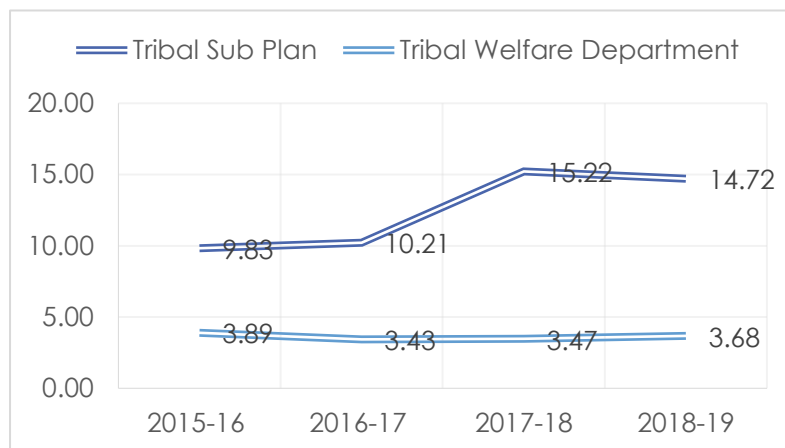


Figure 91: Tribal Budget as percentage of State Budget

development parameters. Further, given the nature of TSP allocations, they are often criticized for their actual outreach to the tribal populations by the civil society and recently also recognised by the public accounts committee on Tribal Sub Plan (PAC, 2017).

In such a scenario, the priority to tribals in state budget is better reflected in the allocations of the tribal welfare department. However, as can be seen from table 11, the allocations for the tribal welfare department are not rising in the same proportion as the state budget allocations. Although the share of the department budget in the state budget has been more or less constant over the years. A major limitation though is the status of actual expenditures of the tribal welfare department, which has been very less than the desired 90% or more utilization rate. (figure 92).

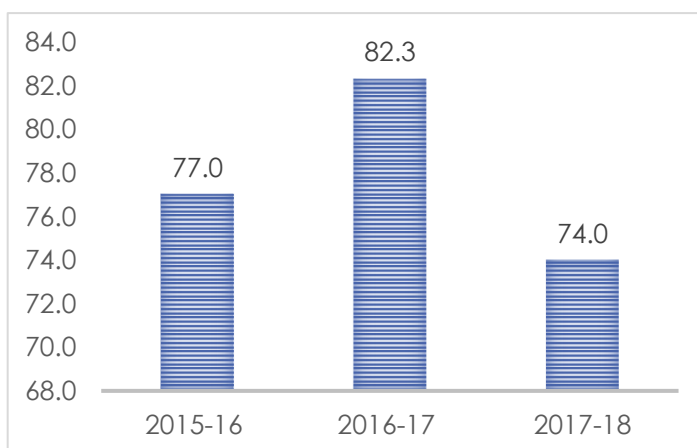


Figure 92: Utilization of Budgetary Allocations in Tribal Welfare Department, MP

The overall result is that the per capita allocations for tribals in the state has remained much lower than state average. It is very important for the state to increase not only the TSP allocations but the budgetary allocations for the Tribal welfare department. Equally important is for the tribal welfare department to ensure that the allocated budget is put to full utilization. The same assumes even further significance given the fact that the mandate of implementing education in tribal dominated blocks actually rests with this department in the state. (figure 93).

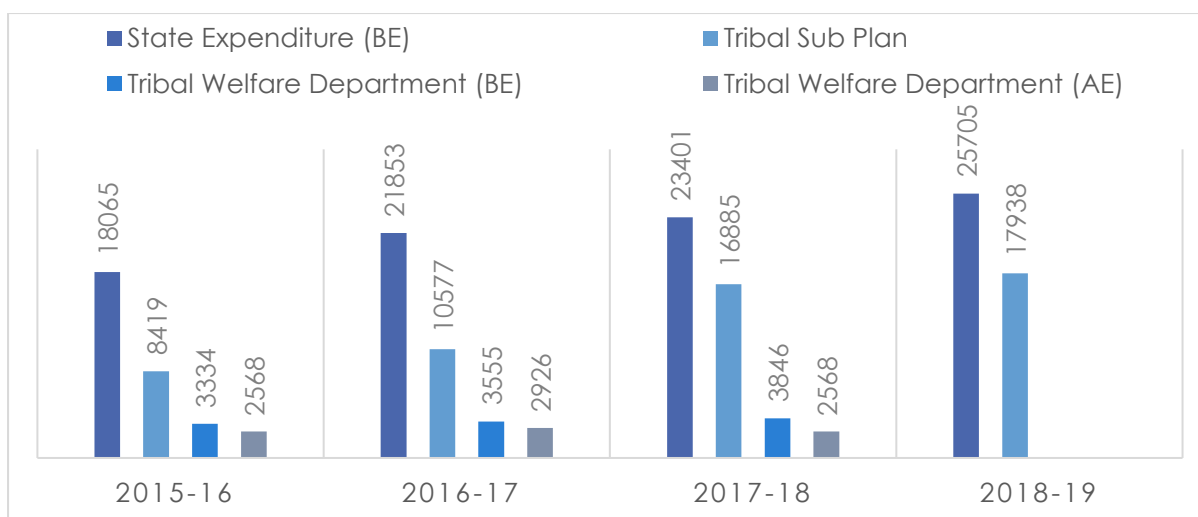


Figure 93: Per Capita Expenditure Pattern (as per Census 2011)

SECTORAL AND PROGRAMMATIC PRIORITIES

Given this mandate, it is not surprising that education has the most share of the department budget, followed by economic and infrastructure development. What is a matter of concern though is the very meagre allocations for other sectoral priorities of the department.

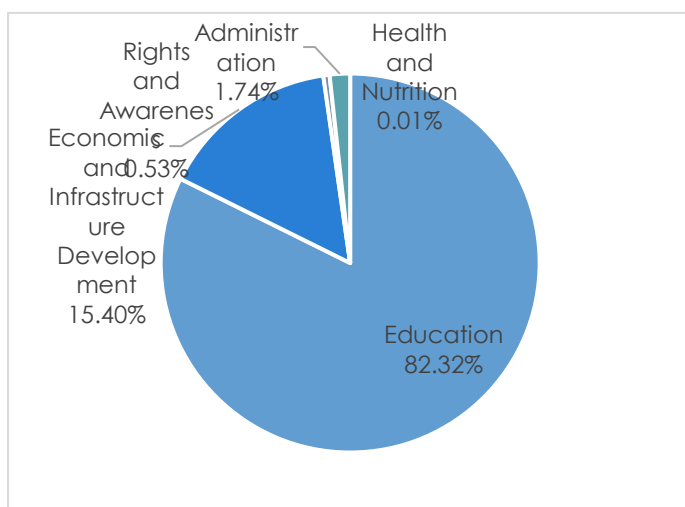


Figure 94: Objective-wise break up of allocations of Tribal Welfare Department, MP (2017-18)

As seen in the situational analysis health and nutrition concerns among tribals in the state is also a major concern and it is important that the department designs targeted interventions for tribal communities for the same. The department has already initiated a such direct benefit transfer programme for improving nutrition of PVTG communities, however, the scope limiting given that all tribals especially tribal women and girls are highly malnourished in the state. There needs to be a higher focus on health and nutrition in tribal communities especially on tribal specific ailments like sickle cell anaemia. (figure 94).

Another important limitation is within that within the education budget, more than 40% is for primary schools. Considering the issues of enrolment and dropout rates in secondary and higher secondary, it is important to invest more for improvement at these levels too. (figure 95).

Primary schools in fact make up for almost one-third of the overall department budget. Also, within primary school the major cost share is of teachers' salaries. In fact, salaries constitute 36% of the overall department budget. It is not surprising thus, that there is a significant variation in the actual expenditures and utilization rates between the various programmes. Programmes with a high salary component like schools and hostels have a higher utilization rate, while many other including significant ones like Kanya Siksha Parisar (which includes construction) and ITDP programmes have a low utilization rate.

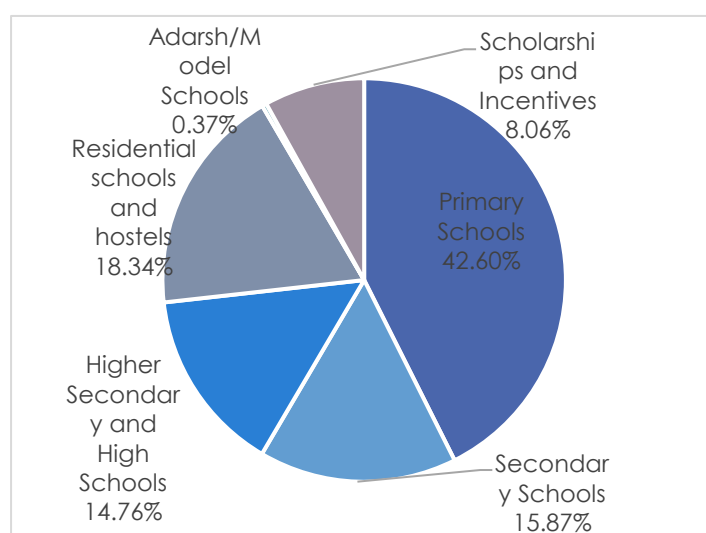


Figure 95: Break-up of Education Budget of Tribal Department in MP (2017-18)

GENDER BUDGET STATEMENT ANALYSIS

From a gender budget perspective, a commendable aspect of the Tribal Welfare Department is its reporting in the Gender Budget Statement (GBS). In 2017-18, Tribal Welfare Department allocations constituted a major 11% share of the state gender budget allocations. Also, the total allocations in the GBS has been rising in the last four years, with 2018-19 (BE) showing a 158% increase over 2015-16 (AE).

What is also appreciable is that the share of Shreni I or women specific schemes in the GBS of the department has also been increasing. However, almost 97% of these allocations in 2017-18 was just for one scheme Kanya Siksha Parisar. Also, implementation of the Shreni-1 women specific schemes has not been as desired, with actual expenditures being really low. In fact, in 2017-18, the utilization rate for all such schemes was only 0.6%. (figure 96).

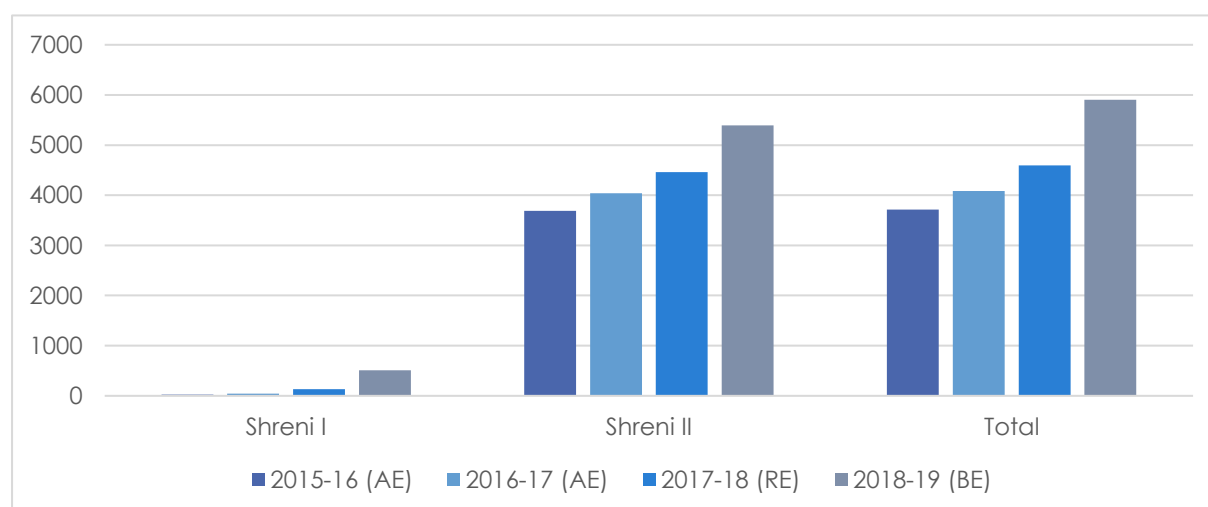


Figure 96: Trends in Gender Budget Allocations in Tribal Welfare Department, MP

E. GENDER-AWARE OUTPUT ASSESSMENT (EDUCATION PROGRAMMES)

Considering that more than 80% of the department budget is for education programmes, it is also important to understand the implementation status and outputs achieved through these allocations from a gender perspective. To get a more in-depth perspective, we have divided the education programmes into four categories based on the type of service provision and resource allocations that would be required. These include:

- a) Regular schools run by the tribal department;
- b) Residential schools and hostels;
- c) Model schools and centres of excellence; and
- d) Education Incentives.

A review of the status and gender responsiveness of these services was undertaken. The assessments show that the department has been taking a lot of initiatives not only to promote enrolment of tribal children but also to ensure quality of education. The key achievements and challenges of the education programme have been discussed here.

REGULAR SCHOOLS

A critical mass of the tribal welfare department budget is for establishment and management of regular schools. These include primary, secondary and higher secondary schools.

The major share of this is for primary schools not surprising since the number of schools supported by the department is highest at that level. (figure 97).

There are around 24.4 lakh students enrolled in these schools, of which 17.8 lakhs (73%) are from ST communities. Of the total tribal students, 8.74 lakhs (48%) are ST girls. The share of ST girls is the same across all levels of schools- primary, secondary and higher secondary. It can thus be said that the gender parity in enrolment in regular schools has been achieved at the state level. (figure 98).

In terms of budget this means that almost 57% of the budget allocation and 71% of the actual expenditure of the tribal welfare department can be said to have met basic mandate of gender responsive budgeting by ensuring that “**50% of the beneficiaries**

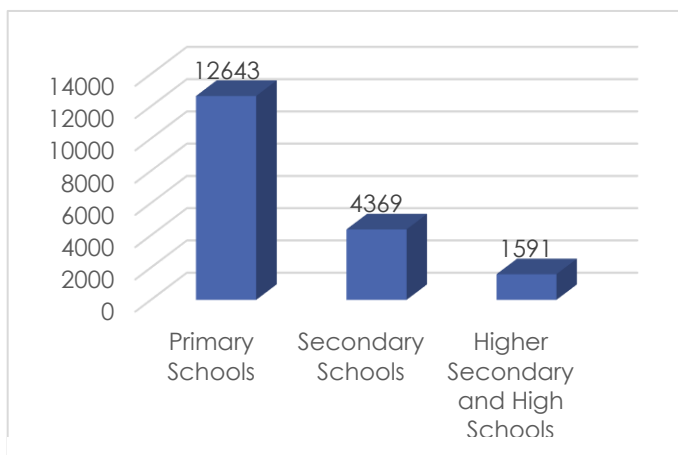
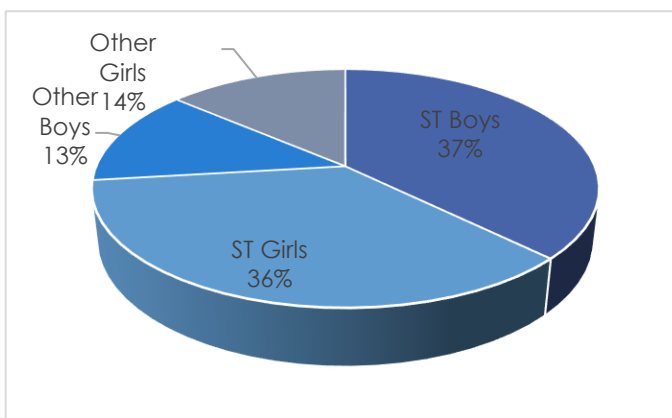


Figure 97: Number of Schools Supported by Tribal Welfare Department, MP



of the allocation and expenditures are girls".

Insights from the field, however, revealed some gaps in implementation especially for ensuring regular attendance and quality of education for girls in these schools. (Table 12)

Figure 98: Break-up of students in Schools supported by Tribal Welfare Department

Table 12: Implementation Challenges in Tribal Schools

Component	Implementation Challenges
School Infrastructure	➤ Overall infrastructure facilities seemed adequate. ➤ There were adequate number of classrooms available in the schools. However, not all rooms are being utilised due to lack of teaching staff. ➤ Water and sanitation infrastructure is available, however, cleanliness is still a matter of concern. ➤ Construction of Bicycle stands should be included in school infrastructure facilities.
Teaching Staff	➤ There is a high teacher vacancy rate of 29% in ITDP/MADA districts (State Report to National Tribal Commission, 2017) ➤ The turnover rate is also high as most of the teachers are appointed on contractual basis. ➤ Science and Maths teachers are most difficult to get. In higher classes lack of commerce teacher led to non-availability of that stream for students. ➤ There is no preference for teachers from tribal communities to be appointed in tribal areas.
Transport facilities	➤ Schools provide bicycles to girls in IX class. However, the bicycles can be of use only when the school is within 2 to 3 kms range. In tribal areas, secondary schools are often beyond 5 kms (even upto 10 kms) range. It is not possible to cycle over such distances. With public road transport also not being available in the state, girls have to use private vehicles, which can cost them upto 5000 or more per year. It would be good to consider an annual cash option along with provision of cycle facility for such girl students to help travel to school.

RESIDENTIAL SCHOOLS AND HOSTELS

The other major intervention as part of the education programme of the department is establishment and management of residential schools and hostels.

Given that most tribal students in the state are mainly first or second generation learners and the social norms which mandates girls to not only share domestic responsibilities but also often work in fields, hostels are a very important need for education of tribal girls in the state. There needs to be not only a gender parity in availability of hostels but also adequacy in number of hostel seats available for ST girl students. (Table 13)

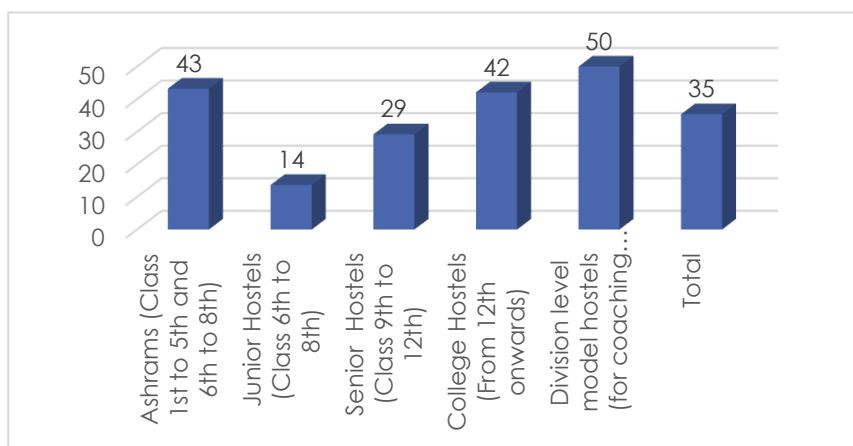
Table 13: Number of Residential Institutions and Approved Seats by Sex

Residential Schools and Hostels	Number of Hostels			Number of Approved Seats		
	Girls	Boys	Total	Girls	Boys	Total
Ashrams (Class 1st to 5th and 6th to 8th)	513	570	1083	29628	38938	68566
Junior Hostels (Class 6th to 8th)	27	172	199	1370	8661	10031
Senior Hostels (Class 9th to 12th)	335	860	1195	18441	44697	63138

College Hostels (From 12th onwards)	68	84	152	3635	5000	8635
Division level model hostels (for coaching of meritorious students)	2	2	4	400	400	800
TOTAL	945	1688	2633	53474	97696	151170

As can be seen, that while overall the 35% benchmark for eligibility as a gender responsive programme has been achieved overall; there still needs to be a higher gender parity in availability of hostel seats for ST girls in junior and senior hostels. (figure 99).

The department is also focusing on the same by:



- Ensuring that at least 50% of all new hostels are for girls. In fact, 18 of the 30 new senior hostels and 6 of the 10 new college hostels being approved in 2017-18 was for girls.
- Having separate unit costs for girl and boy students @ INR 1099 and INR 1130 respectively.
- Creation of a separate scheme for girls' residential schools (Kanya Siksha Parishar) discussed in the section on special education institutions.

However, there still needs to be a higher focus on improving hostel facilities for ST girls especially at secondary and higher secondary levels to increase the transition rate of girls from primary to secondary/higher secondary, improve the pass percentage of ST girls in class X and provide an enabling environment to pursue a career.

SPECIAL CO-EDUCATIONAL INSTITUTIONS

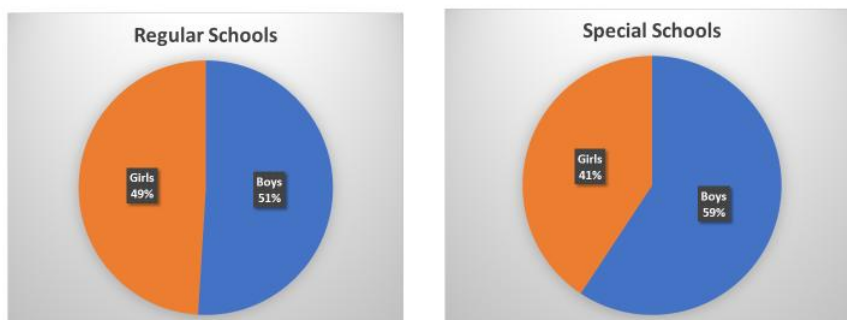
Along with regular schools and hostels, the department also runs special education institutions for providing quality education to meritorious students. These include Adarsh Higher Secondary Schools, Gurukulums, Eklavya schools and Sports Complex which are co-education (co-ed) in nature.

Table 14: Number of Boys and Girls in Special Co-Ed Institutions

Special Co-Education Institutions	Boys	Girls	Total	%age of Girls
Adarsh Higher Secondary Schools	1139	530	1669	31.76
Government Gurukulums Residential Schools	282	285	567	50.26
Eklavya Model Residential Schools	4317	4372	8689	50.32
Sports Complex	1700	600	2300	26.09
District Centres for Excellence	30819	18440	49259	37.43
Total	38257	24227	62484	38.77

A review of the number of approved seats (Table 14) for boys and girls in these co-ed institutions, shows that here too the department has achieved the benchmark for gender responsiveness with 39% of the seats reserved

There seems to be some bias in outreach for quality institutions, when one compares the proportion of girls in regular and special schools.



for girls. Except for sports complexes, the department has actually moved beyond the one-third to enable full gender parity in the Eklavya schools and Gurukulums.

An important achievement, however, is the impact that these model schools have made on the quality of education available to tribal boys and girls. Testimonies of girls studying in some of these schools clearly highlight the achievements of these schools and the need to further expand the outreach of such special institutions.

Gender Responsive Actions and Challenges

The department has also been taking specific actions to improve the gender responsiveness of the residential schools, hostels and special co-ed institutions.

Entitlement Approach- Universalization of Unit Costs across types of schools: The most important initiative in this regard has also been adoption of an "entitlement approach" and bringing in a parity in the unit costs for all material provisions and services across all schools. There has been several criticisms at the national level especially with reference to Kasturba Gandhi Balika Vikas Vidyalayas (KGBVs) that the unit costs for girls schools have often been low and inadequate as compared to model schools like Navodayas. However, the Department of Tribal Welfare has through its sanction order for school dated 3rd August 2017 has brought unit costs of all institutions at par.

Security at Hostels: The department had also placed in CCTV cameras in 908 (88% of total) hostels in 2017-18 at a cost of 159 lakh rupees for ensuring security of the students. There was also a component of placing women's security guard in hostels created. Unfortunately, though there has been no expenditure under this head.

Menstrual Hygiene Facilities: In 2016-17 and 2017-18, the department also got installed sanitary pad vending machines in 369 (36% of total) girls' hostels at a cost of 370.6 lakhs.

All this is not to say that there is no scope for improvement. There are certain implementation challenges that the department needs to address. These includes, among others the need to:

Review the location of these schools. For instance, the Eklavya residential and school premises visited during the study was situated nearly 50 kms from the district headquarter of Chhindwara and 15 kms from the nearest urban centre Bichua. The school was in the secluded area, with lack of proper security, communication and medical facilities. In fact, the lack of internet facilities does defeat the whole purpose of an Eklavya school which is based on online improved teaching solutions.

Ensure timely provision of material support: While in the model institutions, all material provisions seemed to have been provided on time, the case was not the same for Ashram Schools. In one of the Boys Ashram Schools, textbooks had not reached the students even during the time of the visit (in the month of December).

Teachers Vacancy: The problem of teachers being on contract and high attrition rate was also reiterated in the model institutions.

Medical Attention: The most important gap highlighted in all schools, however was the lack of proper medical facilities. Away from the nearby towns and cities these institutions do not even have a staff nurse to deal with small health issues or any vehicle facilities for emergencies. The students have to be taken, often on motor bikes, to the nearest hospital.

Sanitary Pad Disposal: Incinerators have been installed in the girls hostels, however there seem to be no Annual Maintenance Contract (AMC) facility provided to maintain those incinerators. This has led to them becoming defunct within a year.

Inclusion of (dis)abled: There were no infrastructure facilities like ramps, etc available for (dis)abled students in the hostels. Further, tribal children are often affected by sickle cell anaemia, now also recognised as a disability in the RPDA, 2016. However, no provision has been made to ensure the education continuance of these children and they just have to drop-out from hostels. There needs to be some additional budgetary provisions provided to hostels for such students.

KANYA SIKSHA PARISAR- DEDICATED INTERVENTION FOR GIRL CHILD EDUCATION

The Kanya Siksha Parisar (KSP) is one of the most important shreni 1 women specific schemes not only for the department but also for the state. (figure 100).

The spread of Kanya Shiksha Parisars is wide, with focus on the tribal districts with most population. The focus has also been on districts with higher gender gap. The quality of the school and hostel infrastructure is good. The hostels are also clean, with adequate sanitation facilities. (figure 101).

Unfortunately, though while huge budgets have been allocated as part of the scheme the implementation status has not been able to catch-up due to lack

of allocation of land for construction of the KSP campuses. A broad analysis, thus, shows that there are only 2 seats per 100 tribal girls aged 11 to 17 and 2.5 seats per every 100 girls enrolled in upper primary, secondary and higher secondary. This means that the online test becomes tougher with a higher cut-off percentage. There are children moving across districts for admission, and girls from the more interior areas can be deprived. Furthermore, the gap between the sanction of hostel and actual infrastructure so, currently although the number of seats in KSP has increased from 35 to 70, translated to field reality this means that a greater number of girls are forced to live in crammed rooms.



Dedicated Schools with hostel facilities for girls from class VI-XII



From 35 to 70 seats in each class depending on the year of initiation



Aims to provide free and quality education



Entrance is sought through online test and there is no residence restriction on admission



The Entitlement costs for each sub-component are clearly defined



By end 2018, there are 80 KSPs with around 20K students, spread across 16 districts

Figure 100: Key features of Kanya Siksha Parisar Scheme

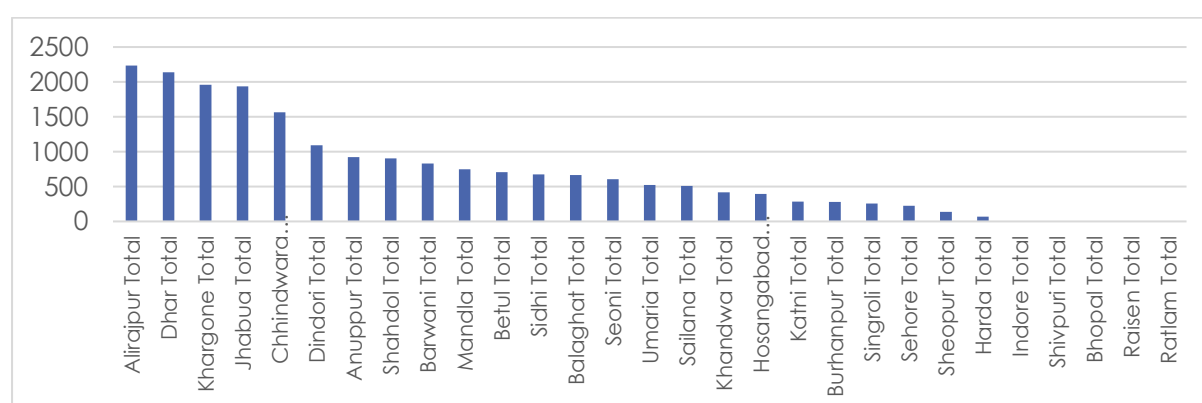


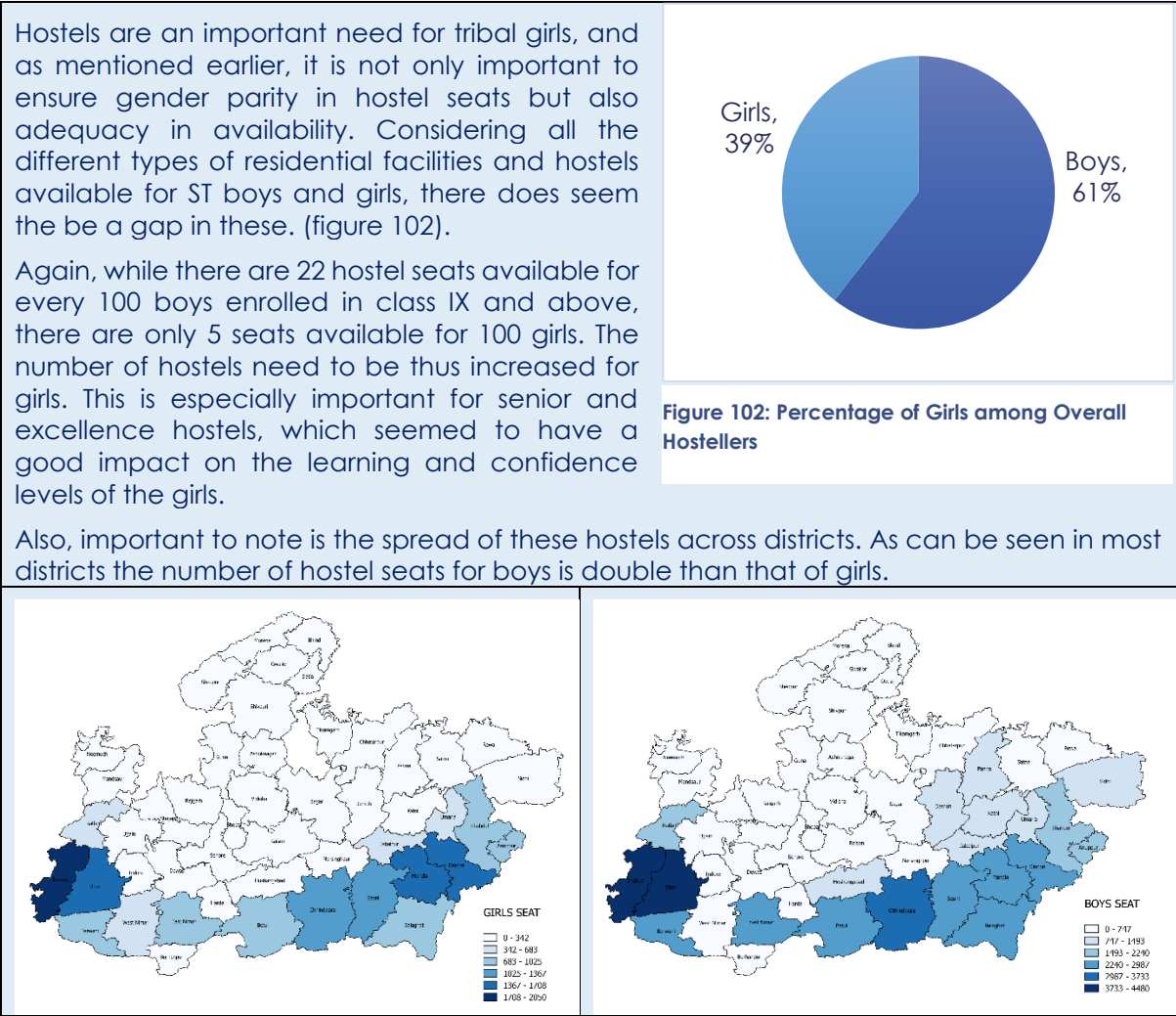
Figure 101: Number of Kanya Shiksha Parisar across districts (2018-19)

Furthermore, although a large number of girls are appearing for the exam, the awareness is still not widespread. Most girls have learnt about it on a case by case basis. It needs to be seen what percentage of girls in Class V in a district actually appear for the exams.

The allocations per KSP, although at par with other institutions is also less. With increased number of girls in each institution, the staff capacity is already stretched. The amount per student is also less (INR 1230 including scholarship and food cost). Adding to this is the lack on

any medical facilities or linkages with medical transport especially as hostels on government land may be far off from the town. This also creates security concerns as the availability of budget and staff for security purposes is limited.

Additionally, it was also felt that there is the need for a career as well as general counselling services (at least available at district level) for both the girls and their parents, to ensure that the girls not only get education upto 12th standard but are also able to pursue their careers beyond that.



CASH INCENTIVES AND SCHOLARSHIPS

PRE-MATRIC SCHOLARSHIPS

Table 15: Provisions under the Pre-matric Scholarship Scheme

The department also provides pre-matric scholarships for children from class 1 to class 10. The scheme provides a small incentive for day scholars, while focusing on supporting hostellers with a higher stipend.

	Day Scholars		Hostellers	
	Boys	Girls	Boys	Girls
Class 1 to 5	25	25	1140	1180
Class 6 to 8	20	60	1140	1180
Class 9 to 10	60	130	1140	1180

Although there is a difference in amounts provided to boys and girls, the differences are almost negligible. (Table 15). The overall amounts also seem very less compared to what similar schemes at national level and other states provide. It is important to revise the per capita per month allocations under the schemes.

Given this, however, it must be said that the current allocations, reach out to girls as much as to boys- with 51% of the scholarship provisions in 2017-18 going to girls. Although, the share of girls receiving the scholarship as day scholars is higher at 77% than those receiving them as hostellers at 42%. (figure 103).

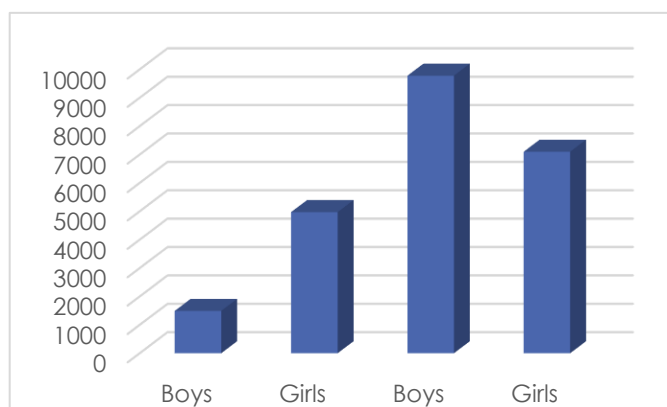


Figure 103: Budgetary share of boys and girls in pre-matric scholarship scheme

POST MATRIC SCHOLARSHIPS AND INCENTIVE FOR GIRLS EDUCATION

The department also implements the Post Matric Scholarships scheme, which provides for payment of tuition fees at actuals (subject to limits per course) for admissions in class XI, XII and College education. Additionally, there is a stipend of INR 1200 per student provided by the centre, which the state has topped up with INR 300, making it a total of 1500 per student per month. The application has to be made online, endorsed by the institution and verified by the department. All payments are made into bank account and hence it is compulsory to share bank account details in the form.

Table 16: PHYSICAL TARGET POST MATRIC SCHOLARSHIP (2017-18) ACTUAL

GROUP	HOSTELLER		DAY SCHOLAR		TOTAL
	BOYS	GIRLS	BOYS	GIRLS	
GROUP-I					
I) MEDICAL INCLUDING I.S.M. AND HOMEOPATHY	87	71	112	76	346
II) ENGINEERING	148	145	5072	2017	7382
III) B.SC.(AGRI) INCLUDING B.V.SC. AND B.F.SC. ETC.	1960	1552	4479	3882	11873
GROUP II (Graduate and Post Graduate courses in sectors like pharmacy, hotel management, nursing, LLB, etc; and Post Graduate courses like MA/MSc/M Com)	4569	4687	8667	8709	26632
GROUP III (All other courses leading to a graduate degree not covered under Group I & II eg. BA/B Sc/B Com etc)	4951	4889	35817	29319	74976

GROUP IV (All post-matriculation level non-degree courses for which entrance qualification is High School- ITI, Polytechnic, etc)	7142	3903	85173	55287	151505
TOTAL	18857	15247	139320	99290	272714

The department reaches out to around 2.72 lakhs students annually as part of this schemes of which 1.14 lakhs (41%) are girls. (Table 16. There is still a gender gap of 16 points, which is much higher than the gender gap in enrolment in higher secondary and higher education for ST boys and girls. Thus while 89.1% of the eligible boys are covered only 45.6% of the eligible girls have been covered. (figure 104). These clearly points to gaps in outreach to girls.

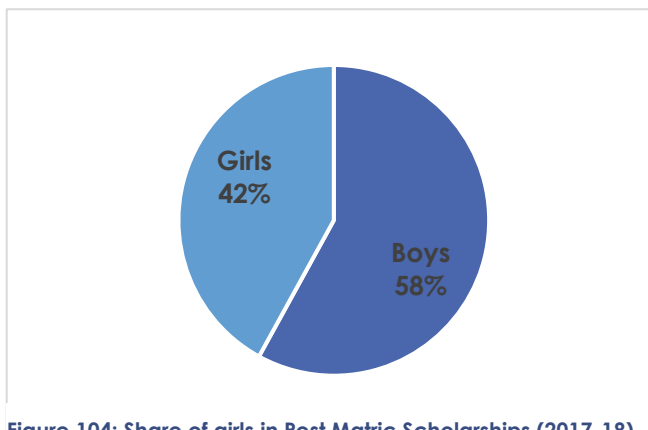


Figure 104: Share of girls in Post Matric Scholarships (2017-18)

The department also has a scheme of providing cash incentive of INR 3000 to ST girls who pass class X and transition to class XI. The scheme has been benefitting around 45000 ST girls annually.

F. GENDER BUDGET ACTION PLAN RECOMMENDATIONS

Madhya Pradesh has already put in place institutional mechanisms for enabling gender budgeting including the gender budget cells (GBCs), gender budget statement (GBS), sectoral analysis and focused capacity building. However, there are some achievements and limitations towards full realisation of GRB respect to the Department of Tribal Welfare, Government of Madhya Pradesh.

The most promising trend for the department has been meeting the GRB benchmark of enabling 33% of more flow of funds for women and girls for 80% of its programmatic allocations mainly focused on education. This should be seen as a contributor to the increasing gender parity in GER for tribal students at most levels. The department has also been continuing to take specific gender responsive measures as part of its education programmes, which is appreciable.

However, there are still gaps. The most important being the difference in status of ST community and state average not only in education but also in terms of health and nutrition. In education while primary education enrolment indicators are good, there needs to be focus to move towards

Promising trends in Gender and Development of Tribals in Madhya Pradesh

- Child Health and Nutrition Indicators in Madhya Pradesh are improving but some gender gap still exists and the status of Scheduled tribes remains below State average.
- Access to health and nutrition services for tribal children is, improving with more children reporting access than State average.
- Gender gap is also almost non-existent in access to health and ICDS services. There is no significant gender gap in enrolment and dropout rate for Scheduled tribe communities for all levels of education.
- Overall, in terms of women's economic empowerment indicators, ST women in Madhya Pradesh emerge more empowered in terms of ownership of land and home, but less in terms of financial inclusion and decision making.

zero drop-out rates. Also enrolment at higher education levels and transition to secondary and higher secondary levels needs to be focused on in a significant manner.

There are also critical challenges on health and nutrition indicators related to infant and under-5 mortality rate; children who are stunted, wasted and/or have anaemia; etc. Almost half of the tribal children seem to be suffering from malnutrition, which also effects their learning abilities and have a major impact on the education programme. The same is true also for tribal women, who are not only malnourished but also lack access to medical attention especially during pregnancy leading to the tribals having a high MMR.

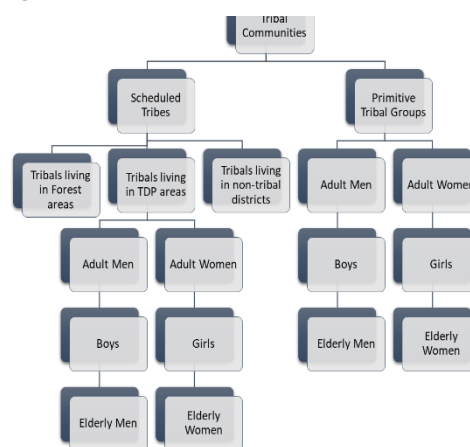
Keeping the above in mind, there are recommendations being proposed to be incorporate in its Gender Budget Action Plan to realise the actual goals of gender mainstreaming through gender budgeting.

POLICY AND BUDGET RECOMMENDATIONS

The most critical gap in undertaking gender analysis of tribal communities is the lack of data. Not only is there limited sex-disaggregated data on mainstream education, health, nutrition and economic indicators, but there is an absolute dearth of data on tribal specific issues and concerns. Furthermore, one need to realise that tribals are also not a homogenous community. (see figure105). A significant GRB action for the Department of Tribal Welfare, could be to come up with a report on status of tribal men and women in Madhya Pradesh across the multiple categories or undertake specific gender studies for select blocks and tribes.

This Situational Study can then become the base for developing a Tribal Policy or Action Plan with specific focus on Women and Girls. As of now not only does the state not have a specific policy and action plan but even the department objectives are not gender specific. While we recognise that the department has been focusing on bringing gender parity, it is also important to highlight the same as a policy mandate and not something being done additionally.

Figure 105: Addressing Intersectionalities within tribals



The third but most critical recommendation, is that the department should strive to increase its share in the state budgetary allocations. The tribal policy and action plan should be designed with a mandate to ensure that at least 5% of the State budget is allocated to the Tribal Welfare Department and 21% of the state budget is allocated for the Scheduled Tribe Component, which should also be utilised as a complementary allocations for meetings the goals and outcomes of the policy.

Within the department, there needs to be a shift to allocation of all additional budgets for secondary and higher education and on specific interventions for improving the health and nutrition status of tribal women and girls in the state.

PROGRAMMATIC RECOMMENDATIONS

WOMEN- SPECIFIC INITIATIVES

Another important recommendation is that the gender-responsiveness of the budgetary allocations should be strictly monitored to ensure proper utilization of all women-specific programmes and schemes. Also, there should be a specific budgetary allocation (women-specific scheme) to increase enrolment and retention of tribal girls in secondary and improve their transition rates from secondary to higher secondary and college education.

GENDER MAINSTREAMING ACTIONS

Along with women specific initiatives, the department would also benefit by undertaking some other gender mainstreaming actions to further strengthen its gender work. A key action towards this could be to review all programme guidelines to introduce two key mandates:

- a) All programmes and schemes should ensure that 50% of the beneficiaries/users are women and girls;
- b) All infrastructure, area and community development projects should have undergone gender appraisal before implementation and there should be a specific gender mainstreaming action and budget plan within these programmes.

Additionally, there are some programmatic suggestions that can be considered.

- The number of secondary and above hostels for girls needs to be increased. There should be ratio of having atleast one hostel seat per 50 girls in the age group.
- Construction of residential schools and hostels take time so instead on putting in place increased targets for the current year, the department should a three to five-year assessment plan on the requirement of seats in each district and initiate action accordingly.
- The department should apply a universalization approach for availability of hostels – a standard norm based on population and/or area should be developed and the plan made accordingly. Such a plan would further ensure that the coverage of the hostel seats is spatially equitable.
- Furthermore, although a large number of girls are appearing for the exam, the awareness is still not widespread. There needs to be an awareness and enrolment campaign undertaken just before the exams in tribal blocks to ensure that a higher number are provided with the opportunity to compete and the most meritorious students get admission. There needs to be a budgeted campaign to encourage girls to apply for scholarships and hostel exams. Also, there should be a reservation for local candidates within the district for getting admission even though the exams are conducted online at state level.
- A clear guideline for quality and security in girls' hostels needs to be issued with increased budgetary support. The Department should also consider an upward revision of the unit costs and staff allocations for the existing hostels. Especially additional budgets need to be allocated for addressing medical emergencies counselling facilities. There is a very vital a need for career as well as general counselling services (at least available at district level) for both ST girls and their parents.

To sum up, the programmes and budgets of the Tribal Welfare Department, Government of Madhya Pradesh, are Gender Responsive to a good extent. However, there are still gaps which need to be addressed especially in increasing outreach to girls and providing quality

inputs. The department could thus benefit by strengthening its institutional mechanisms for GRB.

STRENGTHENING INSTITUTIONAL MECHANISM FOR GRB

The GBC has not been constituted at the department level. This needs to be taken up at an urgent basis. It would be good if the department can actually come up with a Gender Budget Action Plan (GBAP) for tribal girls in the state. This can then become the official document for the GBC to take forward the process of gender mainstreaming with all divisions.

The GB Statement is being prepared and submitted annual by the department with most schemes. This is a good indicator of adoption of gender budgeting. Also, it is important that the department also uses this statement to report its activities as also to review the progress on gender in its Annual Administrative Report. A template for doing the same is being shared at Annexure 2.

Towards this it will also be important for the department to strengthen its MIS to ensure that sex-disaggregated data is collected and maintained at all levels. As a lot of the department programmes are beneficiary oriented and through DBT, the reports can easily be generated with available technology.

The other most important activity proposed for strengthening gender budgeting within the department is to undertake an orientation training on gender budgeting for all HoDs and separate sessions on GRB for all programme and budget staff within the departments. The strengthening of these institutional mechanisms will help the department take forward the gender budget mandate of the state.

ANNEXURES

ANNEX 1 DETAILS MEETINGS CONDUCTED, OFFICIALS MET AND PLACES VISITED

Meeting Date	Key Officers	Department	Purpose
29th November 2017	Additional Chief Secretary	Dept. of Forest, GoMP	Project modalities finalisation
	Principal Secretary	Department of Tribal Affairs, GoMP	
	Principal Secretary and Commissioner	Dept. of Women and Child Development, GoMP	
12th March 2018	Principal Secretary and Special (and nodal officer)	Department of Welfare, Government of Jharkhand	Project modalities finalisation
16th April 2018	Jt Secretary and Deputy Directors	Department of Empowerment of persons with Disabilities, Government of India	Project modalities finalisation
10th August 2018	Commission (Tribal Welfare) and officials	Department of Tribal Welfare, GoMP	Sharing of study analysis
29th May 2019	Principal Secretary and Special Secretary (and nodal officer)	Department of Welfare, Government of Jharkhand	Sharing of study analysis
11th June 2019	Deputy Director General and Deputy Director	Department of Empowerment of persons with Disabilities, Government of India	Sharing of study analysis

Name	Designation	Organization
Mr. Deepak Khandekar	Additional Chief Secretary	Department of Forest, Government of Madhya Pradesh
Mr. J.N. Kansotiya	Principal Secretary	Department of Women and Child Development, Government of Madhya Pradesh
Ms. Jaishri Kiyawat	Commissioner	
Mr. Tomar	Deputy Director	
Ms. Rachna Budholia	Deputy Director	
Mr. S. N. Mishra	Principal Secretary	Department of Tribal Welfare, Government of Madhya Pradesh
Ms Deepali Rastogi	Commissioner	
Mr. V.D.Singh	Additional Commissioner	
Mr Vaid	Financial Advisor	
Ms Rita Singh	Assistant Commissioner (Hostels)	
Ms Seema Soni	Assistant Commissioner	
Ms Ritu Jain	Assistant Commissioner (Chindwara)	
Ms. Pandey	Principal Secretary	Department of Welfare, Government of Jharkhand
Mr. Brajesh Das	Special Secretary and nodal officer	
	Deputy Secretary (Scholarships)	
Mr Ashwin		PreJha Foundation, Jharkhand
Mr. Tarun Shukla		
	Project Officers	Jharkhand Tribal Livelihood Project (JTLP)

Ms. Dolly Chakrabarty	Jt Secretary	Department of Empowerment of persons with Disabilities, Government of India
Mr. Surwade	Deputy Director General (DDG)	
Mr. Shivakumar	Deputy Director	
	Deputy Director (ADIP)	
	Deputy Director (Scholarship)	
	Deputy Director (DDRS)	

Date	Place	Institution
4th December 2018	Chindwara	Kanya Siksha Parisar
	Chindwara	Senior Hostel
	Chindwara	Senior (Excellence) Hostel
	Chindwara	Ashram All Girls (1-8th English Medium)
5th December 2018	Chindwara	Eklavya School , Singarpur
	Chindwara	Excellence School
29th May 2019	Ranchi	Catering College
30th May 2019	Ranchi	Nurse Training Institute
31st May 2019	Ranchi	Kalyan Gurukul

Section One (Narrative)

- Describe the gender issues dealt with in the Ministry/Department and its policy on gender equality.
- Identify all actions it has taken to promote gender equality in the last year. Describe both achievements and constraints.
- Identify three priority areas for resource allocation for women in the current budgetary year.
- Identify all new programmes and schemes/initiatives to reach out to women.
- Mention outputs of the three largest programmes/scheme (in money terms) in terms of their implications for gender equality.
- Describe initiatives undertaken to make schemes more Gender responsive (*this would include efforts made to make the objectives, operational guidelines, financial norms and unit costs of existing schemes more gender sensitive*).
- What are the inter-sectoral issues required to be addressed by other Ministries/Departments to ensure the success of the initiatives?
- What efforts have been made to raise awareness on gender issues—a) of your staff b) of others e.g. media, parliamentarians, civil society, etc

Section Two: Financial allocations

[illegible]

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