



GOVERNMENT OF KERALA  
STATE PLANNING BOARD

**THIRTEENTH FIVE-YEAR PLAN  
2017-2022**

**WORKING GROUP ON  
GENDER AND DEVELOPMENT  
REPORT**

SOCIAL SERVICES DIVISION  
THIRUVANANTHAPURAM

MARCH 2017

## *PREFACE*

In Kerala, the process of a Five-Year Plan is an exercise in people's participation. At the end of September 2016, the Kerala State Planning Board began an effort to conduct the widest possible consultations before formulating the Plan. The Planning Board formed 43 Working Groups, with a total of more than 700 members – scholars, administrators, social and political activists and other experts. Although the Reports do not represent the official position of the Government of Kerala, their content will help in the formulation of the Thirteenth Five-Year Plan document.

This document is the report of the Working Group on Gender and Development. The Chairpersons of the Working Group were Dr Meera Velayudhan and Shri A. Shajahan IAS. The Member of the Planning Board who coordinated the activities of the Working Group was Professor Mridul Eapen. The concerned Chief of Division was Smt. Shila Unnithan.

Member Secretary

## FOREWORD

The Working Group on Gender and Development was set up by the Kerala State Planning Board to contextualize women's empowerment and development and to define what the 13th Plan seeks to achieve. The working group was also mandated to review, evaluate, analyse existing programs on women and make recommendations. The broad based 37 member, including invitees, working group consisting of representatives of women's and other social organizations, academicians, researchers, activists, policy experts, representatives from government institutions met just twice in September and October end at the Kerala State Planning Board. Apart from individual written presentations by almost all working group members present at the first meeting, the group was further divided into Subtheme groups. The Co-Chairperson suggested a brief for sub theme reports which included situation analysis, action points at the levels of process, programs, mechanisms, institutions, law and policy. Given the significance and neglect of issues involving women in the fishing community and as there is a ministry on fisheries headed by a woman minister, it was decided to include a chapter on women in small-scale fisheries. Similarly, a chapter on a Results Based Approach to Monitoring & Evaluation was included as monitoring and evaluation mechanisms and processes were found to be uneven and dispersed or not given its due significance, including in state institutions. Two notes were added for urgent interventions on Endosulphan mothers and on sickle cell anaemia, the notes being sent in by the affected women themselves.

Intense collective work by the working group, the subtheme groups, with experts and activists joining in for specific themes and inputs, enabled the completion of the draft before the deadline for submission. The subtheme groups and members were as follows

1. *Women's Work, Employment, Skill Development and Education.* Dr Neetha, Dr. Praveena Kodoth, Dr. Devika, Dr. TK Anandi, Ms. Divya Kodoth (Genderpark), Ms. Arly (WDC), Sri. Khadar, Ms. Mini Sukumar (Education), Dr. Geethakutty (women in farming). The subtheme draft was prepared by Dr. Praveena Kodoth and Dr. Neetha. The chapter on Fisheries was prepared by Dr. Sonia George and SEWA (Kerala).

2. *Addressing Violence against Women.* Ms. Aleyamma Vijayan, Adv. Geena Kumari, Ms. Ajitha, Ms. Soya Thomas, Ms. Surya, Ms. Sheetal, Ms. Shailashree (SCW), Sri. Padma Kumar (SWB) and Ms. Divya Kodoth (Genderpark)

3. *LGBTIQ Justice.* Ms. Sheetal, Sri. Anil Chilla, Sonu Niranjana, Ms. Surya, Dr. Geeta Gopal and Dr. Devika

4. *Decentralizing Local Governance and Centralizing Gender.* Individual inputs on theme provided by Ms. Aleyamma Vijayan, Dr. Manjula Bharati, Dr. Neena Joseph and Ms. Amrutha. Overall draft prepared by Dr. Neena Joseph with inputs from Dr. Meera Velayudhan.

5. *Interventions for Social Inclusion of Vulnerable Communities and Sections.* Adivasis, Dalits, Coastal Communities, Muslim Women, Endosulphan Mothers and Sickle Cell Anaemia affected: Inputs on Adivasi/ST women were provided by Dr. Manjula Bharati, Dr. TK Anandi and draft prepared

by Ms. Nishamol (CUSAT, Research student). Ms. Mercy Alexander (SEWA) prepared the section on coastal communities, while Ms. Zuhra (NISA) on Muslim Women. Dr. Meera Velayudhan, Ms. Jyotsna Bharathan and Dr. Devika provided inputs to the section on Dalit/SC women and Endosulphan mothers, Sickle Cell anaemia affected.

6. *Results Based Approach to Monitoring and Evaluation* was prepared by Dr. Gita Gopal

The overall report of the working group was edited and prepared by the Co-Chair, Dr. Meera Velayudhan. The working group received tremendous support, including co-ordination work, from the SS Division of Planning Board.

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*LIST OF ABBREVIATIONS*

WPR : Women's Work Participation Rate	KSCRB: Kerala State Crime Records Bureau
SC : Scheduled Caste	CEDAW: United Nation's Convention on the Elimination of All Forms of Discrimination Against Women
ST : Scheduled Tribe	UT: Union Territory
DALIT : Scheduled Castes	SDG: Sustainable Development Goals officially known as Transforming Our World: a UN initiative
JLG: Joint Liability Group	VAW: Violence Against Women
MKSP : Mahila Kisan Sashaktikaran Pariyojana	WDC: Women's Development Corporation
NRLM : National Rural Livelihood Mission	NLH: Non-formal Learning Home
MNREGS: Mahatma Gandhi National Rural Employment Scheme	GOI: Government Of India
MNREGA: Mahatma Gandhi National Rural Employment Guarantee Act	PPC: Peoples Planning Campaign
LSG: Local Self Government	WCP: Women Component Plan
LSGI: Local Self Government Institutions	DPC: District Planning Committee
PTA: Parent Teacher Association	EWR: Elected Women Representatives
SAF : The Society for Assistance to Fisheries Women	KILA: Kerala Institute Of Local Administration, Thrissur
MATSYAFED: Kerala State Co-operative Federation for Fisheries Development Ltd	CDS: Community Development Society
NTFP: Non Timber Forest Produces	ADS: Area Development Society
AHADS: Attapady Hill Area Development Society	NHG: Neighbourhood Groups
KSWDC : Kerala State Women's Development Corporation	DPC: District Planning Committee
SSLC: Secondary School Leaving Certificate	PRIs: Panchayati Raj Institutions
HS: Higher Secondary	LVEOs : Local Village Extension Officer
TTC: Teachers Training Course	DMU: District Mission Unit
B.Ed : Bachelor of Education	MEC: Micro Enterprises Consultant
VHSC : Vocational Higher Secondary Education	HDFC : Housing Development Finance Corporation, a bank
TG: Transgender	NBT: National Bok Trust
LGBTIQ: Lesbian, Gay, Bisexual, Transgender, Intersex and Questioning	ICICI : Industrial Credit and Investment Corporation of India, bank
AVS : Anti Violence Squad	MRS: Model Residential School
SOS: (Societas Socialis Organization), Children's villages, an NGO	TISS : Tata Institute of Social Sciences, Mumbai
MRS : Model Residential Schools	SEWA: Self Employed Women's Association (Kerala)
LCC: Local Complaints Committees	ODEPC: The Overseas Development and Employment Promotion Consultants ,Ltd
IEC: Information, Education, Communication	NFHS : National Family Health Survey
NORKA: Non-Resident Keralites Affairs (Department)	KSCRB: Kerala State Crime Records
NORKA ROOTS: The field agency of NORKA	

MOIA: Ministry of Overseas Indian Affairs

LP: Lower Primary

UP: Upper Primary

HEI : Higher Education Institutions

KSCADC: Kerala State Coastal Area Development Corporation

GBV: Gender based violence

PHC : Public Health Centres

CHC:Community Health Centres

OSSS: One Stop Support Centers

NHM: National Health Mission

POCSO: Protection of Children From Sexual Offences, Act, 2012

CHRI: Commonwealth Human Rights Initiative

SSF : *Sustainable Small- Scale Fisheries*

NCRB: National Crime Records Bureau

PWDV :Protection of Women from Domestic Violence Act, 2005

PO: Protection Officers

LCC: Local Complaints Committee

NFHS :National Family Health Survey

Bureau

CEDAW: United Nation's Convention on the Elimination of All Forms of Discrimination Against Women

UT: Union Territory

SDG: Sustainable Development Goals officially known as Transforming Our World: a UN initiative

VAW: Violence Against Women

WDC: Women's Development Corporation

NLH: Non-formal Learning Home

GOI: Government Of India

PPC: Peoples Planning Campaign

WCP: Women Component Plan

DPC: District Planning Committee

EWR: Elected Women Representatives

KILA: Kerala Institute Of Local Administration, Thrissur

CDS:Community Development Society

ADS: Area Development Society

NHG: Neighbourhood Groups

DPC: District Planning Committee

PRIs:Panchayati Raj Institutions

LVEOs : Local Village Extension officer

CHAPTER 1  
OVERVIEW OF ELEVENTH AND TWELFTH FIVE YEAR PLANS

1. The State of Kerala provides equal opportunities for its people in several aspects of human development and hence displays several positive gender indicators. The literacy rate, life expectancy of women, sex ratio, gross enrolment ratio of girls, maternal mortality rate, adolescent fertility etc. are some of them. All these play a significant role towards empowerment of women in Kerala and enabled them to take part in the practices of democracy.

*Review of Eleventh Plan (2007-2012)*

2. Even though the position of women in Kerala improved dramatically according to conventional indicators, there has been no corresponding impact on their social and economic condition and roles. This is most evident in the abysmally low and declining work participation rate (16 percent in 2001). Hence, the eleventh plan attempted to bring about considerable increase in the number of skill-imparting institutions in the State for providing better livelihood and income generation opportunities to women.
3. Further, the eleventh plan placed considerable emphasis on gender auditing and gender budgeting of major development policies and programmes. From 2008-09 onwards, the state budget started to reflect the gender budgeting process. In 2008-2009, the State Government took certain initiatives in terms of women targeted schemes by initiating the “Gender Awareness Programmes” including the implementation of the Protection of Women from Domestic Violence Act, 2005 and the “Flagship Programme on Finishing Schools” for women to enhance employability of women through skill training. In the budget for 2010-11, gender audit of these two schemes were made.
4. In addition, the Government assigned the task of undertaking Gender Responsive Budgeting (GRB) initially for the two years 2006-07 and 2007-08, to the Centre for Development Studies (CDS) and the report was submitted to the Government. During 2009-10 in order to co-ordinate and review the women development programmes implemented by different departments, a Gender Advisory Board (GAB) has been set up with representation from almost all departments. The GAB conducted GRB for the years 2008-09, 2009-10, 2010-11 and 2011-12.
5. The State of Kerala provides equal opportunities for its people in several aspects of human development and hence accomplished a good result in several gender indicators. The literacy rate, life expectancy of women, sex ratio, gross enrolment ratio of girls, maternal mortality rate, adolescent fertility etc. are some of them. All these helped to empower the women of Kerala and enabled them to take part in the practices of democracy.

### *Major Initiatives for Women Empowerment in Eleventh Plan*

1. With a view to create new employment opportunities, more than 2000 Self Help Groups (SHGs) of fisherwomen were organized in the coastal districts of Kerala.
2. Scheme started for women entrepreneurs to set up industrial units
3. Started skill enhancement of women students through Kerala State IT Mission
4. Flagship programme on gender awareness and gender friendly infrastructure facilities in Police department
5. Kudumbashree introduced several innovative programmes for the financial, economic and social upliftment of poor women and the thrift and credit activities of Kudumbashree covered about 37.14lakh families.
6. The State Government introduced a new scheme “Nutrition Supplement for HIV affected Women & Children”
7. The Social Justice Department started innovative schemes giving more emphasis to vulnerable groups of women: awareness creation regarding HIV/AIDS and rehabilitation of HIV positive women, women prisoners, women-headed families including families of widows and other single women.
8. The Government in association with NRHM launched “Medical Care for Victims of Gender Based Violence/Social Abuses” in selected institutions of 14 districts under *Bhoomika*- Gender Based Violence Management centre (GBVMC).
9. Introduced Seethalayam – Women Health Care Centre by the Department of Homeopathy for handling gender based issues.
10. As a new initiative for addressing the psycho-social problems of the adolescent girls, counseling programme which started in 2008 was extended to 500 schools in the 11th Plan period.
11. The Snehasparsham scheme is one of the major ventures started in 2011-12 address the problem of unwed mothers.

### *Review of Twelfth Plan (2012-2017)*

6. The 12th Plan adopted endeavoured empowering women, especially those from the weaker sections and to prevent gender injustice. It also recognized Gender as one among many issues of injustice and has an integral part of the socio-economic, political and cultural system and not to be seen in isolation. In 2012, Government introduced the Nirbhaya policy and programmes to address sexual violence and sex trafficking. A Nirbhaya Cell in the Directorate of Social Justice to coordinate the various aspects of Nirbhaya such as prevention, protection, rescue, rehabilitation, restoration, reintegration, legal reforms, etc. was set up. To strengthen gender equality and women’s empowerment in the State, Government has enacted the Gender Equality and Women’s Empowerment (GEWE) Policy on April 16, 2015.

### *Women Component Plan in Annual Plans*

7. The Women Components identified in Annual Plans are provided mainly in Agriculture & allied activities, Industries, Labour & Labour Welfare, Social Security & Social Welfare etc.

Table 1 *Women Component Plan in Annual Plans* in rupees crore

Annual Plan	Total Allocation*	Allocation to WCP	% to total allocation
2014-15	15300	943.18	6.16
2015-16	15200	537.00	3.53
2016-17	18500	747.25	4.03

Source: Plan Documents\*excluding LSGs Outlay.

*Women Component Plan of Local Bodies*

- Conscious efforts have been made for Gender Responsive and Gender Sensitive Budget. A gender-responsive budget was introduced in the State of Kerala at the time of 9th Plan itself. The first form of Gender budgeting was seen in the state in 1996 where each Panchayat was directed to prepare a chapter on the status of women in their development plan document. WCP was introduced during 9th Plan wherein 10% of the plan outlay of the local bodies was set apart for needs of women or women specific projects.

Table 2 *Allocation of WCP in Local Bodies' Plan* in rupees crore

Five Year Plan	Total Allocation	Allocation to WCP	% to total allocation
11th Plan	35081.13	4560.53	13.22
12th Plan (Up to 2014-15)	11928	1574.51	13.00

Source: Economic Review

*Institutions for Women Empowerment*

- Kerala Women's Commission.* The Commission was established in 1996 to improve the status of women in Kerala and enquire into varied forms of injustices against women and recommend remedial measures. During the 12th Plan, the Commission had conducted 371 legal workshops/seminars on various problems faced by women, 191 counselling/skill training programmes to panchayat Jagratha Samathis on various laws related to women and other legal procedures, 480 Adalaths or early disposal of petitions and grievances, 31 DNA tests and 24 evaluation studies.
- Under gender awareness programme, the Commission undertook 69 pre-marital counselling in all the districts with the participation of women NGO's, and created orientation empowerment programmes in 1024 educational institutions. In the period from 2013 to 2014, the Commission received 13710 complaints and 7437 cases were disposed. The nature of complaints shows that domestic violence, harassment of women and family problems is on the increase. Inadequate manpower, lack of infrastructure facilities and sufficient fund for awareness programmes are the major implementation hurdles.

11. *Kerala State Women's Development Corporation.* The Kerala State Women's Development Corporation was established in 1988 with the objective of formulating, promoting and implementing women welfare programmes and development schemes. Self-employment schemes for women, flagship programme on gender awareness and Finishing School etc. are the major programs of the Corporation. The Corporation distributed over Rs.233 crore from National Corporations to 27169 women under self-employment loan scheme. Presently the Corporation is running 9 working women's hostels for outstation female employees and the hostel in Thiruvananthapuram is equipped with three star facilities. The Corporation has so far been installed 49 She-toilet units across the state and 8 in major railway stations.
12. As part of ensuring menstrual health and hygiene for adolescent girls and women, the Corporation launched supply of high quality sanitary pads at affordable cost and installed vending machines and incinerators at 110 schools in Thiruvananthapuram district and 621 schools in Kozhikkode districts for safe disposal of used pads. Under the flagship programme on finishing schools, the Corporation launched Resource Enhancement Academy for Career Heights (REACH) at Thiruvananthapuram and Kannur with a view to bridge the gap between acquired skills and required skills. REACH has been conducting training programmes including soft skill training, communicative English training, IT training, etc. From 2010 onwards, 2100 students were trained, of which 1656 got placement in various organisations like Reliance, Asianet, SUT, etc.
13. The self-defence training programme for adolescent girls benefited over 2000 girls from 50 Govt. /aided schools across 5 districts of Kerala. This training programme helped the student's to identify situations of potential danger and exercise the self-defence skills learned. Gender awareness campaign conducted in 40 women colleges of the state benefited 12,000 girls. Video documentary "Unarthupattu" focussing gender sensitized issues emerged from the campaign. The "Suraksha @ school" project implemented in Trivandrum district ensuring safety, security and continuous monitoring of girl students while they are in school and in transit was a novel project in 2014.

#### *Major Programmes for Women Empowerment during 12th Plan*

##### *Agriculture & Allied Sectors*

14. *Theeramythri and micro enterprises scheme.* The scheme is a stabilization package for promoting livelihood diversifications and to improve the income level of fishermen families through women members of the fisher family. Financial assistance to new fisher women groups to take up livelihood activity, capacity building programme/finishing school for young girls from fishermen family, social intervention campaigns through fisherwomen in areas such as general health care, anti-liquor, anti-tobacco and anti-drug activities are the major activities of the scheme.

## *Rural Development Sector*

15. *Indira Awaaz Yojana (IAY)*. Indira Awaas Yojana (renamed as PMAY) which is a comprehensive rural housing programme of GOI provides dwelling units to the homeless rural poor belonging to the BPL category through Block Panchayats. The unit assistance under IAY, fixed by Government of India is Rs.120000/ in plain areas and Rs.130000/- in hilly/difficult areas. As per IAY guidelines, the allotment of houses should be given in the name of women. If that is not possible the allotment should be given jointly with husband and wife. During 2014-15, 51261 houses were sanctioned. The number of houses completed (including spill over liability) was 50545.
16. *Mahatma Gandhi National Rural Employment Guarantee Programme*. This is one of the major flagship programmes of GOI implemented through Centre and State by a cost sharing ratio of 90:10. As per MGNREG Act, at least 1/3 of the beneficiaries shall be women who have registered and requested for work under the scheme. In actual practice, 92% of the workers are women. All the workers irrespective of gender are entitled to get equal wages under the programme. The total employment generated during 2014-15 was 5.88 crore man days. Of which the total employment generated by women was 5.42 crore mandays.
17. *Kudumbashree Mission and Alleviation of Poverty*. The Community Based Organizations (CBOs) of Kudumbashree encompass 40 lakh families networked into 2.59 lakhs Neighbourhood Groups, which is federated in to 19875 Area Development Societies and 1072 Community Development Societies. The three tier Community Based Organizations (CBOs) of poor women provide an effective platform for converging various anti-poverty programmes of the State and Central Governments. Some of the poverty reduction programmes of Kudumbashree Mission are given below:
  1. *Linkage Banking*. Banks provides loans to those NHGs who acquire 80 per cent marks in SHG- Bank linkage grading procedures. Under this scheme Rs.1280 crore has been mobilized and 52397 NHGs have availed the loans during 2014-15.
  2. *Thrift and Credit Societies* facilitate easy and timely credit to the unreached NHGs. The total thrift collected by NHGs in the State comes to Rs.3094 crore and the internal loans generated are to the tune of Rs.12683 crores.
  3. *Matching Grant* is an incentive provided to NHGs and linked to amount of thrift mobilized, performance of NHG in the grading and loan availed from banks. An amount of 10% of the thrift of the NHG subject to a maximum of Rs.5000/- is provided as Matching Grant to each NHG. An amount of Rs.422.14 lakh has been provided as matching grant during 2014-15.
  4. *Micro Enterprises Activities*. Micro enterprise promotion and development is one of the livelihood programmes where women of Kudumbashree neighbourhood groups are encouraged to start enterprises based on their skill and aptitude.
  5. *Tribal special project* is an initiative of Kudumbashree in collaboration with the Tribal Department to address the special issues of the tribal population of the State, in a systematic manner. The project primarily targets at bringing the marginalized tribes under the aegis of the Kudumbashree network and provide them with facilities which were otherwise less accessible or denied, as part of its poverty eradication mission.

6. *Collective Farming* is an initiative to encourage cultivation by neighbourhood groups. It not only brings in significant changes in the lives of the poor but also helps to increase agricultural production by bringing fallow and cultivable waste land into agricultural use, and has significance as a food security measure.
7. *Asbraya* is an initiative that rehabilitates destitute families and integrates them with mainstream of the civil society. The specific objectives include provision of food for starving, land for home, shelter to the homeless, infrastructure to support for the destitute through medical and care service, educational facilities to children and pension support and income generation activities.
8. *BUDS* (Programme for Intellectual Disability) was started to set up model special schools for physically and mentally challenged children under the leadership of Local Self Government and cater to the developmental, social, and emotional needs of the children whose needs were formerly ignored or neglected. So far 62 BUD's schools and 83 BUDS Rehabilitation Centers have come up in the State.
9. *Balasabha and Balapanchayats* is a structured neighbourhood network of children at the LSGs level. The Balasabhas and Balapanchayats enable to impart voice, face and power to children hailing from poor and vulnerable socio economic backgrounds.
10. *Gender Self Learning*. Gender Corner, Gender Help Desk, Sreesakthi – the Web Portal and Anti-Human Trafficking (AHT) were the major gender self-learning programmes initiated.

#### *Industries Sector*

18. *Mahila Coir Yojana*. The Mahila Coir Yojana is the first women oriented self- employment scheme in the Coir Industry which preside self- employment opportunities to the rural women artisan in regions producing coir fibre. The scheme envisages distribution of motorised rats in rural households and provides scope for large scale employment, improvement in productivity & quality, better working conditions and higher income to the workers.

#### *General Economic Services Sector*

19. *Gender Awareness in Police Department*. This is a scheme initiated during 2010-11 with the objective of creating a violence free environment for women including a woman friendly environment in police stations. The scheme is implemented by the Women's Cell of Police Department. Functioning of family counselling centres, construction of toilets for women visitors in police stations, victim support scheme, special policing initiatives and sensitization programmes for gender sensitization and prevention of crimes against women, setting up of women safety and security control room, sensitization through volunteers, self-defence classes, school visits, etc. are the major activities of the programme.

#### *Health Sector*

20. *Women Health Care Centre (Seethalayam)*. Homoeopathic Women Health Care Centre (Seethalayam) is the first gender based scheme under Homoeopathy. Seethalayam provides

aid to suffering women in the society. Now infertility clinic service and de addiction treatment facilities are also available in the Seethalayam centres at Thiruvananthapuram, Kottayam and Kozhikkode districts.

21. *Bhoomika- Gender Based Violence Management centre (GBVMC)*. The Government of Kerala in association with NRHM has launched this programme on “Medical Care for Victims of Gender Based Violence/Social Abuses” in selected institutions of 14 districts. The main objective of the Centre is to provide counselling services and medical and legal assistance to the victims of gender based violence. For coordinating the activities of local bodies, legal experts, police **and** social welfare organizations provide legal assistance for victims, one female coordinator/ counsellor has been appointed in each GBV Centre. Doctors, nurses and other health care providers have been provided with training in preventing gender-based violence and handling such cases.

#### *SC & ST Development Sectors*

22. *Assistance for Marriage of SC girls*. In order to assist the parents of low income SC girls, financial assistance for marriage is provided to the tune of Rs.50000 in each case. During 2014-15 the scheme benefited 7077 SC parents.
23. *Assistance to Marriage of ST girls*. To reduce the burden of marriage expenses of daughters of parents belong to Scheduled Tribe population, assistance is Rs.50000 per family/adult girl. The assistance to the Scheduled Tribe girls who do not have parents to look after (orphan) will be Rs.1 lakh. During 2014-15, the department had given assistance to 302 ST parents.
24. *Janani-Janma Raksha*. The scheme is envisaged for extending timely assistance @ Rs.1000 per month for 18 months beginning from third month of the pregnancy to the month in which the child attains one year. Payment is made through bank account/post office account.
25. *Housing scheme for the Divorcees/Widows/Abandoned Women*. The beneficiaries of housing scheme are divorced women, widows and abandoned women from the minority communities. The rate of construction of houses is as per Government norms. These houses are to be allotted in all districts in proportionate to the minority population in each district.

#### *Education Sector*

26. *Sarva Shiksha Abhiyan (SSA)*. The principal programme for universalization of primary education is the Sarva Shiksha Abhiyan (SSA), a Centrally-sponsored scheme being implemented in partnership with State/UT Governments. The key programmatic thrusts under SSA for promoting girls' education are,
  1. Ensuring the availability of primary schools within one kilometre of the habitation of residence of children and upper primary schools within three kilometres of the habitation;
  2. Provision of separate toilets for girls;
  3. Recruitment of 50 % of women teachers;

4. Early childhood care and education centres in or near schools in convergence with Integrated Child Development Services (ICDS) scheme to free girls from sibling care responsibilities;
5. Special training for mainstreaming out-of-school girls;
6. Teachers' sensitization programmes to promote equitable learning opportunities for girls;
7. Gender-sensitive teaching-learning materials, including text books;
8. Intensive community mobilization efforts;
9. "Innovation fund" for need-based interventions for ensuring girls' attendance and retention.

*Social Security and Welfare Sector*

27. *Institutional care to women.* There are 17 welfare institutions under the aegis of Social Justice Department (SJD) for the care, protection and rehabilitation of women in distress. 2800 women are benefited in 2015 through the network of these institutions. Details of welfare institutions run by SJD for different categories are given below.

Table 3 *Govt. Welfare Institutions under Social Justice Department*

Type of Institution	Category of Inmates	No. of Institutions	No. of Inmates	Sanctioned Strength
Mahila Mandiram	Widows, Divorced, deserted and destitute above 18 yrs.	12	300	350
Rescue home	Women under Immoral Traffic prevention Act	1	27	100
Aftercare Home	Women released from correctional institutions(14-21yrs)	1	112	250
Short stay home	Women and girls 15-35 yrs. who have no support	1	18	25
One-day home	Above 13 yrs.	1		

28. *Pension schemes for women.* Indira Gandhi National Widow Pension (IGNWP) and pension for unmarried women above 50 years are the major pension schemes. As on 26<sup>th</sup> June 2016, there were 11.39 lakh IGNWP's and 71967 unmarried women pensioners above 50 years in the State. For all categories, now the minimum pensionable amount is Rs1000/-.

29. *Nirbhaya programmes.* Social Justice Department is the nodal agency of the Nirbhaya programme. It envisages setting up of Nirbhaya Homes for sexually abused women to give skill development training for providing employment opportunities. 10 such homes were started in 9 districts sheltered 200 women. One Stop Crisis Cell were established in 14 District Hospitals and 7 Taluk hospitals providing all required services to women victims of sexual violence - emergency health care, psychological counselling, police assistance, legal aid and safe shelter service. Considering the increasing number of domestic violence cases, 12 shelter homes were also started in the state for catering the special needs of the women above 18 years of age and accompanying children. During 2015-16, these homes benefited 346 women.

30. *Gender Park.* The first phase of Gender Park was functional by the end of 2016, conceived by the Department of Social Justice as an agency for supporting gender equality and empowerment of women in the state. It is a platform where the State, Non-Government organizations (NGO), academia and civil society can come together for learning and research on gender equality as well as to formulate innovative and new interventions to support the empowerment of women and gender equality. The first Gender Park Campus at Kozhikode will include research and learning, socio-cultural and economic and administrative clusters.
31. *She Taxi* the flagship project of Gender Park is India's first 24x7 women-oriented taxi network managed and employed by women to promote entrepreneurship, self-employment and security of women. Currently, there are 32 She Taxis across three cities - 16 in Trivandrum, 12 in Cochin and 4 in Kozhikode. She Taxi provided entrepreneurial opportunity to 32 women drivers cum entrepreneurs with a total income of Rs.2, 49, 68,723/- within 3 years. Its review is awaited.
32. *Beti Bachao Beti Padhao.* The new 100% centrally sponsored scheme implemented by the Department of Social Justice launched in Thrissur district on a pilot basis to address the issues of women in the long term and to reverse the trend of declining child sex ratio. The GOI will provide financial assistance to the state to empower the girl child and enable her education.
33. *Indira Gandhi Matritva Sahyog Yojana.* This centrally sponsored scheme provides financial assistance to pregnant women of 19 years and above for the first two live births in Palakkad district. The scheme assisted 88527 beneficiaries till March, 2016.
34. *Snehasparsham,* This scheme implemented by KSSM aims to address the problems of unwed mothers. Monthly assistance of Rs.1000/- is given to all unwed mothers which has benefited 6155 women till March, 2016.
35. *Women Development Programmes.* This is a major programme of Social Justice Department focusing on implementation of dowry prohibition, protection of women from domestic violence and sexual abuse, rehabilitation of victims including health care and compensation, economic support to women headed families and women belonging to BPL families and assistance to low salaried women for self-improvement. During 2015-16, educational assistance was given to 13540 women headed families.
36. *Psycho Social Services for adolescent girls.* This scheme of Social Justice Department provides counseling and guidance support to adolescent girls. The department has so far developed separate adolescent health clinics in 807 selected schools with the support of concerned PTAs and LSGIs.
37. *Rajiv Gandhi Scheme for Empowerment of Adolescent Girls.* As a centrally sponsored scheme, launched in Kollam, Idukki, Malappuram and Palakkad districts, it aims at empowering the nutritional and health status of the adolescent girls in the age group of 11-18 years through

84 ICDS projects of the districts. Extending the scheme to the districts covering coastal and tribal areas of the State was the latest development. During the 12th Plan up to 2015-16, the scheme assisted 5.13lakh beneficiaries.

38. *Kisori Sakthi Yojana*. This is a centrally sponsored scheme with the objective to improve the nutritional status of adolescent girls in the age group of 11 to 18 years by using the platform of ICDS. The activities proposed are vocational training to adolescent girls, health and nutrition day celebration including health clinic activities, monitoring and evaluation at different level, orientation, etc. During the 12th Plan up to 2015-16, the scheme assisted 10.61 lakh adolescent girls.

#### *Labour & Labour Welfare*

39. *Saranya Scheme*. This employment scheme for the destitute women is a scheme for uplifting the most backward and segregated women in the State, namely widows, divorced, deserted, spinsters above the age of 30 and unwedded mothers of Scheduled Tribe. Under this scheme interest free bank loan up to Rs.50, 000 with a 50 per cent subsidy (maximum Rs.25, 000) is given for starting self-employment ventures.

*CHAPTER 2*  
*BACKGROUND*

40. The framework for an inclusive public policy and planning can be located in the Directive Principles of State Policy itself which holds that ‘the state shall strive to promote the welfare of people by securing and protecting as effectively as it may, a social order, in which justice-social, economic and political-shall inform all institutions of national life.’<sup>1</sup> It was the culmination of varied popular movements at regional and national levels in the pre-independence era to define citizenship and nationhood. These included diverse voices of women. In the early post-independence years, several innovative institutions that determined public policy and national budgets, such as All India Handicrafts Board and co-operative marketing, the Central Social Welfare Board, a kind of early form of public – private partnership (promoting welfare through voluntary agencies), were set up owing to the efforts of nationalist women leaders such as Kamala Devi Chattopadhyay and DurgabaiDeshmukh. However, women’s role was perceived as ‘social’ and ‘welfare’ in the Five-Year Plans for long, until 1981, in the Sixth Five Year Plan when a breakthrough was made.
  
41. It was only post 1975, with the Report of the Committee on Status of Women In India (CSWI, 1974) and the ‘Women’s Decade’ (UN-1975-85), the emergence of women’s studies focusing initially on women’s work and work classification, the voices of vibrant women’s movements from developing world, through a range of platforms and lobbies, began to impact the UN system and national plans of varied countries, including India. The concepts of economic justice, rights, equality underlined the shift in focus to women from the marginalized sections and communities. Engendering public policy led to questions on nature of public policy, underlying theories of analysis, data bases. From the 1980s, women’s studies began to open up the ‘household’ for analysis. Newer studies on women’s work emerged and in the context of both global and national economic, political, social changes that affected women’s lives. A strategy evolved – representatives of women’s movement, women’s studies experts, policy makers, etc.at the national level-into a consultative process for engendering the Five-Year Plans.
  
42. However, by the 1990s, studies suggested that targeting poverty households did not have the desired impact nor did design of a scheme draw from the roles of women that gender analysis had made visible. Embedded hierarchies and embedded mind-sets persisted. Though this pointed to the need for women’s studies as a lobby, a way forward was sought. It was not just about the goals but more about what method could work and what would be the road map. It was more about voice, participation, leadership, power- to build this into the concept of equality and integrating women in the Five-Year Plans of the states to ensure economic, social, political justice through democratic processes-through local governance. In the case of Kerala, we saw a paradigm shift in the framework for development itself from mid 1990s, with democratic decentralization and the Peoples Planning Campaign (PPC), initiated by an elected government. The crisis in economic growth and the threats to the gains of social development provided the context.

43. In contrast with some of the states or at the national level, in Kerala in 1990s, strong advocacy networks, platforms or lobby to engender public policy and the planning process were lacking, although voices did exist as did a handful of gender studies experts. A state with a long history of mobilization and organization of women, working class and rural poor, in particular, witnessed a shift in both discourse and forms of organization of women, but linked with local governance. Agency shifts away from exclusive collective bargaining by workers through unions to collective social activity, e.g. Kudumbasree, neighbourhood groups and other forms of associational activities. Identities shifted beyond that of workers to that of citizens and involve a range of rights be it as women or as governmental categories such as SC, ST, with the neighbourhood and local as the axis. Conversations too are around these new forms of networks, within groups and linking groups. Notions of 'development, self-reliance, individual capacities, collective local and empowerment to address opportunities and challenges', inform both the new discourse and practice.
44. On the other hand, in the past decade, community and caste forums have also transformed, impacting the multiple identities of citizens, their life worlds and aspirations in the state, impacting women in varied ways. New social movements have pointed to historical exclusions and discriminations-Dalit's, Adivasis, coastal communities, sexual minorities, transgender, differently abled- leading to rethinking and critical analysis of Kerala's social development. Despite positive development indicators, women's low work participation rate, insecure environment and high levels of violence against women, girls and transgenders, patriarchies taking on newer forms, are among the disturbing trends. The 13th Plan is an opportunity to address these challenges, bringing to the fore voices, databases, analysis to develop concrete action points in terms of processes, mechanisms, institutions, law, and policy. The formation of a Plan working group itself on women and development create possibilities for building a more sustained consultative process and mechanisms. The seven chapters provide the bases for the same.

CHAPTER 3  
*WOMEN'S WORK, EMPLOYMENT AND SKILL DEVELOPMENT*

45. Two of the key concerns regarding women's employment in Kerala are: (a) the low work participation rates and a shrinking labour force (employed + unemployed) and (b) the nature and quality of work, especially of unorganized women workers. Both these concerns arise from intersecting gender and economic constraints that are expressed on the labour market. Gender norms create barriers to women's entry into employment, attach stigma to working women, particularly those in wage labour, and restrict the scope of women's employment largely to a narrow range of jobs. In concert with economic factors, they also shape poor conditions of work and low rates of compensation. Gender norms are often expressed in the form of rigid job preferences of women, which push them to accept being unemployed rather than enabling flexibility to take up available forms of work. Stigma is the result of patriarchy, the imperative to control women's sexuality within marriage, and has severe implications for poor and/or socially disadvantaged women who are compelled by their circumstances to take up poorly paid wage work and subject to exploitation. Jobs available to women are restricted also because employers are subject to gender prejudice in terms of not accepting women in specific 'male-identified' trades. Structural aspects of the economy have evolved out of previous policies that have failed to incentivize women's employment in the state and failed to spur a diversity of employment for women including that of manufacturing, which young educated women workers may be more willing to take up. Regulation has so far not addressed adequately the problems of unorganized women workers, resulting in high turn-out of women from such employment. Poor entry of women into employment is also an outcome of such discouraged worker effect. Public policy and interventions must be designed to address these gender and economy related constraints.
46. Though employment outcomes for women have been poor in Kerala for several decades, until 2004-05, the state had witnessed a growth in the labour force and high levels of unemployment, especially among the educated. In the past decade, however, this has seen a reversal with a decrease in unemployment alongside a decline in work participation rate. This is a matter for serious concern as it suggests that women may be discouraged and moving out of the labour force. Shrinking of the labour force could only mean that women are exiting or not entering the labour force to the extent they were earlier.

*Socio-Economic and Demographic Characteristics*

47. Within the overall decline of women's participation rate (WPR), there are differences across demographic categories, social and economic segments. Muslim women have one of the lowest WPR and the decline in WPR has been higher for marginalised communities such as SCs. The highest unemployment rates are found to be among women in the age group of 15-29. In the absence of employment, women's livelihoods are tied to marriage and women who are forced to enter the labour market in situations of social disadvantage, as widows or separated women or otherwise under economic stress. At this time they will find that their skills are devalued because of their long absence from the market. Dependence on marriage

rather than work for a livelihood makes women vulnerable to spousal and marital violence and to destitution or poverty in the face of marital breakdown. There is a need to recognize these differences among women and design policies that address the varied issues and requirements of different segments of women.

48. In depth analysis of work participation in Kerala has shown that women are concentrated in specific sectors and a narrow range of occupations within manufacturing and services. Within services women are largely in the more 'feminine' segments like health and education in occupations such as teaching, nursing or sales-work. This results in overcrowding, low salaries and unemployment. Their presence is poor in new service sectors such as financial services, business support services etc. Accordingly, there is a need to address sex based segmentation and ensure women's absorption into a wide range of employment.
49. It is well known that high levels of unemployment among educated women in Kerala is largely on account of a mismatch between expectation of educated women (and the education they acquire) and the opportunities that are available in the labour market. The bulk of unemployed women in the state are those with higher secondary and graduate education. These are general streams of education whereas jobs may require specialized skills even for higher secondary educated or graduate job seekers. Women with secondary and higher secondary education may be trained to take up technically skilled jobs such as electricians, plumbers, auto mechanics, fitters, masons and drivers, a large section of which is at present filled by migrant labour from other states. There is a need to draw more women into vocational training. The gender stereotyping of vocational skills is also an issue that needs attention. Since skill generation is one of focal area of intervention of the central government, central schemes and programs could be modified and used to suit the profiles/backgrounds of women and the requirements of the state.
50. There is a potentially large supply of women for organized manufacturing sector in Kerala, if appropriate policy measures are adopted. Even at present there is considerable manufacturing work being done by women which is largely invisible because it is in the unorganized sector. This includes the large number of women employed in the assembling units of electronics industries (run informally by religious institutions) and pickle making units for big companies. There is also the traditional manufacturing sector including cashew, coir, handloom, mat making and bidi rolling, a large part of which continues to use unorganized workers. Organized manufacturing is restricted to mostly the existing industrial parks. Organized manufacturing, despite the problems with working conditions, has a profile which would render it more attractive to women workers. These jobs are likely to draw young women with secondary and higher secondary education because they are industrial jobs considered superior socially to informal manufacturing and daily wage labour.
51. A set of skills that are in big demand in both the domestic and international market is for care sector work. The term itself refers to a wide range of skills. One set of skills are to equip service providers for the lower levels of the health sector hierarchy including nursing assistants, home nurses, elder and child care workers. There is demand from the household

sector for care workers including domestics, child and elder care workers. At present, private agencies source workers from marginalised communities in the highlands, the coast and interior areas and supply them to households. These workers are ill-trained and exploited because of the high commissions charged by commercial agencies and latter's interest largely in profit.

52. The lack of recognition of women as cultivators/farmers as compared to workers on own land or agricultural labourers, the result of a decline in women's property rights to land, creates a host of problems for women farmers. Women are not included in agricultural development committees, agricultural cooperative institutions, irrigation works and as a result, majority of women have not got the opportunity to participate, or be a part of the decision-making processes of concerned departments - agriculture, fisheries, animal husbandry departments and to voice their needs or avail the benefits of the various on-going schemes. Since they are denied membership in preference of the male member of the household, women fail to get pensions and other welfare schemes. More than three lakhs JLG women farmers cultivate around fifty thousand hectares in the State making use of low interest loans under the NABARD scheme. A number of problems arise from the fact that cultivation under Kudumbasree is on informal lease of land. In the absence of documents, Kudumbasree farmers lack security of lease-hold land, do not have documents for filing tax returns and are unable to apply for agriculture loan, subsidy, pesticide, produce procurement insurance etc. Under the circumstances, a good number of women engaged in group farming prefer to take loans from private individuals on a higher interest rate and gold loans to cultivate the land. Since land lease is informal, groups are not able to access development support of the Department of Agriculture. In Kudumbasree initiatives under the Mahila Kissan Sasaktheekaran Pariyoajan (MKSP) scheme of the National Rural Livelihood Mission, neither the Rural Development Department nor the Agriculture Department has chalked out schemes for the joint management of the women group farming. Many often women group farmers are also denied the opportunity of paddy procurement programs and they are forced to sell the crop to traders at a lower rate soon after harvest.
53. Mechanisation is used by only a minority of groups in the process of planting paddy seedlings. Further, MGNREGS scheme is used to provide workers for JLG groups for preparation of land for paddy through the LSG but expensive operations like transplanting and harvesting are not included in its ambit. Women in farm based enterprises face problems such as lack of technical expertise and training, lack of access to loans at low interest rates, access to and support services and infrastructure such as power and to the market. They also face the risk of accidents and occupational health issues. Lack of access to the official bureaucracy and other official organizations concerned with agriculture leave women farmers with little official information about policies and schemes. Majority of women are not aware of the technicalities of the different schemes that are in existence, production technologies, besides information on financial assistance. In cases of female headed households, women farmers have little contact with the development agencies of agriculture, animal husbandry, fisheries, and forests, and hence are not able to benefit from the various schemes. The same is the case with ICT; training and technical assistance needed in the agriculture and allied fields, where women also are major partners.

54. A study conducted by the Agriculture University in 2004, shows wages paid to male agricultural labour had gone up from Rs.175 to Rs.200 to Rs.600 to Rs.800, at present. The wage rate for women workers in 2004 was Rs.75 to Rs.90, whereas at present it is Rs.150 to Rs.400. It is therefore evident that the wages paid to women agricultural workers had risen only to half of the rate of what is being paid to male agricultural workers. MGNREGA which stipulates equal wages has enabled a rise in the rate of wages paid to women workers in the agriculture sector. Women who depend on daily wages for a livelihood are unable to take up farming under the JLG programme of Kudumbasree. Decline of agriculture affects these women. The need for streamlining the working time of Anganawadis, for the convenience of women farm workers is also being discussed. Studies show that women farm labourers face difficulties and health problems because of the absence of toilets at the work spot. Women suffer from diseases because of the effect of the excessive use of pesticides in the fields. Anemia and orthopaedic complaints are some of the main difficulties women labourers suffer because of malnutrition. The studies conducted by the Agriculture University show that as 100 per cent of the wage earned by women farm workers is spent on the family and children, a rise in their wage level will go a long way in bringing about a comprehensive improvement in the welfare of entire household.
55. Women are fast being displaced from the traditional occupation of vending fish owing to a host of problems. Women need to travel long distances to buy fish and sell it but often they do not find place to vend fish. Women were provided air conditioned vehicles under the "Theeramaitri" project but problems arise because of the lack of space earmarked for these vehicles. The local Self-Government bodies did not sanction permission for the women to sit in the vehicles on the road side and sell fish. Women also have difficulties in loading the fish to be sold in rural centers on to public transport vehicles owing to objections from the public. The Society for Assistance to Fisheries Women (SAF) is providing assistance on a limited scale to self-help group initiatives of women in the sector, but still a lot needs to be done. Fisheries Department nor Matsyafed, the main agencies operating in the sector have not chalked out the criteria through which women workers in the sector can get special priority in the major schemes. As women, who earn a livelihood by selling fish and catching mussels, crab and fish have been categorized as only allied workers in the sector, they do not get the benefits of the many welfare projects in the sector. Women are engaged in fresh water fish cultivation as individuals and groups in many parts of Kerala, but the schemes of the Fisheries Department do not include them or focus on them. Women in this segment are also engaged in ornamental fish farming and vending of dry fish products. But there are no major projects in the sector to sustain these activities.
56. Adivasis, dalits and those who stay on the fringes of the forests depend on forests and forest produce. If the collecting of the forest produce is excessively controlled by forest protection laws, the families who depend on these products would lose their means of livelihood. The Forest Rights Protection Policy ought to be implemented effectively. Though the marketing cooperative societies of the Forest Department assist in the sale of Non-Timber Forest Produces (NTFP), the exploitation by middlemen is rampant. Scheduled caste women who are engaged in making products from bamboo and cane are beneficiaries of the

development schemes implemented in the forest protection domain. The Forest Protection Committees, the Environment Tourism Clubs in forests, and the rearing of nurseries under Social Forestry in Thekkady, and other places are examples of initiatives that provide job opportunities for women in the segment. The tribal and scheduled caste benefit more through proper processing of non-timber forest produce and making value-added items. The Attapady Hill Area Development Society (AHADS) Project in Attappadi that include women as equal partners as men, is a model of Nature Protection /Development initiative. Though the forest protection laws like Forest Rights Act 2006 had curtailed the rights of tribals and similar sections from collecting forest produce, the recent amendments in the law have reinstated this right to them. In joint forest management system, women ought to be provided leadership roles and equal participation. No data exists that provide information on the participation of women in this segment.

### *Wages and Working Conditions in the Informal Sector*

57. The shift in the nature of work with high degree of informalisation is particularly marked among women in the state. A large section of women are in the informal sector spread across a number of occupations. High degree of informality with poor wages and working conditions characterize most of these occupations. Insights from some of the prominent sectors of women's employment in the informal sector such as sale work (mostly in textiles, jewellery shops and petrol pumps) and packing work reveals that many of these women workers are denied basic rights at the workplace such as minimum wages, over time wages, fixed working hours, rest periods or protection against sexual harassment. Conditions of work are also poor with no facilities such as wash rooms or toilets. Sales workers are often denied the right to sit even when the pressure of serving customers is light. In packing work, the prevalence of piece rate system is rampant which leads to extreme forms of exploitation. Many of these workers are on contract or casual with no protection for employment. Since working hours usually stretches to late evening, commuting is also an issue and they are subject to sexual harassment. A major issue that needs attention is their invisibility and absence from pay rolls or registers through which employers evade all labour regulations. Owing to their absence from pay rolls they are also not able to avail even the minimal social security provisions that are available.
58. This high level of informality combined with poor wages and working conditions is leading to women's withdrawal from employment. Further, many female aspirants are not willing to accept employment at the existing wages and conditions offered. Apart from the implementation of existing labour laws, new policies need to be framed to address some of these specific concerns. Employers must be made aware of the gains to be had in terms of efficiency and productivity of workers when they are treated with dignity and their rights are protected. Shops and Establishment Act and Contract Labour Act needs to be revisited and reframed to address the specific concerns of informal workers working in these occupations. Designing social security schemes for such workers should be taken up as a priority.
59. Self-employment is also an important segment of women's employment and women are engaged in diverse activities. Apart from farming and other home-based work, women are

also engaged as vendors and laundry workers. The most important issue that such workers face is the right to their workspaces. In many urban areas women laundry workers are often displaced from their workplaces as part of development of the city/town on the assurance of giving alternate spaces. The temporary spaces provided are unusable and no alternate spaces are provided in many cases, which have affected these women's livelihood adversely. There is a need to recognize and protect women's right to work and workspaces.

60. Women who earn their livelihood by selling vegetables, fish and other items are under constant threat of eviction. Apart from low income, insecurity of earnings and sexual harassment, insecurity of place of hawking is the most critical issue. In the event of any license to occupy streets or other public places, they are often at the mercy of local politicians and musclemen and a considerable share of their earnings goes as bribes or 'protection money' to these intermediaries. These women are also subject to harassment by the police as well as local men due to their vulnerability. Apart from the implementation of Street Vendors (Protection of Livelihood and Regulation of Street Vending) Act, 2014, forming of female vendors cooperatives may be explored and wherever such cooperatives are already in existence state support for mechanisms to strengthen these should be taken up. Since many women vendors are dealing with perishable goods, access to cold storage facilities could also help in addressing distress selling.
61. In the absence of any data on the number of informal sector workers and the issues of women in different sub- sectors, a comprehensive survey of women in the informal sector is suggested.

#### *Declining Ownership of Land and Other Assets Bases among Women*

62. Since Kerala had a history of matrilineal system of inheritance among a section of population, it is often thought to have a relatively egalitarian ownership of assets. However, in reality this is not true. It is evident from the available micro level studies that ownership patterns are changing and women have less control over assets. *Ownership of assets does affect economic decisions of women, especially self-employment and is an important variable that impact labour market outcomes.* Lack of property rights on agricultural land can lead to multiple issues which has been dealt elaborately in the section on women in farming. *Measures such as reduced or waiving of stamp duty for purchase of land and houses in the name of women could serve as an incentive as well as help in addressing the growing inequality in the ownership of assets.* Since there are no reliable data on ownership of assets in the state, it is imperative to conduct a survey of ownership of land and other assets in line with the 2010-11 Karnataka Household Asset survey. Since indebtedness among women is a growing issue in the state, especially among the poor, the survey should also capture indebtedness.
63. *Reproductive work role on women is perhaps more emphasized in Kerala than elsewhere* with the demand being made on them to provide full time domesticity especially when their children are young. This reduces women's ability to enter the labour market. There is pressure on women individually to be at home to take care not only of their small children but also to keep an eye on adolescent girls for fear otherwise they may come to harm. Reproductive

responsibilities bring pressure on women to compromise on their commitment to the labour market. Privatisation of health care has also increased the burden of care work of women. Women come under pressure to take leave often and to ensure their domestic responsibilities are taken care of before going to work thus giving the impression that they are not fully committed to the labour market. Working away from home in overseas contexts or in full time jobs in other states and cities provides women with the opportunity to commit more fully to the labour market. They cannot be detained at home when reproductive responsibilities arise. The Nordic countries are a good example of extensive child care in the public sector which has enabled the participation of women in paid employment and raised the levels women's employment to among the highest globally. There is a need to reduce unpaid work burden of women through provision of crèches, institutions for care of the elderly etc. In the context of poor data on women's unpaid work and its various components, there is a need to conduct specific surveys to capture the various dimensions of unpaid work and its interaction with women's labour force participation.

64. The increased public visibility of women through the Kudumbasree program may have brought about a sense of complacency about employment, which is not warranted. The continued decline in work participation in Kerala in the past decade questions the claim that the much publicized 'self-employment' initiatives under the Kudumbasree program have generated substantial employment. The Kudumbasree program limits women to participation in paid work to a supplementary position within the family and to low income and less skilled forms of work – self-employment mostly in small manufacturing or on leased farmlands. Accordingly, there is an aversion among young women to be part of the scheme. To cater to the requirements of the young and the better educated, there is a need to design specific programs, whereby skill development alongside employment could be achieved. The existing framework of the Kudumbasree program does not promote productivity enhancing enterprises. This is corroborated by the evidence that three well known types of 'successful' Kudumbasree schemes are in lease-land farming, nutrimix manufacturing and IT. These have proved to be sustainable and provide reasonable returns but the reasons are not far to seek. Nutrimix has built-in subsidies in the form of raw material that are made available at lower costs and a captive market from the state. The IT scheme too has a captive market. Agriculture draws upon conventional skills. In all these schemes, women put in their own labour and there is no supervision by male strangers or outsiders. This and the fact that Kudumbasree is a government program give it a veneer of respectability and allow it to avoid stigma. Even so, if labour costs were accounted, the returns from these schemes would be in question compared to returns from wage work on the market.
65. Further, barring lease land farming, which may be able to expand because of the increase in uncultivated land and the legal cover for leasing to Kudumbasree units, there are clear limits to how much the other schemes can expand unless they are able to operate on the terms of the market. Among the cohort of women who form the bulk of owner/workers in Kudumbasree – from the not too poor but also not affluent families - there is stigma on entry into wage labour market because women would need to work in mixed sex

environments and under the supervision of male employers/supervisors. This is the reason for why they persist in less profitable occupations. Further, an audit of the number of failed micro enterprises based on loans from commercial banks would uncover the scale of financial losses incurred by poor women because of lack of adequate training and preparation.

### *Internal Migration*

66. Migration which is an important source of livelihoods in Kerala is restricted for women. Gender norms limit women's mobility to take up employment while women are seen to achieve mobility through marriage, when they move from one normative state in the life cycle to another. Despite this, women from Kerala are part of various streams of interstate migration, intra-state migration and international migration. Increasingly such migrations are for employment. Important clusters are fish processing workers from the state who work in other coastal states but also as migrants within Kerala, domestic workers who are brought from the poorer regions of the state to the cities by commercial agencies and nurses who work across the country and across the world. Establishment of working women's hostel across the state is a requirement that can support women who move internally. There are major issues of remuneration and working conditions in each of these segments. There is also emerging information about migration of women workers from other states to work in Kerala as domestic workers and in organized manufacturing. Is this a strategy to circumvent the higher wages demanded by local women? Little is known about these workers at present and there is need to generate information.

### *International Migration*

67. Women are only about 15 % of migrants and only 25 % of women migrants are workers. However, at present, less skilled overseas women workers face severe problems arising from a restrictive emigration policy. As they are poorly trained and must pay a high cost for accessing overseas jobs, they are unable to access the more remunerative overseas jobs and their returns are reduced by the need to repay huge loans taken to finance their journeys. Policy has also rendered overseas migration of less skilled workers invisible and on account of this there is little understanding about their contribution to remittances. Indeed, remittances are believed to be largely from male workers and policy support too has gone to this segment of workers. Further, remittances from male workers must be seen also in terms of its cultural and social components. It is not adequately recognised that remittances mediated the transformation of women into a new status category. Even in economic terms, the effects of remittances have not been studied substantively enough. While it is recognised that remittances altered the overall supply of Malayalee workers by enabling them to wait longer for better opportunities, the transformation of supply in gender terms has not been given its due importance. Remittances have been a key factor since the 1970s in advancing the ideal of male provider family and have contributed centrally to altering power relations within households. As remittances are earned largely by younger men, it has altered power relations in their favour pushing older people and women into a category of dependents and rendering them vulnerable.

### *Migrant Domestic Workers*

68. Migrant women domestic workers who go out of country do not get much attention when the rest of Kerala talks about the problems of the migrant workers and their remittances. The Pravasi organisation and NORKA have been created to reach out to migrant workers and safe guard their rights but the women domestic workers do not find a space in these organisations or deliberations for various reasons.
69. The demand for domestic labourers is on the increase both within India and in several other countries. This indispensable yet unrecognised and invisible labour force is vulnerable and subject to abuse. SEWA-Kerala conducted a study on the emigration route from Kerala to the Arab countries, the problems of migrant labour in domestic work, the nature and extent of abuse with a view to ascertaining whether these workers have been victims of trafficking for labour exploitation as defined in the Palermo Protocol. The study revealed that the need for money to meet present day exigencies is the major push factor for women, particularly widows and single mothers. Despite the existence of informal networks that assist migration to the Arab countries, the majority of migrant workers depend on agents to facilitate the process and pay them large sums of money as service charges. The large majority of these women are ignorant of official emigration requirements and many unwittingly become illegal migrants.
70. Various loopholes in existing emigration procedures and lack of coordination between the Ministries of Indian Overseas Affairs (MOIA), Home and External Affairs have encouraged unregistered agents to exploit the legislative anomalies and the ignorance of potential migrants for monetary gain. These agents have succeeded in creating an efficient mechanism to not only facilitate illegal emigration through a process called 'pushing' but also to assist workers who get trapped in the process to return home through what has grown to be called 'the embassy'. This has given them greater credibility in the eyes of workers who thus prefer to choose the informal rather than the formal channel for emigration.
71. As a result of this, emigrant workers are prone to different kinds of abuse and even to forced labour both during the emigration process as well as at work. Besides, Arab citizens also make profit from immigration by issuing 'free' visas, thereby providing further scope for illegal transactions. Further, as the Arab countries do not recognize domestic workers as workers, they have no recourse to grievance redress from the labour establishments of either the host country or their country of origin.
72. Lured by better prospects and hoping they will not be the unlucky ones, women tend to play down the difficulties and hardships they face abroad. A few more vocal ones advocate for government intervention, for instance, by creating an appellate body for grievance redress. There are several semi-government institutions and NGOs that reach out to emigrants in Kerala .However, only a tiny percentage of these workers either know of or belong to them.

Those more aware of their rights express the need for emotional support and a shelter in case of need.

73. Various anomalies within the existing legislative framework lead to impunity in cases of abuse of these workers. The Emigration rules for domestic workers state that they require emigration clearance and that they should be at least 30 years old. Such discrimination in relation to domestic work creates a stigma, is discriminating on grounds of gender and provides scope for exploitation both during recruitment and at work. The employment of minors as domestic workers is still common practice in India despite the inclusion by the Government of India (GOI) of this occupation in the list of hazardous child labour (2006), prohibiting it for boys and girls under the age of 18.
74. The study revealed that the majority of migrant domestic workers are victims of trafficking and forced labour according to the international definitions of these crimes. Unfortunately, domestic law in India lacks a comprehensive definition of trafficking which the present Immoral Traffic (Prevention) Amendment Bill of 2006 also fails to remedy. Although the GOI has developed an Integrated National Plan of Action against trafficking and is taking steps to put some remedial measures in place in the form of Integrated Anti-Trafficking Units and Anti-trafficking nodal cells, a more comprehensive legislation on labour trafficking is the need of the hour.
75. Serious efforts are required on the part of the government to plug loopholes and punish corrupt practices particularly in existing control mechanisms. Worker-friendly measures in raising awareness and providing shelters and hostels will go a long way in minimising trafficking for domestic work.
76. The National Domestic Workers' Policy, which is now before the ministry for approval, is a comprehensive document which highlights measures to safeguard the rights of domestic workers and provide social security for them in accordance with the ILO Domestic Work Convention, 2011 (No. 189). It could eventually lead to the framing of comprehensive legislation on domestic work. Worker-friendly, gender-sensitive bi-lateral arrangements with host country governments could also facilitate decent and safe migration for women workers.
77. Documentation of case studies of returned migrant workers public hearings were held by organizations such as SEWA on the problems such workers face so as to bring their issues before the Government and to make migration for such workers safe and decent. Identifying such workers is not an easy task and getting them to talk about their experiences is even more difficult as the majority of them have not told their families the real stories of their experiences.

#### *Recommendations*

78. The Overseas Development and Employment Promotion Consultants Ltd (ODEPC) may consider starting direct recruitment and placement of less skilled women workers including

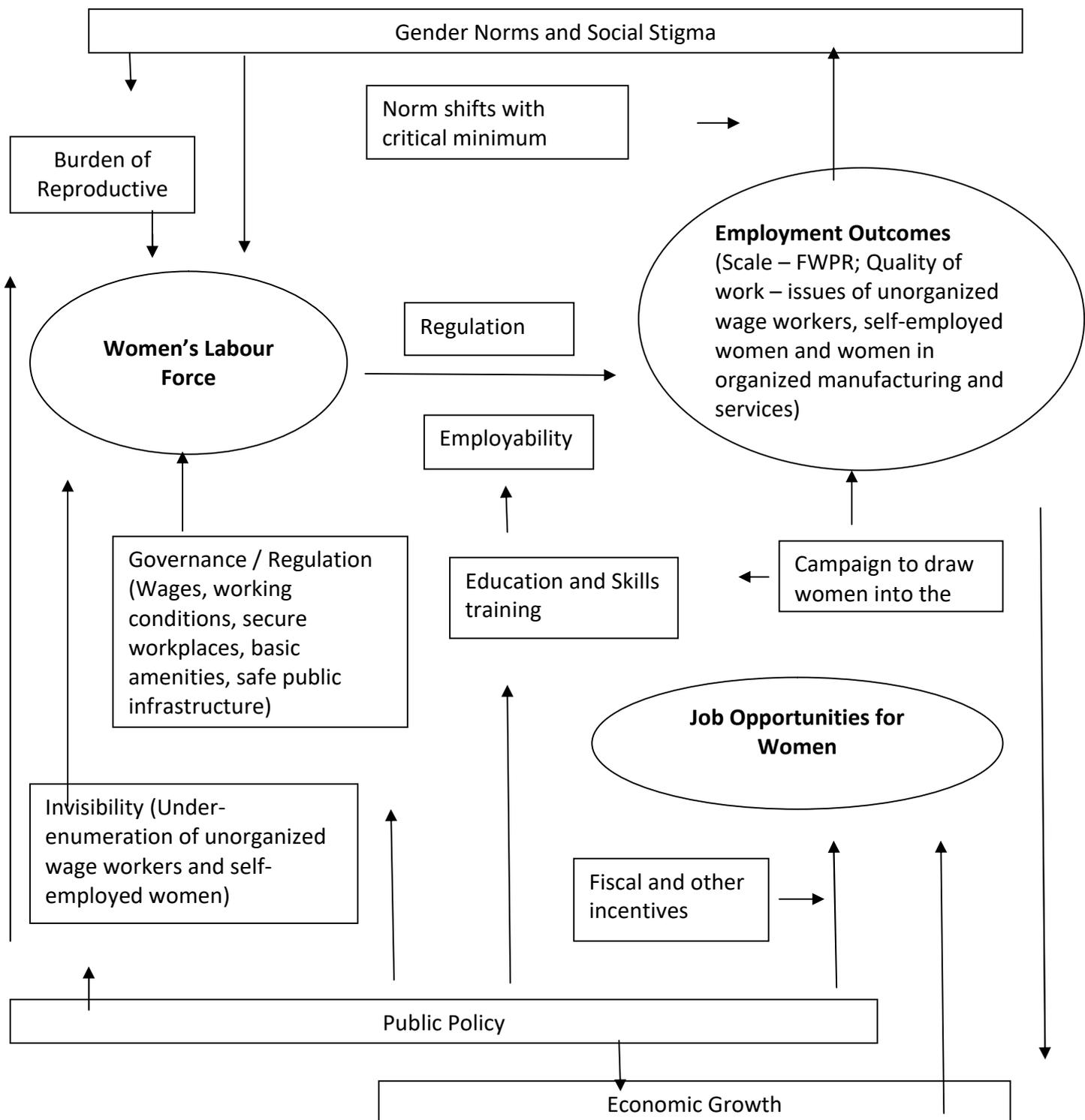
housemaids & domestic workers in association with authorized agencies in the destination countries. Just this single step would go a long way to improve the public profile of emigrant domestic workers and reduce the stigma they are currently subject to.

79. NORKA ROOTS may consider undertaking sustained awareness program targeted at migrant sending areas about migrant workers' rights including the wisdom of depositing copies of documents at home before departure, right to free tickets and visas, minimum wages and working hours in each country and make support facilities available to Indian citizens who may find themselves in distress, contact numbers of Indian embassies, NGOs running shelter homes in destination countries. To spread awareness they could think of starting information desks at LSG offices in sending areas involving Kudumbasree or with NGOs with wide reach within the community.
80. NORKA ROOTS (Non-Resident Keralites' Affairs Department) and MOIA should formulate a framework for recruitment of less skilled women workers by authorized recruiting agencies who at present do not recruit these workers and motivate them to recruit them. One of the reasons that authorized recruiting agencies are not interested in less skilled women migrants is that the commission prescribed by the emigration act is ridiculously low. This must be addressed in a reasonable manner.
81. NORKA ROOTS should set up appropriate skill and language training programs in association with organizations like KSWDC and adopt steps that ensure that these programs reach aspiring women migrants. One way of doing so is to include returnee women as resource persons in these programs. Many returnee women speak excellent Arabic and such inclusion would not only provide an employment avenue for them but would also do wonders for their dignity and self-respect.
82. NORKA ROOTS should ensure that pre-departure training programs are conducted in such a way that they reach the people who need them. The programs should be conducted in regions and localities from where large numbers of women migrants are going overseas. Many of these areas are easily identifiable – For example, Beach road and Kuttichira areas in Kozhikode, Shangumukaham, Valiathura belt and Puthenthope, and Karimadom colony Trivandrum. The programs should be conducted by organizations like SEWA or other local organizations in association with the panchayats. The Kudumbasree network may be used to reach out to women aspirants.
83. Most of the time women go with the help of 'travel agents' who are unorganized and who act directly or have links with sub agents working in the urban and rural areas and serving to mobilize aspiring women workers. Some of them are fly-by right operators out to exploit the aspirants and keen only to make a quick buck. It may be better to attempt to bring these networks within a legal framework by encouraging them to conform to certain standards of recruitment than to simply clamp down on them, which would only motivate them to work clandestinely as long as there is demand and supply.

84. The LSG mechanism may be best placed to regulate these agencies. Travel agents and sub agents working within their jurisdiction may be registered by the LSG.
85. The LSG may also be required to register migrants and keep a copy of documents so that they may be retrieved if they are lost or confiscated by the employer overseas.
86. Necessary Rules should be framed and made applicable to all the local bodies in Kerala for registering the cases of migration (even if it is through illegal channels). The register to be kept in such local bodies should contain details of the immigrant including name, address and phone number and Aadhar number; similar particulars of the Agent, to the extent available, amount paid to the Agent for passport, visa and incidental expenses, amount collected by the Agent towards his fees, country of destination, passport and visa particulars, etc. Maintenance of such a register would be helpful to catch the culprits and to provide relief to the victim in case the immigrant faces exploitation or difficulties abroad or even while she is in India awaiting emigration.
87. The Government of Kerala should pursue with the Government of India to strengthen the Indian Embassies to serve the legitimate needs of the most vulnerable segment of women migrants. They may be required to have separate cells with specially designated staff to serve these needs.
88. NORKA ROOTS may consider starting shelter homes in association with individuals or NGOs in the destination countries that women may approach if they find that their rights are being violated. At present women run away and look for work as undocumented workers and expose them to risk. If these shelter homes can help 'run away' women to gain a 'release' from the employer (which is possible) and get a new job in a legal manner, women will be motivated to approach them and not remain as illegal migrants.
89. Compulsory payment of salary through bank accounts is already available in some countries. In these countries at least, where there occur cases of salary not paid, there will be evidence of the same and shelter homes may interface with the Indian Embassy in the case of 'run away' workers to hold the employer accountable. Workers may be encouraged to directly approach the Indian embassy with complaints where they exist.
90. The Govt. of India should be moved through the Govt. of Kerala to improve the nature of functioning of Indian Embassies abroad especially in the Gulf countries. The necessary modalities like giving of wrist bands to such immigrants for continuous tracking and for reaching help to them whenever required should be learnt and implemented. In Kuwait where there is the largest contingent of women domestic workers and the largest number of complaints, the Embassy may consider remaining open overnight during the weekend to attend to distressed women who are forced to run away.
91. A special team in all Embassies where number of such migrants is high may be set up for rushing help to such immigrants as and when necessary. This special team may also come to the aid of immigrants who get involved in police case or Court case.

92. It should be ensured that all immigrants are provided with wrist bands, cell phones and SIM cards (on payment) so that they will have no difficulty to contact relatives and help desks in case of need. A list of emergency numbers should be provided to all immigrants. Provision should be made to ensure that inspecting officials abroad look into the question whether these facilities including availability of copies of travel documents with the immigrants are actually made available by the employers.
93. Migrants and aspiring migrant women must be made aware that they can file a case against an agent who has cheated them, exploited or harassed them in the Gulf countries or here. Legal aid may also be made available and women may be made aware of the same. Some women have filed cases against agents who have cheated them but there is need for widespread awareness.
94. An impact study of the existing provisions for the protection of less skilled women migrants must be done in order to see whether they are serving the desired ends or merely serving to increase illegal migration.
95. In short, every possible action may be taken to ensure that such immigrants who have gone there only to earn a decent living are made to feel secure and safe in foreign lands.

Figure 1 Framework



96. There are limits to addressing gender norms and stigma directly. But policy measures and schemes that are direct expressions of conservative gender norms must be avoided such as welfare provisions / loans to support marriages of women. Further, the global experience shows that when critical minimum level of women's employment is reached it serves to

change the norm from one that mandates domesticity to one that privileges employment (link between employment outcomes and gender norms/ stigma in Figure 1). Thus, concerted multipronged measures that promote women's employment at all levels of education and the class structure are necessary to bring about a change in the norm.

97. The size of the female labour force (on the right of Fig 1) is influenced directly or indirectly by gender norms and stigma. Gender norms that mandate full time domesticity have a direct effect as it would prevent women from taking up employment. There are indirect effects through the burden of reproductive work and because of fears of safety and security of women workers. Fears of women's safety and security arise on account of the lack of safe public infrastructure including transport and the lack of secure workplaces and take a toll on women's labour supply. Poor governance, the lack of implementation of regulation and the lack of safety in the workplace subjects working women, particularly unorganized workers whether they are in the organized or unorganized sectors, to severe forms of abuse and exploitation. They lead to reduction in the already meager earnings of groups like street vendors because they may have to pay extortion money to informal protection groups. Invisible unorganized women workers who work in the home or because they lack rights in their workplaces (such as street vendors or itinerant fish sellers) must be brought within the net of regulation and receive attendant benefits. To create an environment that is sensitive to women in the public domain of employment it is imperative to provide:
1. Equal opportunities for employment
  2. Fair and equal conditions of work
  3. Secure and safe workplaces especially for unorganized workers including basic amenities
  4. Provide good quality child care by upgrading the Anganwadi system so that a neighbourhood based child care facility is available and creche facilities in workplaces where it is legally mandated.
  5. Improve governance through the provision of public infrastructure for transport of workers and basic amenities
98. The unemployed status of women may be an outcome of '*unemployability*' because skills depreciate and may be rendered redundant after long years of waiting for a job. Even when women have the required education and skills, labour market discrimination and stereotyping can be barriers to their employment. As figure 1 indicates, to bridge the mismatch between expectations and available jobs and to make women employable, there is the need to develop appropriate skills. There are many skill sets that women with higher secondary education may be equipped with through training. Some of these may be unconventional for women like that electricians, plumbers, fitters and other technicians but they must be promoted through a proactive policy. Thus, Figure 1 shows that the link between women's labour supply and employment outcomes is mediated by employability and women must be made employable through policy intervention in skill development. It is imperative to find ways of proactively drawing women into employment. This would have a long term impact in terms of value addition of being employed and exposure to the public domain of work. The challenge of employment in Kerala is three-fold:

1. Ensure fair and equal conditions of work such as wages, working hours. Provide basic facilities for working women and enabling them to access rights, particularly among unorganized workers where laws regarding wages and working conditions are circumvented
  2. Dovetail the skills of the unemployed and emerging employment seekers to suit the jobs that are available on the market through appropriate training and orientation
  3. Create new jobs in areas that Kerala has failed so far in particular in organised manufacturing which would meet the profile of a large segment of educated women job seekers.
99. On the demand side, as figure 1 shows job opportunities for women are a function of public policies as well as economic growth. Public policy must be used to incentivize women's employment. So far there has been a major deficit in this kind of policy and indeed, it may even be said that public policy has indirectly disincentivised women's employment by resorting to protectionism. The significance of women's employment outcomes can be seen from the links between it and gender norms/stigma on the one hand and economic growth on the other hand. Increase in women's employment to a critical minimum level could serve to alter the gender norm and make it favourable to women's employment. Increase in women's employment also contributes to economic growth.

#### *Policy Links*

100. There are five sets of policy links shown in Figure 1, which indicate the need for proactive interventions in five areas:
1. To address the burden of reproductive work by providing quality child care services in the public sector that women will be motivated to use
  2. To address issues of regulation and implementation of measures to protect women wage workers including against circumvention of minimum wages and implementation of decent working conditions.
  3. Interventions in governance to provide safe public infrastructure including roads, transport, basic public amenities to draw women into the public domain.
  4. Provide employment-linked components in the general education system, draw women into the vocational training segment and provide and circulate information about skill development schemes to address the mismatch and to provide skill development and enhancement facilities to overcome redundancy
  5. Use fiscal and other incentives to motivate employers to generate more and better job opportunities for women
  6. Have a campaign to draw women into available jobs by sending out a strong message that existing opportunities such as in technical services (electricians, plumbers etc.) are opportunities suited to women and giving publicity to job opportunities that women may apply for. The public sector could lead the way in employing women in unconventional jobs.

## *Schemes / Interventions*

### *Burden of reproductive work.*

1. Upgrade and modernise the *anganwadi* system with quality physical and social infrastructure to attract children from a range of income categories.
2. Expand the coverage of *anganwadis* to provide for drop in centres for adolescent girls after school with a library and electronic resources as well as tutors to guide them.
3. Fees may be introduced in accordance with the class structure of users in such a way as to benefit (and not deprive) poor families.
4. The LSG may be the appropriate agency to regulate and monitor the system and to determine user charges depending on the income class of families and must subsidize the poor. Monitoring must ensure that service provision is such as to make it attractive. Remuneration beyond a small basic may be subject to scale of use and therefore the fees that are collected. This is a measure to ensure accountability of staff.
5. Private sector involvement within a sound regulatory framework and accountability to the LSG may be considered.

### *Unorganised woman wage workers.*

1. Implementation of Minimum wages and revision of wages every 5 years as stipulated under the Act.
2. Regulation of working conditions such as working time, overtime, rest periods, leave etc.
3. Facilities for safe commuting after work hours
4. Revision of Shops and Establishment Act, Contract Labour Act
5. Provision of facilities such as toilets, rest rooms, etc.
6. Access to crèches
7. Social security schemes
8. Women's Welfare Centres for unorganized workers attached to industrial parks where they may seek information, counseling and maybe even health services

### *Self-employed women in the informal sector.*

1. Access to credit
2. Ensuring Right to work spaces and livelihood
3. Access to Social security schemes
4. Warehousing and cold storage facilities for women vendors
5. Implementation of Street Vendors (Protection of Livelihood and Regulation of Street Vending) Act
6. Setting up female vendors cooperatives

### *Organised Manufacturing.*

1. Set up Industrial parks with residence facilities to draw in women from the suburbs and rural hinterland. The state government's industrial policy must pay attention to ways of creating a manufacturing sector that could fruitfully diversify demand for employment.

2. Provide fiscal incentives to employers to set apart employment specifically for women.

*Women in Services.*

1. Provide specialized training for women to work as bare foot fitters and other kinds of technicians and as care workers under the aegis of the public sector with a wide information campaign.
2. Set up a facilitation / co-ordination mechanism using the e-commerce platform for women who are willing to provide services as fitters and other technicians. It is necessary for some proactive measures in the initial stages to encourage women and incentivise these jobs with assurances of security and good earnings but also government mediated facilitation/co-ordination. This could be done on the model of the She-taxi scheme formulated by the Gender Park which may be suitably improvised and the e-commerce platform used to usher in transparency. Monitoring of service providers through a call agency attached to the facilitator should provide a sense of security.
3. The Gender Park could provide training and start a placement agency on the model of the Red Cross for care workers. Government facilitation is useful because it would embolden women to offer themselves for jobs. There is demand from the sizeable tourism industry and routine demand from domestic customers for services that nurture, shape and invigorate the 'self' such as beauticians, tailors, ayurveda masseurs, spa workers, yoga instructors. In the business sector as well as in the social sectors, there is demand for reliable security personnel, cleaning staff and ayahs, which is another area where with reliable and trustworthy facilitation and co-ordination using e-commerce women could be encouraged to enter.

*Women in Agriculture.*

1. *Women beneficiaries of agricultural and allied schemes.* At least half the beneficiaries in the mainstream development programs of in agriculture-allied department should be women. At least 30 per cent of the project fund in agriculture and allied sectors in the State ought to be earmarked for providing the means of agriculture based livelihood to women farmers.
2. *Mandatory registration of women farmers/fisheries and forestry workers.* Registration of workers in the respective offices in the Local Self-Government must be the basis of access to information about projects / credit and other schemes, trainings and new technology on a timely basis and to enable them to access welfare benefits.
3. *Access to Credit.* Special loan schemes may be considered for women farmers to make farming sustainable and draw women into it.
4. *Provide marketing facilities for the farm produce.* Set up industrial incubation and marketing centres at the block level under the aegis of Local Self-Government Institutions to ensure marketing and processing facilities for the produce of women farmers.
5. *Introduce support price and co-operative marketing avenues.* for products cultivated by women farmers with the objective of encouraging them. Institute government procurement of paddy grown on Pattam land. Women must be included in Dairy cooperatives and must get access to higher prices for milk.

6. *Measures to enable access to land for cultivation.* Take steps to ensure that land lying fallow under different Local Self-Government Institutions is brought temporarily under land pool and allotted to women groups, particularly from landless sections.
7. Bring about suitable changes in the co-operative institutions' membership policy so that women in agriculture and allied sectors can be made members and women farmers who do not possess land too can be beneficiaries of farm support programs.
8. Local Self-Government Institutions must make suitable arrangement and enlist women as members in committees with equal representation to make sure that they are getting the irrigation benefits from public water bodies (ponds, canals, streams, rivers) in the panchayats.
9. *Insurance Scheme for women agriculturists.* Women who earn a living through agriculture must be compulsorily brought under Government –sponsored insurance schemes.
10. *Processing and marketing facilities for forest produce.* Introduce training and processing facilities to encourage women engaged in earning livelihoods from collection and sale of NTFP.
11. Include women perspectives in legislations, policies and laws that relate to natural resources, forest rights, biodiversity conservation and seed protection.
12. *Agriculture Research, Education and Women friendly technologies.* Research Institutions must be directed to evolve technologies suited for agriculture and health issues associated to women's livelihoods, besides making sure that 30 per cent of the funding for research activities is earmarked to benefit women. Gender perspective in agriculture and empowerment of women in the farm sector ought to be compulsorily included in the curriculum of universities in the agriculture field (agriculture, veterinary, fisheries).
13. Periodic studies must be conducted from the panchayat level on the status of women in agriculture
14. The objectives and allocation for promoting equal participation of woman and men on gender based economic objectives and project achievements must be separately and individually stated in the plan budget statements of different agriculture departments and institutions, major project implementation reports, and other evaluation reports.
15. Introduce Criteria for evaluating gender impact of development programmes in agriculture and allied sectors. Issue Joint land ownership and Kissan credit card for men and women farmers

#### *Fisheries.*

1. The special vehicle system now available for women in Thiruvananthapuram District for selling fish ought to be extended in other districts too.
2. Fish vendors must be provided secure space for vending fish.
3. Women, who earn a livelihood by selling fish and catching mussels, crab and fish have been categorized as only allied workers in the sector, do not get the benefits of the many welfare projects in the sector. They must have access to benefits.
4. Fisheries department must include women are engaged in fresh water fish cultivation as individuals and groups in many parts of Kerala in its schemes for the benefit of fish workers.

5. There must be projects for the welfare of women in this segment are also engaged in ornamental fish farming and vending of dry fish products to enable them to sustain this activity.

#### *Migration.*

1. There is a need to create supportive policy environment for women's migration. Establishment of working women's hostel across the state is a requirement that can support women who move internally.

#### *International Migration*

1. Facilitation of international migration by government agencies and specialised training for these workers in skills and language would invest this work force with the dignity they deserve as labour.
2. Information regarding emigration procedures to be made available at the local level through the LSG networking with NORKA
3. To achieve this end Gender Park as part of their expansion plans must think about setting up a public sector training and recruiting agency for women workers especially in care sector work.

#### *Education and Skill Development*

101. It has been recorded that women's literacy and education rates in Kerala are progressing ahead of national averages. Male-female gap in literacy rate in Kerala has been declining at higher rate. For instance, in 1951 Male female literacy gap was 21.9 % and in 2011 it is only 4.04%. Kottayam district with 1.5% has the lowest gender gap in literacy and the district of Kasaragod has the highest gap in literacy, 7.8%. Among Scheduled Castes population in the State, the Literacy Rate is 88.73 and female literacy rate is 85.07. The total Literacy Rate among Scheduled Tribes is recorded as 75.81 and the female literacy rate as 71.08
102. The turnout of Muslim girl students, who were lagging behind in certain geographical areas of the state due to certain socio-historical reasons, is steadily on the increase in educational institutions of varying nature. The new mind-set of the community is visible in qualitative improvement in education for girls. Muslim girl students score high in SSLC/Higher Secondary/VHSC examinations and entrance tests for professional courses. But additional help and support is needed for Muslim girls from poor economic backgrounds and ensuring higher education options within their reach are important measures to encourage women's enrolment in education. 'Statistics collected in connection with the study from areas in and around Calicut with Muslim concentration of population supports this picture. The overall State picture in 1989-90 showed that there were 6.51 lakhs Muslim girl students in Kerala schools which represented 23.42 % of the corresponding population of school going girls. At LP level, it was 27.60%, UP level 27.78% and high school level 17.79%. These figures (except high school figures) compare favourably with the state Muslim population level (24.7%)

## *School Education*

103. Enrolment rate of children in primary, upper primary and high school is also high and remarkable with lower dropout rates of 0.34% in general. During 2014-15, the number of girls enrolled in lower primary, Upper Primary and high schools are 181331 (49.49 %), 163065 (49.33%) and 224882 (48.70%) respectively to the total enrolled. The total percentage of enrolment of girls for lower primary, higher primary, and high schools was 49.13%. Boys outnumbered girls in all the districts, except Wayanad, Thrissur, Eranakulam, Kottayam and Kollam
104. The percentage of women teachers working in schools (government, aided & unaided) also shows a higher percentage compared to national averages. Percentages of Female teachers in Lower primary, Upper Primary & High schools are 68.80, 72.19 and 82.40 respectively. The school education system presents a positive picture in terms of accessibility, gender equity in enrolment and affordability through public funded government & aided schools network.
105. The quality in teaching & learning, growth of unaided or self-financed schools, influx of communalization of education through schools run by various religious sects, increase of private costs in education and over emphasis on competitive examinations (entrance tests) are posing challenges to the above said characteristics of universal access, gender equity and affordability of Kerala's educational system. Lower rates of enrolment and higher rates of drop outs among tribal communities from various parts of the state is an important concern to be addressed through specially designed policies and programs. Differential patterns of access, enrolment, class room experiences and dropouts of marginalized groups and communities also needed critical scrutiny, since many of the marginalized communities and groups still show educational backwardness. The available data base with government is not adequate to reveal these complexities.
106. At present, schools are generally not sensitive towards students with disabilities. Special focus should be directed at developing a policy on 'barrier free education' in schools with disable friendly infrastructure, teaching/learning aids, financial assistance and sensitization programs for all students and teachers on disability rights. Girl students with disabilities in adolescent age group need special attention for their special needs.
107. Education department and Local Self Government Institutions can take an initiative to provide gender friendly infrastructure with enough number of toilets with running water, sanitary pad disposal facilities and rest rooms.
108. Learning gender roles and hegemonic patriarchal practices are to a great extent from schools. Ensuring gender sensitive syllabus, class room practices and extracurricular activities like, indoor and outdoor games, exercise sessions, cultural activities are important to be part of the curriculum. Introducing lessons related to gender equality in primary, upper primary and high school text books and organise trainings for teachers must be done. Dress codes (related to school uniforms), seating arrangements, play areas, mobility, library usage etc. are to be regulated with gender equitable norms and regulations. School

counselling services are to be strengthened. A big question regarding all these activities would be how to include aided, unaided and self-financing educational institutions?

### *Higher Secondary Schools*

109. Higher secondary education system in Kerala is still struggling with many of its initial problems. Challenges are many-sided, ranging from developing competent curriculum, teachers, infrastructure, regulations, staff fixations and managing various interest groups and concerns. Being a new area of education, an inter-mediate stage between school and university system, this sector needs a total review of its status that leads to policy designing and enactment.
110. Analysing the enrolment of students in higher secondary schools, 52 % are girls. Out of which the highest number of students enrolled are from Malappuram district which is almost 15% of the total girls enrolled and the least number of students enrolled are in Wayanad district- about 2.4%. As per the enrolment details of students in Vocational higher secondary schools, girl students are 46.68% to the total students enrolled. Out of which 8.7% are SC students and 1.03% are ST students. In districts namely Kasaragod, Kozhikode and Malappuram district, girl students outnumbered boys.
111. In higher secondary and vocational higher secondary schools, percentage of girls is high. Introduction of higher secondary schools in almost all panchayats helped to open up possibility for girl students to continue their education after high school. Earlier availability of colleges in their native places after high school was rare and many girls could not continue their education. This also helps to reduce the rate of minor marriages in certain areas. Since this age group is important for girls in taking decisions or getting opportunities to develop their potential for higher studies or employment, special focus should be given to academic training and skill building.
112. Infrastructure facilities of many higher secondary schools, especially in government and aided schools are very poor and not adequate to cater the basic needs of the students. All the girls are in the late adolescent stage and they need good facilities to upkeep menstrual hygiene and other physical needs. This should give special importance.
113. Some attempts are made in introducing lessons or topics related to gender equality/rights. This should be strengthened. A compulsory paper on Gender Studies (like the paper on environmental studies) should be introduced for all students in the higher secondary level. Teachers also should be given trainings on this, making gender studies part of teachers training courses as well as in service trainings.
114. Skill trainings should be priority area in higher secondary education. This can be introduced either as a part of the course (like a subject of study) or an additional course. Apart from special skill trainings, general skill up gradation programmes to improve language skills, communication, interpersonal interactions, logical reasoning, computer & internet, technical awareness, human rights & gender perspectives are to be imparted to both girls and boys. Boys also need special attention to support them to overcome the anxieties, confusions,

arrogance, negative influences related to the masculinity expectations they are undergoing in our male dominated society.

### *Higher Education*

115. The high educational status of women in Kerala is mainly confined to high school and higher secondary level. The higher education system, including the technical, vocational and higher education are not been updated or restructured as per the emerging knowledge, information and employment needs. Diversifying employment sectors and re-visioning the syllabus and curricula for higher education with a gender perspective is an urgent need.
116. The gender profile of higher education (mainly in arts & science colleges and universities) in terms of enrolment is presently dominated by girls. This is an important outcome of the Kerala model development and the investment made in public funded education of our state for years. At the graduate and post graduate level, above 75 % enrolments are from girls. The number of teachers in Arts and Science colleges in 2014-15 was 9838. Out of this 54.64% are women.
117. However, at the same time, it poses new challenges and needs of new investments in higher education. Enhancing the facilities for women students in higher education in terms of better hostel facilities, transportation, gender friendly infrastructure in campuses, revision of syllabi & curriculum and safer environment are taken to be top priorities. Protectionary practices in the name of safety of women students, like, enforcing segregated zones and exclusionary practices have to be eliminated. College managements and universities are given sensitization towards importance of equitable practices in higher education institutions.
118. Kerala State Higher Education Council set up a Committee on Gender Justice on Campuses on 2nd March 2015, with persons from the fields of academia, law, media, psychology, and NGOs to highlight the factors contributing to the present “unsatisfactory situation and recommend a set of measures to be put in place” as remedies. The committee presented an elaborative report titled ‘SAMAGATHI’ in October 2015 which analysed the critical gender issues prevailed in Higher Education Institutions in our state. The recommendations should be implemented. The most important observation made by the committee was that *‘These statistics, encouraging as they are, mask a major paradox and contradiction of the Higher Education scenario in Kerala. Of the total number of 2.32 lakh students enrolled in the Arts and Science Colleges during 2013-14, 1.66 lakhs, namely 71.36 percent are girls. And yet, when seen through the gender lens, alongside this sizable ‘presence’ of women students in the HEI space, with women teachers constituting approximately 43 percent of the teaching population, there exist widespread gender based discrimination, violence and injustice. Patriarchal practices cohere and conspire to deny women legitimate and proportionate ‘space’, ‘voice’ and ‘visibility’ in university and college policies and practices.’*
119. There was an urgent need for implementing financial assistance and proper hostel accommodation for women students in the campuses. Ensuring facilities for women to access and continue research and higher learning should be a priority. Women students with

special needs, like women with disabilities, pregnant women, women in distress must give a focus to address their special needs.

120. Gender audit of all major higher education institutions to be done to identify the gender gaps and for better planning for the future.

#### *Education & Employment*

121. The rate of unemployment among educated unemployed is also rising every year. Statistics suggest a negative trend of decreasing work participation rates of women as the rates of their educational attainment increases. This is mainly because of the social attitude against women work outside the home, earning money and becoming independent to make their choices in life. This attitude finds more and more acceptability among all sections in society because it is presented as giving importance to women's responsibility in bringing up children and manages home effectively. It manifests itself in day to day family decisions or as accepted community norm, rather than an informed choice made by women. On the other hand, women from poor and lower middle classes are forced to work in unorganised sector, getting irregular jobs and lower wages. Women's educational training neither ensures them employability in the job market nor a critical outlook to confront the deep rooted patriarchy in society.

122. *Students with Disability and Access to Higher Education:* Special attention has to be given to students with disability to ensure their access to higher education and to solve issues with reference to exams, scribe, curriculum, facilities, reservation, library, availability of books and class notes in higher education.

123. A detailed action plan has to be developed.

#### *Way Forward*

##### *Studies*

1. Gendered practices in primary school education
2. Gender Analysis of syllabus & curriculum of primary, upper primary & High schools
3. Differential patterns of access, enrolment, class room experiences and dropouts of marginalized groups and communities
4. Problems faced by students with disabilities
5. Review of status of higher secondary education in Kerala – Problems & Prospects
6. Need assessment study on skill development
7. Problems of women students with special needs, like women with disabilities, pregnant women, women in distress, single mothers and transgenders etc
8. Gender analysis of syllabus for teacher education, medical education, higher education (in general)
9. Issues of transgender people in education

##### *Policy Documents*

1. Gender needs and gender sensitisation in school education

2. Equal access, Gender equity and increasing employability potential in Higher
3. Secondary Education
4. Gender in Higher education
5. Creating opportunity for women in Higher Education and Employment
6. Gender concerns in Technical Education and developing new areas of employment
7. Women and skill development
8. Government, Local government and Civil Society partnership in education ( all sectors)
9. Admission, study support & accommodation for transgender students

*Projects*

1. Gender Training for school teachers
2. Developing lessons or topics on gender equality to school text books
3. Developing gender friendly infrastructure with the support of LSGIs
4. Developing gender sensitive teaching/learning materials for students with disabilities
5. Develop special training modules and methodologies for teachers working with marginalised groups and communities
6. Developing gender sensitive rights oriented training programmes for school councillors
7. Develop study modules/trainings for working with men & boys
8. Develop gender friendly college/ university campuses
9. Trainings for heads of institutions and members of the committee on preventing sexual harassment at workplace at educational institutions
10. Implementing proper hostel facilities for women students in campuses
11. Develop a course/paper on gender studies at higher secondary school & under graduate level
12. Research projects in various areas of women/gender studies
13. Gender audits make mandatory in all major educational institutions
14. Short term courses on gender for teaching, non-teaching, administrative staff in all educational institutions and policy makers

CHAPTER 4  
WOMEN IN SMALL-SCALE FISHERIES

124. The women fish workers hold that life was getting increasingly difficult for them, having to surviving with increasing competition of all kinds and the growing number of male vendors and male domination in markets was a making life a daily struggle. According to a SEWA study of vendors, their access to fish and the issues they faced in the market, there have been significant changes in the sector over the last 6-7 years and these have had a tremendous bearing not only on the work of women in the fisheries but also on the quality of fish that is reaching the market. In a discussion based on the study February 2015, women highlighted the two major problems: the growing male domination in the fish vending and in the markets and the competition with poor quality frozen fish that prevented fresh fish from fetching its rightful price. While both the women who sell fresh fish and those who sell frozen fish were sitting at such discussions, they all seemed to understand that they are together victims of the similar process of the changes taking place in the fishing sector itself. As the boats get bigger and more capital intensive, landings have become more centralized. Fish is frozen during long voyages and then frozen fish is dumped in harbours. This fish then travels back to the sea shores for sale to women vendors in the fishing communities as the catches in the small-scale fisher also are diminishing due to various factors, including the large number of boats fishing for the available catch out at sea. The women who sell frozen fish said ‘this is the only way we get fish for sale but we know it is not of good quality. Moreover, consumers have no other option to buy, so they purchase this bad quality fish’. In such discussions, women understand that this is the case with all food. Even vegetables today are of low quality and so there are now organic shops where people can buy good quality vegetables even if for a slightly higher price. Would they be willing to sit in separate markets so that consumers could have the choice to buy either fresh or frozen fish? Although they could not fathom this in the beginning, they gradually began to understand and wondered how they could work towards such a process. They realized that they would have to reach a consensus among themselves and be willing to speak in one voice to convince the authorities and the consumers. Apart from giving public visibility to the issue, negotiations were needed at different levels to move towards greater food safety and decent working conditions for women.

*Changing Labour Roles of Women in the Small-Scale Fishery*

125. The changes that have taken place in the fishery of Kerala State have also played out in the lives of women who are still very active in the small-scale fishery particularly in the districts of Trivandrum, Kollam, and Kasargod. Labour in small-scale fishing was a shared or rather complementary activity between men and women along the whole fish value chain. While men did the actual fishing, women were active primarily in the pre and post-harvest jobs. Nevertheless the nature of these women’s jobs has seen major changes in the last two decades as the nature of the small-scale fishery has also changed.

126. Initially, women were engaged in pre-harvest activity either making or mending fishing nets. They lost this role when the machine-made nets came into the sector in the mid-1970s. In

the post-harvest activity, they took the fish to the market to sell and also dried the surplus. While this was all work they did as self-employed/own account workers, in some places where fish landings were large, because of the larger shoals of pelagic fish harvested by the larger fishing craft, they also engaged in wage labour, drying or sorting the fish at the landing centres. Moreover, with the greater mechanisation of the boats and increasing size of the nets, the fish landings got larger and the fishery got more centralized. These changes altered the way women accessed the fish for sale. They had to travel further, compete with male merchants and pay ready cash for the products.

*Changing Activity of Women in the Sector*

127. There has been a growing impression that the number of women engaged in fish related activity as a means of livelihood – either being the only source of income in some families or providing a major share of the income in others -- has reduced over the years. The reality is different. Merely walking on the shores of these districts, one can notice large numbers of even young women involved in these activities. According to the CMFRI census of 2011, the data reveals the following:

Table 4 *Data of the fishing villages in three districts*

District	Traditional fishing families	Landing centres	Fishing villages
Trivandrum	32859	51	42
Kollam	12273	18	26
Kasargod	4500	19	16
<b>Total</b>	<b>49632</b>	<b>88</b>	<b>84</b>

128. Although women in a few more coastal districts like Ernakulam and Malapuram do engage in fish related activity, the numbers are not so large as in the three districts of Trivandrum, Kollam and Kasargod. Trivandrum district is the largest of the three districts followed by Kollam with the most numerous landing centres. The large number of landing centres meant that fish was more easily accessible to local women who would carry it to the market. This southern part of Kerala has been home of the most skilled traditional fishers and a region where the craft is small and the gear the most diverse. This also meant that there was fish landed throughout the year despite the seasonal fluctuations – if not in some landing areas then in others, and that women would then travel to in order to procure the fish for sale. Hence women from long also moved out of their villages to access the fish in Trivandrum district. It was different in Kasargod and north Kerala on the whole where the craft was larger and gear less diverse. But the woman's share to the resource in Kasargod was guarded by tradition where the social norms in the village safeguarded this access. But unlike in the south, the women only accessed fish in their own home village and did not move outside to other landing centres to access it. While women from all these districts exhibit great skills in marketing the fish, it is mainly the women of Trivandrum district who have tremendous ability to access it from far and near in fairly large quantities, and to compete with the male merchants as well.

Table 5 *Women in Fishing Allied Occupations 2005 and 2010*

District	Fish Marketing		Net Making/repair		Processing		Peeling		Labour		Others*	
	2005	2010	2005	2010	2005	2010	2005	2010	2005	2010	2005	2010
TVPM	8686	10362	3395	659	1365	2047	102	43	754	2140	1816	48
Kollam	986	1709	525	369	302	888	169	290	89	572	2367	18
Kasargod	2459	3186	39	23	1	4	2	43	69	326	139	22
<b>Total</b>	<b>13012</b>	<b>16176</b>	<b>4060</b>	<b>1183</b>	<b>3291</b>	<b>4769</b>	<b>7641</b>	<b>9457</b>	<b>912</b>	<b>3038</b>	<b>4322</b>	<b>88</b>

*Source:* Marine Fisheries Census Kerala 2005 and 2010

*Note:* \* Includes persons engaged in auction, ice breaking, collection of bivalves, collection of other shells, culture of sea weed, collection of ornamental fish etc.

129. It is clear from the above Table that except in net making, the number of women engaged in fish related activity has increased. With the coming of the machine made nylon nets, this number has drastically reduced. In fact it was mainly women in Trivandrum and Kollam districts in which women engaged in net making in large numbers because of the size and assortment of nets that were traditionally used. The women in Kasargod, assisted in the net making of the nets used in the estuary. With the coming of the machine made nets, the variety of nets reduced and the size also got substantially larger. The material used for the nets also changed from cotton to nylon and then monofilament. The women continued to hand weave the nylon nets but were completely dislodged with the monofilament. Interestingly, the men easily concede that the nylon nets were the most durable and that the monofilament that is now used is also more often lost at sea, continuing with the ghost fishing that also has its impact on the stock.

130. The job categories mentioned are the traditional tasks that women played although the tasks under the category 'labourer' are not spelt out. As the fish landings got larger, particularly in Trivandrum district, more labour was needed to off load the fish from the boats. In several villages this job was taken over by the stronger and younger women – some working as individuals and some in groups. Wading in and out of the water with basket loads on their heads became a normal site especially in the southern villages of Trivandrum District. The wages of these women was much more than women would earn doing any other wage work so close to their homes. But it was nowhere near what men 'head loaders' would get by law in Kerala hence making it more economic for the craft owners to hire women. Nevertheless, it is very difficult to get these women head loaders to organise and register in the Head load Workers Welfare Board so that they too could get the same wages. This is primarily because of the control of the men in these unions.

131. The other wage labour jobs that women do are fish sorting and even shelling of shrimp at the larger harbours in Kollam district in particular. Here women are paid on a piece rate basis. Although this job is considerably less strenuous, it means that women are squatted on their haunches for long periods, with their feet and hands constantly in cold water. These

women until now have not been included into any workers organisations and hence receive no recognition or benefits as workers and again provide the cheap labour in this industry.

132. Drying of the pelagic fishes at the large fish curing units called 'chhaapas' is another job that women do in the northern districts of Kerala. This, as earlier stated is also because the craft was traditionally larger and fish landed in greater bulk. A variety of curing methods were thus developed, from sun drying to salting and fermenting and drying. These chhaapas are owned by men merchants who hire the women labour to do the work.
133. It is interesting to see that the intensity of activity in fishing villages has also changed in accordance with the changes in craft and gear. Some villages that were 'dead' have revived with the coming of the large ring seine or with the arrival of insulated vans from other distant fish landing centers from other states arriving with fish for sale. On the other hand villages which were once very active have grown lifeless as the fishing activity has decreased or where there were no enterprising local fishers who wished to venture into investing in the new and larger fishing units. These changes have also impacted on the work of women in these areas. Either they make purchases from the wholesale merchants bringing fish from afar and not the fishermen of their own village as is mostly the case in Kollam and Kasargod, or they are pressured into making trips to distant shores and fish landing centers just to survive as the daring women of Trivandrum district do.
134. Another new sight that developed in the villages of south of Trivandrum over the last 10 years is the large number of women walking around with account and receipt books. These are the clerks of the auction agents. Being more educated, these women are paid a monthly wage to maintain accounts. They work mainly in the mornings when the fish comes in. Some of them also need to chase creditors to get back their cash during the day. Consequently one can also witness squabbles between women when money is not paid back or over differences in calculations.
135. Overall, one tends to conclude that women in fish vending and as labourers has not diminished and that young women too are entering the fish trade and related activities. In fact young married women who are educated and also have tried their hands at other occupations like tailoring, giving tuitions to children, small-scale food processing and petty businesses, have finally dumped all that and found that fish vending is more lucrative although it is far more taxing. It is really the need for more cash in the families to meet daily needs which have forced them into this.
136. The category in the Table referred to as "others" include a variety of different kinds of work that women do like the women fish pickers – *thappukar*, shell gathers, – in Kollam district. These women work in the estuaries and back waters ingeniously picking fish with their toes and fingers. They also collect mussels and some even set traps for crabs. But these are just a few in numbers.

*Women's Access to Fish for Sale*

137. In the small-scale fishing communities (with the exception of the Muslim communities) women have traditionally taken fish landed at their shores for sale to retail markets. It was either house to house vending or taking space at street corners or regular markets to retail directly to rural and urban consumers. They bought on credit and paid back after sale. As mentioned earlier, there were also more daring women who travelled to other shores and bought fish in bulk and retailed it at markets nearer home. Some of them even sold at wholesale markets. These women merchants are fewer in number though they are still around. Their success depended on their physical, financial and political acumen. The physical side related to having the ability to rise early, complete the house chores and travel to distant markets – sometimes in the wee hours of the morning. The financial side related to having the money or credibility to purchase on credit and the confidence of taking the risk to dispose of the catch in the retail and wholesale markets. The political acumen had to do with their ability to counter or cope with the male dominance of the workplace. All wholesale markets, and now all public markets, are thoroughly male dominated and vulgarly so. In the earlier decades the male merchants were also there by tradition and they condescendingly accepted the women who found their way to these markets. But gradually this arena is filled with a machismo of new entrants who have made money in other areas and invested in this enterprise or who just have the political clout to call the shots.
138. Since the 1980s, several women fish vendors left their home shores to procure fish for sale from other shores. In Trivandrum district for instance, the majority of them went to harbours at Vizhinjam in Trivandrum or Neendakara in Kollam. After the fisher women's struggle led by the Coastal Women's Front in late 1970s, the Fishermen's Welfare Corporation also provided, from 1982, buses for women from Vizhinjam harbor to travel a few markets in the city in Trivandrum city. They also transported women from the city villages in Trivandrum to go to Neendakara harbour in Kollam district every day to procure fish to be sold back in Trivandrum. Although the transport to Neendakara still continues, the transport of women from the local shores to the market is at best erratic. This meant that the majority of women fish vendors procured fish from the fishers who made daily fishing trips ensuring that the fish was largely fresh. In Kollam, initially it was only those women who dried fish who went to the Neendakara harbor to buy the fish discards for drying. But later and that was towards the end of the 1990s, when loans were made available to women to purchase vehicles and the fishing at the village landing centres reduced, women in Kollam also travelled to the Neendakara harbor to purchase fish mainly for direct sale but a couple of them do buy in bulk as well. Since it was not the practice of women in Kasargod to move out of their villages to procure fish, this kind of woman vendor did not exist there.
139. By the 1990s, as fish landings from the mechanized sector increased and access to good fish for women at the home villages decreased in the traditional sector, an increasing number of women had to procure fish from the wholesale markets. In Trivandrum women went to the large whole sale markets like Pangode, Aralanmoodu and Attingal. The fish being sold came from distant harbours, largely from the western coastal harbors in Calicut, Kannur, and

Mangalore and even from Tamilnadu. This fish was iced, but caught by the small trawlers involved in single day fishing. Many middle-class customers in Trivandrum associate sand on the fish as a sign that it is straight from the nearby beaches and hence fresh. In order to 'play to their tune', the women vendors began to sprinkle sea sand on the iced fish they bought in the wholesale market to give the impression that the fish was fresh and from the shore. Since consumers continue to make purchasing choices demanding fresh fish, they in turn encouraged women to camouflage the quality by the sprinkling of unhygienic sand, little understanding that this fish is thus more contaminated.

140. By 2005 ice crated and frozen fish from harbours in Cochin, Mangalore and Vishakhapatnam, caught by larger multi day fishing vessels became a norm in the whole sale markets of Trivandrum, Kollam and Kasargod. Women had to use devious means to camouflage this fact and began to use ice to spruce up decaying fish, salt and even ammonia to defreeze the frozen hard fish before sale. Since fish landings at the local sea shores became scarce, adventurous merchants also started to bring insulated vans from these distant harbours to the village beaches in Trivandrum. This trend became visible by 2008. Some villages like Anjengo and Puthiathura, in Trivandrum district opposed this practice as it affected the price of fresh fish on the shore. So these merchants found other areas for off-loading this fish. They started unauthorised whole sale markets on the Pallam beach; and at the ISRO and Aralanmoodu junctions. In Pallam, this practice was even conducted in agreement with the local Church. In the process what was a poor parish church, with the coming of the merchants bringing fish in insulated vans, has become one like its richer neighbours. This new fish marketing chain has kept many women vendors in business and given consumers access to fish at cheaper prices. However, only the vendors are aware of the fact that the fish they sell is of poor quality.
141. In more recent times, with the initiatives of the State to provide loans to women vendors, some women vendors have availed loans from the Matsyafed or the Kudumbashree to purchase trucks of their own or in small groups, to make bulk purchases in large landing centres. Others have bought small cold storage units (freezers) to preserve the fish from their local beaches and to make it available at their vending sites and continue their business – like the women street vendors in Kesavadasapuram. These few vendors are proud to sell 'fresh fish' and have a regular stream of buyers who are also willing to pay the higher price that these vendors demand.
142. In Kasba, a village in Kasargod district, the situation is slightly different. Here, as mentioned earlier, the women did not have the tradition of going to other shores to access fish as there were always good landings in the village and the market was just 3-4 kilometres away. However, over the last 6-7 years the fish catches have gradually dwindled and the market is flooded with iced fish from the harbours of Beypore and Mangalore. Most of the women are now forced to purchase iced fish from the male merchants in the whole sale market.

*Purchasing Fish at Harbours and the Whole Sale Markets*

143. There are large numbers of women who purchase fish at the harbours of Neendakara, Shaktikulangara, Tangasherry and Vizhinjam-the latter being the most unhygienic and having the least infrastructure for the auction. Operations commence around 4 am at most harbours and women come from far and near individually or in groups to purchase fish. Some come in hired vehicles from their villages and some hire vehicles to return with their loads of fish. At all these harbours the auctioneers are the male agents of the creditors of the boats and there do not seem to be any extra money to be paid for getting fish. Originally Neendakara and Shaktikulangara had facilities for storage and probably also overnight stay, but none of these are in operation now as women have also not made any demand for such facilities. Some big women merchants also go to Tamil Nadu harbours in Kanyakumari to purchase fish in some seasons.
144. Purchasing fish at the whole sale markets, where sales commence as early as 4 am is an ordeal for women. In Kasargod, this commences around 6 am. This space is dominated by men merchants and male head loaders. When fish is fresh, the auctions are generally fair. But when fish is iced and comes in crates the system is not transparent. Women complain that in some markets the agents announce the weight of each crate before the auction. No weighing of the crates is done. But the weight declared is always more than the fish in the crate and hence they make big losses. On the other hand, the crates are packed in such a way that the upper layer exhibits good and large fish but below it are the decayed and very small fish. In other cases, it is the ice at the bottom that adds to the weight and finally the women lose both on account of the false weight and the bad quality of fish.
145. The increase of iced and frozen fish at the wholesale markets has encouraged the fish merchants to engage more men retail sellers --both in the markets and by using scooters to sell the fish in more distant places. Over the last 10 years, the number of male fish vendors has increased phenomenally making 'cheap' fish available at one's doorstep all over the districts early in the morning. What better service to the housewife who not only has to minimise costs on shrinking budgets but has also to pack the family meal before getting ready for work herself! The women on the contrary still hire vehicles to reach the markets and many of them still walk with the loads on their heads.
146. This proliferation of men makes the market place more aggressive and competitive for women. However, additionally, the fact that the majority of these men are contracted by the bigger fish merchants who also bid to collect the market taxes puts the women at a massive disadvantage in Trivandrum district because the merchant extracts a tax from the women, but not from the men who are their employees. Despite protests by the SEWA women's union, the municipal authorities, that own the markets, plead helpless. Merchants are also part of a mafia with henchmen and also unleash violence. They also fund the trade union functionaries and so have considerable political clout.
147. In Kollam there is what is called a 'commission kada (shop)'. Here a fish merchant sells wholesale iced fish to women and also to men in areas where women would normally not

have easy access to the fish. There is no auction as he fixes the price. This is the flipside; as such arrangements have also facilitated access of women to fish.

*Vending Spaces, Markets*

148. While there are still some areas in which women engage in door to door vending mainly in Trivandrum and Kollam districts, the majority of women sit in retail market spaces of different kinds.
149. At street markets small groups of women have established their hegemony retailing for three to four hours a day – in the morning or in the evening. These are all informal markets which are also constantly under threat of eviction from the municipal authorities or the traffic police. But with the passage of the Street Vendors Act of 2014, street vendors are also guaranteed rights to livelihood and hence they have tools to defend themselves although it is a constant struggle. Nevertheless, sitting out in the sun or even the rain, is indeed taxing. They squat on their haunches or on small stools. Not to mention the fact that women have no way to meet their personal needs during a long working day. At markets where they sell at the late evening hours, they sit with kerosene lamps having to inhale the toxic fumes and then find their way home in the night before disposing the remaining fish at cheap prices.
150. In the more formal market places, mainly owned by the local administration, there are a variety of scenarios. With city modernization plans, several of the municipal markets have been re-modelled and spruced up. But all of them have their drawbacks. The drainage may not work; the heights of the display counters are incorrect; the floors are unfinished and where they are -the tiled floors are slippery; there is lack of running water or toilets; the poor waste disposal systems are poor. But the most worrisome factor is the male domination in all the districts; and the unjust tax collecting systems and the male head load unions in Trivandrum district. It has never occurred to town planners that they could discuss with the actual users about their needs. Some of these improved markets like the Chamakkada market which is the largest in Kollam, which used to house over 100 fish vendors, has only around 28 now as the 16 women who continue to vend there say the consumers now buy their fish from the male merchants who sell from door to door on their scooters. One of the vendors who remain is, from the coastal village of Pallithotam, who sells fish in large scale. She owns her own pick up van and since she was able to procure this with a loan from the bank, she now procures fish from the neighbouring landing centre of Vaadi and also sometimes from Neendakara. She is an INTUC leader in the market. She prides herself saying she sells fresh fish and hence her customers come to her regularly. But even she sometimes goes to the Kurisummodu street market near the railway station to sell her remaining fish there. In this market the toilet facilities have remained closed since the time it was reconstructed and there is no electricity connection or waste disposal system. These are all reasons for women to remain away with the result that the man who leases out the market has recently begun to let other vendors use the space.
151. Nevertheless, some of these renewed markets do function well because of the interest taken by the women who work collectively. The Sreekaryam market in Trivandrum is a good

example. On the other hand, the positive efforts made by the Corporation of Trivandrum to renew the fish market in Palayam have been stalled. This is due to the disagreement of the women's union leaders despite the Corporation making efforts to negotiate.

152. There are also instances when the women of the SEWA union collectively pressured the authorities to renew the market like in Kumarichantha in Trivandrum. But after the renewal took place, the male fish vendors occupied the space and kept the women out. When men who bid for the market space are also the large fish merchants, they give their male vendors all the priorities and keep the women out.
153. There still remain a number of formal markets that are in very shabby and unhygienic conditions. Some of these structured markets are located on privately owned lands and can be categorized as private markets where the owner decides the conditions. However, the majority are on lands that belong to the government where the users can also have their say.
154. No market vending committees have been set up in order to regulate such issues as the Corporation and municipalities prefer to leave these subjects ambiguous thereby serving the interests of the local party heavy weights. The Municipal Acts do not specify any of these issues -- particularly regarding market taxes.
155. In Kasargod women have accessed fish only from the landings in their villages mainly on credit. But as the local fish catches have been dwindling, they are at a great loss as they too are now at the mercy of the merchants who bring iced fish to the market. Their major complaint is that they are forced to purchase crates of fish which are sold as per the quantity and variety of fish each crate contains. But the crates are neither opened nor weighed in front of them. They allege that they are cheated in this way and besides having less cash in hand they also have to bear heavy losses.

#### *Market Taxes and Other Charges*

156. There are no licenses or taxes collected from women who vend fish informally along the streets. But the formal markets tax the vendors. Despite the fact that rates are stipulated by the authorities in the publically owned markets, the tax collection is also contracted to the highest bidder who automatically becomes the authority of the market and is often the main wholesale fish merchant as well. Market taxes are paid on a daily basis and are supposed to be based on the quantity of fish sold. For women who carry a basket load of fish into the market, they were actually supposed to be exempt of market taxes. This was the demand and a result of the women vendors organizing in the 1980s. However, this does not hold good everywhere today. Where as in Kollam there are fixed taxes from between Rs.40 to 140 depending on the quantum of fish brought for sale, in Kasargod the women pay a daily tax of Rs.10-30 a day, there are a variety of rules that have been established by the tax collectors in Trivandrum District, and they vary from market to market. No local bodies have any particular norms by which taxes are levied and this is left to the discretion of the person who has bid for the market. Details of the Trivandrum fish market tax scenario gives a picture of the extortion experienced by the women fish vendors.

157. In the Pettah market there are 24 retail vendors in the morning and 19 in the evening. The majority of the evening vendors do not sit inside the market. 'Kadakkasu' -- the tax for sitting inside the market -- is Rs.60. If the vendor uses a plank to display her fish she has to pay Rs.15 extra. But if she also uses an empty box on which she places the display plank she has to pay Rs.30. If she uses a stool to sit on she again has to pay a daily tax of Rs.30. Besides this she has to pay loading and unloading charges of Rs.60 for an aluminium vessel of fish to the head load association. This is for a mere distance of maximum 50 meters. For a small- scale fish vendor who comes with two aluminium vessel of fish to the market, she has to spend around Rs.250 a day as tax and loading and unloading charges per day. This does not include her transport to the market.
158. In Sreekaryam market the only tax which is levied in the market is the ' kadakkasu' which is Rs.50 for morning women vendors for an aluminium vessel of fish. For 2 aluminium vessels, it is Rs.70, for three aluminium vessels it is Rs.90. If their sales continue after 2.00 pm they have to pay an extra amount of Rs.20. A man vendor with 4-5 crates of fish pays only Rs.100. The women coming without sand have to pay only Rs.40. As stated earlier, women carry sand with them to the markets to camouflage the quality of the iced fish they sell so that the customer is tricked to think it is fresh from the sea shore. The sand is then discarded in the market after sale and accumulates, much to the annoyance of the person who has bid for the tax collection and the job of maintaining the market.
159. In Neyyantinkara market, 'kadakkasu' for each aluminium vessel is a minimum Rs.150 and this varies according to the size of the vessel and quantity of the fish. For a big aluminium vessel the tax levied is Rs.250, whereas, the men who use plastic crates for the fish pay only Rs.30 per crate. Women pay an added Rs.10 for the display plank. Besides this a daily collection of Rs.5 is made by the meat vendor as 'pallikkasu' (saying it is a contribution towards the mosque). To wash their vessels, at the end of the sales, women buy water at a cost of Rs.10 per aluminium vessel of water. The 'kadakkasu', 'pallikkasu' and water cost is collected by different men. Vendors also have to pay a sum of Rs.10 each per day for the cleaning of the market. A toilet facility is available in the market for which they also pay Rs.5 for use each time.
160. In Palayam market there are also three different costs. 'Palakappirivu', is what the vendors pay for the usage of small plank used for the display of fish. For two display planks it is Rs.30 per day. They use between two to four planks. For cutting purposes inside the shelter in the market they have to pay the 'palakappirivu' of Rs.10 per table. 'Irippidappirivu', is for the sitting stool during sales which is Rs.10 and 'kadakkaasu' for the space provided for them in the market for each basket of fish which is Rs.10. All women have to pay the three charges on a daily basis.
161. In the terms for the market contractor it is specifically mentioned that the collection of fees inside the market should be according to the rate fixed by the Corporation. However, the guidelines do not mention the allowable tax amount. The head load charge stipulated is for Rs.5.00. But in the threatening situation inside the market, the women fish vendors are

compelled to pay whatever is demanded. The vegetable vendors in the market have to pay a tax of only Rs.20 per day. Fish vendors are therefore discriminated against even in the market.

162. It is clear from the cases mentioned that the women fish vendors are at the mercy of the extortionist males and there seems to be no way to change this as there is also no Municipal or Corporation Act that determines these issues.

#### *Women in the Dry Fish Sector*

163. All over the state, women have been drying fish either on their own or as labour for others. The latter has been the case where the big shore seines or ring seines have operated catching pelagic like sardines and anchovies in central and north Kerala.

164. Although women had several forms of drying fish earlier, they do not anymore undertake drying on a large scale. Only women who are told to vend in the markets purchase fish for drying. Those vendors who come home with unsold fish are also forced to dry it.

165. The system of the chaapas – fish curing sheds -- in north Kerala have been very famous. Here big merchants bought in bulk on the shore and engaged women to dry the fish in a variety of ways and then sold it in bulk. The expansive shores of Tanur and Ponnani in Malapuram district, Beypore in Kozhikode and a few other places have been famous for their chaapas. The region was dominated by a shoaling pelagic fishery. Fishing crafts were therefore always large and the landings were in large quantities. Consequently, salt drying and fermenting of fish was a tradition in these areas. Quite a few hundred women were involved in this work.

166. In Tanur, in Mallapuram District, it is said that earning up to Rs.300 a day with extra for tea, was the norm till 2013. But subsequently fish landings have fallen so drastically that they have nothing to dry and the chaapas are all closed except for a couple. The loss of employment of women has been considerable.

167. Interestingly, it is just two years since a harbour is being constructed in Tanur where the traditional craft have a more secure landing area. But the catches have drastically diminished. Moreover, with the erosion caused by the construction of the breakwater groins, the expansive beach that was typical of Tanur no longer exists. For the most part of the shore there is now a sea wall and the habitation is also threatened. So while there is less fish to cure and dry on a regular basis, when the big landings do occasionally arrive, the drying space is no longer available and the merchants are unable to procure the fish. It is then transported to the fish meal plants towards Mangalore at fairly low prices.

#### *Other Wage Work*

168. A substantial number of women sort and shell shrimp at harbours. They squat with their feet in water and sorting with their bare hands, the shrimp that is off loaded with ice from the trawlers. They are paid on a piece rate basis and have work only when there are landings.

A large number of women also work in peeling sheds in the Aroor and Cochin areas. While several of these sheds may be registered as establishments, the majority are unregistered and operates in compounds of house owners who buy the shrimp from the harbours and supply the shelled shrimp to the larger sheds. Here again all wages are on piece rate. When landings of shrimp are large women work 16-20 hours a day in an effort to make a little extra earning.

*Institutional Arrangements to Facilitate Women's Work in the Fisheries*

169. Kerala government prides itself of large support being provided to rural and poor women towards empowerment and entrepreneurship. The 33 percent reservation for women in local government bodies, which is consciously implemented in Kerala, also means that a large number of women can participate in decision making. This has certainly meant that women have been included in the spread of the monetized economy as well as being included at decision making levels where they can raise their voices and become visible at policy making levels.
170. Kudumbashree, the network of women self-help groups and the Matsyafed are institutions that have specially reached out extensively to women providing them inputs to organize enterprise and take their business forward by providing both interest free and small interest loans.
171. There are a total of 133 all-women cooperatives registered in Matsyafed. The organization gives women loans both interest free and at low interest. But once the loan is given, the only job of the organisation is to see that the repayment is ensured. There is no hand holding process to assist the women to actually increase her assets or her capabilities in financial management or develop mechanisms to facilitate her access to fish. This has increased women's indebtedness as they borrow even from 5-6 private lending institutions to pay back one loan after another in order to manage their work and lives. In cases where women's groups bought their own transport vehicles as in Trivandrum district, with such multiple loans, they were either cheated by the men who drove the vehicles, or abandoned by some members of the group who could not work in the group and repay accordingly, with the result that the one or two enterprising women in the group were left with the entire burden to repay the loan. Whereas all these institutional loans are given as group loans, group guarantee which is safe for the lending bank, which also withholds the subsidy allocated by the government, women have not been helped to function as a group and manage the finances in sustainable way.
172. No infrastructure such as storage for fish at the landing centres or in fish markets has been provided. Such facilities would help women purchase in bulk and not have to engage in distress sales. Facilities for women to rest at the harbours are also not provided.
173. More recently, the Kerala State Coastal Area Development Corporation was set up in 2009. The "Fresh fish to all" project was launched in 2010. With a budget of Rs.390 lakhs, the aim of the project was the supply of insulated trucks and three-wheelers with insulated boxes and two wheelers with an insulated box to fish vendors. This budget had a contribution from

Central Government of Rs.270 lakhs and a state contribution of Rs.30lakhs. It expected a beneficiary contribution of Rs.90 lakhs.

174. According to reports of the KSCADC – 2014, the trucks are given only to men vendors who created cooperative societies to avail of these facilities. Auto rickshaws were supplied to 13 women's groups and 4 men's groups. The group leader gets the auto rickshaw in this scheme. Two-wheelers were supplied to 6 women beneficiaries and 124 men under this scheme.
175. The KSCADC project for fish market construction project is under progress. So far it has launched markets spread over 11 places in Kerala in the first phase. In the second phase another 30 market projects are in progress. KSCADC also proposes another project for value added fish products where women can be trained. But this project is yet to be launched.
176. For dry fish production KSCADC has launched an open market 'DRISH Kerala' a project to produce branded dry fish. It has got a facility to dry fish in a UV protected cabinet drier with high velocity hot air derived from solar air heating panels. The centre is at Kollam District of Kerala. The SHGs of both men and women can come and dry their fish in this institution. A daily rent for the processing is levied.
177. Again, while money is made available and the plans for the commercialisation of fish products is commendable, there is no provision made for technical and managerial support to see that the beneficiaries are the actual fish workers with emphasis being given to support women.

#### *Social Protection for Women Fish Workers*

178. Providing a measure of Social Protection was the first response of the government to the fish workers' struggle in the early 1980s. As women participated in large numbers in these struggles the fact that they too are fish workers was established. Hence, they too would benefit from the social security measures provided by government. But this was not as easily understood by the authorities who executed the schemes. It took a struggle again before women fish vendors were registered separately which now give them rights to the benefit and also to pensions when they grow older. Where women are organized and aware, they have been able to benefit from the welfare measures put in place by the Fishermen's Welfare Fund Board. They have access to the famine cum relief fund on payment of their contributions and also to scholarships for the education of their children. Nevertheless, the disbursements of welfare payments are not regular and do not come at the time of need. Women are not compensated for accidents as the fishermen are. There has been extensive distribution of ice boxes which are too small in capacity for women who would need to store fish fresh.
179. To conclude, the role of women in small-scale fisheries is important because women play the major role in sustaining the family and community. They bring home all the money that

they earn from the sale of fish. They keep the home fires burning, exhibiting great resilience and adapt to changing situations. It is they who also focus on the education of the children and nurture of the family at great cost to their health and won wellbeing. Hence, retaining their spaces in the fishery is of utmost importance. Moreover, there is a clear indication that the number of women in fish related activity is not decreasing on the whole.

180. Before the year 2000, the labour of women was also the main factor in reaching fresh fish to the consumer sustaining the nutrition and health standards of the local community and the consumers at large. This logic of a labour intensive distribution system of a commodity that has a very short shelf life is diametrically opposed to the logic of the large fishing operations. The investments in the larger fishing operations result in greater centralization of the fishery and pressure on the resource resulting in depletion. Larger landings call for extensive distribution networks and the need for cold chains that are equally costly and dependent on non-renewable energy. Although the fish supplied in this mode to the consumer may be cheaper, large quantities of undersized fish are also turned into fish meal thus depriving poorer consumers of cheap protein. If sustaining the fish resource and employment generation is to be a focus of the small-scale fishery, and if cutting down on non-renewable energy use is required to cut down greenhouse gases, then the logic of the smaller operations, in multiple landing centres with women playing a major role in the distribution chain is the ideal option.

181. Women have found ingenious ways to survive, but in doing so they have also been exploited by the men who have entered this arena in search of jobs. The vulgarity of the market place results from the fact that there is no real implementation of norms to regulate such public spaces. The result is that private individuals who own the land on which the market is built or moneyed merchants cum tax collectors always call the shots to the disadvantage of the women.

182. More sensitivity is needed from the state. Much money has been invested in improving infrastructure in markets but these improvements have not always been practical and have not managed to produce more than a couple of really hygienic and properly planned markets in the state. Much money has also been invested as subsidies and loans to assist women enhance their earnings in fish related activity but without providing the hand holding required to enhance the managerial skills and capacity of women. Hence fish marketing continues to remain an unhygienic reality where the vociferous men merchants and head loaders dominate. Unfortunately, the initial proposal of the Matsyafed to create the Kerala Fish Marketing Regulation Act never saw the light of day because of the lack of political will. Those women in fisheries are not taken seriously and that the state is unwilling to genuinely sustain the small-scale fishery is a sad reality.

#### *Recommendations*

183. While it is probably impossible to turn the clock back, it is certainly possible to *sustain the existing spaces of women in fish related activity*. This has to be *an approach of involving men and women jointly in a process of fisheries management*. In the process it will be possible to consciously *build on*

*a model towards sustainability both of the fishery resources and the livelihoods of the coastal communities.* With the extensive infrastructure that is invested in the Matsyafed, efforts should be made to engage constructively with the SSF *assisting the communities to understand the economic logic of smaller and more efficient fishing operations* which in the long run will provide them both with livelihood and safe communities. Measures for *Fisheries management* should be put in place with active participation both of men and women in the community. This will certainly have to be backed by short term inputs from the state in terms of either wages or food rations for the losses of working effort that management will require until local fisheries revive.

1. Assist women to access better quality fish directly from the local harbours either by providing them transport facilities to the harbours and markets or organizing for special trucks to bring them good quality fish in whole sale markets.
2. Maintaining the quality of fish is an important aspect of food safety. The Department of Food Safety will train fisherwomen in aspects of quality management. Such experiments are presently being undertaken in north Kerala and the same can be adopted in other districts as well. This must eventually be conducted through the entire value chain.
3. If and when women are trained, branding of high quality fish that will be sold exclusively by women can be taken up.
4. 'Women Only Markets' selling only good quality fish should be developed in all districts to facilitate the process of informing the consumers of good quality fish and so that the small fishers also get better prices.
5. Whole sale markets should also be provided, supervised and maintained
6. Assist them to buy in bulk but without being cheated on weights by the male merchants
7. Helping them to develop and sustain a business is a service that should be rendered.
8. Create spaces in formal markets for women who buy fresh fish directly from the local shores on a daily basis so that customers are also educated about fish quality and are willing to pay the price for better quality fish.
9. Urgent steps should be taken to stop the exploitation of local tax collectors
10. Immediate steps should also be taken to see that women have decent spaces to vend in markets and they should get priority over the salesmen of the bigger merchants
11. Provide storage space for women in markets
12. Toilet and water facilities should also be provided in markets
13. Markets are developed by the Fisheries Department/Fisheries Corporation and handed over to the Municipal Corporation or local bodies. In future, criteria need to be developed when handing over markets to local bodies so that the rights of women vendors are safeguarded and the maintenance of infrastructure related to sanitation, lighting and waste disposal etc. can be made mandatory.
14. Discussion should be held between the women vendors and the head load workers through their representative organizations in which the Head Load Workers Welfare Board will proactively help to see that charges are levied only as per rules and also other disputes are sorted out and the harassment of the women is stopped.
15. As the market is their workplace, any harassment should be dealt with according to the Harassment at the Workplace Act.
16. Whereas the Matsyafed still runs a few buses for women vendors at great cost, efforts will be made to introduce buses on routes that will be viable – (particularly from Adimalathura area towards Neyyatinkara).
17. All women should actively participate in gramasabhas so that they can demand their rights from the local government and stand united against the marginalization and harassment they now face.

18. More comprehensive data is required regarding women who work in different aspects of fisheries. The Fisheries department should be able to find ways of collecting more authentic data so that planning and budgeting for this sector is also more meaningful.
19. Presently there is a mismatch between the loan schemes of the various department and the needs of the women. Efforts will be made to develop some creative participatory alternatives that can be of more beneficial to women in collaboration unions such as SEWA.
20. All technical institutions should reach out more proactively to women's groups to develop their capacities in financial management and quality control. CSR support could also be sought for this.
21. More attention should be given to the implementation of the Street Vendors Act so that the street vendors are not arbitrarily evicted and so that the various requirements of the Act – portable shelters, access to public toilets and water, garbage clearance are also put in place thereby serving both the vendors and the public.
22. Work towards designing and enacting a Fish Marketing Regulation Act

CHAPTER 5  
ADDRESSING GENDER BASED VIOLENCE

184. Violence is a powerful way to oppress and control women and is the clear manifestation of male dominance, power relations, patriarchies, patriarchal cultures in the society. There are intersections with class, caste, ethnicities and other exclusions such as transgender, disability, old age, etc. It is a violation of the fundamental principles engrained in the Constitution.
185. The Indian Government and the State Governments have a political as well as international commitment to improve the status of women and eradicate violence and discrimination against women. The Indian state ratified the United Nation's Convention on the Elimination of All Forms of Discrimination against Women (CEDAW) in 1993, over two decades ago, but large numbers of women in our state continue to face domestic and other types of violence, seriously jeopardizing their fundamental right to live a life free from violence.
186. The Declaration on the Elimination of Violence against Women is the first international human rights instrument to exclusively and explicitly address the issue of violence against women. In Article 1 of the Declaration, gender based abuse is defined as 'any act of gender based violence that results in, physical, sexual or psychological harm or suffering to women, including threats of such acts, coercion or arbitrary deprivation of liberty, whether occurring in public or in private life'.
187. The following are listed as crimes against Women in the records of the National Crime Records Bureau (NCRB) and data is collected on these from 2014 onwards (*Annexure 1*).
188. The latest published report of NCRB is of 2014 shows an increase of 9.2% in crime rates during the year 2014 compared to 2013<sup>1</sup>. Two places where Kerala figures on top in NCRB are Incest rape and Domestic violence. Incidents of incest rape (rape by blood relation like father, brother etc.) in the country have increased by 25.7% during 2014 over the previous year (from 536 cases in 2013 to 674 cases in 2014). Delhi UT (140 cases with 144 victims) has reported the highest such incidence followed by Maharashtra (94 cases with 102 victims) and Kerala (62 cases with 63 victims). There were 713 victims for 674 reported incest rape cases in the country during the year 2014.<sup>2</sup> Domestic violence is widespread in our country and in Kerala. The National Crime Records Bureau 2014 shows that 40% of all crimes against women took place in their marital home and 35% women, married or unmarried, between ages of 15-49 face Domestic Violence<sup>3</sup>.
189. "Protection of Women from Domestic Violence Act (Incidence: 426 Rate- 0.1) Data on Protection of Women from Domestic Violence Act, 2005 has been collected for the first time in 2014. A total of 426 cases were reported under this Act during 2014. Kerala (140 cases) followed

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<sup>1</sup><http://ncrb.nic.in/StatPublications/CII/CII2014/chapters/Chapter%205.pdf>

<sup>2</sup>NCRB- 2014, chapter 5, p.85

<sup>3</sup>National Family Health Survey 2005-6, p3

by Bihar (112 cases), Uttar Pradesh (66 cases), Madhya Pradesh (53 cases) and Rajasthan (17 cases) have reported the maximum such cases during 2014, these four States together accounted for 91.1% of total such cases reported in the country during 2014.”<sup>4</sup> (See *Annexure 2 for Data from Kerala State Crime Records Bureau*). In spite of all the positive indices of better quality of life, Kerala is ranked high in crime and suicide rates. The data from state crime records bureau shows among the districts in Kerala, Thiruvananthapuram (Rural and urban combined) records highest crime against women (1649) in 2015 followed by Malappuram (1474). Kannur is in the third place with a total crime against women at 857. Total number of Crimes registered against Women in Kerala for the year 2014 is 11061. Out of this, Cruelty by husband / relatives is the major Crime with 4919 cases followed by outraging of molestation with 4367 cases.

1. Malappuram district stood first with 590 Crimes registered against Women under Cruelty by husband / relatives and followed by Thrissur (R) district with 468 Crimes.
2. Analysis of the type of Crimes against Women reveals that cruelty by husband and relatives constitutes the main form of Crime against Women followed by molestation. Cruelty by husband and relatives comprised 45% of Crimes against Women in Kerala 2014 whereas Molestation comprised 40% during the year 2014.
3. In spite of greater attention of the society towards the issue of safety and security of Women, the reported cases of Crime against Women have increased from 13738 to 14070 over 2013.
4. During 2014-15, The Kerala Women’s Commission received 6622 complaints of which Thiruvananthapuram district reported highest number of complaints (2289) and Kasaragode is the least (89).<sup>5</sup>

190. These statistics do not reflect violence against women in the public, in workplaces and while traveling (except in railways); violence faced by old women, women with disability, transgenders and cybercrimes which women face.

191. The nations of the world are now trying to achieve Sustainable Development Goals (SDG) by 2030. **SDG goal 5 is gender equality and its target 5.2** and aims to, ‘Eliminate *all forms of violence against all women and girls in the public and private spheres*’. Meeting the targets aimed at eliminating VAW requires adopting a comprehensive approach towards eliminating VAW at all levels, so focusing on prevention of VAW including through tackling gender norms and strengthening the legal protection of women by making VAW a crime, as well as protection, providing public services for or providing access to justice for survivors of VAW. The elimination of VAW should be driven at the highest levels of government and fully financed. Clear indicators measuring the elimination of VAW will support efforts to this end. As argued in the SDG document, investment in data collection on VAW and statistical capacity to do so is an absolute must to ensure effective monitoring, review, and accountability for meeting Target 5.2 and related targets.”<sup>6</sup>

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<sup>4</sup>NCRB 2014, chapter 5, page 91

<sup>5</sup>Gender statistics 2013-14, GOK

[http://www.ecostat.kerala.gov.in/docs/pdf/reports/others/gender\\_statistics1415.pdf](http://www.ecostat.kerala.gov.in/docs/pdf/reports/others/gender_statistics1415.pdf)

<sup>6</sup><http://www.tandfonline.com/doi/full/10.1080/13552074.2016.1142196>

### *Identifying Barriers*

192. Crimes against women are increasing in Kerala and in spite of several laws and mechanisms so justice is beyond the reach of most women. Several barriers persist.
1. The most basic of the barriers is the patriarchal mindset prevailing in homes, institutions and society. Patriarchal norms and value systems are imbibed also by the majority who formulate policies and make decisions
  2. The insensitive criminal justice system and high expectations that Police and judicial systems by themselves can deliver justice
  3. Prevention and Protection are not getting equal importance as punishment
  4. Policy makers too need to acknowledge that addressing violence and ensuring a Violence free environment are key conditions to move towards economic empowerment
  5. Many programs like *Kudumbasree* which has a large coverage in Kerala, has not taken VAW as a prime responsibility and it does not figure in the indicators of its success.
  6. There is no effective integration of gender in the stakeholders (police, judiciary, legal practitioners, teachers, policy makers etc.) training and assessment
  7. There are delays in court proceedings in all cases related to women --divorce, custody of children, maintenance, rape, Protection from Domestic Violence, etc.
  8. There are many schemes but they are not functional and effective. *Helplines* by police is not given publicity and the women police who manage these are not given needed training, infrastructure and other facilities.
  9. There is a lack of awareness on the existing redressal mechanisms
  10. Shelter homes are also few and far between and the quality of services provided by these homes leaves much to be desired. As a result, women choose not to go to the homes
193. Budgetary allocation is key to successful implementation of any law and shows the priority the State gives to an issue. Routine budget expenditure goes towards meeting salaries and office expenses. However, there is a need for allocations for publicity, training, sensitization, coordination or monitoring of stakeholders and the law, which is an essential for effective implementation of the act.
194. There is also a lack of clarity amongst all stakeholders including protection officers, police officers, service providers, lawyers, judges, health facilities, legal aid services and shelter homes about the purpose and content of the various recent Acts and their roles under the Act. Though the PWDV Act provides for regular sensitization of all the stakeholders on domestic violence and the Act, this has not been done. Further, there is no coordination between all these stakeholders because no mechanism has been set up to enable this. Service providers who were appointed under the Act do not know if they are still service providers as there has been no notification of renewal of their services by the state.
195. Kerala has only 14 protection officers (PO) in the whole of Kerala to implement the PWDV act. They do not have sufficient infrastructure, funds, support staff or training to help them carry out their duties. The police perceive PWDV Act as a Civil Act where they do not have a role to play and are reluctant to help women, the PO's or the service providers.

196. The PWDV Act is supposed to provide quick relief to women in abusive situations and provided for cases to be disposed of within 2 months. However, despite providing for time bound trials and orders, *interim orders* take over a year to be passed. Final orders can take close to three to four years. Delays are due to lawyers and judges who are not sensitized about the issue of Domestic Violence and do not understand the spirit of the law, as well as vacant and overburdened courts. Many courts insist on Domestic Incident Reports (DIR) being provided by PO's, although the Act does not mandate this, thereby delaying the matter further. Implementation of orders is also a major problem. The cases pending before the Magistrate Courts are dealt casually like any other litigation completely ignoring the legal provisions and social impact. There is no coherence in the way cases are being handled by different courts. As a result, the outcome of the cases is totally dependent on the views of the magistrate.
197. Further, the aggrieved women who have no financial subsistence are entitled to legal aid under Legal Service Authorities Act. However, despite existing infrastructure in the District level, women find it very difficult to access free as well as competent legal representation.
198. The employers of public and private sectors are not aware or just ignore the implementation of the new law to Prevent Sexual harassment at workplace act. The government also is tardy about forming Local Complaints Committee (LCC) at district levels to serve unorganized sector workers
199. The law makers and implementing agencies are insensitive to the harassment faced by transgender community and hence their rights are violated in their own homes, schools and in public places.
200. There is lack of clarity as regards the 'Nirbhaya' programme. One view is that it should only look after Sexual assault cases and no other types of VAW like domestic violence. Such confusion is passed on to the functioning of *Bhoomika* also. Is there a hierarchy in violence faced by women and girls?
201. The percentage of senior women citizens is gradually increasing in Kerala and there are several cases of abuse and victimization of senior women. 'Women outnumber men among the 60+ and among women, majority are widows. While only around 18% elderly men are widowers, the percentage of widows among older women constitutes over 55%. In addition to widowhood, this category of the old suffers from 4 other disabilities – *being women, being poor, being disease prone and lacking care givers*. All the old are facing the problem of loneliness/solitude and a good number of them are suffering from one or other form of abuse.'"(From the note of PKB Nayar for PB)

## Recommendations

### Prevention

1. Prevention of gender discrimination and violence against women, girls, transgenders differently abled must get priority by the state and its departments and institutions. The new department of Gender Justice should coordinate such efforts and monitor this.
2. Conduct a Large Scale Continuous Public Awareness Campaign against all types of gender based violence, especially Domestic Violence, rape, sexual assault and also about the acts and policies (Protection of Women from Domestic Violence Act, 2005; Prevention of Sexual harassment at workplace act 2013, Protection of children from sexual offences act -POCSO) The mass media can be used extensively: spots on television, messages through radio, ads in print media, use of cultural forums, etc. should be used at regular intervals so that women know about their rights and how to access justice
3. **Organise Regular Sensitization Trainings for all Stakeholders at all levels**
  1. The State must organize regular sensitization trainings on gender and gender based violence, its impact on women, children and society for stakeholders at all levels including Protection officers, Lawyers, Judges, State Legal Aid Services, Service Providers, Health workers, Police, medical professionals, central /state government officers, Panchayat members, Block and Zilla level officials, personnel of transport services etc.
4. **Community based prevention programmes should be planned and implemented.** *Kudumbashree* can play a vital role in the community based interventions along with LSGIs. Crime mapping and different initiatives of *Kudumbashree* can be used. The programmes may be implemented through NGOs, Residence Associations and other civil society groups, which will ensure the local participation. This will also be helpful for mobilizing local financial share and human power
5. Strengthening and gender sensitization of Jagratha Samiti and LSG system should be undertaken. There should be a continuous plan of action.
6. Create at least 20 *violence free LSGs* (Gender friendly) in the first phase as model and then to extent to all in 3 or 4 phases.
7. Pre and Post Marital Counselling should be implemented through LSGs.
8. **Facilities and Awareness in educational institutions**
  1. Conscientization should be imparted to Mother P.T.A., and PTA and teachers regarding body, sexuality and adolescent age group. They should be made to believe that adolescent age group is “not a problem” but a time for developing healthy gender relations. Recognition of selfhood and dignity of transgenders be communicated.
  2. The TTC/ B.Ed syllabus should be changed in such a way that basic knowledge of one’s own body, difference between sex and gender, how gender is constructed etc. should be included. It can draw from themes/areas covered in women studies courses.
  3. The TTC/ B.Ed. syllabus should also include some elements of counselling so that the teacher –student relationship can be made a friendly relationship where

the students feel confident of disclosing and discussing their personal issues with the teachers.

4. Content analysis of the text books – especially language text books should be done, so that derogatory statements on women, dalit and adivasi, TG, LGBTIQ can be eliminated.
5. Female and male students studying the same lessons, writing the same exam, undertaking the same studies should be allowed to sit together in a bench without segregating them in separate compartments.
6. A thorough study of the women hostels should be undertaken by the planning board and a **registration system** of hostels need to be established. A law for registration of hostels /Children's homes exist in Tamil Nadu. Similar legislations can be planned. Periodic monitoring should be conducted by the State Women's Commission. Like education, healthy and hygienic accommodation to study is also a right of the student. The hostels should be made danger proof.
7. AVS (Anti Violence Squad) has to be constituted at Colleges and other academic institutions levels. These squads can work against ragging in campuses and varied forms of sexual harassment
8. Housing
  1. Safe and Secure housing is a precondition to prevent violence. Single Women and women headed families should be given priority in housing schemes by the government and LSGs. Separate programmes for this should be initiated.
  2. SC/ST families and transgenders should be given priority in housing.
  3. In urban areas and towns, working women should also have safe accommodation facilities. All the Paying Guest accommodation (PG) should also be registered in the nearest police stations. Single room service apartments with security arrangements, as in many other cities, can also be considered.
  4. When constructing apartments by housing board, single bedroom apartments for senior citizens should be considered, so that they can live in company and feel safe and secure
  5. Night shelters be established in each district (District Panchayats can be asked to do this) for women who are shelter less and who are forced to sleep on pavements/bus or railway stations.

### *Redressal*

1. A major suggestion of Justice Varma Committee was **the separation of law and order from the investigation wing in the police. A special investigation team of police**, should be formed, specially trained and placed in each district for investigation into sexual assaults and other violence against women.
2. This trained team for crime investigation with gender sensitivity should ensure that timely and needed evidences are collected in crimes against women and follow up other process- from forensic samples submission, timely collection (FSL) to Cyber evidence, filing the case etc.
3. Forensic science Labs (FSL) in the state need to be well equipped and staffed. At present, there are 3FSLs; one more is planned in Kochi

4. Gender desk to be started in the cyber police cells
5. Introduce a **24-hour toll-free Emergency Police Helpline for women** connecting all police stations in Kerala.
6. At the moment, the 1091 helpline introduced by the police is limited and is not known to ordinary women. We propose an **Emergency Police Helpline** for women connecting all police stations in Kerala, linked to all services a woman may need including OSCS, service providers, shelter homes, hospitals, Protection officers and Legal Aid Services so that women can be connected to the service she requires.
7. This should be given wide publicity. A supporting team of women drawn from among different stakeholders can advise and monitor the helplines
8. Provide needed infrastructure like vehicles, Wireless and other facilities for the women's cells of police for immediate response in cases of emergency
9. In all women cells of police, a dignified living facility for one night stay for women who are stranded while travelling as well as other needy women
10. Review the curriculum of police, judiciary and other related professions for gender sensitivity/rights of transgenders
11. A gender consultancy team be formed in Police headquarters/ districts including people's representatives, NGOs and related officers for awareness building and monitoring of implementation of laws

#### *Rehabilitation*

1. Start at least 3 SOS type villages in three regions of Kerala, to rehabilitate survivors in short stay homes who are there for more than 5 years and who have nowhere to go (especially from other states) and children from Nibhaya homes. At present, these places are overcrowded and many who have nowhere to go stay in cramped places for years together. This is a gross violation of their fundamental rights
2. Sufficient shelter homes/short stay homes, day care homes for elders, with quality services and regular monitoring involving local-area residents and state officials must be set up.
3. The survivors who are residents in shelter homes from within Kerala should be released from there within a year. They should be rehabilitated by providing suitable job/shelter/; other facilities with the help of LSGs. The survivors should be given some priority in the list of beneficiaries of grama sabha.
4. The quality and number of shelter homes must be improved. Continuous monitoring is necessary regarding the mental & physical condition of the inhabitants. There should be some programme to make the survivors to lead an independent life. The inhabitants are to be engaged in any of the activities according to their taste and health.

## *Special Focus Areas*

### *1. Prevention of Sexual Harassment at Workplaces 2013.*

202. The government through the newly created Department of Gender justice and empowerment should take steps to see that the law is effectively implemented in Kerala

1. All state government departments, institutions, local governments and private establishments to be instructed to formulate guidelines/operating procedures to prevent and address Sexual harassment in their workplaces and publish this in their websites. Necessary amendments be made in the service rules of these establishments
2. Wider awareness programmes be conducted by the respective departments/institutions/ local governments/ training institutes
3. Local complaints committees (LCC) be formed in each district as per the law to address the complaints from such establishments which employ less than 10 persons and from workers of unorganized sector. Government should notify the **district level officer** as well as **nodal officers** at block level for the purpose of the effective functioning of LCCs
4. State government should allocate necessary funds for the functioning of LCCs and the district officer be authorized to sanction expenditures
5. A nodal officer is given responsibility in the department to monitor and guide the implementation of the law. Yearly and half yearly reports mandated to be send by the ICCs and LCC s be compiled and submitted to the government and the functioning of these committees is monitored.
6. IEC materials be developed on the law and disseminated widely

### *2. Violence in Public places (Streets, while travelling)*

203. Sexual assault in public places is a major concern, especially in urban areas and while traveling in public transport. The case of Soumya has highlighted this in Kerala. Several other cases are also registered with railway police and Kerala police related to harassment during travel and in public places and many go unreported too.

204. Points should be drawn from studies such as-<sup>iii</sup> "Are our cities Safe?" which had mapped cities in Kerala to understand vulnerable areas. Follow up campaigns in 2011 led to a new clause added in the police Act 119. The following is the clause:

Punishment for atrocities against women: (1) Any person who,- (a) performs, in public places, any sexual gestures or acts degrading the dignity of women; or (b) takes photographs or records videos or propagates them at any place in a manner affecting the reasonable privacy of women, shall, on conviction, be punished with imprisonment which may extend to three years or with fine not exceeding ten thousand rupees or with both. (2) Where any service provider or person in charge of a public place, who fails by deliberate omission to take reasonable action for the time being to prevent such a criminal act, if the victimized woman complains that an offence under sub-section (1) had taken place in their presence or fails to inform the authorities concerned shall be an offence which on conviction be punishable with fine upto one thousand rupees.

205. Subsequently, a bill -**Kerala Protection of Privacy and dignity of Women bill** was drafted and presented in the Kerala assembly in 2013 and after some discussion this was left to the

subject committee. This will have to be followed up. The law which was presented had several loopholes and issues to be corrected. An expert team of lawyers, along with representatives of women's organizations, could work on this again and place it before the legislature for enactment.

*3. Towards Possible Interventions to make public places and travel, safe for women:*

206. Women's participation in consultative and decision making processes in infrastructure projects and public utilities, including transport, is gaining increasing recognition in India. Urban planning standards and the design of public spaces play a major role in the prevention of sexual harassment and violence against women outside their homes and workplaces. Through better updated urban design and planning we can create environments that offer lesser opportunities for violence against women. In short, women friendly and safe environment is what we require.

207. Areas are unsafe because of the bad designing, isolation, and poor maintenance, lack of street lights lead to the creation of dark alleys, dead ends, and entrapment areas. Gender sensitization awareness and safety checklists in urban planning and design and guidelines for safety audits can help to ensure safety of women.

208. Ensuring eyes on the street and mixed land use in all new developments, promoting informal sectors like hawking/street vending, making parks and public spaces more accessible, visible from the street, better landscaped and well lit streets. Regular data collection on women's safety; making safety audits a regular planning tool and an integral part of the master planning process, with a commitment from local authorities to implement their recommendations. Modifications of curricula for urban planning and design programs to ensure women's safety issues are part of the training imparted to urban planners and designers.

209. (These are issues which need to be incorporated in other thematic working groups of 13th Plan, such as on urban infrastructure, transport, etc.)

1. Conscious inclusion of women's needs and facilities in the planning of city, and especially public utilities
2. Provide more public transport to reduce the rush in buses and ensure safety inside the bus
3. Build restrooms for women in major bus and railway stations. Construction of sufficient neat, safe and functional public toilets with proper amenities like clean water, light, bucket, mug, sanitary napkin disposal facility, doors which can be locked from inside, and hooks or small shelves to keep their handbags. The design of public toilets should take into account the amount of privacy women need.
4. Proper, regular and timely functioning and maintenance of street lights is very crucial. Poorly lit areas pose a threat to the safety of women.
5. Help line numbers need to be shown where it is visible to all
6. Separate waiting sheds and toilets for women in bus stations
7. Provide school buses in all areas

8. Increase the number of ladies' compartments in trains; ensure the security of women commuters
9. Audio-Visual announcements/messages creating awareness among men should be shown at railway stations especially on TV.
10. Provide overnight stay facilities for women passengers at major bus and railway stations
11. Instruct Local governments to ensure street lights in all bi-roads. Proper, regular and timely functioning and maintenance of street lights is very crucial. Poorly lit areas pose a threat to the safety of women.
12. Install complaint boxes at major points in the city.
13. Establish pre-paid auto system in major areas. More women taxi and auto drivers have to be encouraged. Local bodies can take initiative to bring in more such projects
14. Police need to be more active. Increase the number of women police and depute them in bus-stops, schools, buses especially in the early morning between 6 am to 8 am.
15. There is need to strengthen shadow police.
16. Start Kiosks in bus stands and other public places which has rest rooms for women and girls, facilities for tea and snacks and resting places(A plan drawn by a woman architectis available in Sakhi)

#### 4. Other categories of women who need special attention

1. The issues and concerns of sex workers be addressed
2. Addressing the issues of Street Vendors should be an area of focus. They should be provided Gender friendly infrastructure or basic facilities like toilets, water etc. Their safety on returning home late in the evening should be ensured.
3. The issues faced by women in the unorganized sectors should be studied and appropriate action be initiated
4. Human Trafficking is one of the most dehumanizing crimes which demands special focus and attention. Mostly trafficking of women and girls are related to sex trafficking and this should be specially monitored and prevented. It is important to develop a prevention system at LSG level especially in the boarder districts. All the women and girls who are migrating for work should register with the panchayats.
5. Short studies should be commissioned on issues of
  1. women in detention (prisons)
  2. women in sports/games
  3. Women with disability

210. Such studies will help to identify issues which need immediate action and to allocate necessary budgets.

#### 5. Violence against women as a public health issue

1. Medical aid when needed should be given to all the victims of violence in urban and rural areas. If GBV survivors come to PHC or CHC, they should be encouraged to report to the local police and the *Bhoomika* and *Jagratha samithis* should act together to support them

2. At present the counsellors of *Bhoomika* are supported by the NHM of GOI. When that programme ends in 2017, as announced, such services available will end. Hence their salaries should be supported from plan funds when Central Government stops the program
3. There should be a mechanism to address the **mental health** of the women, transgenders and child survivors
4. All medical facilities notified as Service Providers must be provided training to clarify their role under the Act. The coordination of this could be entrusted to Bhoomika, the One Stop Support centers (OSSS) now functioning in all district hospitals and in some Taluk hospitals. The healthcare professionals must be trained to screen women for signs of violence, document their histories and provide free medical treatment. The State must improve the healthcare sector's response to women survivors of violence and treat Violence against Women as a public health issue as per national and international guidelines.
5. Each OSSC should have an attached de-addiction center. If it is attached, the services of the same hospital counsellors can be utilized and services coordinated.
6. SAFE kit developed for screening and examining of rape victims should be made available in all government hospitals. The revised medical protocols should also be widely disseminated. A set of doctors be trained and placed who can give the special assistance needed by the survivors of sexual assault and other types of violence.

#### 6. *Legal/Judicial assistance*

1. **Ensure Quality Legal Aid and Legal Representation and quick disposal of all cases** of gender based violence, especially domestic violence and sexual assault.
2. **Special courts** for women should be set up in all districts of Kerala (presently there are 2 special courts functioning and one more is coming up. But these mainly deal with POCSO cases). Hence special courts for women in all districts for speedy disposal of cases of rape, sexual assault and domestic violence
3. The state must ensure that Free Legal Aid lawyers are selected on the basis of their competency, are well paid and their work monitored so that women get quality representation. It must ensure speedy justice for women.
4. Otherwise a panel of lawyers is to be selected on the basis of their efficiency and competency and engage them to handle this type of case.
5. Now the very purpose of the PWDV Act is defeated in the absence of protection order. The court can take cognizance only when the protection order is violated.
6. The order for Maintenance and recovery of money or assets will remain only in papers. There is no uniformity in the matter of executing the orders. Hence details rules are necessary in this area.
7. Legal support-A special panel of lawyers who have understanding of gender issues be selected and trained to assist transgenders and sexual minorities when their rights are violated.

### 7. Role of NGOs

1. Formalize the NGOs who are registered as Service Providers (SP's) as per the PWDVA. Also publish a list of recognized NGOs from among whom, external members can be invited to the ICCs in all workplaces.
2. The State must lay down clear-cut guidelines on selection of and expectations from Service Providers (PWDVA), monetary payment for their services and monitor of their work regularly.
3. The services of accredited NGOs can be used for creating wider awareness on VAW and children and transgenders and also to strengthen the community based mechanisms like Jagrathasamithis

### *Institutional Mechanisms*

1. All Gender related programs of each departments/institutions and organizations of Government can be integrated under newly formed department of Gender Justice and empowerment with specific roles of each of them. Convergence of different interventions like Nirbhaya, OSSC, Bhoomika, and SWC on violence against Women & Children is needed.
2. Conduct a close scrutiny/review of all state mechanisms to address violence against women like state Women's Commission, women cells of police, Gender park etc. and reorient and gender sensitize them for effective functioning
3. **The Department for gender justice** should have a **state resource center** for data collection and dissemination as some states like Odisha have
4. It is also necessary to define the role and duties of different agencies /authorities working in this area. As there is lack of clarity about their mission and vision.
5. **Set up a state-level co-ordination mechanism for all stakeholders under PWDVA, 2005 as well as monitoring mechanisms and protocols for ministries/stakeholders**
  1. A state-level co-ordinating committee of all stakeholders under PWDVA, 2005 (*in tune with Section 11(c) of PWDVA, 2005*) including Protection officers, Lawyers, Judges, State Legal Aid Services, Service Providers, Police, Social Welfare Department, Health Department, etc. must be instituted immediately to ensure effective co-ordination between all the agencies providing services to women so that there is a convergence of services and schemes and women get the best possible support. Protocols for the various ministries/stakeholders concerned with the delivery of services to women under this Act, including the courts, must be prepared and put in place.
6. A review of the role and functioning of State Women's commission, Women's development corporation and Gender Park be undertaken by Planning Board with the help of experts and their roles and functions are redefined. The stakeholder participation in the functioning of Gender Park could be explored.

## *Gender Budgeting*

1. Provide sufficient funds for awareness building, implementation of laws and legislations, schemes and programmes for women (PWDVA, 2005, Protection of women from sexual harassment at workplace (formation and functioning of LCCS), for community level interventions
2. Sufficient funds must be allocated for publicity of Acts, sensitization, training and coordination of stakeholders; provision of infrastructure and effective services to women as well as monitoring of the Act.
3. Funding for shelter homes must be enhanced and be disbursed regularly.
4. Provide Social Security for survivors of Domestic Violence from marginalised backgrounds
5. Domestic Violence survivors from poor sections of society who have registered cases of domestic violence in a court of law or registered a complaint with the Police Station, Service Providers, Panchayat, Protection officers or proposed Domestic Violence Prevention Committees should be given special preference/reservation to existing government schemes (with regard to right to work-NREGA; house entitlements; food security; health insurance).
6. Already existing schemes related to crèche facilities, shelter homes, economic empowerment of women should be expanded and preference given to women facing Domestic Violence

## *Personnel*

1. Increase the number of Protection offices and Counsellors at One Stop Crisis Centres
2. The number of Protection Officers under PWDVA, 2005 must be increased from 1 in each district to 1 in each Block (in the rural areas) and 1 in each in the municipal areas. Further, sufficient support staff, infrastructure and finances must be provided. Provisions must also be made for the display of the names and other contact details of the Protection Officers appointed under the PWDVA, 2005 in each Police Station.

## *Police Reforms*

1. *An urgent need of the time is timely reforms in the police, especially with regard to women in the police force. Justice Varma Commission Report highly recommended this in his report*
2. *A new report by the Commonwealth Human Rights Initiative (CHRI) '**Rough Roads to Equality**'<sup>iii</sup> paints a dismal picture of the Women in the Police Force in India. Women make up only 6.11% of the total police force in the country. The report says "Kerala has been pretty consistent over those years with no significant increase or decrease. Currently there are 3067 women, constituting 6.42% of the force" This report points out the Structural causes affecting Women's Representation the Police Force, like recruitment process, inherent male bias in the system, workplace harassment, inadequate facilities, working hours, promotion and retention policies.*
3. The main challenges for female police officers are in the prejudices existing among their male colleagues and superiors. Women have struggled for hundreds of years to be

treated equally to men, and that struggle continues to this day in many professions, including law enforcement. Even after displaying demonstrations of competency on par with male police officers, women are still subjected to the kinds of harassment and degrading behaviour that survives every effort at eliminating the beliefs underlying such behaviour. Women are assumed to be less capable, and only recently have seen their female colleagues promoted in strict accordance with merit – and there are few professions more steeped in male-dominated cultures than law enforcement.

4. The CHRI study says that “lack of toilets and sexual harassment are two major issues hampering the lives of policewomen in India” In many places where toilets were available, they were badly maintained, according to the study.
5. *A quick study among women police in Kerala to be conducted to identify issues and take steps to address them*

CHAPTER 6  
LGBTIQ JUSTICE

211. In sharp contrast to many neighbouring south Asian societies, Malayali society has, historically, remained less open to non-heteronormative sexual identities. There is, however, evidence, that such sexualities were prevalent in early modern Malayali society, which were suppressed and erased over the nineteenth and twentieth centuries and these prejudices continued to inform public perception Kerala remained pegged on to a binary conception of gender and the heteronormative family, which was believed to be the sole dependable vehicle for the transmission of development benefits to the next generation. In other words, despite the evocation of the human development framework that stressed the centrality of individual capabilities and functioning, in practice, development resources continued to be channelled towards families understood as *primarily procreative* institutions.
212. The condition of non-normative sexualities in Kerala cannot be described as only that of deprivation-then lack of resources that cause ill-being. Rather, it is better described as *abjection* – which refers to a form of ‘enforced invisibility’ of these people in the eyes of civil society and the state. Their state of abjection meant that whenever they were visible, people of non-normative sexualities were hounded as criminal and illegitimate, ‘unnatural’ and even ‘sinful’. A recent survey (para 4) clearly revealed the different and more severe experience of patriarchal marginalization experienced by TGs. For instance, it is widely known that in Kerala, women may secure many capabilities, but are often unable to convert them to desired functioning. However, data collected on TGs reveals that they are unable to acquire even basic capabilities essential to a life of well-being and dignity. Secondly, while women’s interests and expressed needs are now accepted, at least partially, as real collective entities and legitimate demands on the state, widespread and intense conservatism denies the same status to the interests and demands of people of non-normative sexual orientations, and though they have gained legal recognition, TGs remain vulnerable to abjection, and the terrible invisibility and violence that it entails. In short, interventions for inclusion of TGs cannot be limited to merely economic measures.
213. Since the new millennium, local manifestations in India and Kerala of transnational campaigns around groups severely marginalized and objected on grounds of their non-normative sexuality, as well as recent Supreme Court judgments, have cleared some space to remedy some of the above issues. While the recognition of all non-normative sexual orientations as legal remains a distant dream still, the Honourable Supreme Court of India (vide Judgment dated 15 April, 2014) firmly established the right to equality and equal protection for transgender persons (TGs) and emphasized their right to live free from discrimination on the ground of gender identity.

214. To understand the issues faced by TGs, the Social Justice Department of the Government of Kerala (GoK) conducted a State-wide survey seeking information on all aspects of their social and personal life. The survey, which collected information from over 4000 TG individuals, indicated that their population in Kerala may be over 25,000.

- **Equal Rights to Health and Education, and Economic Opportunities and Resources**
- **Right to Dignity and Freedom from Violence**
- **Right to Freedom of Expression**
- **Equal Voice and Participation in Development**

215. Anecdotal evidence and accounts by LGBT groups and movements testify to the fact that many TG people flee the hostile environment towards them in Kerala, seeking friendlier places where such mobilizations are stronger. In other words, the effort to shift the meanings of gender underlying state policy from a binary conception to a more plural one has deep implications for a substantial number of citizens of the State. Subsequently, GOK issued a rights based State Policy for Transgenders within a clear results framework. In addition, consistent with the 2014 Supreme Court judgement, the policy allows for the self-identification of a person as a Transgender. The Policy also recommends the establishment of District-level TG Boards that can register TGs and issue identification cards. The Department of Social Justice is planning to establish these boards as soon as a Government Order is issued.

#### *Transgender Development and Related Issues*

216. The State-wide survey of TGs<sup>iv</sup> brings to our attention several issues that need to be addressed urgently. The specificity and severity of the exclusion TGs face calls for careful and specific interventions. Very generally, the survey shows alarmingly limited access of these people to the most fundamental capabilities that ensure social well-being.

- (a) *Lack of Sufficient Income & Resources*: Fifty-four per cent of respondents had incomes less than Rs.5000; 11.6 per cent alone have steady jobs. This means that most of them share the severe income disadvantage that low-skill women workers in most sectors of work educated up to middle school suffer in general in Kerala. <sup>v</sup>Their incomes however are lower than the monthly wages of most categories of low-skill women workers educated up to secondary and higher secondary levels <sup>vi</sup> A shocking 100 per cent reported experience of denial of employment opportunity on the pretext of their gender identity. Eighty-nine per cent reported harassment at their workplaces. Seventy-eight per cent revealed that they have had to conceal their gender identity at workplace for fear of discrimination.
- (b) *Lack of Access to Education/ Schools as Places of Injury*: Twenty eight per cent of TG students drop out before the ninth standard in school; fifty-eight per cent drop out before completing the tenth standard. The drop out ratio for the State in 2014-15 was just 0.34 per cent, and the rate for female students was lower than for men <sup>vii</sup>. A very

large number reported severe forms of harassment, including sexual harassment and gender insult – implying that schools are not safe spaces for TG children, and rather cause them deep psychological and physical injury. Not only are capabilities denied, the very physical and mental ground on which individuals may develop them are destroyed through various sorts of injury.

- (c) *Lack of Access to Sex Change Services/Denial of Healthcare/ Healthcare Spaces as Spaces of Humiliation*: Fifty-two per cent reported experience of negative treatment in clinics and hospitals. Also, though fifty-one per cent of the respondents expressed desire to change their physical appearance, ninety-one per cent reported that they were unable to access any medical or surgical help. Sex reassignment surgery is not affordable for most TGs who desire it.
- (d) *Denial of Civil Rights/ Subjection to Heteronormative Violence/ Abjection, Criminalisation*: TG individuals were clearly unable to secure identity papers and other documents in the gender they identify with, confirmed by seventy-six per cent of the respondents. A very large number reported lack of access to police stations and inability to make any complaints about violence and harassment (a shocking ninety-six per cent). The alarming extent of their criminalisation by the authorities is also evident: fifty-two per cent of respondents reported harassment by the police. Further, the oppressive situation of having to lead secretive lives is confirmed by the fact that a whopping seventy-eight per cent of the respondents admitted to have concealed their gender identity for fear of losing their jobs. Their sense of helplessness emerges from the fact that eighty-one per cent of respondents wish a change of gender but have no one to turn to for help. Shame, fear, and lack of confidence about social acceptance of their bodies seem rampant among the surveyed population.
- (e) *Denial of Safe Spaces of Intimacy and Affect/Families as Sites of Repression and Violence*: The denial of family security and affective ties to TG members comes out powerfully from the survey; they are considered ‘abnormal’ and subjected to considerable physical and emotional violence. Twenty-eight per cent respondents reported sexual harassment/rape by intimate partners in the course of the past one year. More than half concealed their gender identities from their families.

#### *Critical Areas for Interventions*

217. In order to enforce and implement TG rights, the following areas are identified as critical areas, where interventions are to be planned

1. *Positive and protective measures to ensure access to secure livelihoods and adequate income*:
  1. Livelihood support through grants, soft loans, and support for training/skillbuilding/education.
  2. The prevention of discrimination against TGs in employment opportunities and education.
  3. Protection from sexual harassment at workplace.
  4. Awareness-raising programmes among employers in all sectors about non-discriminatory practices of hiring.
2. *Full access to education and assured safety in educational institutions*

1. Take special measures to assure entry and completion of schooling and higher levels, including financial support and special institutions.
  2. Impose penalties against authorities who engage in discriminatory practices against TGs on grounds of their sexual orientation
  3. Provide appropriate counselling and helpline services.
  4. Encouragement of broader and more open understanding of gender and sexual orientation in school and college curricula.
3. *Access to Healthcare and Sex Change Services*
1. Provide Special initiatives in hospitals at all levels to address the health concerns of TG population.
  2. Provisions to ensure that private sector hospitals make available their services to TG persons.
  3. Ensure Affordable and smooth access to sex reassignment surgery services and counselling.
  4. Conduct Awareness-raising about TG and LGBQ issues and sex change in medical education and among medical service providers.
  5. Accessible information about health and sex reassignment to be made available in the public domain.
4. *Measures and institutional structures, including networks to ensure full citizenship*
1. Helplines and networks to provide support to TG and LGBQ peoples.
  2. Opening up of all public spaces, and free expression of views of TG and LGBQ in the media.
  3. Legal aid and counselling services to all people of non-normative sexual orientations.
  4. Support to research, training, and resource-sharing around TG and LBGQ issues and the making information about TG rights accessible.
  5. Setting up monitoring and supervisory structures with full community participation.
  6. Support for awareness programmes and campaigns to tackle homophobia and prejudices.
  7. Setting up suitable implementation authority and arrangements at appropriate levels.
  8. Devising appropriate punitive action against acts of discrimination, humiliation, or violence against TGs.
5. *Aid to protect privacy and affective ties / alternate domestic spaces for TG persons*
1. Provide for a range of different safe-spaces including drop-in homes, short-stay homes, financial support to secure own homes, and special provision in government housing schemes.
  2. Legal awareness, counselling, aid, and accessible information about rights for people of non-normative sexual orientations, particularly, for domestic violence survivors among them.
  3. Provide Support for collective cultural activities and community-building interactions.

*Framework for Action*

218. The activities are prioritised by the TG members. An opportunity be provided to consult with additional TG groups before finalisation.

1. Emergency Helpline-Nirbhaya Department/ Social Justice Department or Genderpark
2. EMS Housing Scheme
3. Livelihood Support: WDC or Genderpark
4. Making Sex Reassignment Surgery Intrinsic to Public Health System an Program Including Aftercare of SRS (follow up and after care)- Health Department
5. District Level Drop in Centres: District Program Officer, Social Justice Department
6. Residential Schools: Education Department, TG NGO
7. Cultural Fest : Cultural Department
8. Establishment of Gender neutral toilets: Public Works department
9. IEC Program for TGI: Social Justice Department
10. Translation and Availability of Policy and other documents into Malayalam and Publication and Translation of TG Survey Report: Planning Board, Social Justice Department
11. Expert Workshop to understand changes needed in legal systems: Inter-departmental, spearheaded by Department of Social Justice, with Home, Education, Health, and with close participation of TG and other NGOs
12. Research on (1) Violence against TR (extent by type, how it is addressed, case studies (2) TG and workplace (3) TG and TG Family Access to Appropriate Counselling (4) Parenting of Gender non-conforming children (5) Social Safety for Elderly and Disabled TGs (6) TG and Higher/Technical Education: CDC, Tata Research
13. Monitoring Workshop to establish baseline and targets for 5 years Planning Board
14. Follow up Survey in 2018-2019 (?) to understand results, Consultative workshops, publication of report: Department of Social Justice
15. LGBTQ: Planning Board, Social Justice Department

CHAPTER 7  
DECENTRALISING GOVERNANCE AND CENTERING GENDER

219. In India, structural inequalities like class, caste, ethnicities and other forms of exclusions and discriminations keep a large the majority of people from the process of and hence development itself. Gender inequality informs these in specific ways and is gaining newer dimensions. Hence, engendering governance becomes one of the critical re-requisites for the democratization. Governance is about power and engendering governance is the ability women as a constituency acquire to reconfigure power relations to advance women's interests and thereby transform the practice of governance itself. It is concerned with bringing about change in political systems that make them genuinely inclusive, *democratizing* democracy<sup>viii</sup>. While decentralization is perceived as an important vehicle for increasing women's representation and political participation, the benefits of devolved local governance are not always obvious. Local governance is part of the state that is closest to both the people and organized civil society. Hence, it has potential to engage more effectively with women and facilitate women's public engagement. Yet, being close to society and social institutions that are deeply patriarchal and affecting everyday life in the community and in local governance, the litmus test for civil society, political society and state is to transform local governance into a site for progressive social change and gender equity, particularly when women are making gains within formal institutions. It is about engendered democracy generally.
220. Kerala made a shift in the approach of seeing women as mere 'instruments' for development to by making them active participants in the development process when gender was integrated into the Democratic Decentralization processes through Peoples' Planning Campaign (PPC) initiated by newly elected government mid-1990s. This also happened in the context of the 73<sup>rd</sup> and 74<sup>th</sup> Amendment of India's Constitution where one third reservations in membership and leadership was given for women in all the three tiers of local bodies. This was intensified with the increase in reservation of seats for women from one third to half. In the 2015 local body elections in Kerala, women outnumbered the contestants (28066 women as against 26890 men). Twenty years on, it is important to review this and conduct a systematic study to assess how far these objectives were met, whether the process was followed and whether women's strategic needs were addressed. In this context, steps were identified in PPC. They are:
221. A participatory **study of the Status of women** in each area was made mandatory as a step to understand local specific issues of women and subsequent planning of relevant projects. Several LGs had conducted such studies and a methodology was formulated to undertake the studies. It was instructed that the data be upgraded every 5 years.
222. A **working group on women** was initiated to formulate projects for women. It was directed to ensure women's representation should be there in all **sector wise working groups**. Attempts were made to improve women's participation in the Gram Sabha and focus on issues of women in discussions. 50% representation of women was ensured in the sub committees formed in the Gram Sabha. Out of the two representatives in each subject

group in the Gram Sabha, one had to be a woman. A chapter on women was mandatory in the report prepared on perspective on development for the local body and also in plan document. It was directed that in 'General projects' special consideration be given for women. It was mandated that at least 10 percent of funds be allocated for the women's component plan (WCP)

223. The WCP aimed to provide a mechanism for special activities to ensure gender equity in the society and within the family. The money earmarked for WCP is utilized by the local bodies to prepare projects that directly benefit women. It differs from what has been attempted till now on the following points.

1. The basic concept underlying WCP is that women development is not just providing income and employment opportunities but also better health, education, physical environment, human dignity, freedom etc. Though broad parameters are laid down regarding the type of projects to be formulated, the local bodies have the freedom to formulate location and need specific projects based on the felt needs of the women.
2. Participation of women is ensured in all spheres of activities, be it in expressing opinion, formulating project proposals, monitoring or implementation. They were to be treated not as mere beneficiaries but partners in the development process. The local bodies were asked to set apart 10 percent of the grant-in-aid for WCP. Thus, the funds at the disposal of the local bodies for women development were uniform and it was not based on the percentage of women below the poverty line. The local bodies had the freedom to increase the percentage or integrate it with its own funds while preparing projects.

224. Studies on decentralization in recent years suggest that campaign mode, the elaborate process of local planning design to involve people, had eroded and the grama sabha participation in planning process had declined, that working groups, technical support groups and the District Planning Committees had weakened.<sup>ix</sup> While women's presence is still high in village assemblies, it shows a decline as one move up the steps of decentralized planning. Women's declining presence has been noted in forums such as development seminars, the taskforce which need technical inputs, as also their low percentage as key resource persons, district resource persons in local bodies. In working group on women and other working groups, men predominate. Women are also not part of the process of beneficiary list preparation that takes place before the village assembly.<sup>x</sup>

#### *Elected Women*

225. The experience of Local Governments where at present 52% are women, shows us that elected women are enthusiastic about serving their electorates and are keen to participate and contribute to decisions on resource allocation and improving the facilities and services in their communities. The challenge they face is fulfilling their various duties, roles, and responsibilities effectively in the face of numerous constraints. A small study conducted by Sakhi (2014) among elected women showed that personal, political and work-related challenges influence their capacity to carry out their public responsibilities. Personal challenges can include lack of support from husbands and families, lack of support from

their own political parties, lack of confidence (due to their conditioning), issues of mobility and time conflicts with managing both households and public life. Critical work-related challenges include lack of knowledge and understanding about their role as elected officials, navigating the operational procedures, limited facilitation and advocacy skills, lack of information about meeting procedures and protocols, and lack of support from male colleagues. Groupism in the elected committees, bias towards certain issues, public shaming by co-workers, party controls, financial problems and so on were stated as constraints by elected women. The scenario has changed considerably from what it has been in 90's. Yet the concerns of the 'care economy' can be traced as the critical aspect determining their entry, participation and achievements as elected women.

226. Hence, while female reservation quotas have led to increasing the numbers of women representatives in local government bodies, these women require capacity development, leadership skills, and strategic support to fully exercise their power and truly represent the constituency they serve. Political parties and women's organizations need to make conscious effort to facilitate *political mobility* of women to higher tiers of governance.

227. From the start, capacity building was given prime importance but over the years, the program lost its vitality and now the training modules have several topics with 1 2/1 hours for each subject. Mostly it is in the form of power point presentation and same modules used for all. Since KILA does not have many regular faculties, the so called 'extension faculties' conduct classes and many women are not interested to participate in the training as it is neither participatory nor addressing their needs.

228. If gender equality perspective is to be brought into politics and public policies, then bringing more women into formal politics alone will not automatically achieve that, as is clear now from the experiences of twenty years of decentralisation. This will require that political parties accept that gender issues need serious consideration and other by political domains and social institutions like family be democratised.

229. The experience of *Kudumbasree* clarifies this. In the last few elections, many women who have come up through Kudumbasree have become candidates for local elections and elected in large numbers. Local collectives become spring board for women to enter public life. Women need engagement in political (formal/informal) and public forums and this enables them to recognise and articulate their interests, negotiate differences, and learn modes of cooperation and consensus building as well as soft skills of public speaking, writing reports and keeping accounts. Hence the project of engendering governance has to be primarily concerned about the perspective and skill building of women and local governments should become the basis for the upward political mobility of women.

*More Female Contestants, Fewer MLAs (1996-2016)*

230. Over 20 years and five assembly elections—as women became better educated, led a variety of popular movements, voted in and contested elections in ever greater numbers in Kerala—the number of directly elected female legislators has steadily declined, according to

electoral data. The percentage of female members of the legislative assembly (MLAs) fell from 10.23% in 1996 to 6.06% in 2016, even as the number of women candidates doubled over these five elections. In Kerala's 2016 assembly elections 105 women contested—a third as independents, i.e. up from 83 in 2011. At the same time, only eight women were elected in a 140-member house, which means Kerala has just one more female MLA than 2011. Success does not appear to be correlated with the growing number of women turning out to vote. As many as 78% women voted in the 2016 election, up from 75% in 2011. The male polling percentage in 2016 was 76%. So, although women are contesting and voting in record numbers, they are not voting for other women. Recent studies suggest that women leaders at district panchayat levels are selected for a combination of high education, managerial skills, cultural and social capital and often having more political experience, giving them an advantage to enter higher political level—the state legislature.<sup>xii</sup> Most of the Elected Women (EW's) are not members of the respective political parties or its decision-making bodies where local priorities and plans are discussed. Increased representation of women in political parties and decision making levels are important for moving towards centering gender issues in the political process and political agenda.

#### *Apathy towards Engendering Governance*

231. A survey conducted among the EWRs and CDS chairpersons in Kerala (2011) <sup>xii</sup> revealed that 68% of the EWRs and 74% of the CDS chairperson's experienced general apathy from the panchayat officials towards their own issues and issues in general, posed by them. 48% of the EWRs opined that political parties also seemed to be uninterested in engaging with gender issues. 81% of the EWRs mentioned that the media, in general, were apathetic towards both their success stories and gender issues.
232. This is also linked with a general lack of deep understanding and conceptual clarity about the principles underlying gender in governance. This is particularly true as newer generation of EWRs are entering local governance. A large number of experienced women leaders at local levels withdraw into their homes after completing one round of tenure, and hence remain as an untapped pool of expertise.

#### *Multipolar Forces*

233. In every panchayat now, two power centres are operate: the President and the CDS chairperson. The autonomy brought about through elections made the CDS chairperson assume power and they feel they are not in any way answerable to the elected body. There is supposed to be a coordinating mechanism with the president and the community.

#### *WCP and Gender Mainstreaming*

234. The nature of the projects implemented under WCP and the extent of participation of women in the design of these projects have come under scrutiny. The trend in the allocations for WCP, the inadequate and ineffective pattern of the utilization of WCP too is linked concerns. Recent studies have analyzed WCP as a mechanism of gender mainstreaming at

the local level. In the panchayat studied, more than half of the amount envisaged for WCP was not spent. There are also cases of expenditure under WCP outlay being poor compared to not only general projects but also lower than SCP. Further, the panchayats did not seek to raise their expenditure in the WCP in order to improve their overall expenditure. In the absence of any disaggregated performance measures, the WCP was the easiest casualty. Primary sector and allied activities are neglected at both block and district panchayats as far as WCP is concerned and projects having a construction component have increased particularly since the 10<sup>th</sup> plan in all three tiers of the panchayat. General awareness about WCP was found to be low even among elected representatives with many not being sure of the mandatory minimum percentage set aside by each panchayat. More women than male members did not know the share of WCP. Many women members thought of WCP as synonymous with Kudumbasree as compared with males. Yet more women than male members hold that design and nature of project under WCP have led to poor spending levels. The majority of female and male members stated that skill building projects would have greater potential for women for income generation. However, the way in which WCP projects were utilized, the thrust appears to be more in the nature of redistribution, primarily in the form of financial assistance, with skill building and training constituting only a small component.<sup>xiii</sup>

235. Compared to the 11th Plan, the percentage of WCP allocation and expenditure have fallen during 12th Plan. Allocation fell from 13.22 per cent to 10.63 percent and the expenditure from 12.35 to 10.70. Also allocation- expenditure gap increases in the case of all the socially vulnerable sections and this deserves attention and rectification.<sup>xiv</sup> WCPs need to be targeted at addressing the strategic interests of women and should not focus merely on their practical needs.
236. Clear criteria must be formulated for LGs as well as for DPCs on designing/ evaluating WCP and general projects to assess whether gender inclusion is there in general projects and whether WCP projects, the focus is on sectors that can transform women's lives. Besides, clear guidelines and handbook, a list of DO's and Don'ts need to be prepared.

*Kudumbashree Mission: Making Women Visible in Local Governance*

237. The Kudumbasree (family and prosperity) was initiated as a State Poverty Eradication Program so as to provide local communities greater opportunities to determine their own priorities and implement their own solutions. The new anti-poverty program was conceived from its inception as fitting into decentralized planning in contrast with the earlier centralized system of mobilization and organization of women's collectives<sup>xv</sup> Today, Kudumbashree is one of the largest community based organizations in the world. It has 4.5 million women members from 50 % of households in the state, federated into 2, 50,000 Neighbourhood Groups (NHGs), 19,876 Area Development Societies (ADSs), and 1,072 Community Development Societies (CDSs). The economic activities as on Dec 2014, comprise of thrift (Rs.2262crore), internal lending among the members (Rs. 9256crores) and the bank linkages is (Rs.2952crores), micro enterprises, besides providing microcredit, it attempts to supplement the livelihood of members through income earning activities,

provides a platform for the convergence of anti-poverty programmes of the State government and constitutes a basic community organization contributing to women development.

238. A distinguishing features of Kudumbasree are its universal presence in each local body in the state, interface with local governance, connection with a variety of initiatives—social infrastructure, rights based interventions, employment generation, food security, health insurance, housing, enterprise development, wage employment programs. The intervention of Kudumbasree in agriculture as 48,434 Joint Liability Groups (JLG) is directed at food safety and food security in 93,808 HC of land (2014), cultivating paddy, banana, vegetables.
239. Participation of women in MGNREGS is 93.4% as gains 52% at the national level, Kudumbasree playing a significant role. Although, Kudumbasree's pivotal role has changed, it still participates in the program as supervisors and mates. Kudumbasree has been selected by the Ministry of Rural Development as a National Resource Organization to facilitate interventions in other states and it has also entered into agreements with countries such as South Africa and Ethiopia.
240. The compulsory enrolment fee (from Rs.15,000 to 29,000) for the aspirants of membership in NHGs and imposition of micro credit on the aspiring entrant (thus making her a debtor right from the start) who cannot afford the enrolment fee, are all antithetical to the spirit of Kudumbasree whose essence is poverty eradication. The lack of resource bases of women disempowers them in the patriarchal social settings. Organic linkages of Kudumbasree with panchayats are weak on the ground, although systems and processes are laid down through guidelines. At the organisational structure levels, the leadership of women in the community stops as CDS chairpersons at the level of local body and the higher levels are occupied by officials. The office bearers at the CDS-ADS-NHG-levels have not internalised the vision and the guiding principles i.e. the rights based approach to poverty eradication. Hence, there is apathy towards Ashraya project, tribal specific Sathadina Programme and Micro-level Planning. There is a lack of appreciation about the social relevance of such programs for the disadvantaged sections and that women constitute the majority among them. The gigantic size of Kudumbasree results in lack of proper flow of information among NHGs and between NHGs, ADS and CDS, without which activities cannot be coordinated properly nor good practices exchanged or sharing of lessons from failures. Massive opportunity of mutual learning for women's advancement and poverty eradication is lost in the absence of adequate documentation of activities (such as information flow about stock, demand and marketing possibilities for products) and interventions made with governance system and other agencies for effective functioning.
241. It is an irony that private financial institutions such as Muthoot Fincorp, HDFC and ICICI are able to attract the Kudumbasree members with the size of loan and ease of doing business offering hassle free service, thus pushing women to debt traps. Needless add that the interest charged by these institutions are exorbitant (up to 36% vis a vis 12% charged by nationalised banks) The very essence of microcredit in NHGs is for offering soft loans for

women based on social collateral and thus women from the clutches of locally operating money lenders.

242. Enterprise is woefully lacking, (out of 42 lakh members of Kudumbasree, only one lakh are involved in micro enterprises and among them only 10% earn sustainable income) and thus one big means of poverty eradication through women, lies unexplored and unexploited. A TISS survey reveals that 55.4 % of the respondents hold that political party politics influence Kudumbasree workers and 37% opine that political party politics plays a crucial role in the candidature of CDS persons. 39 % opined that gender issues are not important to the political parties. This reveals that perceptions of women as a constituency having specific and common interests is lacking and hence are not able to influence the agendas of political parties or even the selection of candidates.. In spite of Kudumbasree represents more than 59% of the families in Kerala; they have not developed into an agency to fight atrocities in general and those against women in particular. The initiative to position Kudumbasree as a rights-based agency of women, from a tool for poverty alleviation, was effectuated, largely, because of the internal flexibility and external elasticity of Kudumbasree. This in turn helped Kudumbasree to spread its wings too wide with the result that it had spread too thin. Kudumbasree shows a tendency to limit itself as a thrift and credit institution. Marketing of products of Kudumbasree is a problem. Sustained support beyond launching the products is not rendered to the units, especially for marketing.

### *Recommendations*

#### *1. Gender Budgeting and Gender Auditing*

243. Reinstate gender auditing and gender budget in the State budget. Ten percent of the budget should be earmarked for the women only projects. A separate statement focussed on this to be presented in the assembly during budget presentation.

#### *2. Panchayat Budget Note*

244. At present there is only a Panchayat Budget Performa. A budget note is needed to explicitly spell out gender component in the state budget. This should be made mandatory.

#### *3. Gender sensitive/gender transformatory planning at local bodies.*

1. The manuals on gender planning/auditing and budgeting must be finalised, printed or disseminated.
2. **Data Generation: Study of status of women as a basis for planning:** There is no institutionalized upgradation of data on the status of women and hence planning is skewed. The computerisation of data through IKM did not go ahead as planned. One way for data generation is to conduct short studies.
3. Presently women's development working group has members from Anganwadi and Kudumbasree only. The ICDS chairperson is the convenor and their focus is on improving anganwadis and its facilities. Gender orientation gets lost in discussion of

needs and programs. Funds from WCP too are allocated to improving facilities of anganwadis.

4. **Implementing officer:** At present the implementing officer for working group on women's development is the ICDS supervisor who has no special gender orientation and is burdened with several tasks
5. The assistant Secretary of panchayats/or LVEOs or other appropriate officers should be made the implementing officer for WCP and other women's programmes. Block level women officers should be appointed
6. Women are present in sector wise working groups but their voices are submerged in the discussion. Specific guidelines for earmarking 30% within each sector for women should be given
7. The development report must be reworked based on the baseline of 1997. The methodology could be modified. One chapter of this should be the status study of women, even as trainings should be conducted for women and men on how to integrate women in all development programs

#### *4. Guidelines and Hand Book for WCP*

245. Separate guidelines and handbook to be made for the WCP and compliance made mandatory from the formulation stage itself. Gender Board of the DPC should involve in the preparation and periodic monitoring and evaluation (M &E) of the WCP. The current guidelines to be amended to include projects on skill building. There needs to be a departure from limiting projects to aduvalrthal, adukkalathottam to projects which address the strategic needs of women.

#### *5. Guidelines for Gender friendly PRIs*

246. Specific guidelines that define PRIs as gender- friendly need to be developed in consultation with multiple stake holders working in the area of gender and governance.

#### *6. Panchayat Gender Desk*

247. One of the important requirement, as per the guidelines, could be the formation of a Panchayat Gender Desk with multiple responsibilities — formulate an effective WCP, reflecting both PGIs and SGIs; prepare Local Women Status Report Programme (LWSRP); serve as a documentation centre on gender issues; collect and collate the sex- disaggregate data at the local level; function as information hub of various gender-related issues and successful gender interventions at local level; and could be the meeting place for all genders. Panchayat should train and capacitate a pool of professional resource persons from among the Kudumbashree network and ex-EWRs to manage the Gender Desk. They should be paid for their services.

## 7. *Strengthening Gramasabha in Planning*

248. Formulation and strengthening of AyalSabhas and Special Sabhas for discussion and debates in Grama Sabhas

## 8. *Special Sabhas:*

1. Oorukootom for Tribals
2. MatsyaSabha for Coastal Community
3. BalaSabha for Children
4. Vayojana Sabha for the Elderly
5. Bhinnasheshi Sabha for Differently Abled
6. Vanitha Sabha for Women

## 9. *Panchayat Gender Resource Pool (PGRP)*

249. Set up Panchayat Gender Resource Pool (PGRP) to train and capacitate the office bearers, especially in matters pertaining to gender. PGRPs shall take the initiative in organizing/ conducting gender classes starting from the school level. Different modes of IEC campaigns like flash mobs, seminars and web sites can be used to address this issue. Module for this campaign material needs to be made/ compiled carefully with the help of experts in this area. As Community Researchers & Documentators, they can conduct research on local level gender interventions, produce knowledge that will be useful for the institution building of the PRIs and empower the community voice through the women network and, thereby, make women not just carriers of the community voice but interpreters and producers of the knowledge as well. The former local body leaders could share their experiences. Special and regular training for LRGWs will enable creation of leadership among women and they can assist in planning, participatory budgeting and monitoring and evaluation of programmes.

## 10. *Capacity Building of elected women\*

1. *Capacity Building of women in the panchayats.* At present, there may be groups of women who have acquired the skills to articulate in gram sabhas(GS), including those from Kudumbasree. Informed participation and especially from the most marginalised like the Dalits, adivasis, fishing communities need to be emphasized. At present the focus is on women as beneficiaries rather than as citizens with rights and entitlements.
2. In every panchayat now, two power centres are operating--the President and the CDS chairperson. The autonomy brought about through elections made the CDS chairperson assume power and they feel they are not in any way answerable to the elected body. There is supposed to be a coordinating mechanism.

## 11. *Regular camps for life style diseases.*

250. Cancer, BP, Diabetic, heart diseases, for early detection of Children's problemseye, ear, hearing impairment, learning disability with funding from health programs.

## 12. *Club for elderly.*

251. Bring together senior citizens; make use of their capacities and talents in local development. State should give directives, facilitate discussions. LGs can create a directory of senior most people (above 70) living alone, who are critically ill and without support. Palliative care is given now in most places but there are still deaths due to negligence, hunger, or even violence.

### *13. Ayalsabhas*

252. The proposed Ayalsabhas (an assembly of 50 -100 households), as a sub component of the Gramasabha, envisages to make the deliberations and the discussions more engaging and effective. Legislation has to be enacted to give legal status to the Ayalsabhas. NHGs should be made the women's face of the Ayalsabhas. This will institutionalize an effective interface between the PRIs and the CBO structure of the Kudumbashree. Moreover, the NHGs will also be capacitated and informed in this process. This will help to redefine the status of the NHGs (presently as loan extending centres) as a participant face of local governance.

### *14. Participation*

253. One of the two persons selected to attend the development seminar; one should be a woman to increase participation in policy formulation & program planning, implementation & evaluation of policies and programs meant for development target groups.

### *15. Gender Boards at DPC*

254. All DPCs need to have a gender board comprising representation from activists, NGOs, elected representatives, academia, bureaucrats and media professionals. This gender board needs to report directly to the proposed Ministry of Gender and Development. This gender board needs to facilitate the formulation of the schemes and projects, provide the professional support, do gender auditing and monitoring and evaluation of the gender-related projects and schemes at the district level.

### *16. Nirbhaya Kendras at Block Level*

255. To address the gender-based violence more effectively, Nirbhaya Kendras need to be formed at the block-level under the aegis of the proposed new department of Gender Justice and development. Each Nirbhaya centre should have a professional team, on a full-time basis to address the multi-faceted issues of gender violence, effectively. These centres should also liaise with the Jagratha samithis and Gender Corners of the CDSs.

### *17. Allocation for implementation of gender based laws*

256. There is legislative vacuum related to the safety of women at public places. Pass an Act related to this and allocate funds for implementation. Allocate funds specially marking them

for the implementation of DV Act, POCSO and for the functioning of Local Complaints Committee.

*18. Time Use Data to highlight the Roles of Females and Males*

257. Time use surveys can show differences in the amount of paid and unpaid work carried out by women and men; differences in the total workload of women and men; differences in the time that girls and boys are able to spend on school work, etc.;. These should be followed with campaigns to promote egalitarian concepts of social roles in society and encourage men and boys to share domestic work and childcare

*19. Capacitation of the CBO*

258. An imaginative capacitation module for the EWRs with a pedagogy that uses people's lived experiences instead of the mechanical 'learning training packages'. Capacitation process for elected women members require two factors: equipping them to perform better their constitutionally mandated roles in an adverse environment that is both patriarchal and anti-decentralised; and enabling them to engage in advocacy and negotiation with the state.

259. Training and capacitation of the community resource persons at different tiers of Kudumbashree, who, in turn, could capacitate the Kudumbashree community as such.

*20. Documentation*

260. Absence of proper documentation is absence of historicizing Kudumbashree. Proper documentation is the transferable face of Kudumbashree-- one of the biggest community based organizations in the world. Documentation is also needed to develop the training modules for capacitating the Kudumbashree members, disseminating multitudes of successful interventions, challenges faced and the ways in which were addressed at the grass root levels.

*21. Implementation of the social development schemes with proper guidelines*

261. The social development interventions like--Asrya, a program that takes care of the destitute; Gender Self Learning, a unique experiment to aggregate women's voices and discuss gender disparities; Interventions to address gender violence through Help Desk; Micro Level Planning in all the tribal hamlets and promoting total inclusion of the Scheduled Tribe into the Kudumbashree network; Balasabha and Balapanchayats aimed at empowering children; and BUDS school and BUDS Rehabilitation Centers, aimed at providing care and support to people with disabilities lack integration and convergence. Very specific and detailed guidelines are needed to be formulated for each of these interventions, subsequent to a critical evaluation to understand the issues and problems faced at the operational level at the grassroots. This process need to be undertaken immediately inviting the stakeholders and experts in these areas of interventions.

## *22. Management Committees at the DMU and CDS*

262. A management committee comprising professional team need to be formulated at the district level to conceptualize, guide, monitor and evaluate the livelihood interventions like Samagra, Unnathi, AmrutahamNutrimix, Café Kudumbashree, Micro enterprises and JLG. This team need to capacitate a management team of paraprofessionals at the CDS level who in turn will directly engage with the livelihood interventions at the grass root level. Professional expertise is needed to better the functioning of initiatives like Producer-Collectives. Interventions of the CDS level paraprofessionals and District level professionals needed to be monitored in periodic intervals by CDS and DMU. MEC needs to be given state of art training and should made accountable to CDS.

## *23. Sustained support to micro enterprises especially in marketing consolidated with good MIS*

263. Government should provide marketing facilities to Kudumbashree products. Need for branded shops in all panchayats and municipalities. All the government marketing channels should be made to take up the Kudumbashree products for marketing. Strengthen Management Information Systems within Kudumbashree with linkages to pertinent institutions.

## *24. Interface between JLG and NREGS*

264. There needs to be functional integration between Joint Liability Groups and NREGA. Skill-based training should be imparted to selected promising women engaged in agriculture so as to mould them as master farmers. Kudumbashree could take the initiative to form women activity groups for agriculture-related works, including coconut climbing

## *25. Making Training Modules Pro-Gender, Pro- Dalit and Pro- Adivasi*

265. Kudumbashree CBO from the NHG level needs an intensive training on gender, poverty, class, caste, ethnicities and other forms of exclusions. Jagratha Samithis need to be revived giving it a fresh lease of life through legislation and mandatory financial allocation from plan fund for its institution and sustained activities.

CHAPTER 8  
INTERVENTIONS FOR SOCIAL INCLUSION OF COMMUNITIES AND SECTIONS

*Adivasis/STs*

266. According to the 2011 Census, the tribal population in Kerala is 4, 84, 839 distributed among 36 communities. In the year 2012, Maratti community of Kasargode was included in the list. The Cholanaikans, Kurumbas, Kattunaikans, Kadars, and Koragas are the five primitive tribe communities in Kerala. Their total population in the state constitute nearly 5% of the total tribes in the state. The current tribal population is 5, 15,000, whereas, it was 3, 64,189 in 2001. Of the total 1, 40,468 tribal households in Kerala, 30,009 (21.36 per cent) are female headed households. Among the tribal communities, female population (2, 46,636) is higher than male population (2, 38,203). However, when we look at the population of 0-6 age group, the female population (26,516) is lower than male population (27,947). As per the 2011 census, the sex ratio 1035/1000 males is higher than the 2001 sex ratio of 1021/1000 males among the tribes in Kerala. But, in the age group of 0-6, the 2011 (949/1000 males) sex ratio is lower when compared to 2001 sex ratio (974/1000 males).

*Education and Employment:*

267. Tribal literacy in Kerala shows 10% increase in 2011 census (75.8 per cent) when compared to that of 2001 (64.4 per cent) census data. The literacy rates are not uniform in all tribal hamlets which vary according to geographical pattern, distribution of tribes, status of communities and other external factors. According to Kerala Economic Review (2015), ST students constituted 2.1 per cent of total enrolment in schools in the year 2015-16. Majority attend government schools (3.92 per cent) and private aided schools (1.47 per cent). The pass percentage of ST students in HSS during the period 2014-15 was 61.39 per cent. But the enrolment percentage of ST degree students during the period 2014-15 was 1.65 per cent and 3.12 per cent of students joined for P.G during 2014-15.

268. According to 2011 Census report, the work participation rate of tribal women (39.66 per cent) is lower than the male work participation rate (60.34 per cent). Also, among female workers, majority of the women labourers are concentrated in marginal works (51.25 per cent) than the main works (34.71 per cent).

*Gender Issues Related to Tribal Education and Employment:*

269. **Low literacy rate, higher dropout at schooling and educational backwardness among tribal students** are the result of geographical isolation of tribal settlements; lack of regular transportation facilities to schools; attack of wild animals from the interior part of tribal hamlets; language of teaching and languagemedium; negative attitudes and approach of teachers, classmates and public towards tribal students; illiteracy of parents; high levels of deprivation and child labour.

270. *Gothrasaradhi*, the conveyance facility provided by ST department, has succeeded in carrying the tribal children (5-6 years), who have never been to anganwadis, to and fro the school. But this alone has little impact in overcoming the educational problems of the children.
271. The first experience of tribals to formal education, the school looks totally alien to them. The medium of communication in the school is Malayalam, which is foreign to the tribals, and hence they cannot understand what is being taught. This results in the tribal children being branded as laggards by the teachers, which, in turn reinforces feelings of inferiority. Non-tribal students are reluctant to include the tribal students in their peer groups; the teachers treat them as inferior; and the atmosphere in their homes is not at all conducive for education. All these factors work together and pull them away from schools.
272. Boys accompany their parents during the school vacation to earn an income and end up staying in wage earning jobs at the cost of their education. Besides, there is little compulsion from the parents on children to continue studies. Hence, they become child labour. Moreover, the money they earn at a young age make them addicted to alcohol, since alcoholism is widely prevalent in the tribal hamlets.
273. **The Model Residential School (MRS) is quite different from the regular school system.** Tribal students lack outside exposure, poor infrastructure facilities like absence of proportionate number of tables, chairs, bed and toilets and poor water availability in schools and hostels, low availability of nutritious food, rigid hostel rules and poor counselling facilities are leading to psychological issues such as anxiety, short temper, hesitation to interact with public and poor academic performance.
274. **Dropouts in higher education:** Poor support mechanism from the parents for better schooling and educational attainment, early marriage and break in academic career among girls students, inadequacy of the support mechanism from the government i.e. poor career orientation at Secondary, HSS and Higher education, lack of knowledge about higher studies, lack of confidence to interact with public, medium of study, attitude and approaches of authorities and inmates to tribal students at hostel and higher level of poverty are leading to declining the number of tribal students joining for higher education. The increasing number of drop outs among the tribal adolescent, both boys and girls, is another problem, especially among the Paniyas. Number of reasons can be attributed to this. Girls who are 10+ are entrusted child care roles, to look after siblings, while the parents go out for work. This forces them to discontinue their education.
275. The number of colleges in the tribal areas is less and most do not providing hostel facilities for students. So, the tribal students are forced to travel long distances to study in colleges. Even if they get hostel admission, they face many issues like discrimination, problems in fee payment and lack of infrastructure facilities. For example, St. Marys College at Sulthan Bathery in Wayanad District has no hostel facilities for their students even though it is a 30 year old institution. Wayanad district, a major tribal region in Kerala, does not have a post – metric hostel for both boys and girls.

276. **Poor work participation rate, employability, low performance in qualifying examinations of tribal candidates, especially tribal women** are the result of lack of awareness of parents about the value of higher education, lack of knowledge about the higher education courses/ vocational courses for women, hesitation of parents to send their girl child to higher education because of poverty, customs and tradition of hamlet and fear of outside world etc. customary practices that go against women, lack of access and knowledge about skill development programs and vocational training courses conducted by various institutes under the control of tribal department.
277. The tribal communities have a long tradition of agriculture and cattle rearing. Land acquisition for varied projects and environmental degradation has led to a decrease in cultivable land. Extreme forms of deprivation, lack of credit, attacks by wild animals, they have left agriculture. Since their capacity and skills are basically agriculture-based, reviving agriculture is the major intervention to help them overcome poverty and vulnerability.
278. Women are the main providers for the family through the income earned by NREGP. The other main source of income for women is work in the co-operative societies. The NHG's by Kudumbashree hardly existed in the tribal areas. Due to lack of monitoring and hand-holding, they had stopped functioning and there is a rift in between the tribal women who are not supported from the women of the ADS and CDS who belong to the general community.

*Initiating Non- Formal Learning Homes (NLH) at tribal Hamlets*

279. NLH, which was started in 4 districts of Kerala were found to be very effective in addressing some of the very important issues among the Adiyar and Paniyar Communities.
1. Select the houses that can work as the Non-formal Learning Home (NLH), considering variables like number of homes in an *Ooru*, number of children in the age bracket 3-5 and who are not going to anganwadis, and number of school drop outs. The house selected for NLH in each *ooru* can be given a minimum daily rent of Rs.50, if the owner of the house is not willing to volunteer space for NLH.
  2. Asha workers, tribal animators, promoters, children and teachers selected shall initiate a Clean the Home & Premises Campaign in the *ooru*, as the first step towards setting up NLH.
  3. Identify the matriculation+ and unmarried Paniyar women and give them three days training as care takers of the proposed NLH. These teachers can be paid a minimum of Rs.100 a day. Their remuneration is performance –based, and would increase based on the number of drop out children they motivate and groom to continue education in regular schools.
  4. The medium of communication has to be, mainly, in Malayalam, so that the children, when they go to regular schools, would not find Malayalam that alien. Besides, the atmosphere in NLH has to be conceived in such a manner that it introduces the toddlers (3-5years) to the formal schooling environment. This would facilitate the toddlers to get acquainted with the schooling environment in a friendlier and

conducive manner rather than a hostile one, which most of them experience at present.

5. Special NHGs, comprising tribal women, have to be identified to cook food, three times a day, for the tribal population in the hamlets. The community kitchen should address the nutritional problems that affect the tribal population, especially pregnant women, lactating mothers and children.
6. Marginalization and abject poverty most Paniyars experience and the multiple systemic and development-related issues have resulted in almost absolute deprivation of even the minimum intake of food. This abject poverty, coupled with the rampant consumption of alcohol, and substance abuse among the Paniyars- men, women and even children- have led to deterioration of health condition and the resultant high morbidity rate. Food provided by the community kitchen that suits their taste buds proposes to habituate and make them take three meals a day, regularly.
7. The tribal non-formal teacher needs to introduce the children to the world of stories, through books, which would be provided by Balasahitya Institute and NBT. Along with this, they would also be taught different subjects that would help them cope up with the academic requirements, once they go fresh to school or return to regular schooling. The role and significance of primary education in moulding individuals and communities is undoubtedly accepted, worldwide. Presently, their curriculum has no relevance or very little organic links with the immediate environment in which they live. They are not taught to respect their traditional knowledge; quite often they are made to despise it. This results in their alienation from the cultural habitat, which had moulded them. Severing themselves from their organic links with the flora and fauna of the habitat make them children of no man's land; they losing their cultural identity and not able to identify with the society outside them.
8. Encourage vegetable cultivation in the premises of the homes in the *oornu*. Agriculture department would provide necessary support towards this. It is proposed that a portion of the vegetables for the community kitchen can be fetched from these vegetable gardens

### *Recommendations*

1. Targeted interventions of literacy and post-literacy campaigns are essential within the tribal settlements. The Saksharatha Mission should take the initiative.
2. Since tribal students are more in the government and aided schools. Hence, the standard and facilities in the government schools have to be increased. Like, smart class rooms, more IT facilities etc.
3. Every government schools at tribal areas should have to appoint at least one teacher from tribal community as a mentor of tribal students and their parents.
4. Start libraries and common study rooms at tribal hamlets for the gathering of tribal youth and their educational empowerment.
5. The parents and students should be conscientised regarding the education with the help of career counsellors and teachers from the nearest schools of tribal hamlets.

6. Skill development programmes, counselling classes, career guidance classes and coaching classes for different competitive exams etc. can be conducted under the supervision of hamlet libraries and LSGIs.
7. Performance evaluation of teachers and non-teachers from MRS and schools in tribal belts are essential for the betterment of attitudes and approaches towards tribal students.
8. Appoint the trained teachers from the tribal communities to MRS schools or other schools under the tribal department. That will help the students to convey their ideas or problems to the teachers through their own language.
9. Appoint permanent counsellors to the MRS schools.
10. The elective representatives (MLA/ Panchayath president) should visit MRS schools once in a month and make an interaction with students and teachers.
11. The quarterly social and performance auditing of MRS school is essential for its better performance under the control of PTA association, official representative from tribal directorate, elected candidates from school's locality.
12. Make an arrangement to ensure special training to MRS school teachers for understanding the traits, nature, characters and behaviour of tribal students.
13. From the outset of the graduation courses, better to arrange special communication training programmes to the tribal students.
14. Special skill training should be given to tribal agriculturist for the mechanisation of agriculture.
15. The training in food processing should be given to tribal women like the training given by KINFRA to migrant labours.
16. Provide technical, financial and marketing assistance for starting women group ventures like stitching units, catering works etc. under the control of LSGIs or the respective government authorities.
17. MLP at Tribal Hamlets -The space would also be a place to engage in developing micro-plan for social development and livelihoods. Through training and conscientising programmes, MLP aims to build capacities of tribes to make their own hamlet- level plans, drawing on the experience and wisdom of their own lives, with facilitation from the formal and technical knowledge of bureaucrats/technocrats. This would further enable promotion of convergence and integration into CDS Annual Plan document, which could be integrated into the Tribal Sub-Plan.

#### *Health Status*

280. The health status of tribes in Kerala is at a critical state with the predominance of malnutrition, morbidity and mortality. However, there are no latest state level data on the health status (Reports are showing the rate of IMR, MMR, Under 5 mortality rate and Life expectancy at birth etc. of tribes in Kerala based on 2001 census report) of tribal communities in Kerala.

281. **Abortion or death of infants and low child sex ratio (0-6 age group)** among tribal communities in Kerala are the result of many factors including changes in life styles and traditional food patterns along with the nutritional insufficiency, early marriage, lack of knowledge in menstruation period and contraceptive measures, underweight of pregnant women, lack of facilities for regular check-ups and knowledge about pregnancy caring, lack of knowledge about the usage and disposal of sanitary napkins and absence of regular or periodical visit of promoters/ health workers to tribal hamlets.
282. Co- habitation at a very Early Age: Living together, a practice quite common among the Paniyas, also results in school drop outs, besides affecting the health condition of the girls and her children.
283. **Low weight of children/ adolescence/ pregnant women and lack of quality food items** in the tribal belts are the outcome of destruction of traditional agriculture ecosystem, poor public distribution system in tribal regions, absence of social auditing mechanism to ensure the quality of PDS, failure of PDS in providing nutritionally balanced food in tribal regions and lack of anganwadis in the tribal hamlets. Even where there is an anganwadi, the tribal parents are hesitant to send their children since the anganwadi teachers, mostly non-tribes, treat the tribal children as inferior. Besides, proper attention has not been given to repeated complaints that nutritious food is not available at anganwadis and, even if available, is not given to the tribal children. Moreover, the anganwadis have turned out to be a mere piece of infrastructure for feeding, and there are no child-centric environment activities. Hence, only less than half the children go to anganwadis.
284. **Increasing numbers of widows and low mental health status of tribes especially women and children from tribal settlements** are the consequence of exploitation of non tribes / employers at work place at inside and outside the state; increasing period of widowhood of women because of the early marriage and death of partners due to higher rate of alcoholism, consumption of tobacco and tobacco products; low income and lack of employment opportunity at tribal localities; higher rate of alcoholism among males and teenagers; overburdening of women for running the household responsibility and anxiety to the future of children; higher rate of depression and psychiatric disorders because of poor living environment and various forms of discrimination faced from the non tribes.
285. **Tobacco Extract to the Toddlers in Wayanad among Paniyas:** In the case of tribes, as against the case of women, one could see its reversal with low literacy rate and high rate of women work participation. One could easily see that it is poverty that pushes both men and women to work as labourers. Moreover, the family - nuclearisation and fissures in the kinship system have adversely affected their ways of living, especially when it comes to looking after the young ones.
286. Kudumbashree women noticed that many tribal toddlers sleep for longer hours during day time in the tribal hamlets. The reason is that they were given tobacco extract while their

parents go out for work. This induces the tribal children to substance abuse at a very early age.

287. Though liquor has been banned, illicit distilling is taking place rampantly in almost all the tribal hamlets. Women are the worst affected by the male consumption of alcoholism. The men die very early in life due to alcoholism and women have to look after families their own. There are several women who are single, either deserted or widowed and have to fend off them.

288. **Poor health service facilities at tribal regions** are the effect of lack of better infrastructure facilities of public health care systems; absence of specialist doctors, modern diagnostic and treatment mechanisms in public hospitals; remoteness of tribal hamlets and difficulties in availing public health facilities and irregular visits of Asha workers/ health workers in tribal hamlets.

289. In Wayanad, the distance between tribal hamlets are more and transportation facilities are less. Due to the isolation of tribal hamlets in interior part of the forest, the attacks of wild animals are much and night travel is not possible. In addition to this, doctors working in the hospitals in these areas change for every 6 months to 1 year, which becomes a problem for the women with chronic diseases.

290. In Manathavady Block in Thirunelli panchayat, one has to travel 31 km through the forest where elephants and wild bull are rampant in numbers, and no vehicle will be plying through the road after 6 in the evening. On emergency, it is very difficult to reach the nearest hospital even. Because even taxis or auto rickshaws refused to come.

### *Recommendations*

1. Create a data base of the health status of children, adolescence, pregnant ladies, women and aged people based on hamlets with the help of tribal promoters and health workers.
2. Ensure effective counselling mechanism for pre-marriage counselling and counselling for couples, unwedded women and teenage groups with the help of trained family counsellors.
3. Conduct regular health awareness programmes in tribal hamlets, schools and anganwadies.
4. Ensure mechanisms for the effective monitoring of tribal promoters and health workers by providing report register to tribal hamlets and ensure their regular reporting in hamlet services.
5. Establish and run family counselling centres in all panchayath at tribal regions.
6. Establish and run de-addiction centres in public hospital nearer to tribal areas
7. Implement mechanisms for ensuring labour rights of tribes in their workplace
8. Promote the use of contraceptive measures among tribal couples especially, long term contraceptive measures among males.

9. Promote cultivation and consumption of traditional food crops in tribal regions under TSP schemes.
10. Assuring the regular supply of nutritional food through anganawadies which can cover old age groups, children (0-6 age), adolescence girls, pregnant and lactate mothers
11. Assure nutritious food in public schools in tribal regions and MRS
12. Implement the nutritional monitoring mechanisms in tribal hamlets.
13. Provide special health assistance to old age people under the programmes of LSGIs.

#### *General Issues*

291. According to the report of District Panchayat, there are more than 3000 unwed mothers in Wayanad district. The numbers of unwed mothers among tribal communities are very high. Many of them have no employment, no means to live, and with one or two kids they are doing very cheap labour in the tea estates or become sex workers. Half of them are not remarried hence number of female headed families are also on an increase.
292. The students especially the girl students are good at sports. They perform well in the district sports. But they have less opportunity to flare better in the state/National level.

#### *Recommendations*

1. The government should be given skill training in food processing, small tool making, auto-rickshaw/ car driving, sea food processing, jack fruit processing, value added products in bamboo and other palm handicrafts etc. to unwed mothers.
2. The authority should be given training to educated unwed mothers in teaching, Montessori training etc. for their sustainability and removal from sex work.
3. A proper place should be found out with the help of the Sports Council and LSGIs for a Sports Academy in Wayanad District.

#### *Women in Coastal Communities*

293. Fishing is mainly a subsistence support activity for the artisanal fisher men of Kerala and a base of livelihood for women engaged in post harvesting operations like drying, salting and selling of fresh and processed fish. The fisherwomen in Kerala play an important role in the fisheries sector in terms of their involvement in fish related activities viz., fish vending, fish drying, prawn peeling, sorting, grading, fish packing, and net making. Mostly, they are involved in fish marketing followed by housekeeping and fish processing. In the fish processing units, women play an important role (CMFRI, 2009). Women are also engaged in inland fishing and marketing. They also work in seafood processing plants. Women also are care givers in the family, and in maintaining social networks; many work in non-fishing sectors to contribute to family income.
294. Sex ratio of women in fishing communities in Kerala is 980, whereas that of the state as a whole is 1084(2011). A study of status of women in coastal Trivandrum conducted by Trivandrum Social Service society indicates that the sex ratio is adverse to women in coastal

villages. Specific studies are needed to understand the status and the poor health and living conditions of women and girls in coastal communities.

295. The major constraints faced by women in fisheries include limited access and control over resources like water, land, crafts and gear, knowledge, training, finance, tools, technologies, information technologies, little or no influence on the decision-making process especially in the public sphere, lack of proper infrastructure and support facilities for marketing and processing etc. (Shyam et al., 2011). Problems like anaemia, malnutrition and vitamin deficiency is observed in fishing communities especially among fisherwomen and children. Since the density of population is very high, contagious diseases spread fast and morbidity rate remain very high compared to the general population. Poor awareness/ knowledge in the areas of the areas of health, nutrition and child care heightened their problems
296. With modernisation and mechanisation, their livelihood activity is taken away from them and mostly big investors, contractors and merchants rule the fishing and marketing scenario. It is not only those women have lost their occupation but men also, who lost work moving to alcoholism and gambling, thus disrupting their lives even more. This put additional burden on women to care for the domestic needs, forcing them to travel long distances to harbours and fish landing centres to procure fish for marketing. There are few men who are new entrants to marketing of fish with access to modern facilities. These men fish sellers travel by two wheelers and hence have easy access to landing centres to procure fish and can reach the fish to consumers much before women can. They have access to most technological gadgets like mobile phones, boxes to carry fish, among others. Through their mobile phones, they obtain quick information about the availability of fish and price rates from any coast at any time. Meanwhile women have no access to these facilities and tools due to economic and cultural reasons.

### *Major Issues*

1. Poor living conditions-housing, sanitation, lack of basic facilities like water, for waste disposal. Since some areas are water logged, the two pit toilets are not suitable.
2. Due to high density of population, basic facilities are inadequate; Subsequently overcrowding at PHC and CHC, lack of medicines, spread of contagious illness like T.B, leprosy, dysentery, and fevers (dengue..) are common. Cancer also is found to be common due to the habit of smoking, tobacco use, alcoholism and unhygienic food habits.
3. Sea erosion and families being displaced. Women suffer the most when living in temporary shelters
4. Since the drainage system in markets and fish processing factories are poor, women have to sit in water and process or sell fish and their health is affected
5. Occupational health problem of sitting for long time and working, carrying heavy load, (urinary infections, osteoporosis)
6. the discrimination against fisherwomen in procurement, storage and transportation
7. the gender based violence at home and from a skewed fish trading system.

8. Due to lack of fish resource in their own coast, they are forced to sell fish which come from other states and which are preserved with chemicals like ammonia. Eventually, they lose their consumer base
9. The onset of online fish markets and cold storage chains also became detrimental to their occupation
10. Inadequate access to credit from institutional agencies
11. Difficulty regarding auction timings in fish landing centres where bulk catches come
12. High rate of educated unemployment among young women (Young men migrate to middle east)
13. Trapped in money lending from various SHGs , private financiers (Muthoot etc.)

### *Interventions*

1. More assistance to coastal panchayats for sanitation, schemes for drinking and waste disposal (Proportion to the density of population).Appropriate technology for toilets, housing
2. Start model townships for fishing families with all proper facilities like community centres, playground, etc. and with transportation
3. In the primary and community health centres of coastal areas, Special clinics for reproductive and sexual health are organised. Regular doctors be appointed and vacancies filled.
4. Now school dropouts are much less but they need more skill oriented education; Coastal schools should be better equipped with better facilities
5. All fish markets to be modernised and priority given for small women fish vendors. Rest rooms for women in these markets ensured. The design of the markets to be discussed with fish vending women of that market
6. The system of auctioning of markets by LGs should be stopped and they should be directly under the control of local governments. Small vendors should be exempted from market taxes. Form market protection committees with ward member, representatives of vendors and trade unions. Cleanliness and waste disposal should be the responsibility of these committees
7. Overnight stay facilities for women fish vendors in big landing centres/harbours
8. **Cold storage chains in** major coastal villages to store fish procured from major landing centres and for retailing to fisherwomen
9. Appropriate institutional arrangements by way of bringing out appropriate guidelines for equal participation of fisherwomen in auction, fixing of minimum quantities (quota) of fish for women, and priority for fisherwomen to institutional credit access by the government agencies may lessen the gender discrimination of fisherwomen. (CMFRI study recommendation)
10. Credit facilities for women fish vendors and those in allied occupations

297. The department of fisheries has several schemes for coastal villages and Society for Assistance to Fisherwomen (SAF) is an institution registered under charitable societies act and headquarters based at Aluva(!) and several schemes under them. But the most deprived and needy women are yet to benefit from these schemes and agencies.

## *Muslim Women*

298. The Indian Constitution ensures justice, freedom and equality to the citizens irrespective of caste, gender and religion. But as a matter of fact it is to be stated that from the time of British colonial rule, the Muslim Personal Law in India was contested as violating the very basic rights of the Muslim women, as contradicting the true spirits of Holy Qurran and Shariat and ironically this fact is recognized by the majority Muslims and Muslim religious scholars. From time immemorial, the sacred texts of Muslims have been interpreted by men to suit their own interests. The true spirit of Holy Qurran and the Shariat, as the studies certify, is never against women. At this juncture, it is to be remembered that it was the Holy Qurran in its revolutionary perspective, acknowledged and granted property rights, the right to remarry and the right to divorce to Muslim women. Therefore, it is sheer common sense to conclude that such a progressive religion like Islam can never be understood or interpreted as mandating a law against women.
299. A codification of Muslim Personal law will, to a great extent, solve the problems faced by the Muslim women in the legal spheres like marriage, divorce, property rights, adoption, custody and guardianship.
300. The Shariat law came into force in the year 1937. However, though the law stated that the law applicable to Indian Muslims in the area of marriage, divorce, succession etc., will be the Shariat, it did not explain what Shariat is. Therefore, the Muslim personal law remained uncodified in effect. In the year 1939, the Dissolution of Muslim Marriages Act was passed to codify the grounds of divorce available to Muslim women. This was the only attempt for codification of Muslim Personal law. The law relating to marriage and divorce by men, maintenance, inheritance, etc., remained uncodified.
301. The only other codified law, The Muslim women (Protection of Rights on Divorce) Act, 1986, was enacted for exempting divorced Muslim women from the purview of the provision for awarding maintenance to wives under The Section 125 of the Criminal Procedure Code. This attempt to interfere with a secular law was decried by many renowned Jurists including Justice V.R. Krishna Iyer.
302. The Kerala Law Reforms Commission has placed certain suggestions before the Government requiring reforms to be introduced in the realm of Muslim Personal Law. The proposals of the Law Reforms Commission were actively discussed in Kerala. However, it is unfortunate that even the Bill drafted by a Commission headed by a person like Justice Krishna Iyer, who is also a pioneer of human rights for women, happened to be one compromising the right to equality and dignity guaranteed by the constitution of India. Though monogamy was stated as a rule, the Bill allows men to take other wives in special situations, for example, with the consent of the wife. Similarly, it also compromises the much progressive grounds for divorce available to women under the Dissolution of Muslim Marriages Act, 1939. It is in this context that the demand is made to codify the Muslim Personal Law, as a first step towards a gender just Muslim Personal Law.

303. Hon'ble Mr. Justice Khalid, who realized the existence of cruel and anti-women practices prevalent and accepted by the uncodified Muslim personal law had occasion to observe thus:

“My Judicial conscience is disturbed at this monstrosity. The question is whether the conscience of the leaders of public opinion of the community will also be disturbed.”

304. History has witnessed the various paths through which the Islamic laws had evolved over time, places and culture. As such, necessary steps need to be taken to implement measures to ensure and extend the constitutional mandates of equal protection of rights to Muslim women by codifying the Muslim personal law and ensuring the following:

1. Polygamy shall not be practiced under the Muslim personal law by men as well as women
2. Divorce will be allowed through court proceedings alone for both men and women
3. Equal property rights on inheritance
4. Allowing the children of predeceased children of a Muslim to inherit by stepping into the shoes of their deceased parent.
5. Right to adopt children. This alone will ensure that the children adopted by Muslims are not rendered orphans if their adopted and parents die intestate.
6. Equal Guardianship rights to Muslim women.

305. Codification of Muslim personal law alone will ensure justice to Muslim women.

#### *Dalits/SCs*

306. The entire approach so far is 'as recipients of benefits' with no link with agency of the dalit communities.

307. The budgetary allocations should not be merely survival-oriented but focus on acquisition and generation of knowledge, building of assets (land, capital, etc.), accessing skills development for gainful and professional occupation, engaging in entrepreneurship and business enterprises that are critical for bridging the development gap.

308. **Dalit Colonies:** a case of subordinated inclusion- a mode of distribution of social space – with diverse histories of how they were formed. Post-independence, through varied Colonization Schemes, Co-operative Colonies, Harijan Welfare (housing-post 1954), SC Special Component Plan (5th plan- 1982-83), Bhoodan

309. According to study-data bases- (2013) of SC 'habitats' (colonies) by Kila, suggest that a large section are outside neighbourhood collectives, and gram sabhas to an extent, hence are *deprived of social networks that facilitate access to opportunities and benefits. Hence the need to focus on mobilization for participation, particularly women, into varied collectives.*

### *Education- Urban Slum*

310. A study conducted under the banner of the Sarva Shiksha Abhiyan (SSA) in November 2006 had reported that children hailing from Dalit colonies in the city were discriminated against in schools. The research, carried out by the Technical Support Group of the Union Ministry of Human Resource Development in Erode and Akkulam colonies in the district, also reported continuing segregation of Dalit students in certain schools in the State. The research conducted through extensive grassroots-level interviews and group discussions with students revealed that many hailing from Dalit communities were teased by their classmates about their low social standing. The two colonies had a high percentage of the Scheduled Caste population.
311. Financial difficulties faced by their families prevented the children from taking private tuitions unlike their affluent classmates. As a result, most children who hailed from the colony either failed to clear the class X examination or discontinued their studies earlier, the study said.
312. Bindu (name changed), a class X dropout who is currently working as a garden cleaner at the Akkulam tourist village, described her school days as “very painful.” She had to do all the household chores along with that of her neighbours before and after school hours. “At the school, I did not receive any support from the teachers. Only well-off students got attention at government schools,” she said. Bindu said the environment at home matters a lot in a child’s education. “Owing to frequent fights between my parents at nights, I could hardly study at home,” she said. Her two brothers too dropped out of school before class X.
313. Most of the men in the locality work as casual labourers, while women work as domestic help in affluent neighbourhoods. The study observed that the community as a whole was not interested in educating their children.

### *Dalit Colony (Rural)*

314. It is evident that since the initiation of land reforms and land distribution, namely, housesites for dalits, significant changes have taken place in their lives in that dalit lives are no longer embedded in caste slavery rooted in exploitative agrarian conditions. Lacking agricultural land for cultivation, the housesites provided a level of security and also pushed them into the category of ‘free labour. Wider economic changes have impacted the Dalit households in varied ways, and large sections have low asset bases and opportunities for sustained employment too are lacking. Mainly assetless, with no ancestral property or resource from agriculture, the people lack secure livelihood opportunities. They are mainly daily wagers in construction work earning daily wages for about 20 days in a month. At the same time, aspirations have increased and also changing. Household level indebtedness is high as are aspirations. Blade companies and Sriram Finance and Insurance Corporation, Mahindra, Bajaj Alliances, Muthoot Fincorp and money lenders-‘Vattipalishakaran’ from Tamil Nadu are the sources of credit. Interest rates are extremely high and most of the

household earnings are spent on repayment of loans. Loans are mainly for house construction and marriages.

315. The informal sources of finance are widely used by the inhabitants since they have strong caste networks in the Colony. The private money lenders (Vattipalisakkar) from Tamil Nadu) and agents of different blade companies are frequent visitors to the Colonies. People borrow money for house construction, renovation marriage and old debt repayment. Besides the blade companies and private money lenders there are a number of Micro Finance Institutions working in the colony such as SKS (Swayam Krishi Sangham), ESAF (Evangelical Social Action Forum) and Shalom.

*Case Study: Dalit Women as Debt Managers*

316. In Ezhikadu dalit colony, women outnumber men in population and among the 175 patta holders 47 were women at the time of patta distribution in 1972. Almost all the women are members of microfinance institutions and customers of private money lenders from Tamil Nadu. As observed from the in-depth case studies done in Ezhikadu it is evident that women are the ones finding multiple informal debt sources and dealing with multiple debts. In Ezhikadu Colony SKS and ESAF are predominant in credit delivery. Both follow Joint Liability Group model. There are around 15 JLG'S in the colony draw participation of almost all women. Unlike the blade companies they are attracting the people especially women by offering not only credit but also household appliances such as solar light, mobiles, smokeless stoves, emergency lamps and sewing machines and in initial times they were offering 1 gram gold pendants. Swayam Krishi Sangham is a Non-Banking Financial Company regulated by Reserve Bank of India. The company listed with 6,242,266 female members. In their mission they say, through group lending they address the situations of moral hazard, adverse selection, and asymmetric information.

317. In Ezhikkadu there are JLGs with more than 40 members. Each group is divided into different sub groups of 5 to 6 members and there will be a leader in each group. Loan amount of Rs.12,000/- to Rs.30,000/- are given. Initially, Rs.12000/ was given as loan to the members on a weekly repayment basis. Now it ranges from Rs.15000/- to Rs.50000/-. Membership to the group needs the submission of identity proof, if married photograph of husband and wife, and a nominee. In the case of a married woman her husband will be the nominee (members are preferably married). Each member should pay a loan fee, for married women it is Rs.240/, and for single women it is Rs.180. This amount is not refundable. The weekly repayment amount is Rs.270/ against Rs.12000 and Rs.335 is against Rs.15000/ for 50 weeks. Those who borrow Rs.29000/ pay Rs.335 for 97 weeks. So the interest for Rs.12000 is Rs.1750/, and for Rs.29000/ it is Rs.3495. SKS members are able to take loan twice in a year, at the 21<sup>st</sup> week of repayment they are eligible to apply for new loan.

### *Key Observations*

1. Informal credit practices appear to be hardly directed toward “productive” use.
  2. The evidences points to the persistence of informal credit systems in general, alongside established formal credit systems. Village money lending is still the most popular form of lending even where there is bank lending available.
  3. In part, this point to some of the advantages that informal credit offers over formal credit—its flexibility, its ready access and negotiable contract periods and the lower risk of losing collateral such as land, which is a real riskwith formal credit.
  4. Employment Guarantee Scheme is a physical challenge when it comes to cleaning the large canals and water bodies. Employment may not be guaranteed for most of the days in a month. Lower wage rate of Rs.212 per day for the same work that men.
  5. Usage of micro finance credit service mostly directed towards consumption needs and repayment of old debts .As a result income earned is used for debt repayment. Savings and investment stay as a dream.
318. Women involved in MNREGA work, hold that if the work involved building up their own asset bases, it would be more worthwhile. The present MNERGA work is often heavy, sometimes clearing canals, etc. leading to health hazards, which leave them with no option but to go for other work such as domestic labourers.
319. *Women aspire for newer opportunities for work, hence for access to skill development in different skills that do not carry caste attributes.* There was a need for *Vocational education for SC women which could also increase awareness on livelihood rights and labour laws to safeguard them from exploitation.*
320. Students from colonies studyingin institutions outside the colony,say, a school, face an extension of the space of social subordination, vis a vis teachers, students, as the ‘social other ’ particularly in the varied community owned institutions where the teaching community is not diverse. School dropout at secondary stages, alcoholism, and domestic violence are issues rampant in the colonies- in rural and urban areas, including slums. Special coaching in study home schemes at neighbourhood cluster levels as well as multipurpose centres for career counselling including for recreation are suggested.

### *Local Governance and Public Office*

321. Studies suggest *a power gap* between SC EWRS and general category members, men and women. This has an impact on implementing programs in general but equally with reference to the schemes for SC and their implementation, in assessing needs and shaping projects appropriately.
1. Strengthening roles-leadership trainings- particularlyof newer generation of Dalit elected women and men in various levels in panchayat , on rules and regulations ,and awareness ofthe sub plans, fund allocation, etc.
  2. Cultural capital building training-in speaking English, and practical skill training such as in checking accounts for increased mobility -passes to travel in local buses and grants forpurchase of two wheelers with free training in driving.

3. Special allowances for child care needs owing to low economic status of SC households
4. Code of ethics-non- negotiable- against casteist remarks, etc.
5. Trainings, including gender sensitization, of SC Co-ordinators (block-panchayat) for welfare,
6. Dalit Development Officers, etc.
7. Periodic Reviews- lacking, including social audit

*SC Women in Agriculture: (Local Governance Bodies)*

1. Registration And farm livelihood cards by local governance bodies of each women who earn their livelihood from agriculture and allied sectors so as to be able to implement comprehensive schemes for them, perhaps reserve a quota in mainstream schemes and the related committees, including development committees of agriculture institutions
2. Trainings program for skill development
3. Training and infrastructure facilities for agriculture related handicraft enterprises by the department concerned
4. Inclusive campaign for bio-vegetables and organization Social networks for bio-vegetable cultivation in SC habitats/settlements
5. Joint land/housing titles of spouses, title for female headed households in land distributed to landless SC households as also in schemes of local bodies and SC Development Department
6. **Avenues for Sangha Krishi** (group agriculture); dalit women also sense a shift in status- from that as landless agricultural wage labour (with caste attributes) to an identity as women farmers-greater dignity and self-worth- and carrying more possibilities of women from diverse communities coming together. As control over production is broadened and democratised, the process can be said to be a move towards food sovereignty.
7. Schemes for Start Up capital to DALIT Entrepreneurs, women and men: A policy environment lacking for innovations

*Urgent Interventions (Notes)*

*1. Sickle-cell Anaemia*

322. A total of 753 sickle-cell anaemia patients are registered at the PHCs in Wayanad and at the Calicut Medical College presently. This includes members of the tribal communities and the Chetty community. However, because of the deep stigma associated with this illness, a sizeable number of patients are still unregistered and invisible to our health mechanism. Of these, many are women, and it is often the case that women patients have to care for their husbands and children, who are also patients. These women suffer from lack of sufficient nutrition, health-care, leisure, and any income-generating work-options since they cannot do very hard physical labour. Therefore,

1. There must be renewed effort to rid the disease of stigma through government campaigns and a realistic picture of the extent of the disease should be created.
2. Material support, including financial aid, housing, free medical care and education etc. should be made available to all families with sickle-cell anaemia sufferers, since the expenses in care of patients often drives families into poverty.
3. Women sufferers with educational qualifications may be employed suitably - in Wayanad, there are about 10 women with sickle-cell anaemia who have degree-level education. There are others with skills like tailoring, which may be given soft loans for self-employment. The Kudumbashree in Wayanad should be encouraged to create special projects that address the problems of this population.
4. Children suffering from sickle-cell anaemia should be given greater facilities for education through a special school with good boarding facilities, nutritious meals, and health-care. Multiple options should be made available - for example, enrolment in the Kerala State Open School, combined with coaching closer home at flexible hours. Young adult sufferers may be encouraged to continue college education similarly, with multiple, flexible options.
5. Special concessions on transport, including free passes for bus travel, and special rates for private transport will be a blessing since travel is a challenge for sickle-cell sufferers in Wayanad. Certain routes could be identified for free travel - for example, to the district hospital and Calicut Medical College.

*2. Note sent by the Endosulphan Victims' mother's front.*

323. The present list of Endosulphan victims in the various panchayats of the Kasaragod district, prepared in the special medical camps conducted there now number 5837. Of these, over 4000 suffer from serious genetic disorders and/or fatal diseases. Among these, the worst sufferers are children who have developed mental disorders and bed-ridden adults. Many victims who have grown into adulthood are very severely challenged, mentally and physically. Their mothers are unable to devote any time to income-generation, since they function as fulltime care-givers. Therefore,

1. Adequate free public care facilities should be made available for the victims of the indiscriminate endosulphan spraying, so that mothers/care-givers are able to free up time for income generation and leisure. The Buds schools should not be limited to children below 18 - many victims who have crossed that age are still below that age mentally and physically, and with no prospect of growth in the future.
2. Paid-work should be made available to the female care-givers of victims in the closest vicinity of their homes as far as possible, within their panchayats.
3. In the absence of such work and adequate care facilities, a minimum allowance should be paid to them.
4. Precisely because the families of the victims are poor, even young female siblings are pulled out of school and they then care for the victims - all such children should be returned to school with necessary support, financial and educational.
5. Given that infants with genetic abnormalities are still being born in the affected area, strong monitoring of births and follow-up care should be instituted there.

6. Many families of endosulphan victims have no housing or adequate housing; nor are they in a position to construct houses with grants or loans. They should be given built houses by the local governments.
7. The care-givers, mostly women, are very taxed, physically and mentally, and currently have no access to healthcare or counselling. Both these need to be made available in close proximity free of cost.

CHAPTER 9  
MONITORING THE GENDER DIMENSIONS OF THE 13TH PLAN

324. This Chapter provides an overall monitoring framework to assess the gender-related results of GOK's Thirteenth Five Year Plan. Without effective monitoring and evaluation, it would be impossible to assess if development interventions are progressing as planned in strengthening women's empowerment, and understand the strengths and weaknesses of the current interventions. This chapter also recognises that to be effective, any monitoring system should be results-based, and designed around a set of common state-owned, strategic priorities for gender equality. Box 1 sets out the strategic objectives for the state, to achieve women's empowerment and Table 5 indicates key performance indicators to assess the achievement of the desired outcomes.

*Box 1. Strategic Objectives at State Level for Supporting Gender Equality and Women's Empowerment*

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**Outcome 1: Enhanced Human Endowments or Capabilities**

- Equal Outcomes for men, women, and TGs in education (particularly focused on women in vulnerable communities)
- Enhanced access to health for women and transgender
- Comprehensive safety net schemes for women and TGs, including dealing with climate change

**Outcome 2: Economic Empowerment of Women & TG**

- Increased women's participation in the labour markets;
- Elimination of barriers to Women's Ownership and Control of Assets, with focus on women from vulnerable communities;
- Increased access to financial services, entrepreneurship, and natural resources.
- Increased resilience to economic risks.
- Recognize and value unpaid care and domestic work through the provision of public services, infrastructure and social protection policies and the promotion of shared responsibility within the household and the family as nationally appropriate.

**Outcome 3: Equal Voice and Agency of Women & TG**

- Participation of women in service delivery and in governance structures.
  - Strengthening women's participation in local government planning
  - Elimination of All forms of Violence Against Women
  - Capacity Development as cross cutting issues
- 

325. Monitoring is necessary at different levels in order to have a full understanding of the gender-related results in the state. These levels include: (i) the sufficiency of budget being allocated to achieve the above strategic objectives; (ii) extent of gender mainstreaming to safeguard that programs and projects are focused on achieving the strategic objectives; and (iii) Results (namely high-level outputs and outcomes) on the ground. Gender budgeting and gender mainstreaming are at the input level (a gendered budget and gender mainstreamed projects) but are important basic processes in a gender-aware development planning system. In addition, it is important to assess the gender related results, which should include higher level outputs and outcomes of planned interventions. This section briefly outlines all three levels (Figure 2).

Figure2 *Process and Results Monitoring*



326. **GOK has accepted gender budgeting as a fundamental approach to achieving gender equality and women’s empowerment.** Gender budgeting allows improved transparency in budget allocation for gender equality and women’s issues. This, however, requires the following institutional arrangements if it is to be effective:

1. Identification of strategic gender objectives, and priorities embedded in the State Annual Budget Document(Box 1)
2. A recurrent, capital, gender, and poverty data base to be developed in which all expenditure items are disaggregated indicating what percentage of allocated funds goes to benefit women’s empowerment and gender equality
3. Gender budget report published based on allocations for each year.
4. Each department to estimate fund allocation for women’s empowerment according to level of benefit for women’s empowerment in its proposed plan.

327. **Each Department must then identify to which of the strategic objectives it aims to contribute.** It must estimate the percentage of the project that is allocated for gender equality. The existing system (below 30%, between 30 and 99%, and 100%) to report in the budget plan for the year must be nuanced, and a more meaningful range such as none, low (up to 30%), medium (30% to 60%), high (60% to 90%), full (90% to 100%) must be utilised.

328. **Monitoring Extent of Gender Mainstreaming:**In addition to reporting on gender budgeting it is important to assess the extent of gender mainstreaming.The pilot electronic monitoring system currently initiated in the Department of Social Justice may be tested revised as needed and utilised for this purpose.

329. **Understanding Results:** As is, monitoring is fragmented across departments, focused on inputs and outputs, and it is a great challenge to understand if the wide range of existing interventions is supporting women’s empowerment or gender equality. Table 1 provides an illustrative sample of key performance indicators associated with each desired outcome. Each department must identify 3-5 key performance indicators (from an agreed list) to which the department aims to contribute. It can then measure progress in achieving these indicators, and to better understand the results of its interventions. This will also allow aggregation of results from a project to a program to a sector/department and to state levels.

330. **Capacity Development of Departments to Undertake Monitoring and Gender Audits:** A results-based culture will need to be introduced in at least all Government departments that implement activities that are part of the Thirteenth Five Year Plan. Funds

will need to be set aside for enhancing the institutional and human capacity of Government departments and other stakeholders. The focus of this exercise conducting gender audits in

Table 6

<b>Strategic Outcomes</b>	<b>Areas for Key Performance Indicators</b>
<b>Enhanced Human Development</b>	
<ul style="list-style-type: none"> <li>Equal Attainments for men, women, and TGs in education (particularly focused on TG and women in vulnerable communities)</li> </ul>	<ul style="list-style-type: none"> <li>Improved completion rates for all, with focus on tribals, SC, and TGs reduced to zero</li> <li>Construction of additional classrooms in xxx</li> </ul>
<ul style="list-style-type: none"> <li>Improved health for women and transgender</li> </ul>	<ul style="list-style-type: none"> <li>Reducing child marriages from – to – by ----</li> <li>Maternal mortality rate reduced to less than 20 by 2022</li> <li>Under-five mortality reduced by two thirds by 2022</li> </ul>
<ul style="list-style-type: none"> <li>Effective safety net schemes for vulnerable women and TGs</li> </ul>	<ul style="list-style-type: none"> <li>Scholarships for young women of women headed households</li> <li>Homes for homeless women and TGs</li> </ul>
<b>Economic Empowerment of Women</b>	
<ul style="list-style-type: none"> <li>Increased women’s participation in the labour markets &amp; Reduced time poverty</li> </ul>	<ul style="list-style-type: none"> <li>Creches provided by government and private sector care facilities enhanced by xxx</li> <li>Flexible work hours introduced in xxx</li> <li>Equal Pay for Equal Work</li> <li>Gender-friendly work environment including toilets for women and TG, and restrooms for women</li> <li>Increased skills for women in the workforce</li> <li>Increased access to water/energy for domestic consumption particularly among vulnerable communities</li> <li>Women skilled (technical literacy and skills) to use different forms of ICT</li> </ul>
<ul style="list-style-type: none"> <li>Elimination of barriers to Women’s Ownership and Control of Assets, with focus on women from vulnerable communities;</li> </ul>	<ul style="list-style-type: none"> <li>Joint titling of property</li> <li>Increased homes for vulnerable widows and female heads of households</li> </ul>
<ul style="list-style-type: none"> <li>Increased access to financial services, entrepreneurship, and natural resources.</li> </ul>	<ul style="list-style-type: none"> <li>Increase in number of women who have received formal skills through vocational education and training from xx.0 per cent at present to xx.0 per cent by the end of 2022</li> <li>Increase in access to incubation services, finance and technology for women owned businesses from SC/ST/Coastal communities</li> <li>Increased access to services to and information set up enterprises,</li> <li>Increased access to agricultural inputs through access to extension services and technology</li> </ul>
<ul style="list-style-type: none"> <li>Increased resilience to economic risks.</li> </ul>	<ul style="list-style-type: none"> <li>Support for SHGs</li> </ul>
<ul style="list-style-type: none"> <li>Unpaid care and domestic work recognised and valued</li> </ul>	<ul style="list-style-type: none"> <li>Reduction and Redistribution of Women’s disproportionate responsibility for unpaid work ad care</li> <li>Support for child care</li> <li>Quality care services</li> </ul>

## ANNEXURE 1

### *Addressing Violence Against Women*

Following are listed as crimes against Women in the records of the National Crime Records Bureau (NCRB) and data collected on these from 2014 onwards

- (1) The crimes under the Indian Penal Code (IPC)
  1. Rape (Sec. 376 IPC)
  2. Attempt to commit rape (Sec 376/511 IPC)\*
  3. Kidnapping & abduction of women (Section 363,364,364A, 366 IPC)
    - 3.1 K&A under section 363 IPC\*
    - 3.2 K&A in order to murder\*
    - 3.3 K&A for ransom\*
    - 3.4 K&A of women to compel her for marriage\*
    - 3.5 K&A for other purposes\*
  4. Dowry deaths (Section 304B IPC)
  5. Assault on woman with intent to outrage her modesty (Sec. 354 IPC)
    - 5.1 Sexual harassment (Sec.354A IPC)\*
    - 5.2 Assault on woman with intent to outrage her modesty (Sec. 354C IPC)\*
    - 5.3 Voyeurism (Sec. 354D IPC)\*
    - 5.4 Others \*
  6. Insult to the modesty of women (Sec. 509 IPC)
    - 6.1 at office premises\*
    - 6.2 at places related to work\*
    - 6.3 in public transport\*
    - 6.4 in other places\*
  7. Cruelty by husband or his relatives, (Sec. 498A IPC)
  8. Importation of girl from foreign country (up to 21 years of age) (Sec. 366 B IPC)
  9. Abetment of suicide of women (Sec. 306 IPC)\* ‘\*’  
(Collected for the first time in 2014)

- (2) The crimes under the Special & Local Laws (SLL)

Although all laws are not gender specific, the provisions of law affecting women significantly have been reviewed periodically and amendments carried out to keep pace with the emerging requirements. The gender specific laws for which crime statistics are recorded throughout the country are –

  - (i) The Dowry Prohibition Act, 1961
  - (ii) The Indecent Representation of Women (Prohibition) Act, 1986
  - (iii) The Commission of Sati Prevention Act, 1987
  - (iv) The Protection of women from domestic Violence Act, 2005\*
  - (v) The Immoral Traffic (Prevention) Act, 1956# ‘#’

(Women related crimes only. ‘\*’ collected for the first time in 2014)

**[Crime in India-2014 NCRB]**

ANNEXURE 2

Crime against Women-2015

Sl. No	Districts	Rape	MOLES-TATION	KIDNAPPING	EVE-TEASING	DOWRY CRUELTY DEATH BY (304(B) IPC)	HUSBAND/ OTHER OFFENCES RELATIVES		
1	Trivandrum City	42	208	13	7	0	98	101	469
2	Trivandrum Rural	129	604	20	10	1	252	164	1,180
3	Pathanamthitta	62	178	7	8	0	75	71	401
4	Kollam City	56	173	6	7	0	219	84	545
5	Kollam Rural	52	217	6	19	0	187	75	556
6	Alappuzha	48	201	6	12	0	154	46	467
7	Idukki	84	181	10	13	0	108	56	452
8	Kottayam	48	154	9	23	0	135	36	405
9	Ernakulam City	51	139	8	19	0	124	178	519
10	Ernakulam Rural	79	177	8	22	1	145	199	631
11	Thrissur City	45	104	4	12	0	91	147	403
12	Thrissur Rural	68	272	12	17	1	314	291	975
13	Palakkad	72	144	16	21	1	361	79	694
14	Malappuram	129	321	3	30	0	494	497	1,474
15	Kozhikode City	33	127	9	12	2	180	227	590
16	Kozhikode Rural	50	239	13	5	0	255	169	731
17	Wyanad	104	142	6	5	0	109	49	415
18	Kannur	56	219	13	11	1	234	323	857
19	Kasaragod	55	152	8	7	0	129	202	553
20	Railways	0	39	0	5	0	0	22	66
21	CBCID	0	0	0	0	0	0	0	0
TOTAL		1263	3991	177	265	7	3664	3016	12383

ANNEXURE 3

*Reported Cases on Crime against Women for the Year 2016 (Up to July)*

Sl.No	Districts	Rape	Molestation	Kidnapping	Eve teasing	Dowry Death (304(B) IPC)	Cruelty By Husband/ Relatives	Other Offences	Total
1	Trivandrum City	45	141	3	13	1	71	88	362
2	Trivandrum Rural	78	311	12	6	1	142	138	688
3	Pathanamthitta	43	132	0	4	0	43	291	513
4	Kollam City	41	101	3	16	0	99	43	303
5	Kollam Rural	45	157	1	10	0	99	128	440
6	Alappuzha	43	117	4	8	1	73	160	406
7	Idukki	43	96	4	8	0	84	29	264
8	Kottayam	45	130	1	14	0	61	26	277
9	Ernakulam City	32	85	4	17	1	62	129	330
10	Ernakulam Rural	64	110	6	28	0	75	130	413
11	Thrissur City	17	32	0	9	0	38	103	199
12	Thrissur Rural	61	140	4	4	0	170	165	544
13	Palakkad	63	73	4	4	3	154	42	343
14	Malappuram	106	160	2	16	1	266	310	861
15	Kozhikode City	31	71	4	8	0	83	111	308
16	Kozhikode Rural	33	160	7	5	0	151	90	446
17	Wyanad	35	102	5	4	0	60	41	247
18	Kannur	36	107	9	6	0	168	246	572
19	Kasaragod	49	85	4	6	0	67	114	325
20	Railways	0	22	1	4	0	0	41	68
21	CBCID	0	0	0	0	0	0	0	0
<b>TOTAL</b>		<b>910</b>	<b>2332</b>	<b>78</b>	<b>190</b>	<b>8</b>	<b>1966</b>	<b>2425</b>	<b>7909</b>

**PROCEEDINGS OF THE MEMBER SECRETARY  
STATE PLANNING BOARD  
(Present: Sri. V.S. Senthil.IAS)**

Sub: Formulation of Thirteenth Five Year Plan (2017-22) – Constitution of Working Group on **Gender and Development** -Orders issued.

Ref: Note No: 260/2016/PCD/SPB Dtd: 6/09/2016 of the Chief, PCD, State Planning Board

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**No.298 /2016/SS (W14)/SPBDated: 19/9/2016**

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As part of the formulation of Thirteenth Five Year Plan it is decided to constitute 14 Working Groups under Social Services Division. Accordingly, the Working Group on **Gender and Development** is hereby constituted with the following Co-Chairpersons and Members.

**Co-Chairpersons**

1. Sri. A. Shajahan IAS, Secretary, Social Justice Department, Thiruvananthapuram
2. Dr. Meera Velayudhan, Sr. Policy Analyst, Centre for Social and Environment Concerns, DIO, Kallupalam Hill Residency, Chalakunnu, Kottayam

**Members**

1. Sri. Harikishore IAS, Executive Director, Kudumbashree
2. Dr. P.S. Sreekala, Director, Kerala Women's Study Centre, Susheela Gopalan Bhavan, Thiruvananthapuram
3. Dr. Praveena Kodoth, Associate Professor, Centre for Development Studies, Thiruvananthapuram - 695011
4. Ms. Manjula Bharathy, Professor, TISS, Faculty - in – Charge, PGDDP, Kerala Centre, Loyola College, Sreekariyam, Thiruvananthapuram
5. Dr. Neetha N., Sr. Fellow, Centre for Women's Development Studies, 25, Bhai Veer Singh Marg, New Delhi- 110001
6. Smt. T.K. Ananth, Visiting Fellow, CSES, Cochin, & Member, KSSP State Committee, 10/2821, Bilathikkulam Housing Colony, K. P. Kesavamenon Nagar, Kozhikode-673006
7. Ms. Mini Sukumar, Assistant Professor, Department of Women's Studies, Calicut University
8. Ms. J. Devika, Associate Professor, Centre for Development Studies, Thiruvananthapuram

9. Ms. R. Parvathidevi, Member, Public Services Commission, Pattom P.O., Thiruvananthapuram
10. Ms. Aleyamma Vijayan, Founder and Secretary, Sakhi Resource Centre, Thiruvananthapuram -695001
11. Dr. T. Geena Kumari, Advocate, "Sarayu", Kudappanakunnu P.O., Thiruvanthapuram- 43
12. Ms.K. Ajitha, Anweshi, Kozhikkode
13. Dr. Geetha Gopal, Monitoring and Evaluation Specialist, 49, Chalakuzhy Road, Thiruvananthapuram- 695 004
14. Smt. Sheetal Shyam, C/o TL Jacob, Thanikal Poovathigal (H), KoottumukuPO, Ramavarmapuram, Thrissur
15. Ms. Surya Abhi, Rohini Bhavan, Tharapoyka Pullanivila, Thundathil PO, Thiruvananthapuram- 695581

**Convener**

Smt. Shila Unnithan, Chief, SS Division, State Planning Board

**Co-Convener**

Sri. M. Thomas, Deputy Director, SS Division, State Planning Board

**Terms of Reference**

1. To review the development of the sector with emphasis as to progress, achievements, present status and problems under its jurisdiction during the 11<sup>th</sup> and 12<sup>th</sup> Five Year Plan periods.
2. To evaluate achievements with regard to the plan projects launched in the sector, both by the State Government and by the Central Government in the State during these plan periods.
3. To list the different sources of data in each sector and provide a critical evaluation of these data sources, including measures for improvement.
4. To identify and formulate a set of output and outcome indicators (preferably measurable) for each sector and base the analysis of the previous plans on these indicators.
5. To outline special problems pertaining to, *inter alia*, (a) preventing the growing violence against women; (b) creating large scale employment for women and enhancing employability of women and other vulnerable sections through necessary skill acquisition; (c) increasing public investment in unpaid household and care activities (in particular child and elderly care) of women enabling them to participate in paid work outside the home; (d) strengthening gendered governance at the local level for a transformatory outcome; (e) addressing the special problems in society of members of LGBT communities; and (f) integrating gender responsive budgeting with the planning process in each Department.

6. To suggest, in particular, a set of projects which can be undertaken during the 13<sup>th</sup> Plan period in the sector.
7. The Co-Chairpersons are authorised to modify terms of reference with approval of State Planning Board and are also authorised to invite, on behalf of the Working Group, experts to advise the Group on its subject matter. These invitees are eligible for TA and DA as appropriate.
8. The working group will submit its draft report by 1<sup>st</sup> December, 2016 to the State Planning Board.

The non-official members of the Working Group will be entitled to Travelling Allowances and Daily Allowances as applicable to Class I Officers of the Government of Kerala. The Class I Officers of Government of India will be entitled to travelling allowances and Daily Allowances as per rules if reimbursement is not allowed from departments.

***Sd/-***  
**V.S. Senthil IAS**  
**Member Secretary**

To  
The person concerned  
The Sub Treasury Officer, Vellayambalam

Copy to:  
The Accountant General, Kerala (A&E) with C/L  
All Divisions, State Planning Board  
P.S. to Vice Chairman, State Planning Board  
C.A. to Members  
P.A. to Member Secretary  
C.A. to Sr. Administrative Officer  
Finance Officer, P.P.O, Publication Officer,  
Computer Section, Accounts Sections  
Stock File

*Forwarded/ By Order*  
*Sd/-*  
*Chief, Social Services Division*  
*State Planning Board*

ANNEXURE 5

*Composition of the Working Group on Gender and Development*

Sl. No	Name	Status in the Working Group	Designation
1.	Sri A. Shajahan IAS	Co-Chairperson	Secretary to Government, Social Justice Department
2.	Ms Meera Velayudhan	Co-Chairperson	Sr. Policy Analyst, Centre for Social and Environment Concerns (CESC), Ahmedabad
3.	Ms Praveena Kodoth	Member	Associate Professor, Centre for Development Studies
4.	Ms T. Geena Kumari	Member	Advocate
5.	Ms Manjula Bharathy	Member	Professor, TISS
6.	Ms Neetha .N	Member	Sr. Fellow, Centre for Women's Development Studies, New Delhi.
7.	Ms T. K Anandi	Member	Visiting Fellow, CSES, Cochin
8.	Ms Mini Sukumar	Member	Assistant Professor, Dept. of Women's Studies, Calicut University
9.	Ms J. Devika	Member	Associate Professor, Centre for Development Studies
10.	Ms R Parvathi Devi	Member	Member, Public Services Commission
11.	MsAleyamma Vijayan	Member	Founder and Secretary, Sakhi Resource Centre
12.	Ms K Ajitha	Member	President,Anweshi,Kozhikkode
13.	Ms Gita Gopal	Member	Monitoring and Evaluation Specialist
14.	Ms Sheetal Shyam	Member	Social Worker
15.	Ms Surya Abhi,	Member	Social Worker
16.	Ms Shila Unnithan	Convener	Chief, SS Division, State Planning Board
17.	Sri. M. Thomas	Co-Convener	Deputy Director, SS Division, State Planning Board
18.	Sri. Gopakumar	Special Invitee	F.O, Kerala Women's Commission
19.	Ms K. Shylasree	Special Invitee	Member Secretary, Kerala Women's Commission
20.	Ms Arlie Mathew	Special Invitee	Project Officer, Kerala Women's Development Corporation
21.	Ms Divya. K	Special Invitee	Project Officer, Gender Park
22.	Ms Priyanka Navle	Special Invitee	Project Officer, Gender Park
23.	Sri. Padmakumar	Special Invitee	Secretary, Kerala State Social Welfare Board
24.	Ms Jolsana Bharathan	Special Invitee	Research Scholar
25.	Vijayarajamallika	Special Invitee	Social Worker
26.	Ms Mercy Alexander	Special Invitee	Sakhi Resource Centre,Thiruvananthapuram
27.	Ms Viji	Special Invitee	Social Worker
28.	Ms K.P.N Amrutha	Special Invitee	Department of Panchayat
29.	Ms V.P. Zuhara	Special Invitee	Social Worker
30.	Ms Nishamol	Special Invitee	Research Scholar
31.	Sri Anil Chilla	Special Invitee	Social Worker
32.	Ms Soya Thomas	Special Invitee	Programme Manager, Kudumbashree

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33.	Sri AnishM.S	Special Invitee	Research Officer, Kerala Women's Commission
34.	Sri M. M.A Khader	Special Invitee	Manager, Kerala Women's Development Corporation
35.	Ms Geethakutty	Special Invitee	Kerala Agriculture University
36.	Ms Neena Joseph	Special Invitee	Retired Prof. IMG, Kochi

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ANNEXURE 6

*Composition of the Drafting Committee Members of the Working Group*

Sl. No.	Name	Designation
1.	Ms Meera Velayudhan	Sr. Policy Analyst, Centre for Social and Environment Concerns (CESC), Ahmedabad
2.	Ms Manjula Bharathy	Professor, TISS
3.	Ms Neetha N	Sr. Fellow, Centre for Women's Development Studies, New Delhi.
4.	Ms T. K Anandi	Visiting Fellow, CSES, Cochin
5.	Ms Mini Sukumar	Assistant Professor, Dept. of Women's Studies, Calicut University, Department of Women's Studies
6.	Ms J. Devika	Associate Professor, Centre for Development Studies
7.	Ms Aleyamma Vijayan	Founder and Secretary, Sakhi Resource Centre
8.	Ms Gita Gopal	Monitoring and Evaluation Specialist
9.	Ms Sheetal Shyam	Social Worker
10.	Ms Mercy Alexander	Sakhi Resource Centre, Thiruvananthapuram
11.	Ms V.P. Zuhara	Social Worker
12.	Ms Nishamol	Research Scholar
13.	Ms Geethakutty	Kerala Agriculture University
14.	Ms Neena Joseph	Retired Prof. IMG, Kochi
15.	Ms Sonia George	Secretary, SEWA, Thiruvananthapuram

ANNEXURE 7

*Sub Group wise Composition of the Working Group*

Name of Sub Group	Sub Group Members	Designation	E mail
1. Women's Work, Employment, Skill Development and Education.	1. Ms Neetha N	Sr. Fellow, Centre for Women's Development Studies, New Delhi	neethapillai@gmail.com
	2. Ms Praveena Kodoth	Associate Professor, Centre for Development Studies	praveena@cds.ac.in
	3. Ms J. Devika	Associate Professor, Centre for Development Studies	devika@cds.ac.in
	4. Ms Mini Sukumar	Assistant Professor, Dept. of Women's Studies, Calicut University	minisukumars@gmail.com
	5. Ms Divya. K	Project Officer, Gender Park	divya.k@@genderpark.gov.in
	6. Ms Arlie Mathew	Project Officer, Kerala Women's Development Corporation	arliemathewproject1@kswdc.org
	7. Sri M. M.A Khader	Manager, Kerala Women's Development Corporation	bdo@kswdc.org
	8. Ms Sonia George	Secretary, SEWA, Thiruvananthapuram	soniageorgem@gmail.com
	9. Ms Geethakutty	Kerala Agriculture University	
2. Addressing Violence Against Women	1. Ms Aleyamma Vijayan	Founder and Secretary, Sakhi Resource Centre, Thiruvananthapuram	aleyammavijayan@gmail.com
	2. Ms T. Geena Kumari	Advocate	geenakumariti@yahoo.com
	3. Ms K Ajitha	President, Anweshi, Kozhikode	anweshicalicut@gmail.com
	4. Ms Soya Thomas	Programme Manager, Kudumbashree	soya.nirbhaya@gmail.com
	5. Ms Sheetal Shyam	Social Worker	shyamcs39@gmail.com
	6. Ms K. Shylasree	Member Secretary, Kerala Women's Commission	keralawomenscommission@yahoo.co.in
	7. Ms Divya. K	Project Officer, Gender Park	divya.k@@genderpark.gov.in
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<sup>i</sup>Constitution of India. Part IV, Directive Principles of State Policy, 38. 1950.

<sup>ii</sup> Are Our Cities Safe (200) study jointly undertaken by Sakhi and Anweshi with the support of UN Women and Jagori, Delhi

<sup>iii</sup> CHRI, [Rough Roads to Equality](#), conducted in police departments in Kerala, Haryana, Meghalaya, Rajasthan and Jharkhand,

<sup>iv</sup>The survey questions covered the following areas (A) Basic details, (B) Awareness about one's body, (C) Civil rights, (D) Self-esteem, (E) Access to health services and (F) Ability to live with dignity and with freedom from violence. It also included a General section to better understand their Aspirations, needs, and priorities. *State Policy for TGs in Kerala*, p.8.

<sup>v</sup> (*Gender Statistics 2014-15*, Dept. of Statistics and Economics, Govt of Kerala, Table 4.4, p. 159)

<sup>vi</sup> Ibid

<sup>vii</sup> (*Gender Statistics 2014-15*, Dept. of Statistics and Economics, Govt. of Kerala, p.100)

<sup>viii</sup> Cornwall, Andreal and Goetz Ann Marie (2013).

<sup>ix</sup> Harilal, KN (2008) Redesigning local governance in India: Lessons from the Kerala Experience, F.Saito (ed) Foundations for local governance : Decentralization in Comparative perspective, Heidelberg, Physica-Verlag, 75-92

<sup>x</sup> Devika, J Binitha V Thampi (2012): New Lamps for Old? Gender Paradoxes of Political Decentralization in Kerala, Zubaan Publishers, Delhi.

<sup>xi</sup> Ibid, p.126

<sup>xiii</sup> ( Full reference) Nair and John (2014). Vijayan and George (2010) identified the loopholes in the implementation of the WCP in the state, and points out that out of the Rs. 620 crore- budget earmarked solely for women; only a sum of Rs.88.96 crore has been spent towards schemes directly benefitting women entirely (100%). The rest of the amount spent was towards schemes like increased welfare pensions, construction of Anganwadis ( which can be very much under the general scheme) and fuel-efficient firewood stoves, which only indirectly benefit women.

<sup>xiii</sup> Economic Review, 2015, GOK

<sup>xv</sup> ..... Lakshmanan 2006; Issac and Heller 2003