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## A State Led Woman Resource Increase Agenda: A Case for Delhi

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## Abbreviations

AVF	Assets Vulnerability Framework
BPfA	Beijing Platform for Action
CEDAW	Convention on the Elimination of All Forms of Discrimination against Women.
CWLR	Consult for Women and Land Right
DDA	Delhi Development Authority
GNCTD	Government of the National Capital Territory of Delhi
HIC	Habitat International Coalition
IGSSS	Indo Global Social Service Society
JNNURM	Jawaharlal Nehru National Urban Renewal Mission
JWP	Joint Women's Programme
MDG	Millennium Development Goal
NCW	National Commission for Women
NDMC	New Delhi Municipal Corporation
NGO	Non Governmental Organisation
NOW	New Opportunities for Women
MCD	Municipal Cooperation of Delhi
PRSP	Poverty Reduction Strategy Paper
PWN	Positive Women's Network
SAFP	Sathi all for partnerships
SSS	Samajik Suvidha Sangam
UN	United Nations
UNDP	United Nations Development Programme
UNIFEM	United Nations Development Fund for Women

## Acknowledgement

This documentation records a process to find out how to make women increase their resource base in Delhi. While realizing that work must take place at policy and planning the formulations and preparedness for such concept at local levels can not be ignored. Since such a task was not possible by one person this documentation has drawn upon existing work of Sathi all for partnerships (SAFP) and Consult for Women and Land Right members that have lobbied for impact at different levels. As a program director of SAFP, I have very keenly pursued the development of this issue over a period of five years. It must be acknowledged that this documentation is a combination of many small existing and ongoing assignments that were taken on by SAFP and its partners to make the mission of increase of women resource base a reality not only for SAFP but also for many co workers with whom concepts, solutions and recommendations have been discussed and co formulated.

The formulation of a Women Resource Right Agenda owes its coinage to Dr Nitya Rao who has guided the debates with in the CWLR. Dr Rao has extended the focus of women empowerment needs from land to resources and emphasizes the need to look at skills and education as a resource besides movable and immovable property as assets. I have relied on input from Dr Rao for developing ideas and learning from her work. Dr Rajashree Ghosh had done initial field work in Delhi with help of SAFP coordination in 2005-06. This search indicated that women are aspiring to claim more public spaces, they lacked mentorship on how to develop their agenda. At this point Dr Girija Vyas Chairperson NCW gave SAFP support for testing the Sansadhini concept in three areas of Delhi in 2006. SAFP team i.e Ms.Deepika Nair, Mr.Vishal Khewa, Ms.Timia Balo, Ms. Sujata Sharma, Ms.Noor Jahan Momin and Ms Dhivvy David worked at different stages of this process to produce relevance from field experience. Prof Dr Bina Reggie and students of Adithi College of social work and Ms. Apoorva Gautam need to be thanked for carrying out survey in Bawana and JWP team and Dr Jyotsana Chatterjee for FDG reports in Jamia Nagar. This process would have stopped but for timely support these ideas got from UNIFEM. Gratitude to Ms Vandana Mahajan for sequel support for the idea of developing Sansadhini in Delhi with excluded women from two more areas. This work can not be undertaken without the active involvement of SAFP Partners i.e NOW, Chetanlaya, Savera, Nirmana , Joint Women's Programme, India (JPW) and the Positive Women's Network (PWN) who provide field base to experiment Sansadhini. It was also realized that the concept needed both meso as well as micro context. Therefore the support from IGSSS especially Joseph Sebastian, Executive Director IGSSS, Ms Shikha Srivatav, Mr Rajesh Updhyaya and Ms Sushmita needs a specific mention as they commissioned the study to find the status of women and housing rights in Delhi. This report was co authored with Ms Sujata Madhok who has worked as a member of CWLR as a coauthor with me on the Delhi IGSSS reports. Parts from all the above mentioned work have been reproduced in this documentation.

Many more CWLR members including Ms D Leena, Dr Govind Kelkar, Dr Vinay Bhardwaj, Dr Zaida Muxi, Dr Rajashree Ghosh, Ms Josephine Orra, Mr. Subhash Bhatanagar, Ms R Geetha, Ms. Soma Parthasarthy have contributed to developing strategies to claim spaces for women in urban context. Each individual have a vast experience and provide input when ever requested. Similarly HIC members in particular Mr.Miloon Kothari, Ms.Shivani Chaudhary, Ms.Garciela Dede and Ms.Joseph Schecla who provide normative framework on women housing and land rights. Their work especially recommendations from an international seminar held in Barcelona has been adapted to understand what could work in Delhi to get women their housing rights.

Appreciation also goes to Ms Bindia Thapar for illustrations that liven up the concepts to a reality, Ms D Leena and Mr.Joey Chow from AISEC for presentation of ideas through the visual image and Mr. Rahul Bannerjee for support with statistics.

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## **Introduction to this documentation**

The increase of resources owned by women has been 1 to 7% around the world. This documentation is written to understand through a desk research, survey and focus group discussions on how women can demand their resource rights from the government. The basic premise of this search is that women get very dismal percentage of resources from inheritance and to what ever they may gets willed to their successors within the family. Families are often managed within patriarchal control of resources. Thus the net gain of women often is passed on into male ownership. Therefore a system of ownership for women groups could be an alternate to family private ownership.

So far no study has taken this issue to suggest modalities for developing ownership for women within a planned context as a government obligation. This study attempts to do just that. This study is drawing upon an ongoing work SAFP and CWLR members. A strategy towards creating a productive resource base for women was proposed by SAFP in 2006. Yet the practical implications of this strategy needed to be tested within a context.

This documentation therefore comes at a time where conceptual formulation needs to be put down with evidence to show that women are articulating solutions towards problem in accessing, owning and having control over productive resources.

As a matter of fact this documentation is a part of input that the women and resource struggle around the globe requires at present. It is not certain that as an input how much this documentation may serve the interest of those working on the issue of women and land rights but at the outset the work of different individuals and networks must be appreciated and acknowledged to build this collective collation. In particular acknowledgement goes to Habitat International Coalition and the Consult for Women and Land Right members for debating issues and developing a rationale and exhaustive recommendations on issues around women's housing and land rights.

Exhaustive recommendations have resulted in many groups working often over time on theorizing on women land and housing rights. Some small pilots have been initiated. Most have been now documented and shared and some are yet to develop their full circle of experience. Thus some groups have worked on single women's right to property while others have focused on only widows. Some have looked at resource rights of only rural women with perhaps as agricultural base while others have organized women in urban areas in slums or through unorganized or organized sector reaching out networks. Some people have utilized the window of violence against women and advocated for safer cities while the others have worked with the state to develop model rehabilitation projects that may benefit women equally. In each case some people are in focus while others are left out. This documentation therefore toys with the concept of area development approach where women may get a share of resources proportionate to their own organizational capacity of getting themselves organized into groups.

In this context a concept called "Sansadhini " was presented to by SAFP with NCW (National Commission for Women), Planning Commission, Urban Development Ministry as well Social

Welfare Ministry . Sansadhini meant a women with resources and this word could also connote a program that makes woman get more resources. NCW supported an initial research on implementation of Sansadhini in Delhi in 2007. This concept asked for a zonal plan for women, children and the elderly such that social infrastructure support can be created for greater productivity. The NCW research indicated that the concept of Sansadhini can add value to the already existing provision of Delhi governments plans of strengthening gender resource centers through the Mission Convergence that ensures that gender equity and justice is delivered by providing ever one access to government schemes through one window system. The Mission Convergence aims to providing cash grants to vulnerable groups but does not talk about women's space in city development plans. As SAFF we demand not only spaces in city zonal plans but also in local, city and national budgets.

A sequel study was needed to understand how the Delhi Governments Mission Convergence scheme (or SSS Samajik Suvidha Sangam ) can service women better with a clear action plan indicating how women can be trained to access resource and manage to sustain continued control and development of resources. Cash resources may not be enough for women to gain to establish gender equity and justice. More changes are required in the urban governance structure and more so allocation of infrastructure women could use for livelihood was a an unmet and non articulated need. UNIFEM and IGSSS (Indo Global Social Service Society) have support SAFF in the sequel work for implementation of Sansadhini concept after NCW study was submitted in August 2008. IGSSS commissioned SAFF to draft a study on women housing and land rights in Delhi around the same time. This was an opportune time for us to see a micro study through a city wide information collation. As a coauthor of this report with Ms Sujata Madhok a desk review was attempted to find out the status of women's land and housing rights in our capital. The lack of ( or inability to have access to) any gender disaggregated data on ownership of women on assets and property made it difficult for us to provide any base line figures to speak from. This desk search thus relied on putting together the context of the issue and recommended policy and programme change. This current documentation field tests some of the recommendations made in the IGSSS study. Further financial support was provided by UNIFEM from December 2008 to train women and men who were called gender advocates to develop their perspective for increasing women resource base as a government obligation. For this we needed to identify which women's resource base increase do we want. Five groups of excluded women were identified in Delhi that needed to be interviewed for their present resource base such that resource increase for them could be advocated. Thus the sequel work involved five partner NGOs who agreed to provide the field base for this study.

In the above context this particular study aims at researching the gaps in the existing services that provide women access to credit, livelihood, information, land, housing and services in Delhi city. Assumption behind studying gaps is that these gaps will ascertain how women can claim equal access to resources from the administration that can facilitate the smooth flow of resources due to women in a given geographical area.

This study got input from women and men in 4 geographical areas in Delhi to assess the common issues concerning women and what service or enterprise they could contribute to increase the productive processes in their neighborhood or their zone. The women could only talk about their immediate problems and had every little visual image of owning much. The

discussions for the study gave a vision to the women to demand for more. This discussion was taken to the NGOs that work with these women to develop program outline in terms of training and input that may assist women further their vision to work towards developing many infrastructure structure ownership in the neighborhood of the women from where the women can manage neighborhood service enterprise. The cluster of such ownership of productive resources in a given municipal area is termed as a women owned zone. It was clear that women can not move on their own to think of owning any infrastructure unless they are clear how their community would benefit from this move. The ideas around getting government grants to women groups also seemed new to manage as most women do think of taking back a wage at home at the end of the day and think of collective profit as individual rather than as a collective property. Women groups in the beginning were not aligned with an idea of asking for public or private spaces for women's enterprises. This changed in the process of inquiry the study initiated.

## **Objectives and Methodology**

### **Objectives of the Proposed Study:**

1. To study the status of land and housing for women in Delhi
2. To find out the gap between what the women are entitled and what they get from the system against the right based approach
3. To study the composition of woman livelihood groups set in different districts of Delhi against the livelihood provisions provided by the state and the market.
4. Find out the current needs of such women and the communities they live in relation to services they have at present

### **Perceived Outcomes**

1. Recommendations for State government
2. Suggest solution based on group approach to housing, land and resource rights
3. Charter for gender equality through local government

**Structure of this document:** Section I deals with objective 1 and 2 to understand the context of women and land rights in Delhi with help of literature review. It concludes that women even if they belong to economically stronger class do not enjoy equal right to productive assets in particular housing rights. The planning for women from poor backgrounds can only be done within the context of rehabilitation projects or within JNNURM.

Section II deals with objectives 3 and 4 through a field research specifies what women have and what they aspire for to get themselves livelihood from which they could meet their right to equal resources.

Section III lists recommendations for different stakeholders.



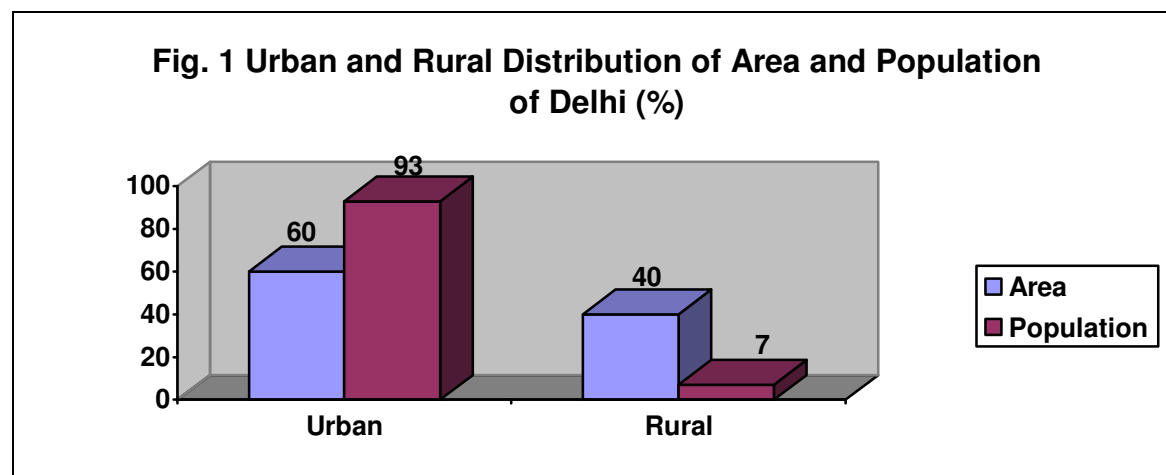
## Section I      Status of resources, land and housing for women in Delhi <sup>1</sup>

### 1. Historical, Economic, Cultural and Social Perspective

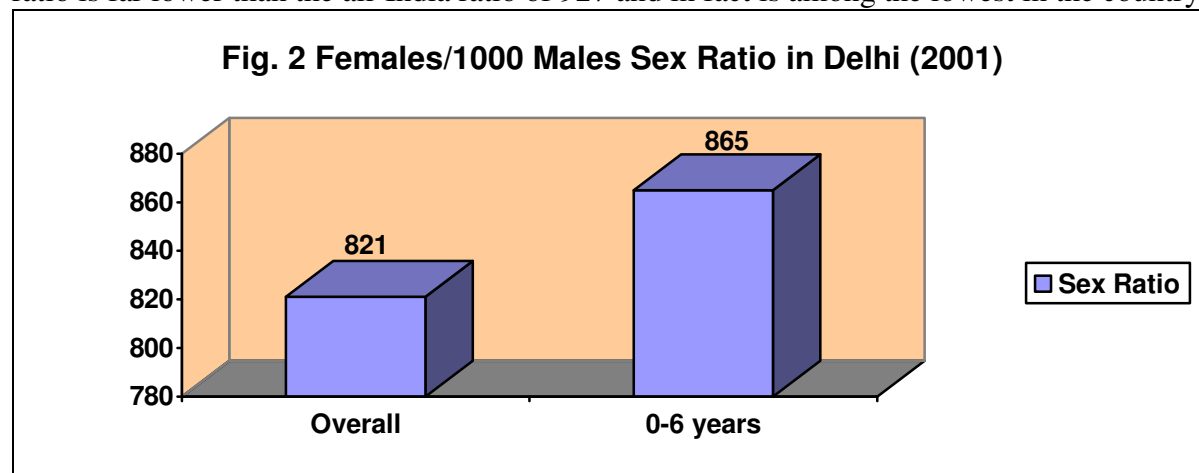
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#### 1.1 Background of Delhi in relation to Land and Housing

The National Capital Territory of Delhi is spread over 1,483 kilometres and comprises both the urban metropolis and its rural surroundings. Urban Delhi occupies some 60 percent of the Territory and holds 93 percent of the population.



Delhi's population was 13.78 million according to Census 2001, with 6.24 million females and 7.60 males. The skewed male-female population is an obvious indicator of the secondary socio-economic status of women in the city. The adverse sex ratio cannot be explained away by excessive male migration, as the child sex ratio is also adverse. Rampant son preference is evident from the fact that at 865 females per thousand males for the under-six age group, Delhi's ratio is far lower than the all-India ratio of 927 and in fact is among the lowest in the country.



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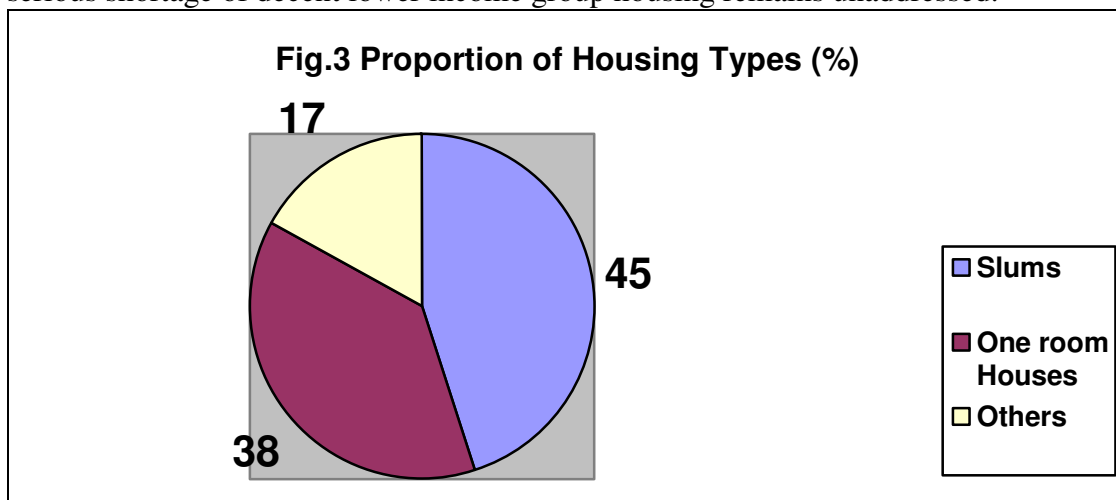
<sup>1</sup> This section is entirely based on the desk study commissioned by IGSSS authored by Shivani Bhardwaj and Sujata Madhok, December 2008.

The adverse and declining sex ratio is an alarm signal, calling for more positive measures to empower girls and women in the city. A call for women's rights to resources including land, housing and other property should be seen in this context.

The city is marked by wide differences in incomes, living standards and consumption patterns as well as differences in ownership and control over resources. Extreme riches on the one hand and extreme poverty on the other are evident. Spatial differences reflect these divisions, with a crowded core inner city area which is also the heart of traditional trade and commerce, the privileged VIP Lutyens' bungalow zone, the restricted entry Army Cantonment area, private residential colonies for the rich and upper middle class, planned colonies for the upper layers of the bureaucracy, 'resettlement' colonies in the trans-Yamuna area and slum colonies in the periphery, village areas within the city, industrial zones in areas like Okhla and Wazirpur, commercial complexes and markets etc.

Land ownership largely vests with the central government controlled Delhi Development Authority (DDA) which has a virtual monopoly over acquiring and developing land and selectively allotting it to housing cooperatives, schools, hospitals, offices, commercial complexes etc. Only about 7500 hectares of developed land or 30–3 percent of the total demand has been released for housing development.

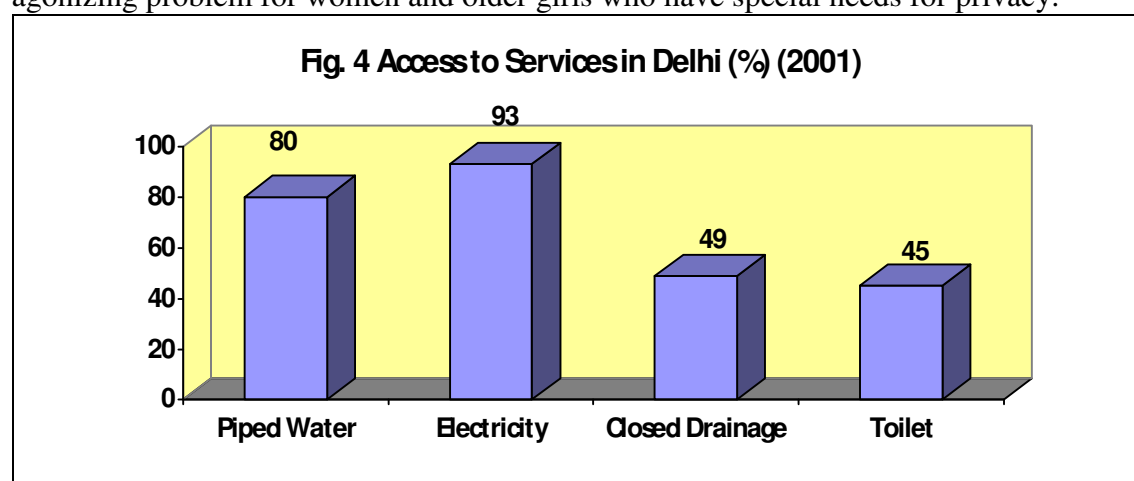
Partly as a consequence of DDA's planning and implementation failures, the city has an acute housing shortage of an estimated 300,000 housing units. Besides, 45 percent of the population is forced to live in slums, illegal settlements and unauthorised colonies. Census 2001 found that around 3 million people lived in 1087 jhuggi-jhonpri clusters. As many as 38 percent of housing units are single room units, reflecting the inadequacy of housing in the city. On the other hand, much of DDA built housing is meant for middle class and higher income groups while the serious shortage of decent lower income group housing remains unaddressed.



Many of these differences have been deliberately created to restrict people's access to more privileged parts of the city and to scarce facilities such as electricity and water supply. These differences have been fostered through the urban planning process which has been skewed in

favour of the richer and more influential classes. Large parts of the city have been declared ‘unauthorised’ and these ‘unauthorised colonies’ are deprived of basic civic facilities such as sewerage and sanitary toilets. The ‘unauthorised’ label conveniently absolves the government of its responsibilities to provide basic facilities to residents of these colonies. It enables it to spend civic resources inequitably on the privileged sections.

Not only is housing itself inadequate, there are serious shortages of basic facilities such as water, toilets and electricity. Nearly 93% households have access to electricity but power outages are common. Studies of the distribution patterns of water supply reveal huge inequities. The Census records that in 2001 one in five houses in Delhi had no access to piped water supply and depended on handpumps, tubewells or other sources. Only 49% of houses were connected to closed drains. The numbers of households *without* toilet facilities rose from 1.18 million in 1991 to 1.99 million in 2001. This means 55% houses lacked toilets. The lack of toilets is a particularly agonizing problem for women and older girls who have special needs for privacy.



To perpetuate hierarchy and socio-economic distinctions, the city is administered by three different civic bodies: the Defence Cantonment is managed by the Cantonment Board, the VIP area where ministers and bureaucrats live is managed by the New Delhi Municipal Corporation and the rest of the city is managed by the Municipal Corporation of Delhi (MCD). The lowest per capita resources from government budgets have traditionally been allocated to the MCD area although it comprises most of the city and houses most of its population.

According to the Report of the Second Finance Commission, 2002, the per capita non-Plan aggregate expenditure in the NDMC area was Rs 11,700 in 1995-96. On the other hand, MCD's per capita expenditure even four years later in 2000-01 was only Rs 1040. This means that the small, rich NDMC, which manages an island of privilege within the city, spends over eleven times per capita on its residents compared to the spending by MCD on the rest of Delhi's residents.

Worse, within MCD there is differential expenditure on richer and poorer areas of the city. “If<sup>2</sup> one looks at expenditure by Delhi Government departments and local and autonomous bodies

<sup>2</sup> A Situational Analysis of Women and Girls in the National Capital Territory of Delhi, by Sujata Madhok for National Commission for Women.

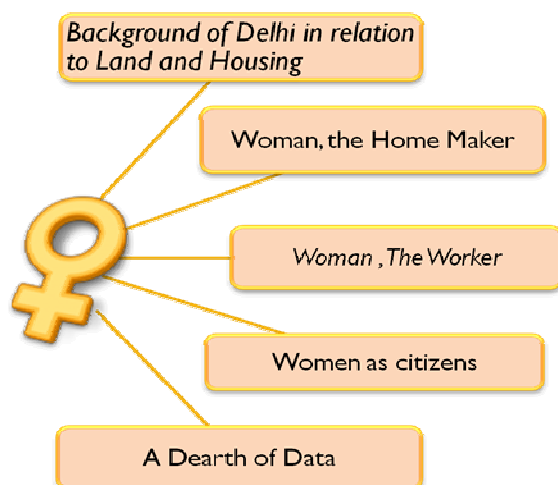
one finds that MCD itself spends practically its entire outlay, whereas MCD's Slum Wing underspends. Under the Annual Plan 2002-03 MCD's approved outlay was Rs 629.50 crore and it spent Rs 622.45 crore. The Slum wing's approved outlay was Rs 53.60 crore, it was revised downwards and the Slum Wing ultimately spent even less i.e. Rs 29.72 crore. It is a singular irony that the Slum Wing cannot find ways to spend money on slums! Incidentally, the Slum Wing has no separate schemes for women."

At an ideological level, the neglect of the slums and 'unauthorised' colonies is defended by labeling their population as migrants from the rural hinterland who are not genuine citizens of Delhi and therefore, by this logic, are not entitled to the same facilities as other residents. There is regrettably no official recognition of the role of migrants in creating urban wealth and contributing to the city's industries, services and infrastructure. The bias against the migrant poor is inherent in policy and planning, although public pronouncements of this attitude are rarely made. This documentation will especially look at options for migrant populations and what women as collectives can do about providing them safe stay and placement as part of solutions offered in the last section of this document.

Panning has found little space for informal sector work although the majority of the population depends on such informal work for its livelihood. The livelihood rights of the poor are constantly under attack, be it a ban on pulling rickshaws or severe restrictions on vending. Limited numbers of licenses are given for such work, forcing many in the informal sector to conduct their small businesses illegally by paying bribes to those in authority.

## 1.2 Woman and her right to housing and resources:

Lowest rung on the resource chain is the underprivileged single woman and her children living in a shack or on the pavement in an unauthorized area. Her right to access resources, including, most critically, a legally owned house of her own as well as access to community-owned resources such as a workshed, a training centre, a creche and other services needs to be strongly asserted. Her right to earn a living by informal sector work such as vending also needs to be affirmed. Laws and policies need to be framed to enable her to access these multiple resource



rights.

## Woman, the Home Maker

In Indian society woman has traditionally been given the primary role of home maker. She is the Griha Lakshmi, symbolizing household well being and wealth. It is ironic that the Griha Lakshmi has no independent social and legal rights to the 'griha'. She suffers the pain of being displaced from the paternal home upon marriage and loses her social rights to that home. She is not given full, independent rights to the matrimonial home either. Patriarchal society denies her any independent formal legal rights to own either the paternal or matrimonial home.

A woman who is rendered homeless loses her primary identity, so homelessness is a major psychological setback to a woman, far greater than it is to a man. For women, a house also means shelter from violence, particularly male violence including rape. The symbiotic relationship between woman and home needs to be given recognition and rights in social custom and law.

In the absence of rights, widowhood, separation or divorce frequently leads to the exclusion of women from the matrimonial joint family household and denial of family property. The consequence is life long deprivation for women and children. Children's education is often disrupted and some are even forced to become child labourers.

The UN Special Rapporteur on the right to adequate housing in his report<sup>3</sup> on women and adequate housing clearly brings out the direct relation between inadequate housing and violence against women, where the lack of adequate housing can make women more vulnerable to various forms of violence and, conversely, violence against women can lead to the violation of women's rights to adequate housing.

Many women are subjected to multiple layers of discrimination within their community or neighborhood and by the State on the grounds of being women, as well as members of a minority group.

People working with communities in Delhi have witnessed the exclusion faced by single women. After the 1984 anti-Sikh riots in Delhi, a large number of widows were left to fend for themselves and their children after their men were killed and their houses burnt down. Compensation came much later and is a highly contentious issue. Many widows faced family pressure to remarry relatives. Some had to be separated from their children. The community exerted various kinds of pressure on the women to maintain cultural norms even as they struggled to rebuild their lives.

Even when women are spared the personal tragedies of widowhood or desertion, the problems faced by the average married woman in a metropolis like Delhi are many. Urban planning, far

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<sup>3</sup> Report of UN Special Rapporteur on Adequate Housing, Miloon Kothari, on Women and Housing, Commission on Human Rights, E/CN.4/2006/118, 27 February 2006.

from easing her burden, increases it heavily by depriving her of the basic civic facilities that she needs to bring up her family.

A report by the National Commission for Women<sup>4</sup> observes, “The maintenance of homes and much of the household activity including cooking, washing and cleaning is primarily the task of women and girls. Many urban women struggle to keep homes clean in the absence of basic facilities. Childcare becomes problematic in such circumstances. Keeping babies and infants clean without adequate water is a difficult. Keeping them safe is even more difficult in a small house that may also double as the family’s workspace and be filled with hazardous materials. Open drains or uncovered manholes in the vicinity are a constant danger for small children. Homes built on pavements or alongside railway tracks are also hazardous. Poverty compounded by poor housing in overcrowded, polluted and dirty urban environments makes families prone to illness, adding further to the woman’s burden.”

While writing this report we do not have significant statistics to prove that lack of access to and control over land, housing and property in Delhi constitutes a violation of human rights and contributes significantly to women’s increasing poverty and marginalisation. The academic research needed for this will require a long drawn out process of examining wealth, opportunities, livelihood, wage patterns as well as housing and land ownership of women and men in Delhi.

## **Woman The Worker**

The fact that women are the primary home makers should not detract from their role as workers. Women in the city work in a range of occupations, at every economic level, from top professionals and politicians to home-based piece-rate workers and ragpickers. About a quarter of women in the city work in the organized sector and the majority of these are government employees or work in public sector undertakings. The rest are in the unorganised sector including domestic work, manufacturing, home-based piece-rate production, petty vending and other occupations and trades. Since many women’s homes double as production units, it is important to take their special needs for space, equipment and facilities for production and storage into account while planning urban spaces and housing. These needs have been largely ignored in urban planning so far.

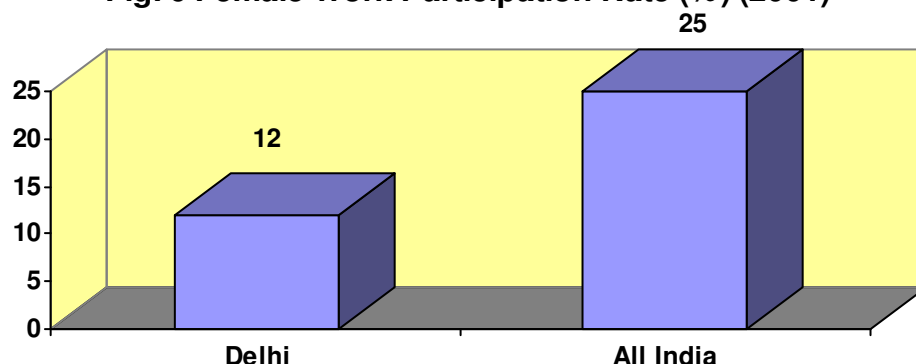
There is a perception among the educated that change has taken place in the past ten years. It is true, as more women are earning and we do find more young girls staying in rented apartments for studying or for work. Exposure of working in call centres and organized sector, migrating for domestic and other unorganized sector work, working from home and running small training and enterprises has transformed the city’s culture that tolerates women owning, renting and leasing property today. This perception can be matched against research and data.

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<sup>4</sup> A Situational Analysis of Women and Girls in the National Capital Territory of Delhi, by Sujata Madhok for National Commission for Women.

All women who work do not get wages equal to men and much of their earning is spent on house care rather than building assets and property. The 2001 census shows that female work participation rate in Delhi is lowest as compared to other states<sup>5</sup>. It ranges from 9 to 15% in different districts of Delhi as against the India average of 25%. This low work participation rate in Delhi is linked to lower population of women in the capital. While the higher income areas in Delhi report higher level of sex selective abortions, the lower income areas especially those that give refuge to migrant population have less female population.

**Fig. 6 Female Work Participation Rate (%) (2001)**



The fast globalizing Delhi has widening gap between male and female employment. This is due to the fact that the city employment centres shift and there is a decline in the wages of manufacturing sector that did put out work to women home based workers. The increase of jobs in IT based work has ushered new forms of cultural degradation, with technology itself becoming an instrument of closer and more oppressive systems of social control.

### **Women as citizens**

Women are citizens and voters and their rights in local governance need to be stressed, to involve them in participatory processes over and above the reservation of one third of seats in local bodies. Women representatives must be included in committees, consultations and *bhagidari* processes. In the absence of such provisions their rights to resources cannot be accessed. This report provides many reasons why women rights as citizens should call for their equal share in resources from the government and the market. If these demands are met women can socialize themselves into different roles and be seen as managing public resources such that families feel confident that inheritance will be safe in the ownership of women.

### **1.3 A Dearth of Data**

Currently, no gender disaggregated data exists on land and housing ownership by women in the NCTD. In the complete absence of such data one is forced to look at empirical evidence which suggests that women own a very small percentage of land, housing, commercial and institutional properties in the city.

<sup>5</sup> Women workers and globalizations, by Indrani Majumdar , CWDS, 2007



Traditionally, property is acquired through either inheritance or purchase. Inheritance rights under all personal laws have been skewed in favor of men and attempts to redress the balance have met with resistance from patriarchal forces. However, women's rights to inheritance are increasingly being recognized and changes to this effect have been made in some personal laws. There is a dearth of research on these issues, particularly in the NCTD.

Women's entry into the workforce has traditionally been limited to working class women and other women have been restricted to the role of dependent housewives. Although this is changing, few women manage to earn enough to purchase property independently. The NCTD's low female work participation rate indicates that the majority of women do not have independent incomes. Further, it is more difficult for women to access credit than men. They are less able to provide collateral for loans.

There is ample evidence to suggest that official policy and planning ensured that the Delhi Development Authority prioritizes and profiteers from building housing for upper income groups at the expense of low income housing, making it particularly difficult for women to own housing of their own, since the majority of even those women who earn are ghettoized in low income work.

No Census or other official data exists on the extent of homelessness in Delhi and the number of homeless men, women and children. NGO surveys suggest that many women are homeless but there are almost no shelters for homeless women and their children at present. The few facilities that exist cover a very small proportion of the homeless. A survey by Aashray Adhikar Abhiyan estimated that there are around one lakh homeless people in the city. Night shelters run by government and NGOs can accommodate less than 5000 people. The rest are forced to sleep on pavements, in markets, in parks and under flyovers, in the precincts of temples and other places of worship – all areas where they are prey to violence from criminals and oppression by the police.

What are the gaps :

- *There is a need to generate gender disaggregated data on ownership of land and immoveable property in the NCTD. A pilot study could be attempted to establish the deprivation of women in this crucial area.*
- *There is also a need for government to survey the homeless, find out how many women and children fall into this most vulnerable category, and make special and adequate provisions for their housing and other needs. The attempt should be to genuinely provide shelter to all the homeless instead of the tokenism that currently marks social welfare programmes in the city. Budgetary provisions need to be increased sharply and housing allotted for shelter homes to be run by state and NGOs in partnership.*
- *There is a need to generate data on women's access to credit for land and housing*

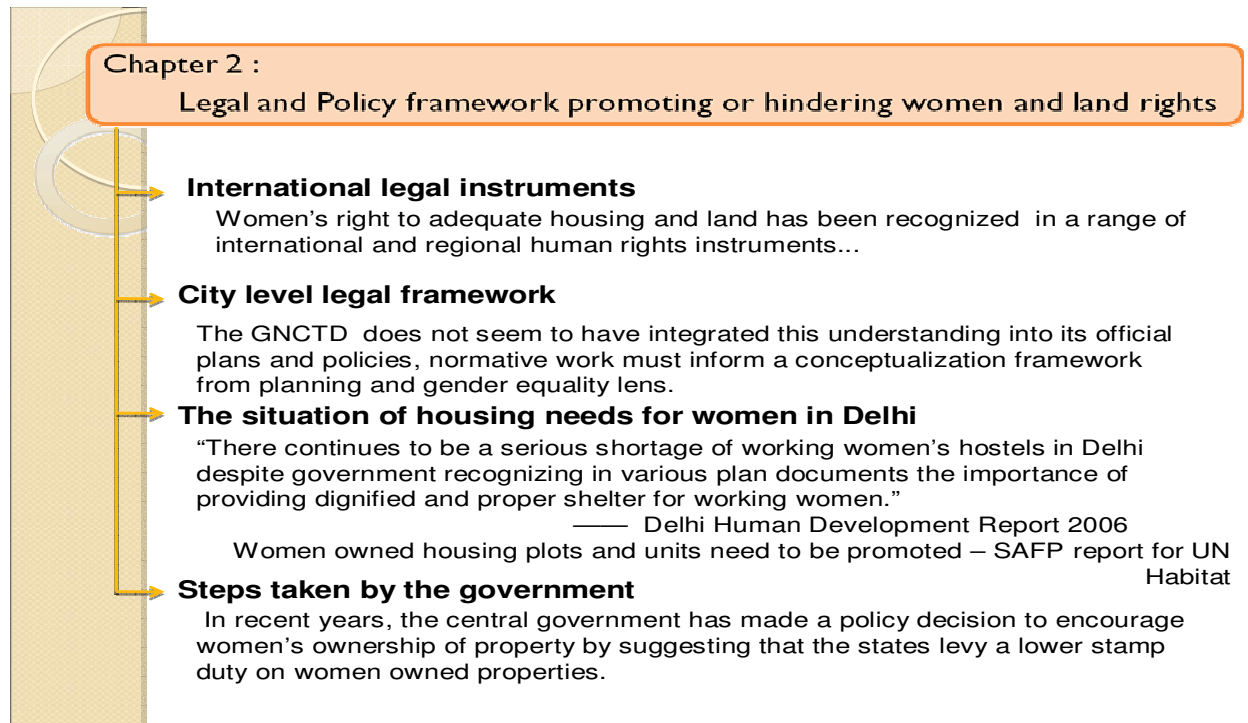


- *There is a need for more data on migration to the city and the housing stock required to meet the needs of the migrants who swell the city's workforce and sustain its industries, services and infrastructure.*
- *There is a need for data on informal sector occupations and the need for market spaces, shops, production spaces and storage spaces for goods and equipment, common office spaces etc.*
- *There is a need for data on availability of crèches and schools so that the childcare needs of working women are met.*
- *There is a need for data on the demand for hostels for girls and women, including both students and working women.*

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## 2 : Legal and Policy framework promoting or hindering women and land rights

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### 2.1 International legal instruments<sup>6</sup>

Women's right to adequate housing and land, as an inalienable, integral and indivisible component of all human rights, has been recognized, implicitly and explicitly in a range of international and regional human rights instruments

- Article 14, Convention on the Elimination of All Forms of Discrimination against Women, 1979;
- Article 3, International Covenant on Civil and Political Rights, 1966,;
- Article 3, International Covenant on Economic, Social and Cultural Rights, 1966;
- General Recommendation No. 21, Equality in Marriage and Family Relations, Committee on the Elimination of Discrimination against Women, 1994;

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<sup>6</sup> Report of UN Special Rapporteur on adequate housing, Miloon Kothari, on women and housing, Commission on Human Rights, E/CN.4/2005/43, 25 February 2005

- United Nations Millennium Declaration, 2000, General Assembly resolution 55/2;
- Article 3, Declaration on the Elimination of Violence against Women, 1993, General Assembly resolution 48/104;
- Article 8, Declaration on the Right to Development, 1986, General Assembly resolution 41/128;
- Commission on Human Rights resolution 2005/25, Women's equal ownership of, access to and control over land and the equal rights to own property and to adequate housing, 2005

Women's human right to adequate housing and land needs to be understood in terms of its entitlements. This means that women enjoy the inalienable and equal right to own, access, use, manage, and control land, housing and property. This includes the right to legal security of tenure, which is the right to own, lease, rent, mortgage or dwell on land, housing and property, and the right not to be forcibly evicted. Furthermore, it holds that women have a right to take decisions on how housing and land resources should be used, including whether it can be leased out, mortgaged, or sold.<sup>7</sup>

## **2.2 City level legal framework**

The GNCTD however, does not seem to have integrated this understanding into its official plans and policies. The GNCTD does not seem to have any policies to specially allocate land or housing to women, either as individuals or as groups/organizations of women unless as a special effort in rehabilitation sites. This has not been on its agenda so far. A few women's institutions have managed to get land allotted (at government rates) as social welfare institutions. Some have similarly managed to get long-term leases to government allotted office spaces. However, no specific policy exists for women. This has never been raised as a critical requirement for the empowerment of women.

## **2.3 The situation of housing needs for women in Delhi**

The exception are a few women's colleges and chosen women's organizations who have managed to get land for hostels for girl students, young working women and women in distress. The Government too runs some hostels. However the quantum of land given and the hostels built is limited and demand far outstrips supply.

According to the Delhi Human Development Report 2006 (Partnerships for Progress, Government of NCT of Delhi), "There continues to be a serious shortage of working women's hostels in Delhi despite government recognizing in various plan documents the importance of providing dignified and proper shelter for working women." It calculates that, "There are just around eighteen working women's hostels in Delhi run by government and NGOs that can

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<sup>7</sup> Women's Rights to Land, Housing and Property in Post-conflict Situations and During Reconstruction: A Global Overview, UN Habitat, Nairobi, 1999

accommodate barely 1500 to 1600 women. Most single women find paying-guest accommodation that is often safe and economical. But this practice is also quite new to Delhi and many homeowners are reluctant to take in single women.... Delhi's North, North-West, West and North-East districts are devoid of hostel facilities for working women"

If the dearth of hostels affects working women, an equally serious problem is the deterrent to girls' education. The HDR says, "The absence of affordable hostel accommodation is becoming a serious impediment to girls wanting to increasingly pursue professional courses in Delhi... ....Measures are being taken to address the shortfall in hostel accommodation for both working women as well as those pursuing higher education. The Government proposes to set up hostels in all districts of Delhi...Under a Government of India scheme, college students from outside Delhi pursuing education can be accommodated in working women's hostels...."

Hostels usually permit girls and women to stay for the duration of a course of study or for a limited period if they happen to be working women. The intent is to provide short-term shelter only. The dearth of safe and economical housing options has impelled working women in some hostels to agitate for the right to long-term stay. However, the authorities discourage long stays, on the assumption that eventually women will marry and settle down in their marital homes. The fact is that the city has an increasing number of single women, some of whom opt to be professional working women and stay unmarried. Yet, building small but good quality housing units for single people, such as well located one-room flats or one-bedroom-plus-hall flats, is not on the agenda of the government or most private builders as it fetches lower returns. One room housing is usually restricted to the DDA's lower income group housing complexes where both the construction quality and the environment is poor.

## **2.4 Steps taken by the government**

Although these issues remain unaddressed, the government is aware of the problems and has taken a few measures to foster women's access to housing and land. In recent years, the central government has made a policy decision to encourage women's ownership of property by suggesting that the states levy a lower stamp duty on women owned properties. In Delhi women who buy property need to pay a stamp duty of only 4% whereas men have to pay 6% duty. Incidentally, the low property rates are also a condition for the state to access funds under the Jawaharlal Nehru National Urban Renewal Mission (JNNURM).

Another incentive for property to be registered in women's names is the lower house tax to be paid to municipal authorities. Delhi offers a tax rebate on properties owned by women. The same concession is available for properties owned by senior citizens, the physically challenged and ex-servicemen.

Married women have no legal rights to their husband's property including property acquired after the marriage but registered in his name. They have no ownership rights even over the house they dwell in. The recently legislated Domestic Violence Act is the only piece of legislation that gives women the limited right to live in the matrimonial home. However, this section of the law has proved to be the most contentious. Some courts of law have struck it down or tried to interpret it narrowly, refusing aggrieved wives the right to the joint marital house if it belongs to

her in-laws, and restricting the right to only the marital home defined as the house occupied by the husband alone.

Women's limited ownership of property, whether moveable or immovable, compared to men is evident for instance in the details of asset ownership filed by Delhi's political class during the current elections. The daily newspapers in November 2008 (when this report was written) provided a breakup of the assets owned by those aspiring to be MLAs or to be re-elected as MLAs and ministers in the Delhi government. There is in most cases a glaring disparity in the assets owned by the male politicians and their wives, with most wives' assets being limited to their jewellery and some cash rather than land or housing.

Women are not socialized into roles for ownership. They therefore lack skills to deal with management of property. In any case, registering of property in Delhi is not an easy task for even men. In <sup>8</sup>The system of title registration in Delhi for title (ownership), possessory rights (e.g. leases) and other property rights are not readily verifiable. Besides inchoate records of publicly-owned land, there are no central records of land in private ownership. The absence of a verifiable property titling and record system has led to excessive litigation and there are missed opportunities for 'joined-up' urban management. The collections of property tax are sub-optimal and thus the economic growth of Delhi is significantly lower than it might otherwise be. The present system of deed registration should be replaced with a system of title registration such as has been adopted by many common law jurisdictions around the world.

A central registry of property is recommended to create a land registration, mapping and information system. provide a complete and transparent record of title and other interests in land and immovable property. This will

- establish the legality of title or other interests
- provide constructive notice to third parties of title and other interests
- help avoid conflicts and property disputes by protecting subsequent owners through a complete and transparent chain of title and
- allow the rational management of property assets held by public agencies in Delhi.

Empirical evidence suggests that frequently women, including especially vulnerable women such as the elderly, widows, single women and those from other groups subject to discrimination, are unable to successfully retain property and resources even when they inherit these or acquire them through years of labour. Their property and resources are grabbed, often through the collusion of relatives, lawyers, land sharks and the police. They are sometimes forced to sell their houses under pressure from their own children who want quick money. Some are tricked into signing power-of-attorney documents that permit relatives to sell off their property. The escalating prices of land and housing in Delhi have aggravated the problem. The convoluted systems of registration and mutation and the rampant corruption involved in the process make it easier to

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<sup>8</sup> The Urban Institute : New Approaches to Land Titling and Registration in Delhi

grab property. Redress through courts of law is an expensive, extremely slow and difficult process and many women lack the material and personal resources to fight court battles. In this context of vulnerability it becomes important to devise strategies to foster collective ownership by women.

What gaps exists :

- *A land and housing allotment policy for women, as individuals as well as collective groups and institutions, needs to be drafted through a participatory process involving all stakeholders.*
- *Women from the lowest income groups, Scheduled Castes and Scheduled Tribes, minorities, single women (including widowed, unmarried, divorced and deserted women), women with disability etc should be prioritized in allotment of both individual and collective land and property leases. This policy should subsequently be endorsed by the government and implemented.*
- *Women's resource zones that reserve residential and commercial land for ownership by women's collectives.*
- *A clear recognition in policy of the special need for safe hostels with adequate facilities for girls students and working women.*
- *Priority in policy and planning for more shelters for homeless women and their children, in proportion with their population.*
- *Married women's rights to matrimonial property need to be legislated. Women's ownership of property should also be promoted through more measures to give rebates in taxes and stamp duties to women-owned properties.*
- *Credit policies for land and housing should be made women friendly. Special low interest credit schemes need to be drawn up for women and women's collectives to access land and housing for outright ownership or leasing.*
- *Eviction and displacement of the urban poor from the slums and informal settlements is an anti-people policy. There must be a ban on forcible eviction. People should be resettled only with their consent obtained by referendum. Resettlement should ideally be within the vicinity, so that jobs, livelihoods and schooling are not lost. Resettlement should ensure ownership rights to developed plots plus outright aid as well as cheap credit for building housing. Alternatively, built housing with piped water, toilets and electricity connections must be provided. Since women-headed households are the most vulnerable during the process of eviction and are the least likely to access alternative plots/houses, they must be identified and*

*prioritized during the process of allotment. All allotments must be in the name of the woman of the household or jointly in the names of husband and wife.*

## **DELHI DEVELOPMENT GOALS AND TARGETS<sup>9</sup>**

The release of the first Human Development Report for Delhi offers a good opportunity to announce the Delhi Development Goals (DDGs) that the city-state will realize over the next 10 years, that is, by 2015. The Millennium Development Goals (MDGs) have been adapted for Delhi.

### **Delhi Development Goals**

#### **GOAL 1: Eradicate extreme poverty and hunger**

**Target 1:** Halve, between 2000 and 2015, the proportion of population living below the poverty line

**Target 2:** Halve, between 2000 and 2015, the proportion of people who suffer from hunger

#### **GOAL 2: Achieve universal elementary education**

**Target 3:** Ensure that, by 2015, children everywhere, boys and girls alike, will be able to complete a full course of 8 years of elementary schooling

#### **GOAL 3: Promote gender equality and empower women**

**Target 4:** Eliminate gender disparity in elementary schooling

**Target 5:** Arrest the decline in child sex ratio by 2011

#### **GOAL 4: Reduce child mortality**

**Target 6:** Reduce by two-thirds between 2000 and 2015, Delhi's infant mortality rate

#### **GOAL 5: Improve maternal health**

**Target 7:** Ensure universal access to reproductive health services

#### **GOAL 6: Combat HIV/AIDS, malaria and other diseases**

**Target 8:** Halt by 2015 and begin to reverse, the spread of HIV/AIDS

**Target 9:** Halt by 2015, and begin to reverse, the incidence of malaria, dengue, and tuberculosis

#### **GOAL 7: Ensure environmental sustainability**

**Target 10:** Ensure adequate green cover

**Target 11:** Ensure universal access to safe drinking water

**Target 12:** Ensure universal access to improved sanitation

#### **GOAL 8: Strengthen Bhagidari**

**Target 13:** Develop further avenues for participation in governance

**Target 14:** Extend application of Bhagidari to new areas

#### **GOAL 9: Improve public safety**

**Target 15:** Reduce crime against women, children, and the elderly

**Target 16:** Improve conditions for the disabled

**Target 17:** Make Delhi a child-friendly city

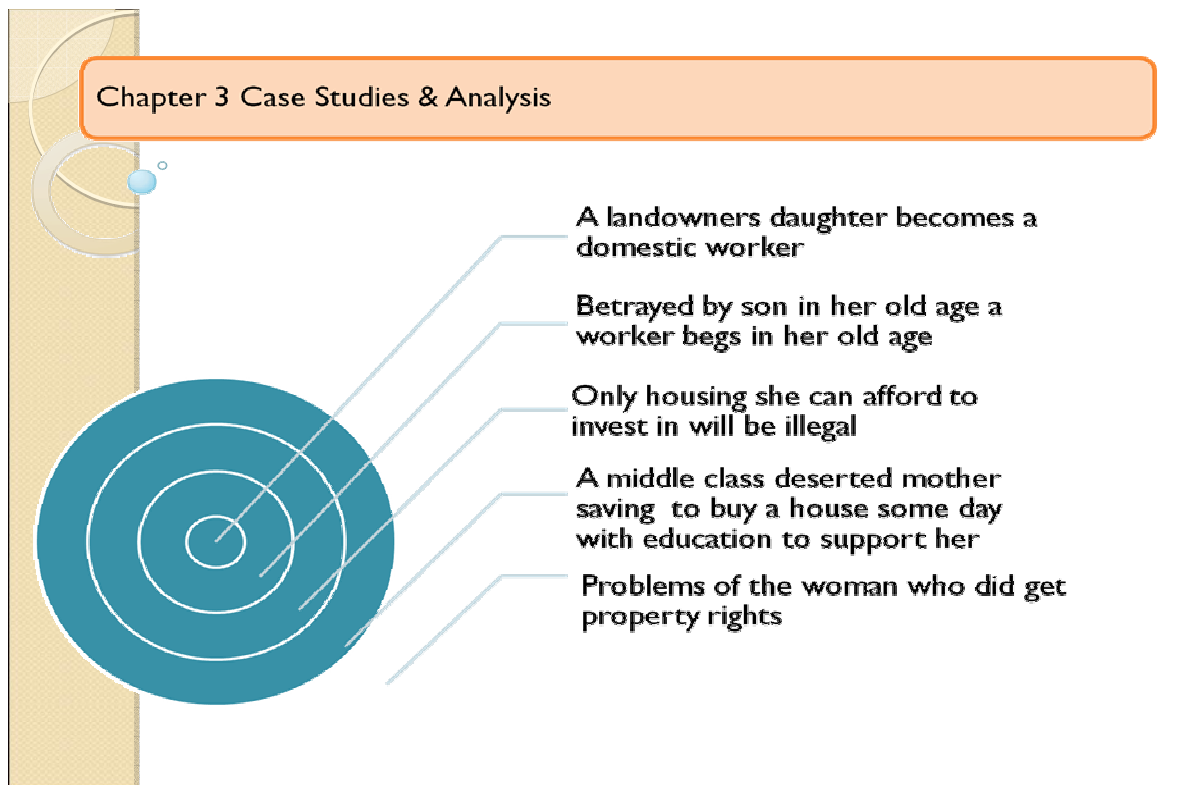
<sup>9</sup> Source: Delhi Human Development Report 2006 (Partnerships for Progress, Government of NCT of Delhi)



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### 3 Case Studies & Analysis

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#### 3.1 The case studies :

The following case studies of single women and those in matrimony in Delhi highlight the problems that working class women face in the struggle to survive in the city. Their names have been changed to maintain their privacy but the truth of their existence remains like a question mark on urban planning. In each case access to shelter is impermanent, dependent on the whims of an employer or landlord or even one's own family. Each woman has gradually experienced a shift in perspective, realizing the need for a house and resources of her own, independent of the patriarchal family structure. She is faced with the near impossibility of achieving such a dream, given the extreme shortage of affordable, legal and safe housing besides the lack of credit facilities. The poorer women's problems are compounded by the need to find safe shelter which is within walking distance of their workplace and their children's school, as she cannot afford bus fares. Three of the four women are migrants who came to the city in search of livelihood opportunities. All four women are rendered extra vulnerable because of their sex, their poverty, their lack of education and their responsibilities as mothers of young children. One woman has been rendered homeless; for the others there is still hope....



## **A landowners daughter becomes a domestic worker**

**Bimla Devi**

Bimla Devi, age around 40, hails from Mirzapur district of Uttar Pradesh. She was married in her teens and has never been to school. Her husband moved to Delhi in search of work and she followed later, with two small children. She is from an upper caste family and had never worked outside the home till she came to Delhi, as the family had land of their own.

Bimla got a job as a domestic worker in a big house in the city and her family was given the attached 'quarter' to live in. It was a single room and kitchen behind the bungalow. Her husband worked as a security guard in the neighbourhood.

After several years Bimla left the job and the family moved to a rented room in an illegal colony nearby. She took up part-time domestic work in the colony where she had lived earlier. It is twenty years now since she began sweeping and mopping, washing clothes and cooking for rich families. She has no assets of her own, beyond some clothes and household goods. Her husband lost his regular job as a guard when the security agency folded up. He was unemployed for a year and this led to tension between them. Eventually, he went back to the village, leaving her to fend for herself and three school-going children.

"My father sent both my brothers to college but he did not send us daughters even to school. Had I been educated I would not have been washing other people's dishes today," Bimla says. She made sure her daughter studied till class ten, then fixed up a match for her.

Bimla regrets the fact that her father left her and her sisters no land. "He had enough land and a house but he made us sign away our rights long ago. After his death, all that I managed to get from my brother is ten thousand rupees for my daughter's marriage." Her entire savings have also gone into the daughter's marriage.

Bimla has managed to survive in the city somehow, wearing her employers' hand-me-downs, scrounging to buy school uniforms, moving into cheaper accommodation every time a landlord decides to raise the rent. She has been careful to find rooms in safe areas, not slums. "I live alone and I have a young daughter to worry about," she explains. She has to find a room that is within walking distance of her workplace and her children's school as she cannot afford bus fare. The accommodation is usually a top floor room and water has to be carried up. She is used to the common toilets but finds it hard to bear the long summer nights without electricity, while airconditioners hum in the plush colony opposite.

For Bimla, owning a house in Delhi is a distant dream. Perhaps one day, when her sons grow up and earn.... But she has little faith that it will happen. "Who knows, when the time comes, they will have wives and may not want their old mother around. I don't want to think of the future..."

## **Betrayed by son in her old age a worker begs in her old age**

**Beena Maashi**

Beena Mashi came to the city of Delhi from her impoverished village in Midnapore, West Bengal in the 1960s. Widowed early, she married off her only daughter while she was still a child. Beena brought her two young sons with her. She took up domestic work and lived in a rented jhuggi in Nizamuddin. One day she heard that space for jhuggis was available in Safdarjung Enclave. She borrowed money and built a jhuggi next to the nullah, opposite what is now Bhikaiji Cama Place. “In those days the area was hardly populated,” she says.

When her sons were older, she left them in the jhuggi and worked as a full-time domestic worker, so that she could earn more money. The boys studied in a government school. Eventually one found a job as a waiter in a budget hotel and the other became a driver. Beena found them wives from her own community. The older son stayed on in the jhuggi, the younger one built his own jhuggi. Beena continued to live in other people’s homes, bringing up babies, nursing old people, cooking and cleaning for well-to-do families. Between jobs she returned home to the jhuggi.

An affectionate mother and grandmother, she spent all her earnings on her sons and their families, chipping in with money when her sons fell ill or a granddaughter had to be married.

The time came when Beena was too old to work like before. She returned to the jhuggi but soon realized that she had now become a liability. One day, after a family quarrel, her son beat her up and nearly strangled her. She left his house and went to the younger son but he too did not want her. Too proud to beg either of them to keep her, she tried to retrieve her savings from the bank.

For a whole year, illiterate Beena had given her savings to her son every month to put in the bank. Her former employer went to the bank with her and they discovered that the account was empty. He had never put the money in it.

Betrayed by her own sons, turned out of the house that she built, old Beena now spends her nights huddled in a corner of the neighbourhood market. By day she begs at Bhikaiji Cama Place, earning barely enough to feed herself and buy medicines for her ageing body. Frail, thin Beena is a shadow of her former energetic, lively self. From an independent working woman she has become a homeless old beggar.

### **Only housing she can afford to invest in will be illegal**

#### **Vani**

Small, dark and street smart Vani is in her late thirties. She was not particularly interested in school and dropped out early. She went out to work in her teens. After both her parents died, her siblings scattered.

Vani had a boyfriend and began living with him. When she became pregnant, he married her but, predictably, within a few years he left her for another woman. Vani has brought up her son alone, with little family support.

She does domestic work in a residential colony of south Delhi and lives in a room in a nearby illegal settlement. Her son, now age ten, goes to a private school. She keeps him scrubbed clean and sends him off to school in a spotless, neatly ironed uniform. She also pays for private tuitions after school.

Vani supplements her income by selling alcohol illegally. Her landlord is in the liquor trade. She envies him as he owns a whole illegal building with several rooms on rent.

Vani has been steadily saving to buy a house of her own. She has a bank account and a life insurance policy. Her brother has helped her with money on a couple of occasions. She has fostered links with a local politician, an older woman of her own community, in hopes of getting documents like a ration card and a voter identity card.

So far, these precious documents have eluded her. When she went to the ration card office, a clerk who realized she is a single woman offered to help, provided she became 'friendly' with him. She told the man off and of course the card did not materialize.

However, Vani has finally got an electricity meter in her own name. Some day, she hopes, if the building is demolished, she will have proof that she owned her room and may get a plot in compensation.

If that does not happen, she thinks she will buy a jhuggi and save on paying rent. But Vani is unsure whether the investment will be worth it. The jhuggi settlement is fifteen years old and the original squatters have built two-three storeyed buildings but no one knows when these might be demolished. There are rumours that a hostel for Members of Parliament is to come up on that land. Once, a notice was put up and people rushed to some politicians to prevent demolition. But the threat has not receded.

Vani is practically illiterate and does not know how to apply for a legal government-built house, even if she could afford it. She does not know how to apply for a bank loan, nor would she be eligible for it, since she does not have a permanent job or collateral to offer. The only private housing Vani would some day be able to afford would be illegal. She could risk losing her life's savings in the process....

**A middle class deserted mother saving to buy a house some day with education to support her**

### **Rita**

Middle class, a postgraduate from a foreign university, Rita, who belongs to a distant small town, was deserted by her husband after their first child. Her parents had split up after her marriage and she had no family home to return to. Nor had she been given any property by her natal family. Her rich brother refused to support her.

Rita's husband is an influential bureaucrat and after initially giving her some maintenance money he told her it was high time that she managed for herself. He denied paternity of the child

in order to avoid paying up. With no family to back her and no money to pay a decent lawyer, she was unable to get regular maintenance. She was also afraid of physical violence from her husband. Her physical and emotional health suffered during this time while she tried to earn while simultaneously bringing up her child.

Rita was unable to find steady employment and could not pay the rent of her flat regularly. One evening she returned home to find that her landlord had locked her out, dumping all her belongings outside. The police were of no help. Desperate, she took shelter with her young son in a local gurudwara.

After some days a friend helped her with money to pay a two-month deposit and rent a single-room flat in a poor locality. Her son dropped out of school and refused to go back to studies. She found temporary work and ultimately got a job in a call centre. She is clearly over qualified but in her middle age is unable to find any other well paying job. She finds the long hours and night shifts strenuous but has no other choice. After joining the BPO she took several credit card loans to buy some furniture and household goods, pay for her son's schooling and resume a normal life.

Rita's dream is to buy a small house of her own. She has extensively researched the private housing market and is waiting to pay off her other loans before she is eligible for a housing loan. With insecurity rife in the BPO sector, she just hopes she can cling on to her job until she gets the housing loan. She feels that if she gets a flat of her own that will spell some security for her old age. She believes that she will manage to pay the monthly instalment somehow, perhaps by taking in a paying guest or finding alternate work.

### **Problems of the woman who did get property rights**

#### **Priti**

Priti stays lives in Maharani bagh with her husband who is battling a court case with his elder brother on the part ownership of a 500 sq yards house that once belonged to his father. Priti's father was living in Darya gunj with his two sons. Ever since Priti father willed an equal share for his daughter in has self earned property one his son severed all relations with Priti and her father. Even when father fell ill he was not looked after by this son as he wanted their father to disown the inheritance made in Priti's favor. Priti regretted that she lost her relationship with her brother but retained her share and looked after her father in his illness. Stories like this are not easy to find. Often women from propertied families retain relationship rather than the property. Priti could take this step as she had support from another brother as well as her husband.

### **3.2 What do these case stories convey?**

Cases such as these are available in each family. Some cases also land in the court. Yet these stories do not make media reports or script of movies, plays or music such that a story is retold for change in attitudes and behavior towards share in family resources with gender equity.

An empowerment strategy that works on areas other than property of family is needed to provide women skills and language to manage property. This can be through market, government or through resources owned by religious institutions. An appeal needs to be understood by resource agencies other than family that they should support creation of spaces owned by women alone. The difficulty is that first we will need to prepare groups of women to demand this as a need that they feel. Section two of this report draws upon a report that was drafted towards implementing this strategy. SAFF study with support of the National Commission for Women. Women from a rehabilitation colony called Bawana, Muslim women from Jamia Nagar and women with HIV were interviewed to understand aspirations to own property collectively. Each set of women have aspirations to gain and manage property in a manner that a resource apart from family is available to them. In Bawana women have identified areas that they will like government to give the women groups. Women propose to run services and livelihood programmes for themselves on the basis of property the government may lease to them. Similarly the Muslim women would like to have a work shed, a store house as well as a shopping outlet for craft work near the area they live in. This will assist women to come outside their homes and be with others to also seek assistance in times when they face violence. Women who have HIV Aids have faced violence and exclusion and they have negotiated a drop in centre for themselves at Gole Dakkhana. To assist their inclusion back into the society they will like to first be capable of managing this drop in centre in a manner that they could support other sisters like themselves so that through their collective strength HIV positive women can begin strategies of including themselves with the mainstream in time.

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## Section II : Field Research

### 4. How can women in Delhi demand their resource rights from the government?

#### 4.1 Process and methodology of field research

The section of the documentation is derived from SAFFP work coordinated by the authors of this documentation. In particular an effort was made to get feedback from the community especially women on their opinions regarding content, pathways, milestones and management inputs to set up their women resource increase projects in their neighborhoods. This study was initially conducted for NCW for a period of six months and later was supported by UNIFEM to continue working on gaps for the next six months. This study time frame for 6 months was inclusive of literature review, study orientation, 3 months of data collection, data verification, compilation, analysis and report writing. As part of designing and implementing this study a meeting was held with the study advisor for NCW Ms Deepika Nair of SAFFP.



#### 4.2 Selection of target groups

The NCW study captured perspectives of 3 different groups in different parts of Delhi. Additionally two more groups were added such that “gender advocates” could be selected from among the community and the professional volunteers such that focus group discussions could be undertaken to create a collective understanding on issues raised within Section I and NCW study. Gender advocates from professional background were approached to work on behalf of different vulnerable groups. Initial discussions were held with NGOS to be a part of this study and also accommodate this work given the time frame. These groups are committed to the implementation of women’s rights to land and resources for sustainable livelihoods. A collective goal of the groups as mutual learning from different groups to help women to overcome poverty through land related economic programmes needed to be agreed in the first month. The NGOs who became partners of SAFFP in this study are Nirmana that works with the unorganized sector workers especially domestic workers and construction workers; NOW, Chetanlaya, Savera, Joint Programme for Women (JPW) and the Positive Women’s Network (PWN).



The researcher also approached the Town Planning Office of India and School of Planning and Architecture, members of the civil society movements such as housing rights, women's rights and entrepreneur development professionals to provide the basis of developing the woman resource rights agenda and spaces in the city development plans. Joint meetings for collective thinking were conducted to discuss how multiple proposals could be drafted as an outcome of this study to suggest a follow up action agenda that can be submitted to Chief Mission Convergence Programme Government of Delhi as a concrete outcome from this process. The town planners were approached for technical assistance to draft a concept note for developing a pilot Women Resource *equity* Zone (WRZ) in Delhi. This process is still going on.

#### 4.3 Women Resource Zone<sup>10</sup>

The construction of the cities based on the mechanism and patriarchal hierarchies and divisions of roles they grant a secondary place to the women, when not forgotten. The assignment of uses and surfaces that is realized from the urban development planning has been a mechanism that has served to reaffirm the place of the masculine power. The invisibility of women's needs in the city as human beings and as manager of the tasks of the reproduction has shaped cities in some cases dangerous for women, in others the distances of the services disable the real choice of personal and labour life of the women; in others the public transport is to service of the schedules of the production or, worse, the privileged mobility is that of the private vehicle... only for enumerating some of the problems derived from the invisibility.

On the other hand, statistics of different type indicate to us the difficulties that the women confront for the access to the equality of opportunities: access to the education; domestic and institutional mistreatment; to equal minor work remuneration; access to property of land and of housing.

For it, the experience of the women is great stay away of the knowledge for the town planning and this experience of the ordinariness has to be incorporated as knowledge for the planning and the urban project. The recognition of the work that women realize for the social reproduction has to be demonstrated in a distribution of different responsibilities, not only sharing responsibilities in the bosom of the family nucleus but in all the society.

SAFP with participation and contributions from CWLR members has designed a program of resources for women with the aim to allow the access to economic own means on the part of women: the Women Resource Zone. It would be a question of generating a figure of urban or rural soil, a facility, of collective property of women that allows them to diminish the gaps of inequality of opportunities that separate them from the men.

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<sup>10</sup> The text in the box was drafted on request by Dr Zaida Muxi an Urban Planner from Barcelona who traveled to Delhi and Kochi to understand Sansadthini concept for application on what a women resource zone could be

An offer based on the need of a process that allows that women could accede to sure possession of land and housing.

SAFP and CWLR Urban thematic group suggest that while access to the property must be the ultimate goal is also important how it is formalized. The built space reflects the prevailing system of power, That transmit values and hierarchies, and that's why it's important to work on definitions of spatial and formal WRZ.

Therefore, design or renovate neighbourhoods designed by and for women, and create a team owned in a WRZ allowing the combination of a number of services and activities for the empowerment of women. Basic services to be provided are the single point of access to information and government services, literacy centers, training and professional training system to support the entrepreneurship of women based on the capabilities or acquired, space and infrastructure to establish business or enterprise in its infancy, health facilities, cultural, social and sports for women (libraries, meeting rooms, fitness rooms, spaces for personal hygiene, work spaces, care spaces i.e services for the dependents of women so that personal growth can be compatible with the burden of care. More work on definitions of spatial and formal WRZ needs to be done to clarify what is possible in a given socio economic and cultural paradium.

The specific program and the size of the WRZ be based on the actual circumstances of each specific situation, which has since come down by a process - up of participation and recognition of own strengths and weaknesses.

The town planners forewarned that planning if done only for vulnerable groups without planning for the stake of the upper and more organized groups of society will not be sustainable. They advised that any area development or project plan must cater to all segments interest such that products and investment made could be relevant in the economic and political climate of a given area. This point was well taken, yet for the purposes of the study we needed to first specify which communities were we working focusing our search such that stakes for all based on the empowerment process of that community women could be planned. For this we needed to study the vulnerability and exclusion of different women linked to the partner NGOs.

#### **4.4 The excluded women groups as basis for creating demands for equal resources for women in Delhi**

##### **4.4.1 Positive Women ( Those who have HIV AIDs)**

Meetings were held with members of the Positive Women's Network in Delhi to understand the issues faced by positive women in terms of their access and control over resources with reference to their status as positive women. These meeting was very insightful in highlighting women's vulnerability with her lack of resources bringing up the complexity of the issue in relation to the stigma and alienation faced by Positive women. This meeting was important in forging a common understanding between PWN and Sathi on the issue of women's ownership over productive resources. The members of PWN discussed how this study would be useful for them



to understand the special vulnerabilities face by positive women and find ways and solutions to increase their resource base.

Subsequently five meetings were organized between PWN and Sathi staff where the concept was understood to see where positive women can make a dent in terms of applying for resources. Resources are not as much an issue with positive women as the government agencies have budgets for this category of people; the real problem is in accessing the scheme and reaching it to the women concerned. The *ladli* scheme for instance cannot be availed as it needs submission of documents that are often not in the possession of the women. In case where the positive women have been deserted by her married family her taking resource of any schemes is not possible as she does not have access and control of document needed to apply for grants and facilities.

#### 4.4.2 Muslim Women

Multiple meetings were held with Dr. Jyotsna Chatterjee of Joint Women's Programme (JWP) to see the feasibility of carrying out the study with Muslim women with whom they work. In a meeting held with the Muslim women an interest in the *Sansadhi* concept was expressed as many of the women in JWP constituency testified that being aware of their rights makes not much difference to members of their community as these women are not able to exercise them because of socio cultural constraints. The best way to develop programmes for women of Muslim community is to tap on the community leadership to work on citizenship rights of the women in the community. The tapping of sources outside the family may be welcome by men and leaders of the community as discussion of family property estranges the family.

Subsequently, JWP held a meeting with Muslim Women of Zakhir Nagar, a predominantly Muslim locality. The Zakhir Nagar Muslim Women's group has been a part of the Joint Women's Programme "Women's Empowerment and Human Rights". These women have gone through a yearlong legal training and awareness-building programme to make them conscious of their rights and responsibility both as Indian Citizen and as Muslim Women. They have begun to recognize the causes of their sub-ordination and are now concerned about their social, economic and political rights. Under the Muslim Law and the Constitution of India, an example of the same is given below-

*"A participant was sensitized and confident enough to hire a lawyer and fight for her share of the property left behind by her deceased mother in which according to Muslim Law she had equal rights. Her two brothers and their wives had confined her father and her in one room and repeatedly ill treated them and ask them to evacuate the house. She was able to gain control of her share of the property, register it in her name and start a small shop where she has two more women as partners." - (J.W.P Annual Report, 2006-07).*

Despite modernization and advancement made in various fields by some Muslim Women, the mindset of the community has not changed, and still remains patriarchal, persuading women to renounce everything for the sake of their families and sincerely pursue the feminine qualities of modesty, humility and sacrifice, confining them within the boundaries of their household and community. This is more pronounced in the less educated and economically weak families where

J.W.P has been involved. The J.W.P empowerment programme while making them knowledgeable about laws, policies, schemes and their usage in their daily lives has also tried to unlock avenues for economic independence through vocational training in tailoring, designing and embroidery, beauticians' course and computer education. Some additional critical questions emerging for this community are:

- What have the women done with the resources inherited by them in the form of property movable and immovable that they have received through Meher or as property rights? Under the Muslim law, a woman has the right to 1/3rd of their father's property and half of their husband's property. The mother and the grand mother also inherit. Do women have legal papers ensuring their rights? Is it in her personal name or in her husband's and brother's name? How has she used the money, spent it or invested it? Has she taken another women's help to ensure the money is used in a gainful manner? Does she know accounting? Does she personally spend the money and what it is spent for?
- A large number of women are engaged in small business through middlemen and are deprived of correct wages. Some work in small factories that are not registered and treat the women as casual workers like those who work as domestic help. What do they do with their money? How much do they spend on themselves? Have they ever raised the issue of minimum wages?
- What is their idea about co-operative functioning from a common space? What is their view with regard to a co-operative resource centre where there would be sharing of responsibilities, of marketing and profit, and the possibility of taking joint action against exploitation within the family and the workplace?
- Joint control of resources and of activity by a women's collective, will enhance their self esteem and self confidence and develop their ability to think together and instill a sense of teamwork? Do they think that Muslim Women through this process can understand their collective potential and strength and be enabled to improve their situation, individually and as a group?
- How do they plan to collectively come forward and claim their equal rights, economically, socially and politically?

#### 4.4.3 Construction Workers and Domestic Workers

Two meetings and an orientation program was held in Bawana with Nirmana staff and women from their community to introduce the concept of Sansadhini and look at the possibility of working in Bawana on the issue of women's rights to resources. A group discussion was held with the women who expressed the need for productive resources in the community as many of them had lost their only source of livelihood when they were displaced to Bawana.

Domestic workers were also met in different meetings in Mayur Vihar Area and were organized in a placement agency framework that could provide safe placement for workers while having a

possibility of dialogue with the employers as well as accessing government schemes through existing Gender Resource Centres (GRCs).

#### 4.4.4 Tribal women

Chilla village in Mayur Vihar has many tribal women who work as full time domestic workers in the neighborhood. Chetanalaya runs centres in this area as well as in Trilokpuri where it motivates women to form into SHG groups. Women have picked up loans from the bank from this SHG activity. Chilla village is owned by a Gujjars who give out small portions of their homes to rent to migrant. The tribal people from Orrisa, Jharkhand and MP form a sizable portion of the migrants who work basing their community network in this area. Tribal women in Jharkhand have vocalized their demand for land rights within the state but the leadership has rejected this demand as in any case the land alienation for tribal people as a whole is a situation to reckon with. Young boys and girls migrate in a way that they can not ever settle back in their native place.

#### 4.4.5 Women federated in Self Help Groups

Women federated into SHGs through Gender Resource Centres of NGO's like Now and Savera have mainly been housewives from low income groups. When they learn about women and resource right discourse they get enthused to engage themselves in an enterprise but what ever they may plan needs to be near their own homes. The ideas of developing neighborhood services is just that. The study therefore will assist in identifying gap in existing services and what women can plan to fill the gap with assistance from community and government resources.

### **4. 5 Field Research Methodology**

#### **4. 5.1 Selection of the research question in relation to the geographical areas**

One of the areas that Nirmana works is in Bawana. An area where people displaced from different parts of Delhi, i.e. Bannuwal Nagar, Saraswati Vihar in Rohini, Rajiv Gandhi slum behind ITO and the Yamuna Pushta area and were settled by the government. This resettlement raises its own sets of issues in relation to ownership of assets, opportunities of work for women, and implications on daily life for children, women and men in the new place with strong gender implications. Bawana is one of the sites where we conducted household survey with women respondents. The women in Bawana own the houses i.e. they have them on their names on a seven years use right from the DDA.

Nirmana had identified three blocks in the area for the interviews as the people in these blocks were already registered as cooperative housing societies by the Government. After a lot of effort Nirmana has list as it appears in the government records. The idea of this ngo is to revive registered organization and provide women collective assets so that group enterprise can begin in the area.

However, with JPW and PWN the tools were applied with their target group who participate in their programmes. So geographically the other two could be coming from different places unlike

Bawana. Savera, Now, Sathi and Chetanlaya work in different pockets of east and south Delhi areas.

#### **4. 5.2 Data collection tools**

The data collection tools designed and applied are:

1. Survey questionnaire for individual households
2. Focus Group Discussions with community women, men, elderly and children to capture present day needs.
3. Formal structured interviews and informal discussions with key informants.
4. Secondary information through established research.

##### **4. 5.2.1 Design and pre-testing of data collection tools**

The survey questionnaire designed is a mix of both open and closed ended questions to get detailed information about the individual sample of women. The survey captures information related to prevailing livelihood opportunities and employment practices and the problems women face within this; the gaps between skills needed to earn more and control / sustain resources they may have; and also explore a diversity of rights - from access and use to ownership and control and try to map out the areas where women's rights are located.

The Survey form was field tested to check the relevance of the interview schedule and find ways of improving it. The pilot testing gave new insights in terms of framing questions in addition it brought new insights to the interviewers and respondent on their status with regard to their control and access over resources. Some had never reflected on this issue before and this was an opportunity for them to quantify their resources and look at what more they needed to make their quality of life better.

##### **4. 5.2.2 Primary data collection, collation and analysis**

The Field Study at Bawana, and Chilla involved household surveys, focus group discussions and individual interviews. The survey questionnaire has been applied on 76 HHs in Bawana, 30 Muslim women from Zakhir Nagar and 20 positive women in South Delhi. A total of 12 FGDs have been conducted with 5 groups of women and 3.groups of men.

In depth interviews with key informants and secondary data analysis revealed that the areas chosen by partners and vulnerable women identified by them had little scope to discuss any form of property rights or ownership of something as big as a women resource zone. This concept needed its acceptance at the Macro level before it could be taken for raising hopes or demands for its implementation. This is like the chicken and the egg debate. Without conferring resources under the ownership of women how can we implement an increase in the resource base of women.

#### **4.6 Study implementation**

#### 4.6.1 Training and orientation for field workers

In preparation for the study all the participating organizations, field research team, advisors were invited for an orientation to understand the process of the study and come to a common understanding. The orientation began with an introduction of all participants, orientation about concept of women and resource rights, the context and process of the study. The second part of the orientation focused on the HH Survey questionnaire and the key questions for FGDs. The group discussed the blocks of questions in it, its rationality and flow of questions. A list of do's and don't for the field team was also discussed and agreed. A time frame for the full completion of the study was also drawn up. We finally discussed the content for fieldwork preparation and logistics. A review of the work conducted by the field team was conducted after 5 days of work.

#### 4.6.2 Data collection, collation and analyses

During the NCW supported study a questionnaire was designed but this tool was abandoned after the experience as people were vary of a structured survey where they felt there would be unfulfilled promises. Secondly, the questions related to individual assets also raised a lot of suspicions. Instead the tool of FGDs was utilized as the women could discuss and reach a stage of forward thinking during the course of the discussion. A field study was completed in Bawana. Work in Zakir Nagar by JWP suffered a set back three times due to communal tension as well as internal reasons of staff field contacted getting married and leaving the city. Similarly women identified for survey by PWN did not want to disclose their identities and face public interviews individually and participate in open focused group discussions. The information collated from these two organizations was thus done indirectly through staff members of partners and not by the researchers themselves.

#### 4.6.3 Opportunities and constraints

The orientation and training of the field investigators helped to make them be effective yet women found them to be too young to answer questions on power relationships within the home. The responses thus were not as detailed. It is only after focused group discussions that women changed course of information to look at existing opportunities.

The NGOs who are facilitating the research have faith in the government delivery mechanism but are not sure if they can get sanction from the different ministries or land and infrastructure on lease without exercising political clout or bending to corruption within the systems. NCW is thus looked upon to provide protection as well as leadership to get women's groups resources they deserve to truly empower themselves.

### 4.7 **Outcomes**

Following are some of the insights from the HH survey on women in Bawana<sup>11</sup>:

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<sup>11</sup> This survey was carried out by field investigators from Adithi School of Social work and Ms Dhivya David

## **What resources women have at present?**

**Housing assets:** Women in Bawana have housing rights in term of a house on a plot of 18 sq or 12 sq meters as a resettlement package on lease for a period of seven years. This does strengthen the women's position but more is needed to make the position stronger in the area. The family at present stays on the premises owned by her but she may not have a control over the paper or the property per says. In block F the housing was in the name of the males. In most cases elderly women, mostly mother in law had the housing rights. This survey enabled them to reflect on their position of strength that they are in today.

**Personal assets:** Women had some jewellery that they could call their own.

**Joint assets:** Most women claimed that what ever is in the home is for all. But when they were asked if they possess documentary proof of what they own jointly or collectively or individually they themselves realized that notional ownership is not legal ownership. Individual interviews made them understand that in legal capacity they are particularly asset less and vulnerable. Only asset they may have is their capacity to provide labors to the house by which they can earn income for survival.

Besides the name in the house women don't seem to have anything much at least they didn't want to share this information with the interviewees. Yet their resources in terms of their community link, women are able to get around to do what they require through their relationship within the family and in the community. Almost all women go to their place of origin once a year if finances permit. Only 10% the remain in Delhi as they have been thrown outside the family system due to widowhood or are deserted for reasons stated as economic or emotional reason .90% women receive guest from their native place who stay on till they can get employment in Delhi.

**Available service cum employment opportunity:** according to the women respondents the available work and opportunities are in making stuffed toys and packaging material for the use of industrial goods and textiles, domestic and factory work.

**Available Skill base:** a large number of women know cutting and tailoring and the making of teddy bears. Other skills include cooking; skills in agriculture and they can be re oriented for horticulture and floriculture work; skills in computers, Dai work, HIV Aids training, getting training in Basti sevika bhawan;

### **Available spaces:**

Many spaces in F and G blocks are not in use for its purpose; instead they are being used as a garbage dump and a defecation ground.

The blocks have newly constructed toilets that are ready to be inaugurated. The women await the opening of these toilets. Some of them even hope that this becomes their income generating plan.

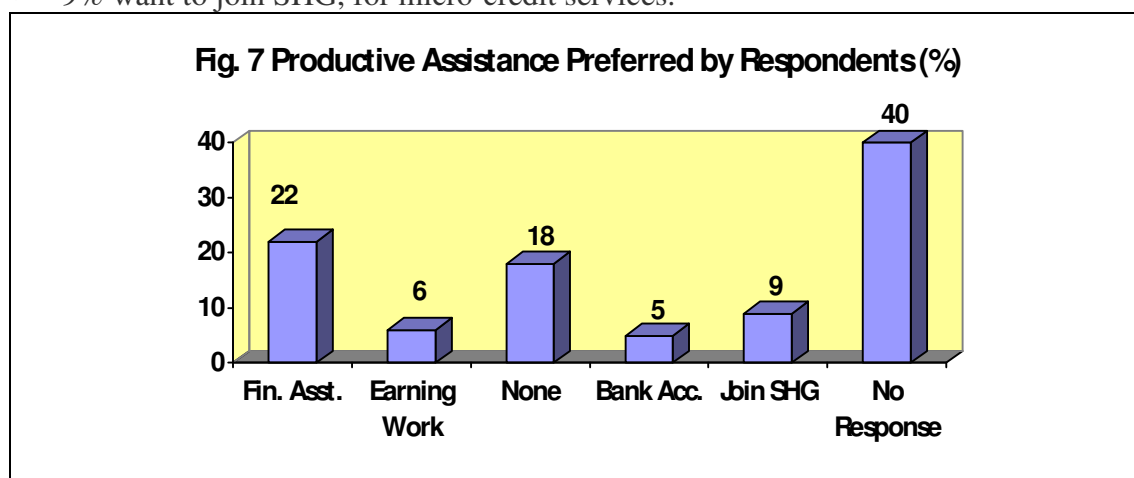
The women aspire to run the toilet complex in a way they can keep the space clean and service able as well as manage it. If it is possible some women will explore the possibility of applying for the contract for running this toilet and employing cleaners to make better use of the facility.

#### **Available support in terms of NGO facilitation:**

Many NGO's work in these three blocks (FG H) and the entire area of Bawana. The recent meetings have demarcated work areas for each NGO in terms of work and themes.

#### **Productive resources they would like to have are the following:**

- 22% want financial assistance
- 6% want work to earn
- 18% do not want any help as they are satisfied with what they have
- 15% of women didn't give any response
- 5% want her individual bank account to save her money
- 9% want to join SHG, for micro-credit services.



#### **Nature of assets women have at present:**

- 2% Private loan from family
- 3% Govt loan
- 4% women have jewelry on their own
- 2% Agricultural land
- 24% have houses on their own name.
- 9% have individual bank account
- 29% have not mentioned any kind of assets.

#### **Economic Independence:**

65% women want to be economically independent whereas 10% do not want any change in the way they are living. And those who want a change they want for their children education, to provide financial assistance to the entire family, to improve living standard, and to become self-dependent. Thus the women do not see themselves separate from their community and family. Yet they aspire to



be independent resource owners to manage and contribute as equal participants in the production and care roles of the neighborhood.

**Therefore the overall analysis of the situation is:**

The solution to increase resources in the name of women may come from a group approach to asset building. Small steps rather ideas that emerged from the FGD were:

**Information center (for placement, computer training and getting to know government and others schemes);** 50% of women have no information regarding government policies and program. This may be due to education (46% of women interviewed were illiterate) and are not free to view TV and other information delivery options due to drudgery of housework and daily chores. There are 15% of women who had knowledge regarding schemes, yet are unaware of the correct procedures of applying for grants. For example most were aware of the Ladli scheme but did not know that what document is needed and where to apply.

**The need of having** an information center was expressed by the women during the FGD. Nirmana has a study centre for children. If this premise can be made available after 2 o'clock for a few hours basic training can be imparted to the women through computer training on web browsing government web sites. A beginning can be made by providing training to those girls who are literate enough to learn. Five such girls were identified during the FGD.

Though domestic workers could not be interviewed on a large scale but they participated in the FDG. Some of them liked the idea of using the centre as a placement hub for workers for domestic and construction work. In time the community centre can be allotted to Nirman where it can assist women in managing different information and training aspects related to income generating opportunity. This kind of community centre has already been granted to Navjyoti. Prayas and other NGOs in the area.

**Horticulture Park and Sat Sang Bhawan:** the group further suggested that there should be an area where they can have Sat Sang Bhawan where they can pray their God and use the space for community gatherings like festivals. This area can also use for horticulture activities thereby a group of women and men who have skills in raising saplings could develop plants and sell them thus making this an income generating opportunity .As of now there were 4% women who have skills in agriculture as of their customary skill base. The woman who proposed the idea and is willing to take the lead for Sat sang Bhawan is Maya Devi from H block. This activity can help bring women into the routine of coming out of homes to gather for small discussions that will reach out to the 44% of women who skills need to be aligned to needs of income generating opportunities and asset creation and management. The exposure to women who have higher levels of skills will help make the women engage in converting themselves to be skillful women and they can produce some products, which can be sold into market, which can be call women entrepreneur.



**Dharmasala or Migration hostel cum Barat Ghar:** In the community there is no Barat Ghar or Migration Centre where people can live if there is no shelter. That area can be for marriage purpose also. It was found that there are 22% of women who are good in cooking and house management as they are used to being at home and looking after their homes. This centre can be used by those widow women who are self-dependent. There are 6% of women who are widow and getting no support from their families and thrown out outside the family system, so through this centre placement can be provided to them.

Here we could place these women who are above 50 year of age and those who have not good physical ability. These women can do better rearing and caring of these children so this centre will be benefit to these women too.

**Ration Shop:** Ration shop is the first priority for the community. The women face a lot of hardship in accessing ration. The current ration distributors are all men and they distribute food items in the PDS schemes at their will. A ration shop dealer will decide only to distribute sugar one day and rice after four days. The women need to queue up for each food item and kerosene for different days. Women think that they can learn the skills and manage food distributions in a more consumer friendly way. One of the women has come forward to organize a small group of women to open the ration shop. If a shop area or a place can be leased to the women group it will be good. Till the time this cannot be possible, the women are ready to take a small house on rent to run the ration shop themselves for at least two blocks they live in.

### **Joint Women's Program**

The Joint Women's Program analysis from their FDG and HH surveys is that the women in Muslim households are completely devoid of any attention from the government schemes. The skills that women have in embroidery and craft require that these be taught to people outside the community as well. To begin with a centre for teaching and production is needed urgently. The discourse on household violence and internal issues of violations of rights within the community were not highlighted much but it is apparent from the survey that young girls are engaged in doing craft work suggesting that child labor is being practiced within home based work. A centre where women come to work could be monitored for such exclusion. The getting together of women away from home also provides an outlet for creativity and building sisterhood to cope better with power relations back home.

The JWP team is keen to identify land for a women resource zone. That land must be where the supply of water, electricity and sewer have been worked out already. The present Gender Resource Centres could be used or community centres already given to other NGO's subleased for such an activity. Government assistance must be sought to make such collaborations possible. JWP will ask the Delhi government the list of GRCs given to NGOs in south Delhi to begin this dialogue. If collaboration takes time then a place could be got on rent such that systems that need to be show cased for piloting can at least be initiated. A project for beginning infrastructure setting had been submitted to Delhi social welfare ministry in 2007 but there was no response. Similarly Sathi had submitted a proposal for developing women zones in 15 districts of Delhi to ministry of urban affairs

but after long discussions with different people they were asked to submit proposals under JNNURM that seem too stream lined to fit into this innovative scheme.

The challenge is to work with a specific community and get benefit for them in a manner that they can serve interest of all people in the neighborhood.

JWP will in the near future :

1. Identify local MLA and officers in the administration to discuss what services exists in the areas of Okhla and Jamianagar
2. Identify the needs of women on the basis of this survey and
3. Link them with ongoing process to begin working through an existing GRC or a women's network to make sansadhini pilot proposal.

### **Positive Women Network**

Like other women in India most of the women in PWN do not own any resources, their HIV positive status further exacerbates their vulnerability. Sometimes women are disowned by the family or thrown out of the house if it is discovered that they are HIV positive. One or two women shared that after the death of their husband the in laws have tried to throw her out of the marital home or have sent her back to her parent's house without giving her a share of her husband's property. In another case the house owner has asked the woman to vacate the premises after finding out that her husband dies of HIV/ AIDS and that she was positive too. With the sudden death of their husbands many women find themselves on the brink of poverty with no source of livelihood, some survive with the help of NGO's which are supporting them with their medical care however the women expressed the need for resources to improve their quality of life.

They further shared that many of the interventions available for positive people are disease related or about information and awareness but do not deal with the other economic, socio cultural factors that also affect them. One of the main outcomes of being positive is that they lack social and financial support at the time of crisis. Many of the women present were widows who had to take care of their children who were positive as well, without any support from their families. Similarly many of the positive women facing violence from their families had no where to go. The need for a short stay home has been dearly felt by the PWN. At present PWN staff is looking at what exists at present to house women who need shelter. The preliminary survey informs that that the services are inadequate as women cannot stay along with her children or her relatives who can look after children while she engages in productive work. In time to come PWN will look for a gender resource centre that can fulfill such demands as well as have a drop in centre for people to discuss and resolve their situation of vulnerability through HIVAIDS and its related difficulties.

One of the difficulties faced by them was that the women were spread out in different localities, making it difficult to get them in one location or finding a common space or a

central service that was suggested by the sathi team. The issue of maintaining confidentiality of HIV status of the women was also discussed and it was agreed that individual survey forms would not be administered by sathi appointed staff. PWN staff got back on information on the basis of FDG with women they work with.

The main analysis from the discourse of this group was:

- The PWN could apply for centralized women resource centre cum hostel from district authorities in south and west Delhi.
- The services they could offer are training, short stay and information dissemination.
- The PWN is already meeting the Panchayati Raj and Women and Child Development Ministry to ask for schemes they can fit their needs into feasibility plans.

The added value for PWN to engage with *sansadhini* was discussed. The concept has enthused the staff of PWN to realign their search for solutions. It has also made them see the advantage of working with men as well as other women's groups. The issues of confidentiality for Positive women can be maintained by placing only those who are open about their positive status with others. Yet these link women could work with and offer neighborhood services to other women and men to increase resources for women only groups. The group approach to ownership and neighborhood services appeal to the PWN as this offers them opportunity of inclusion as well as acceptance by the wider community.

### **Chetanalaya process on creating women's ownership zone in Chilla Village at Mayur Vihar**

Series of meetings and focus group discussions were held with women within the Lal Dora land in January, at Chilla Village ( Near Mayur Vihar) with local women. Women representing the land owning Gujjar community sat with the others who are migrant and stay as tenants of the Gujjars in the village. These migrants have come here from other states such as Jharkhand, Chatisgarh, Bengal, Bihar/ U P most of them are either from Dalit or tribal families though only a very few have documentation to prove their antecedents. As informed by them, Gujar women are less mobile outside the village, whereas the migrant women are more mobile.

A village common building in the heart of the village was identified by Chetanalaya staff and local women to be renovated in a way that it can be used for village meetings, perhaps in the use rights of women's group. This building that has around four rooms is in a very bad condition. It has only walls and spaces for windows and doors and currently is not used for any purpose. The adjoining compound is used by children as play ground and a washer man has installed a table for ironing the clothes. The place can be very well used as women's training and information centre and a shelter. It was also informed by the village contact person that the elders in the village council have now agreed that this space can be used by the women for their well being.

The focus group discussions generated an interest to develop plans of the local women to use the place in a way that resources for their plan can be accessed by the government. It requires further

discussions. Although, they mentioned that they can run domestic placement services or Tiffin services. There may be many NGOs working in the locality but for the purpose of reaching excluded women groups Chetanalaya is the focal agency. It is running vocational trainings for the women who are formed into SHGs, some of the members have taken loans for Rs 45,000/- and have started small enterprises at individual level. Need of a collective initiative was acceptable to them.

In the area, there is also a centre associated with KVIC which produces certain items supplied for air force and central Khadi shops. Some women are employed by the centre. The centre is supported under the REGP ( now merged with PMRY), a govt scheme. The women entrepreneur running the centre also participated in the discussions and promised to support in the creation of women owned enterprises and centre in the village.

Chetalaya workers have enrolled domestic workers in the area to form a section for a placement agency for neighborhood service. This service can be a city wide network of workers and employers to serve mutual needs of getting gainful employment and quality service with verification from police for security of the worker and the employer.

Local women will be in the process of concretizing the ideas on what they can do such that they could access government and community resources for livelihood programs and how they would want to use the vacant building of the village council.

### **Gender Resource Centres (GRCs) of Now and Savera**

Sathi all for partnerships approached the Director Samjick Suvidha Sangm to suggest two best gender resource centres managed by women in Delhi and was directed to work with Now and Savera.

The GRC's are fairly well organized to provide training and act as a referral point to access services. It has information on the services provided and the characteristics of the population it serves with trainings schedules and maps of the area and work scope pasted on the walls of the centre for any visitor to see at a glance what the centre offers.. The center offers a series of courses and services to improve the situation for women: literacy courses, vocational training (aesthetics, sewing, embroidery, beauty parlor course etc.). It provides access medical assistance, especially helping women to take control of the taking of medications. To enable women to attend courses offered tutoring space for children of school age and space to care for the little ones.

The lack of space for multiple activities is clearly visible to any visitor to the centre. Both centres are housed in rented flats built in 100 yard plots. Even though the different activities are organized in three different floors the problems with the lack of space would hinder efficiency and privacy different activities require. The small roof over three floors in Savera office for example is the only space where group discussions and meetings can take place. While the center is permanently accessible to women of the neighborhood, a mobile phone number is also given to them to reach for help when they have a problem. While many times the lack of resources (economic and spatial) that are difficult to solve problems such as situations of domestic violence

that would require the availability of shelters and economic resources to enable women in this situation get out of it. The population of the district they operate in has scarce economic resources and education.

In the neighbourhood there are buildings owned by the local government that are lying vacant and locked. During the course of our enquiry we went to see two public facilities that are in the area that are not used efficiently. These Basti Vikas Kendras have a staff who takes help of a part time cleaner and security guard to keep the building locked such that local population can approach a list of people in case they want to use it for private celebrations such as weddings or birthdays. If the GRC has an approximate area of 110 to 150 m<sup>2</sup> on three floors plus the roof, public buildings are not built on ground plus two floors clear of approximately 20000 m<sup>2</sup> each, there is a chance to expand the built area.

Focus group discussions were carried out with 60 women in Saveria and 25 women in Now where they were introduced to the concept of *Sansadthini* and WRZ these were rapidly understood by the women who began to enumerate which would be the resources necessary for them. One of the first ones to be claimed is the day-care centre. They wanted to take charge of cleanliness of their area and take on contracts from the local authorities to organize sanitation campaign. Even though they had enterprise ideas it was clear that these women needed a lot of handholding to develop their skill and capacity to take on group enterprise.

## 5. Proposed steps for further action

Following data collection with the Muslim women, the Positive women's groups, key informants in the community in Bawana working with Nirmana different stakeholders in Delhi were approached to develop ideas on how a pilot *Sansadthini* project can be designed with roles allotted for different stakeholders.

The Positive women Network and Joint Women Program staff continue to research on the kind of resources that can be asked for the women in their constituency. The PWN researched on different options with government schemes and searched for spaces that they could get allotted in the name of their agency for women who they service. An NGO already had a community centre allotted to them and it was even willing to offer space to PWN to run its short stay facility in a room. They offered that PWN could sell tailored product or craft work in their shop. This option was not feasible due to the non disclosure policy of PWN target group about their identity. PWN have now got rent budget from the state to open their drop in centre. Similarly, Now, Saveria and Nirmana have rental budgets from the government under the SSS programme for women centres but this is not the same as the demand for built areas and existing community use infrastructure under the use rights of women's groups. Sathi team had a discussion with JWP, NOW and Saveria and the women there found out that community centres in their areas were already allotted to politically connected people and women did not feel like approaching them with an application. The women are still wanting to be assisted by a corporate group or by people who can get a centre allotted to them for storage of material for their craft and an outlet for sale of their products in JWP. Similarly women in Chilla village, Patparganj and Ashram Area have identified Basti Vikas Kendra and common spaces that they need allotment

for. Yet the government provisions need to be understood and claims need to be made in a way that these land and infrastructure use is granted to women's group. Technical support and political will is needed for this work.

A brief proposal on feasibility of *sansadhini* has been drafted by Nirmana. ( see annex ). This proposal will be submitted to different ministries after studying different available schemes and placed in front of National Commission for Women and National Planning Commission for support. These two commissions can be the two lead agencies to set an implementation mechanism for resource rights of women with this pilot case of Delhi at hand.

However, proposals for developing test pilot cases on the basis of this study could not be developed by all groups as resource mapping of areas could not be done within the budget allotted for this study.

The specific action needed to get *sansadhini* grounded as a pilot case the following will be needed:

1. A policy to ensure women resource rights as an obligation of the government and market. This can be done by developing a charter for gender equality with assistance from local governments. A precedence for this has been initiated in the EU and has many local governments and national government signatories
2. System of information and application for grants to women's groups to offer a single window approach. This system could be an activity of the state commission of women to operate with specific targets of increasing resource base of women to bring equality between men and women ownership in each district by the end of five years.
3. Allocating some already built up infrastructure if no new planned buildings are available.
4. These pilot projects will have link to another ten projects in eight different states of India that link with Delhi as a migration route.

A Pilot can only demonstrate. One only gets into demonstration to show what may be possible. If this strategy is not acceptable the government like EU can develop a charter to implement equality of resources between men and women. Towards this a suggestion for drafting an India charter for equality between men and women ( annex 2) has been drafted on the basis of the EU charter and sent to the Chief Town Planning Department of India such that this initiates a government department to suggest official initiative towards a responsibility of creating gender equality that since long has remained un fulfilled.



After the enumeration of details in the previous chapters it is clear that even if there was the most positive legislation to increase land and housing in the ownership of women, it will be difficult to implement it, unless families and community leaders are socialized in an alternate paradigm to alter customary practices. The patriarchal framework can be altered by approaching solutions from the framework of urban planning. This way the issue around ownership of property in the name women can be discussed as a government obligation within a public policy paradigm instead of it being a issue of family and private family domain.

### Learning :

#### Learning from the process for law reform

- The Indian Constitution gives women equal rights with men and this includes equal rights to ownership and inheritance of property including land
- Delhi government should evolve incentive-based programs to encourage landed families to legally give land and property to women of their households

#### Learning from organizations working with the poor

- Women groups and those working with the working class need to be directly involved in the urban planning process.

#### Learning from the urban planners

- The government should appoint an authority for allotting land for women's group housing societies and associations and to promote land banks for women's collective activity.
- Promote women's security and ownership of public space through urban planning.

#### Learning from groups who work on gender and violence and built environment

- Design of the home and its proximity to work areas should be designed in a way security and mobility permits high living environment
- Support women's participation in the design, implementation and management of land and housing to ensure that their rights and specific needs are met.

Women resource allocation should be a government obligation within a public policy paradigm instead of it being a issue of family and private family domain.

#### Learning from the process for law reform

The Indian Constitution gives women equal rights with men and this includes equal rights to ownership and inheritance of property including land. Delhi government should evolve



incentive-based programs to encourage landed families to legally give land and property to women of their households:

- Enforce compulsory registration of marriages to make an automatic recording of the wife's name as co-owner along with husband in record of rights.
- Increase budget and powers of existing women's agencies to address women's land and property issues.
- Make available legal aid and counseling to women at the local level free of cost and set up fast track courts /alternate dispute resolution with specific jurisdiction of handling women's cases pertaining to civic amenities, land and property.
- Registration fee should be waived if property is registered in the name of woman.
- Enable women to enforce partition under personal laws to take control of her share.

#### **Learning from organizations working with the poor.**

- Document the strategies and ways different organizations of women and the working poor in the city have articulated the housing and income generation issues of specific sections of the population to develop policy recommendations and advocacy agenda.
- Unless urban planning itself is made participatory, the goal of ensuring that Delhi grows and develops into a gender sensitive, equitable and sustainable capital city will remain out of reach. Women groups and those working with the working class need to be directly involved in the urban planning process.

#### **Learning from the urban planners**

A gender-sensitive approach to urban governance has two principal objectives; firstly, to increase women's participation in human settlements development and, secondly, to foster gender-awareness and competence among both women and men in the political arena and planning practice.

Recognizing that the property rights of women and men in Delhi are shaped by discourse at the level of household, an attempt is being made to affect planning, investment and management decisions made at the neighborhood or city level to develop an alternative paradigm where the state will be held responsible for fostering equality in ownership of land and housing for women.

- Document housing needs of unorganised sector women workers, immigrant women, sex workers, destitute women and women in particular situations of vulnerability ( widows, single, positive, dalit, tribal, muslim women)
- The government should appoint an authority for allotting land for women's group housing societies and associations and to promote land banks for women's collective activity.
- Promote women's security and ownership of public space through urban planning.
- Enhance legal forms of tenure security such as affordable private and public housing, joint property, and cooperative housing, waiving or minimising taxes for collective or ownership.
- Every sub zone of MCD and NDMC through the gender resource centre needs to have a budget to assist women to apply for women owned housing and commercial space, through

an information and facilitation system that is open to an evaluation and critique from women's associations and groups.

- In the event of any acquisitions, displacements, evictions, the government should be under the obligation to take the consent of the women.
- Ensure 50% participation of women at public information meetings at the municipal level.
- Urban planning must ensure the access to essential services such as immediate medical aid for the women and children within their area of residence or work.
- Provision for crèches near home and work areas.
- Widen the scope of municipal services to adapt them to women's needs (for example, by providing work sheds and home based livelihoods).
- Acknowledging that workforce from rural areas will be pushed and pulled to urban areas, set up centres for safe migration, temporary shelter, training and placement.

#### **Learning from groups who work on gender and violence:**

- Create inventories of unprotected areas and potentially dangerous neighborhoods for submission to their respective administrations.
- Include gender and generation violence (actual or potential) as a priority cause for granting official protected housing or its equivalent
- Ensure that supportive groups for women subjected to violence have the necessary training and information on women's housing.
- Enforce women's legal right to safe shared housing within the home, as per the Domestic Violence Act.
- Formulate guidelines on designing safe housing and safe neighborhoods and integrate these in plans for urban and rural development.

#### **Learning from groups working on housing and built environment**

Inclusion of women in the democratic management of housing and land:

- Technically and financially support women's participation in the design, implementation and management of land and housing to ensure that their rights and specific needs are met.
- Promote the recognition of women's right to adequate housing understood as a space which is protected, private, and secure, with a sense of belonging and connection to their ancestry, where they may realize their other rights and develop various reproductive and productive activities.
- Demand that spaces devoted to housing facilities reserve a specific percentage for women.
- Develop indicators on women's housing conditions, including security of tenure and access to infrastructure and basic services (water, sanitation, electricity, etc.)

## Way Forward

### **Developing pilots for increasing women resource base in neighborhood through social welfare schemes and through urban planning.**

Gender equality in ownership of resources will lead to reduction of poverty and better human settlements has been accepted in official policy discourse and published in the 11<sup>th</sup> five year plan as well as plans and reports on fulfillment of MDG by Government of Delhi. The way forward seems to be developing work on specific pilot projects such that intent mentioned in policy documents. A charter for creating gender equality with local government can bring the experiences from the pilot linked to a policy level plan ( see Annex) . This long term plan requires the creation of spaces for pilots and agreement to launch the charter at the highest level in Delhi's political structure. Since these efforts can only be part of ongoing development planning we need to take examples from the Mission Convergence in Delhi where an honest attempt can be made to get women what government promises to grant i.e cash endowments and work within affirmative action framework to get infrastructure for group livelihood. At another level an existing case of development of Sustainable development zone can be studied to apply the gender equality principal within an urban renewal plan of a state government.

Sathi all for partnerships (SAFP) has identified partner agencies that can work in different wards. These partners have not worked on women resource increase which requires mentoring to develop gender equity concept through an area based approach. It has also linked partners to UNIFEM to lead the establishment of Women Resource equity Zones” (WReZ.)

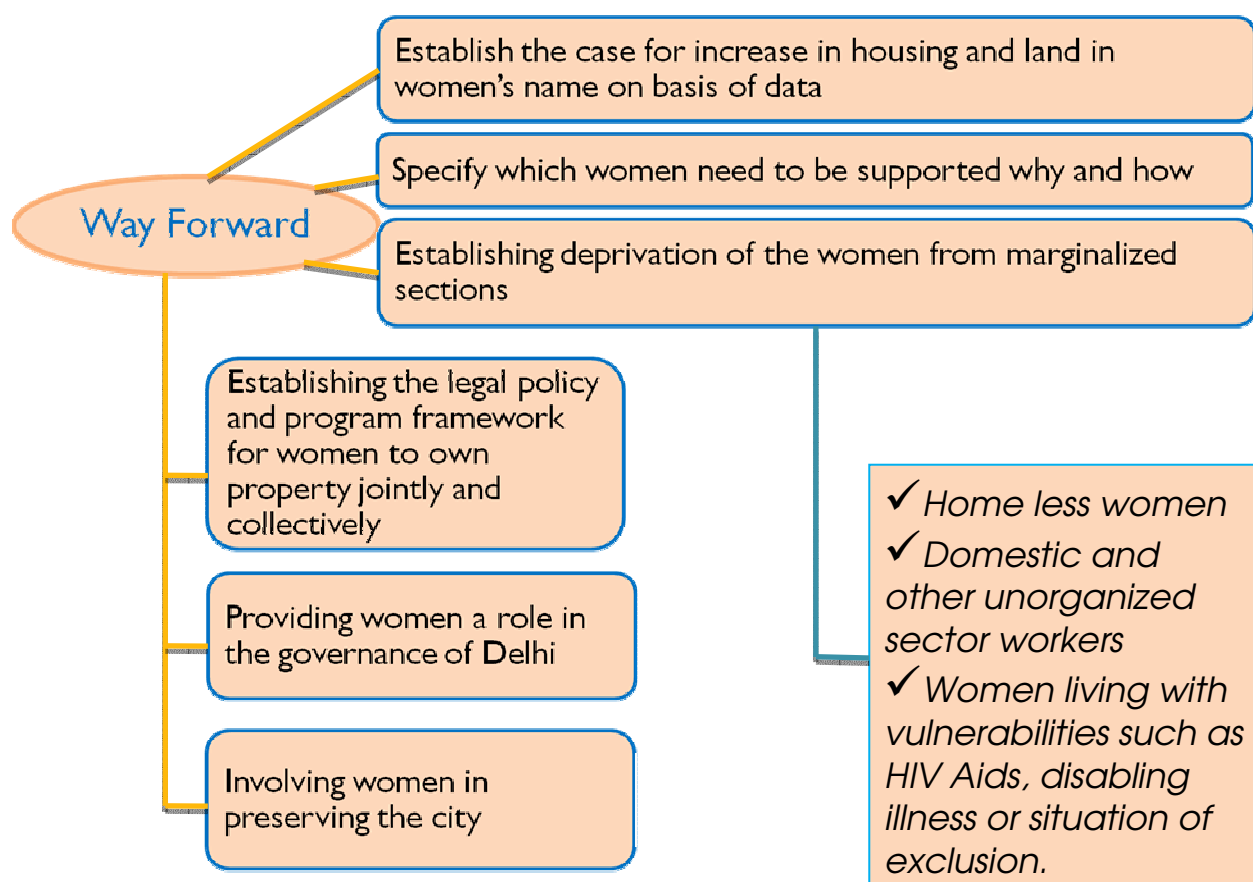
Kochi has sanction to establish a Sustainable Development Zone with the support of 15% budgets set aside by the State Government. Within this planned initiative is the opportunity to place gender equity resource zones SAFP advocates. This case for increasing gender equality though the women resource zones in Delhi needs support from government departments in terms of resources from planned government social welfare schemes and through area development and town planning measures.

### **This ideas requires technical support from UN Agencies and Government**

A system of use rights on built infrastructure and land for a women resource equity zone needs to be developed as a state government plan. UN Habitat Local Government training tools provide a guide line to introduce gender in local government. This may increase participation of women in administration but an additional mechanism to have woman resourced in each neighborhood is the transformation to develop gender resource equality. For this vulnerable women who are marginalized, positive, widowed, single or deserted need to be identified and linked with women and men who can help them to gain from those who can provide resources. These women have been facilitated to express their resource needs to develop their plans to gain access to resources to develop neighborhood enterprise.

IGSSS study on Delhi women and land rights has recommended a way forward to increase resources in women's name. The figure below gives the framework for a way forward. SAFP has worked on the steps mentioned in the study and has developed a plan that asks for support for:

1. Local economic development to reduce women poverty from SSS
2. Gender Equality in Service Provision from MCD and DDA and ministry of Poverty Alleviation
3. Gender Equality and local Governance from the area counselors
4. Women Land Rights and urban planning from Ministry of Urban Development



### **Establish the case for increase in housing and land in women's name on basis of data**

The Women and child development ministry must be asked to collate detailed information on the number of women with entitlement of any kind and whether they fall under higher, middle, lower or economically weaker sections. This advocacy can be undertaken by the staff of IGSSS through a right to Information application.

Since the government has failed in its commitment to create equality between men and women primarily on the basis of the resources men and women own, a reparation to develop a process to work on increasing, land housing infrastructure is needed. For this basic data needs to be

collected to promote social equity and inclusiveness. Data and budget for planning the increase in ownership of women in housing and land for livelihood and services can be generated through pilot studies in each ward/district of Delhi. A team should be commissioned by the government to generate data on women's access to credit for land and housing in relation to men in the ward. This gender disaggregated data on means of ownership of land and immovable property from market is crucial to establish the deprivation of women.

### **Specify which women need to be supported why and how**

#### **Establishing the deprivation of women from propertied families**

DDA needs to be approached gender disaggregated data on house registration from 2001-2008.

This may inform how many women own housing in Delhi in relation to men. In the same area income tax departments can be asked to provide data on disaggregated figures of tax payment by men and women in the area. The Road Transport Authority may be able to give gender disaggregated data ownership of vehicles. Similar data can be collected from registration of shops and establishments as well and commercial enterprises.

Data collation on women's property base may provide information on how many women in the propertied families have what kind of possessions. In most cases the family possessions or individual propertied are not meant to be shared collectively especially if this is the case outside family. So forming a collective of women to get women the skills to gain and sustain property other than family property is a real challenge. This challenge can be through a planned intervention of seeking pockets of excluded or marginalised women such as homeless women, women with HIV Aids, women who have faced eviction and are struggling with their resettlement, women from Muslim or Dalit background and women who have migrated to the city for their livelihood or education.

#### **Establishing deprivation of the women from marginalized sections**

##### **Home less women**

The last in the rung of disposed in Delhi are homeless women. The Delhi government has come forward to open night shelters in collaboration with NGOs. In two test cases these shelters can be run by women groups for women who need shelter for two years at a stretch.

In the process of managing this project new learning will emerge to draft what women specific need for housing and land can be asked for the most vulnerable women in the city. From this case in focus a research team may be able to provide a budgetary figure for the number of homeless women and children requirement for shelter on seasonal basis such that a medium term or a long term plan can be developed for the most affected category of women in Delhi.

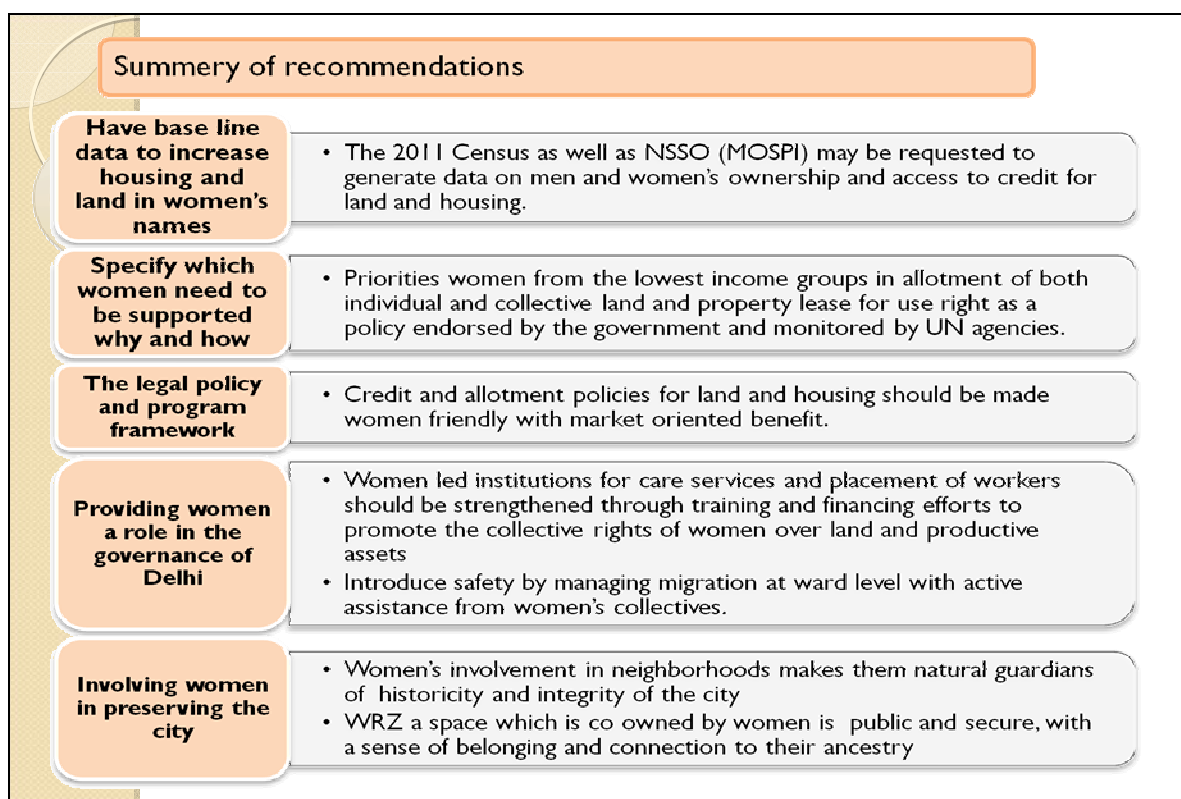
### **Domestic and other unorganized sector workers**

The global economic liberalization hits women labor force in the unorganised sector the most. These workers stay in slums and shanty towns that affect health of the workers. A women workers health and information centre will double up also as space for meeting and planning to demand from the system improvement of habitat and protection from violence. The women's resource right agenda will be a policy directive that crafts a protective mechanism for these women while earlier community and social security systems are fading away.

These groups can be linked to tripartite boards to be set up by the government to govern specific sectors of work and employment. These boards, would include representatives of the government, employees and employers (or indirect employers such as wholesalers who buy products made by home-based workers). The boards could monitor and negotiate the payment of minimum wages and of equal wages for equal work. The boards could also ensure the delivery of social security benefits. Women's resource rights committees could work within the structure of tripartite boards to ensure that resources reach women through government programs. This tripartite board should ensure that resources reach women through government programs and its benefits analyzed to establish a monitoring mechanism for the implementation of the women resource right agenda. The base of these mechanism is the formation of the women workers groups. The formation of women workers' groups needs to be fostered. Sector specific groups with particular skills and links to manufacturing units and markets can be targeted. Domestic workers too can be encouraged to form local groups in areas of work or residence.

### **Women living with vulnerabilities such as HIV Aids, disabling illness or situation of exclusion i.e. Women from tribal, dalit or Muslim communities**

These set of women can be called the excluded women groups (EWG) for the purposes of this report. It is recommended that such EWGs be identified in different districts of Delhi to form women collectives. Training needs to be imparted to this group on accessing and managing property and developing entrepreneur programmes for neighborhood services.



## Recommendations

### 1. Have base line data to increase housing and land in women's names

- The 2011 Census as well as NSSO (MOSPI) may be requested to generate data on men and women's ownership and access to credit for land and housing.

### 2. Specify which women need to be supported why and how

- Data collation on women's property base may provide information on how many women own land, property and productive assets. Methods need to be devised for collection of such data from different government departments as well as individual households.
- Women from the lowest income groups, Scheduled Castes and Scheduled Tribes, minorities, single women (including widowed, unmarried, divorced and deserted women), women with disability etc should be prioritized in allotment of both individual and collective land and property leases. This policy should subsequently be endorsed by the government and implemented.



### **3. The legal policy and program framework**

It is established that the stock of land and housing for the lower middle class and the poor in Delhi is inadequate. The new Master Plan<sup>12</sup> needs to address this issue in all seriousness. A major thrust is required for low income housing as well as slum upgradation, with low interest loans to the poor. The middle class is already benefiting from low interest housing loans and similar facilities need to be extended to the poor, with appropriate modifications. It is also important that plots and homes be allotted in women's names as it is they who hold households together. The following suggestion will be useful:

- A land and housing allotment policy for women (marginalised and mainstream both), as individuals as well as collective groups and institutions, needs to be drafted through a participatory process involving all stakeholders.
- Women's resource zones that reserve residential and commercial land for ownership by women's collectives.
- Married women's rights to matrimonial property need to be legislated. Women's ownership of property should also be promoted through more measures to give rebates in taxes and stamp duties to women-owned properties.
- Credit policies for land and housing should be made women friendly with lower interest rates and some more market oriented benefits.

### **5. Providing women a role in the governance of Delhi**

Multiple authorities create confusion in decision making of land use, land management and maintenance of records. A single administrative authority should govern these subjects within the GNCTD. Women led institutions should be strengthened through training and financing efforts to promote the collective rights of women over land and productive assets.

- Gender integrated budgets and development plans should be made at the local governance level.
- Land use plans, regional plans, master plans should be made by or in consultation with the local governance council. Land use plans, regional plans, master plans should be made public at the concept stage itself.
- Government should make provision for availability of technical inputs to women entrepreneurs through local governance council.
- Compulsory registration of marriages and maintenance of marriage records at local governance level.

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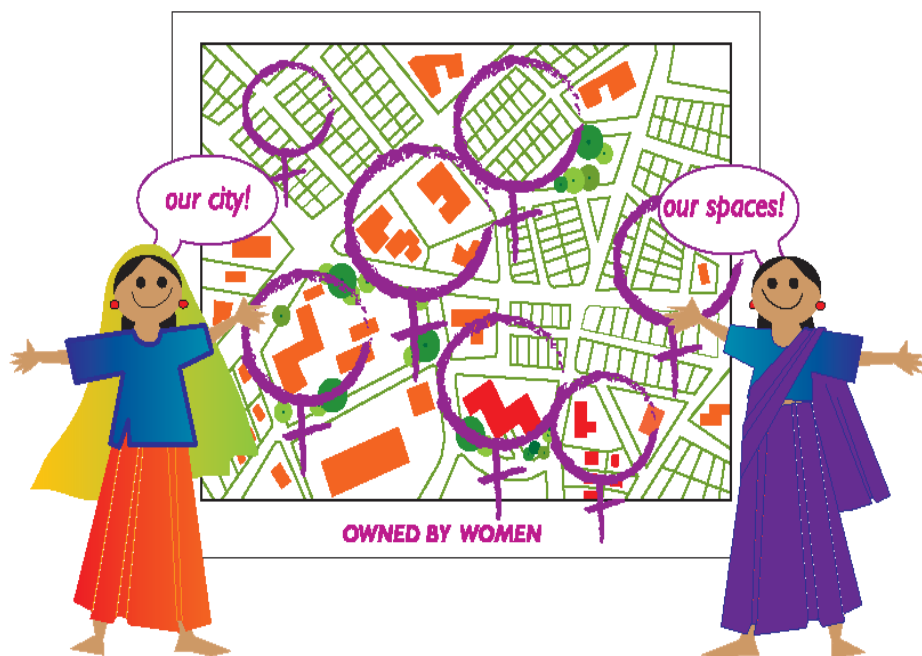
<sup>12</sup> A Situational Analysis of Women and Girls in the National Capital Territory of Delhi, by Sujata Madhok for National Commission for Women.

- Compulsory recording and tracking of migration at ward level with active assistance from women's collectives and other organisations.

### 5. Involving women in preserving the city

The urban renewal process has always led to devastation of the city's aesthetics. Introduction of any new project has to be done with sensitivity to maintaining the historicity and integrity of the city. Many historical spaces are common spaces, such as the water reservoirs, parks, monuments, etc. Their destruction also leads to the destruction of the green cover of the city. Women's involvement in neighbourhoods makes them natural guardians of such spaces.

- Participation of women in any planning with respect to historical monuments and heritage sites.
- Inviting women's collectives to maintain and use historical spaces for tourism and generating income through it.
- Preservation of traditional water bodies would not only improve the environment but also stop the depletion of the ground water of the city.
- Women's collective should be trained in natural resource management and in turn be enabled to conduct training to other city dwellers.



## Conclusion:

The Delhi government is willing to look at gender mainstreaming and women specific projects to work towards creating gender equality. Gender equality advocates however need to be trained to develop this agenda in a way that there is definite increase visible in productive assets women own.

The growing informalisation of workforce, financial crises and climate change need to be addressed through ward level planning with a gender equality approach. The macro trends of employment and feminization of poverty mentioned in the documentation suggest that women from poor backgrounds can be best either self employed or provide services in the neighborhood. The women in five areas have suggested that they can organize themselves to develop such services and increase the productivity of the neighborhood. This effort can not be seen as an effort of the poor to access what they can get from the state government. For a lasting change to take place the obligation of the government at local, district and national level needs to be established and monitored. The suggestion to float an India Charter for equality between men and women in local life is a move towards suggesting this mechanism. If local governments as well as state and central government sign on the charter and have ward level gender equality action plan signed off the tasks for monitoring them will become easier.

To begin with base line data at local and national level will be sought on equality of resource base between men and women. Local plans to create and maintain gender equality will take into account not only cash grants but also infrastructure, training and participation in local and district governance that can assist women and their communities to break the cycle of exclusion. The field research has indicated that women among the excluded are ready to take charge of neighborhood care through state supported group enterprise. They clearly point out that the main gaps to be worked upon is access to infrastructure from where they could organize community care services which also helps them augment income while building collective assets for communities within a neighborhood. These collective assets be the new commons that women manage collectively for care of productive as well as care activities including running placement and safe migration mechanism.

The research question for the documentation was if state and women will be ready to work together to increase resource base for women. The climate for readiness was found out. The gender equality action plan from local authorities needs to be in place to take this work from the levels of suggestions to monitorable increase in women's share in the resources she has equal entitlements to.

## **Annex**

Annex 1: Proposal for Sansadhini from Nirmana

Annex II : India Charter for Equality between Women and Men in Local Life.

## **Proposal for Sansadhani from Nirmana**

### **Background Information:**

Two meetings and orientation programme was held in Bawana with Nirmana staff and women from their community to introduce the concept of Sansadhani and look at the possibility of working in Bawana on the issue of women's rights to resource. A group discussion was held with the women who expressed the need for productive resources in the community as many of them had lost their only source of livelihood when they were displaced to Bawana.

### **Project Goal:** Creating a Positive Social Environment.

Nirmana believes in creating a warm and secure environment in which the women who come to it immediately begin to experience that they can gain respect, dignity, and possibilities participating in governance of their area with better access to livelihood opportunities and resources in the area.

### **Project Objective:**

Nirmana's objective in spreading its work to the urban areas is two fold. On the one hand it will be able to train the women for a sustainable livelihood option and another hand information to access the convergence scheme will enhance their support from the government .

### **Area Profile:**

Bawana is located in outskirts of Delhi. Its location is in such a place that people living here don't consider that they are living in Delhi. If at any time they go towards centre of Delhi or any where in Delhi they usually say that "I am going to Delhi". In other words we can say that facility that they were provided (facility that a normal metro city has) in this area is far from a facility that even a poor people of metro city generally get. The area where they have shifted is actually a fertile agricultural land. From this agricultural land DDA is acquired 87 acre of land, in which these people are resettled. Women know agricultural skills and develop horticulture units with assistance from government. The residential area is divided into 8 blocks from A to F. It also has commercial land set aside. Women aspire that the government could lease plots for shops in the name of women's collective. The collective can then make their economic ventures work. For example a group of women want to run a ration shop and dispense the goods from PDS scheme during time that is convenient to women. They also feel that as women they will be sensitive and not likely to be corrupt.

### **Project Methodology:**

- Need assessment
- Training women collectives for group enterprises

- Advocacy and lobby activities for getting infrastructure and credit in the name of women's collective

## **Location of Work**

The project will be mainly confined in Bawana but will have marketing and placement services that links it with different areas of Delhi. For this there is a need to develop a information centre with communication and internet facilities. The Project envisages the sustainable livelihood option in Bawana as a main target for success. In Bawana the women have different type of expertise and can be more efficient after getting trained. For this purpose there is a need to establish a training center. This training centre needs to be in touch with women and men who can be on call or ready to be mentors of the women groups as they develop their work and resource aspirations.

Target group of the project are the Unorganised Sector Women Workers.

Nirman campaigns to address Social Security of the Unorganised Sector Workers. In its work it wishes to focus on the needs and rights of women workers. The workers associated with Nirmana were construction workers who got jobs as unskilled workers. Most women who are rehabilitated in Bawana have been unemployed for long as now they don't get even unskilled work after the age of 50 years. The modern capital extensive machine have thrown women out of job completely. To ensure continuity of their employment, up gradation of skill for women unorganised sector women workers in alternative skills is needed.

## **Proposed Activities:**

From our experience and after the two meetings with unorganized sector women worker Nirmana find out that there is a need a training center of their own skill development for the alternative earning resource.

- Develop livelihood options with Identified target group and draft proposals for submission to local authorities for land and other resources.
- Corner meetings for gather community support for the group livelihood option.
- Vocational training for the group
- Linking women groups to government and community support systems to sustain their enterprises
- Setting up a training and information centre.

## **Project Outcome**

- Awareness about women resources and entitlement from community and government.
- Self empowerment to gain and collectively manage resources for a better future, primarily through information, intervention learnt through workshops.

## THE INDIA CHARTER FOR EQUALITY OF WOMEN AND MEN IN LOCAL LIFE <sup>13</sup>

### INTRODUCTION

The India Charter for Equality of Women and Men in Local Life is addressed to the local and National governments of India, who are invited to sign it, to make a formal public commitment to the principle of equality of women and men, and to implement, within their territory, the commitments set out within the Charter.

To assist in the implementation of these commitments, each signatory authority undertakes to draw up an Equality Action Plan, which sets out its priorities, actions and resources to this end. In addition, each signatory authority undertakes to engage with all of the institutions and organizations in its territory, in order to promote the achievement of real equality in practice.

Equality of women and men constitutes a fundamental right for all, and an essential value for every democracy. In order to be achieved, this right needs not only to be legally recognized, but to be effectively applied to all aspects of life: political, economic, social and cultural. Despite numerous instances of formal recognition and progress made, equality of women and men in daily life is still not a reality. Women and men do not enjoy the same rights in practice. Social, political, economic and cultural inequalities persist - for example, wage and salary disparities and political under representation.

These inequalities are the results of social constructs built upon numerous stereotypes present in the family, education, culture, the media, the world of work, the organization of society. So many domains in which it is possible to act, adopting a new approach and making structural changes. As the spheres of governance closest to the people, local and national authorities represent the levels best placed to combat the persistence and the reproduction of inequalities, and to promote a truly egalitarian society. They can, through their competences, and through co-operation with the whole range of local actors, undertake concrete actions in favour of equality of women and men.

Implementing and promoting the right to equality must be at the heart of this concept of local self-government. Local or regional democracy must allow the most appropriate choices to be made concerning the most concrete aspects of daily life, such as housing, security, public transport, the world of work, or health. Moreover, the full involvement of women in the development and implementation of local and national policies allows their life experiences, knowhow and creativity to be taken into account. If we are to achieve a society based on equality, it is essential that local governments take the gender dimension fully into account, in their policies, their organisation and their practices. And in today's and tomorrow's world, the real equality of women and men is also key to our economic and social success - not just at European or national levels, but also in our regions, towns and local communities.

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<sup>13</sup> Adapted from: [http://www.ccre.org/docs/charte\\_egalite\\_en.pdf](http://www.ccre.org/docs/charte_egalite_en.pdf)



The role of local and regional governments in promoting gender equality was affirmed in the Worldwide Declaration of IULA (the International Union of Local Authorities) on “women in local government” adopted in 1998. The new world organisation, United Cities and Local Governments, maintains the equality of women and men as one of its principal objectives.

## **PREAMBLE**

Recalling that Indian constitution is founded on fundamental rights and liberties including the promotion of the equality of women and men and that legislation has been the basis for progress achieved in this domain in India .

Recalling the international legal framework of Human rights of the United Nations, and in particular the Universal Declaration of Human Rights and the Convention on the Elimination of all Forms of Discrimination against Women, adopted in 1979;

Considering that equality of women and men implies the will to take action on the three complementary aspects of its achievement, namely the elimination of direct inequalities, the eradication of indirect inequalities, and the construction of a political, legal and social environment supportive to the proactive development of an egalitarian democracy;

Considering that in India local, state and central governments play, and must play, a crucial role for their citizens and inhabitants in the implementation of the right to equality, in particular of women and men, in all areas of their responsibilities;

Considering that a balanced participation and representation of women and men in decision making and in leadership positions is essential for democracy;

Taking inspiration for our action in particular from the Convention on the Elimination of All Forms of Discrimination against Women of 1979, the Beijing Declaration and Platform for Action of the United Nations, of 1995, and the Resolutions of the 23rd Special Session of the General Assembly of 2000 ( Beijing +5), and the Worldwide Declaration of the International Union of Local Authorities of 1998 on women in local government;

This India Charter for Equality of Women and Men in Local Life, and invites the Local, state and central governments to sign and implement this Charter.

The Signatories of this Charter for equality of women and men in local life recognise the following as fundamental principles of our actions:

1. Equality of women and men constitutes a fundamental right This right must be implemented by local , state and central governments in all areas of their responsibilities, including their obligation to eliminate all forms of discrimination, whether these be direct or indirect.

2. To ensure the equality of women and men, multiple discrimination and disadvantage must be addressed.
3. The balanced participation of women and men in decision making is a prerequisite of a democratic society.
4. The elimination of gender stereotypes is fundamental to achieving equality of women and men. Local and regional authorities must promote the elimination of the stereotypes and obstacles upon which the inequalities in status and condition of women are based, and which give rise to the unequal evaluation of the roles of women and men in political, economic, social and cultural terms.
5. Integrating the gender perspective into all activities of local and regional government is necessary to advance equality of women and men.

The gender perspective must be taken into account in the drafting of policies, methods and instruments which affect the daily life of the local population – for example, through the use of “gender mainstreaming”<sup>14</sup> and “gender budgeting”<sup>15</sup> techniques. To this end, women’s experiences in local life, including their living and working conditions, must be analysed and taken into account.

6. Properly resourced action plans and programmes are necessary tools to advance equality of women and men. Local and regional governments must draw up equality action plans and programmes, with the financial and human means and resources necessary for their implementation.

These principles constitute the foundation of the Articles set out in Part III below.

## **PART I**

### **PRINCIPLES**

#### **BEST PRACTICES IN GENDER MAINSTREAMING IN LOCAL AUTHORITIES**

The Signatory undertakes to carry out the following specific steps in order to implement the provisions of this Charter:

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<sup>14</sup> Gender Mainstreaming: In July 1997, the United Nations Economic and Social Council (ECOSOC) defined the concept of gender mainstreaming as follows: “Mainstreaming a gender perspective is the process of assessing the implications for women and men of any planned action, including legislation, policies or programmes, in any area and at all levels. It is as well as of men an integral part of the design, implementation, monitoring and evaluation of policies and programmes in all political, economic and societal spheres, so that women and men benefit equally, and inequality is not perpetuated. The ultimate goal of mainstreaming is to achieve gender equality.”

<sup>15</sup> Gender Budgeting: “Gender budgeting is an application of gender mainstreaming in the budgetary process. It means a gender-based assessment of budgets, incorporating a gender perspective at all levels of the budgetary process and gender equality.”

- 1) Each Signatory to this Charter will, within a reasonable timescale (not to exceed two years) following the date of its signature, develop and adopt its Equality Action Plan, and thereafter implement it.
- 2) The Equality Action Plan will set out the Signatory's objectives and priorities, the measures it plans to take, and the resources to be allocated, in order to give effect to the Charter and its commitments. The Plan will also set out the proposed timescales for implementation.

Where a Signatory already has an Equality Action Plan, it will review the Plan to ensure that it addresses all of the relevant issues under this Charter.

- 3) Each Signatory will consult widely before adopting its Equality Action Plan, and will also disseminate the Plan widely once adopted. It will also, on a regular basis, report publicly on progress made in implementing the Plan.
- 4) Each Signatory will revise its Equality Action Plan as circumstances require, and will draw up a further Plan for each following period.
- 5) Each Signatory undertakes in principle to co-operate with an appropriate system of evaluation to be established to enable progress in implementing this Charter to be assessed, and to assist local and state governments across India to learn from each other on effective means of realizing greater equality of women and men. It will make its Equality Action Plans and other relevant public materials available for these purposes.
- 6) Each Signatory will inform the Municipality Association in writing of the fact that it has signed the Charter, with the date thereof, together with a contact point for future co-operation in relation to the Charter.

## PART II

### IMPLEMENTATION OF THE CHARTER AND ITS COMMITMENTS

The Signatory undertakes to carry out the following to implement the provisions of this Charter:

- 1) Each Signatory to this Charter will, within a reasonable timescale (not to exceed two years) following the date of its signature, develop and adopt its Equality Action Plan, and thereafter implement it.
- 2) The Equality Action Plan will set out the Signatory's objectives and priorities, the measures it plans to take, and the resources to be allocated, in order to give effect to the Charter and its commitments. The Plan will also set out the proposed timescales for implementation. Where a Signatory already has an Equality Action Plan, it will review the Plan to ensure that it addresses all of the relevant issues under this Charter.
- 3) Each Signatory will consult widely before adopting its Equality Action Plan, and will also disseminate the Plan widely once adopted. It will also, on a regular basis, report publicly on progress made in implementing the Plan.
- 4) Each Signatory will revise its Equality Action Plan as circumstances require, and will draw up a further Plan for each following period.
- 5) Each Signatory undertakes in principle to co-operate with an appropriate system of evaluation to be established to enable progress in implementing this Charter to be assessed, and to assist local and state governments across India to learn from each other on effective means of

realising greater equality of women and men. It will make its Equality Action Plans and other relevant public materials available for these purposes.

6) Each Signatory will inform the Forum of Indian Municipalities and state governments in writing of the fact that it has signed the Charter, with the date thereof, together with a contact point for future co-operation in relation to the Charter.

## PART II

### IMPLEMENTATION OF THE CHARTER AND ITS COMMITMENTS

#### Article 1

1) The Signatory recognizes that the right to equality of women and men is a fundamental prerequisite of democracy, and that a democratic society cannot afford to ignore the skills, knowledge, experience and creativity of women. To this end, it must ensure, on a basis of equality, the inclusion, representation and involvement of women from different backgrounds and of different age groups in all spheres of political and public decision-making. 2) The Signatory, as the elected body responsible for promoting the wellbeing of its population and area, therefore commits itself to promote and advance the practical application of this right in all of its spheres of activity – as democratic leader of the local community, provider and commissioner of services, planner and regulator, and as employer.

### THE POLITICAL ROLE

#### Article 2 – Political Representation

1) The Signatory recognizes the equal rights of women and men to vote, to be a candidate for and to hold elected office.

2) The Signatory recognises the equal rights of women and men to participate in the formulation and implementation of policy, to hold public office and to perform all public functions at all levels of government.

3) The Signatory recognizes the principle of balanced representation on all elected and public decision-making bodies.

4) The Signatory commits itself to take all reasonable measures in support of the above rights and principle, including:

- To encourage women to register to vote, to exercise their individual voting rights and to be a candidate for public office;
- To encourage political parties and groups to adopt and implement the principle of balanced representation of women and men;
- To this end, to encourage the political parties and groups to take all lawful steps, including by adopting quotas where deemed appropriate, to increase the number of women selected as candidates and thereafter elected;
- To regulate its own procedures and standards of conduct, so that potential candidates and elected representatives are not discouraged by stereotypical forms of behaviour and language, or by harassment;
- To adopt measures to enable elected representatives to reconcile their private, work and public life, for example by ensuring that timetables, working methods and availability of dependent care allow all elected representatives to participate fully.

- 5) The Signatory commits itself to promote and apply the principle of balanced representation to its own decision-making and consultative bodies, and in its appointments to external bodies. However, where the authority does not currently enjoy a balanced representation of women and men, it will implement the above on a basis no less favourable to the minority gender than its current gender balance.
- 6) It furthermore commits itself to ensure that no public or political post to which it appoints or elects a representative is, in principle or in practice, restricted to or seen as the normal role of one gender, due to stereotypical attitudes.

### PART III DEMOCRATIC ACCOUNTABILITY

#### Article 3 – Participation in Political and Civic Life

- 1) The Signatory recognizes that the right of citizens to participate in the conduct of public affairs is a fundamental democratic principle, and that women and men have the right to participate equally in the governance and public life of their region, municipality, and local community.
- 2) In relation to the different forms of public participation in its own affairs, for example via advisory committees, neighbourhood councils, e-participation or participatory planning exercises, the Signatory commits itself to ensure that women and men are able to participate equally in practice. Where existing means of participation do not lead to such equality, it undertakes to develop and test new methods.
- 3) The Signatory undertakes to promote the active participation in its political and civic life of women and men from all sections of the community, in particular of women and men from minority groups who may otherwise be excluded.

#### Article 4 - The Public Commitment for Equality

- 1) The Signatory shall, as the democratic leader and representative for its community and territory, make a formal public commitment to the principle of equality of women and men in local life, including:
- The announcement of the signing of this Charter by the Signatory, following debate in and adoption by its highest representative body;
  - An undertaking to fulfil its commitments under this Charter, and to report publicly, on a regular basis, on progress in implementing its Equality Action Plan;
  - An undertaking that the Signatory, and its elected members, will adhere to and uphold good standards of behaviour, in relation to gender equality.
- 2) The Signatory will use its democratic mandate to encourage other political and public institutions and private bodies, and civil society organisations, to take actions to ensure, in practice, the right to equality of women and men.

#### Article 5 – Working with partners to promote equality

- 1) The Signatory undertakes to co-operate with all of its partners, from the public and private sectors as well as the organisations of civil society, in order to promote greater equality of women and men in all aspects of life within its area. It will in particular seek to co-operate with its social partners to this end.

2) The Signatory will consult with its partner bodies and organisations, including its social partners, in developing and reviewing its Equality Action Plans, and on other major issues related to equality.

#### Article 6 - Countering Stereotypes

- 1) The Signatory commits itself to counter and, so far as possible, prevent prejudices, practices and use of language and images which are based on the idea of the superiority or inferiority of either of the sexes, or on stereotyped roles for women and men.
- 2) To this end, the Signatory will ensure that its own public and internal communications are fully in accordance with this commitment, and that they promote positive gender images and examples.
- 3) The Signatory will also help its staff, by training and other means, to identify and eliminate stereotypical attitudes and behaviour, and will also regulate standards of behaviour in this regard.
- 4) The Signatory will conduct activities and campaigns to raise awareness of the detrimental role played by gender stereotypes to the achievement of equality of women and men.

#### Article 7 – Good Administration and Consultation

- 1) The Signatory recognizes the right of women and men to have their affairs handled equally, impartially, fairly and within a reasonable time, including:
  - The right to be heard before any individual decision which might affect them adversely is taken
  - The duty of the authority to give reasons for its decisions
  - The right to relevant information on matters affecting them.
- 2) The Signatory recognizes that, across the range of its competences, the quality of its policies and decision-making are likely to be enhanced if all those who may be affected have an opportunity, at a formative stage, to be consulted, and that it is essential that women and men are given in practice equal access to relevant information, and equal opportunity to respond.
- 3) The Signatory therefore commits itself to take the following steps as appropriate:
  - Ensuring that arrangements for providing information take into account the needs of women and men, including their respective access to information and communication technologies.
  - Ensuring that where consultation takes place, those whose views are otherwise least likely to be heard are able to participate equally in the consultation process, and that lawful positive actions are taken to ensure that this happens.
  - Conducting, where appropriate, separate consultation activities for women.

### GENERAL FRAMEWORK FOR EQUALITY

#### Article 8 – General Commitment

- 1) The Signatory will, in relation to all its competences, recognize, respect and promote the relevant rights and principles of equality of women and men, and combat disadvantage and discrimination related to gender.
- 2) The commitments set out in this Charter apply to a Signatory only where they, or relevant aspects of them, fall within its legal powers.

#### Article 9 – Gender Assessment



- 1) The Signatory undertakes, in relation to each of its areas of competence, to undertake gender assessments, as set out in this Article.
- 2) To this end, the Signatory undertakes to draw up a programme for implementation of its gender assessments, in accordance with its own priorities, resources and timescales, to be included or taken into account in its Equality Action Plan.
- 3) Gender assessments shall include, as relevant, the following steps:
  - Reviewing existing policies, procedures, practices and patterns and volumes of usage, in order to assess whether they disclose any unfair discrimination, whether they are based on gender stereotypes, and whether they adequately take into account any specific needs of women and men;
  - Reviewing the allocation of resources, financial and other, for the above purposes;
  - Identifying the priorities and, as appropriate, targets in order to tackle the relevant issues arising from these reviews, and to bring about identifiable improvements in service delivery;
  - Undertaking, at an early stage, an assessment of all significant proposals for new or amended policies, procedures and changes in resource allocation, to identify their potential impact on women and men, and to make final decisions in the light of this assessment;
  - Taking account of the needs or interests of those experiencing multiple discrimination or disadvantage.

#### Article 10 - Multiple Discrimination or Disadvantage

- 1) The Signatory recognizes that discrimination on any grounds such as sex, race, ethnic or social origin, genetic features, language, religion or belief, political or other opinion, membership of a national minority, property, birth, disability, age or sexual orientation is prohibited.
- 2) The Signatory further recognizes that despite this prohibition, many women and men suffer from multiple discrimination or disadvantage, including socio-economic disadvantage, which has a direct impact on their ability to exercise the other rights set out and referred to in this Charter.
- 3) The Signatory commits itself, across the range of its competences, to take all reasonable actions to combat the effects of multiple discrimination or disadvantage including:
  - Ensuring that the issues of multiple discrimination or disadvantage are addressed in its Equality Action Plan and gender assessments;
  - Ensuring that issues arising from multiple discrimination or disadvantage are taken into account when undertaking actions or measures under the other articles in this Charter;
  - Undertaking public information campaigns to combat stereotypes and to promote equal treatment for those women and men who may suffer multiple discrimination or disadvantage;
  - Taking specific measures to address the particular needs of migrant women and men.

#### THE EMPLOYER ROLE

##### Article 11

- 1) The Signatory in its role as employer recognizes the right to equality of women and men in regard to all aspects of employment, including work organisation and working conditions.
- 2) The Signatory recognises the right to the reconciliation of professional, social and private life and the right to dignity and security in the workplace.
- 3) The Signatory commits itself to take all reasonable measures, including positive action within its legal powers, in support of the above rights.



4) The measures referred to in (3) include the following:

a) A review of relevant policies and procedures

relating to employment within its organisation, and the development and implementation of the employment part of its Equality Action Plan to address inequalities over a reasonable period of time, and inter alia covering:

- Equal pay, including equal pay for work of equal value
  - Arrangements for reviewing pay, remuneration, pay systems and pensions
  - Measures to ensure fair and transparent promotion and career development opportunities
  - Measures to ensure a balanced representation of women and men at all levels, in particular to address any imbalance at senior management levels
  - Measures to tackle any sex-based job segregation, and to encourage employees to take on nontraditional employment
  - Measures to ensure fair recruitment
  - Measures to ensure appropriate, healthy and safe working conditions
  - Procedures for consultation with employees and their trade unions ensuring a balanced participation of women and men on any consultation or negotiating body
- b) Opposing sexual harassment in the workplace by making a clear statement that such behavior is unacceptable, by supporting victims, by introducing and implementing transparent policies to deal with perpetrators, and by raising awareness of the issue;
- c) Moving towards a workforce at all levels of the organisation which reflects the social, economic and cultural diversity of their local population;
- d) Supporting the reconciliation of professional, social and private life by:
- Introducing policies which allow, where appropriate, adjustments of working time and arrangements for care for dependants for employees
  - Encouraging men to take up their entitlement to leave to care for dependants.

## PUBLIC PROCUREMENT AND CONTRACTS

### Article 12

1) The Signatory recognizes that, in carrying out its tasks and obligations in relation to public procurement, including contracts for the supply of products, the provision of services, or the execution of works, it has a responsibility to promote equality of women and men.

2) The Signatory recognizes that this responsibility is of particular significance where it proposes to contract out to another legal entity the provision of an important service to the public, for which the Signatory is by law responsible. In such cases, the Signatory will ensure that the legal entity that wins the contract (whatever its type of ownership) has the same responsibilities to ensure or promote equality of women and men as the Signatory would have had if it had provided the service directly.

3) The Signatory further undertakes to implement, wherever it considers appropriate, the following steps:

- a) for each significant contract it proposes to enter into, to consider the relevant gender implications and the opportunities for lawfully promoting equality;
- b) to ensure that contractual specifications take into account the gender equality objectives for the contract;
- c) to ensure that the other contractual terms and conditions for the relevant contract take into account and reflect those objectives;

- d) to use the power under European Union public procurement legislation to lay down performance conditions concerning social considerations;
- e) to make its staff or advisers responsible for public procurement tasks and the letting of contracts aware of the gender equality dimension of their work, including via training for this purpose;
- f) to ensure that the terms of a main contract include the requirement that subcontractors should also comply with the relevant obligations to promote gender equality.

## THE SERVICE DELIVERY ROLE

### Article 13 – Education and Lifelong Learning

- 1) The Signatory recognises the right to education for everyone, and further recognizes the right of access for all to vocational and continuing training. The Signatory recognises the vital role of education, at all stages of life, in delivering true equality of opportunity, in providing essential life and employment skills, and in opening up new possibilities for professional and vocational development.
- 2) The Signatory undertakes, within the range of its competences, to secure or promote equal access to education and vocational and continuing training for women and men, girls and boys.
- 3) The Signatory recognises the need to eliminate any stereotyped concept of the roles of women and men in all forms of education. In order to do this it undertakes to carry out or promote, as appropriate, the following measures:
  - The revision of educational materials, of school and other educational programmes and teaching methods, to ensure that they combat stereotypical attitudes and practices;
  - The undertaking of specific actions to encourage non-traditional career choices;
  - The specific inclusion, within courses of civic education and education for citizenship, of elements that emphasize the importance of the equal participation of women and men in the democratic processes.
- 4) The Signatory recognises that the ways in which schools and other educational establishments are governed represents important models for children and young people. It therefore undertakes to promote the balanced representation of women and men at all levels of school management and governance.

### Article 14 – Health

- 1) The Signatory recognizes the right of everyone to the enjoyment of a high standard of physical and mental health, and affirms that access to good quality health care and medical treatment and preventative health care for women and men is essential for the realization of this right.
- 2) The Signatory recognizes that in securing equal opportunities for women and men to enjoy good health, medical and health services must take account of their different needs. They further recognise that these needs arise not only from biological differences, but also from differences in living and working conditions and from stereotypical attitudes and assumptions.
- 3) The Signatory commits itself to take all reasonable actions, within the range of its responsibilities, to promote and secure the highest levels of good health of its citizens. To this end, the Signatory undertakes to carry out or promote, as appropriate, the following measures:
  - Incorporating a gender based approach to the planning, resourcing and delivery of health and medical services;
  - Ensuring that health promotion activities,

including those aimed at encouraging a healthy diet and the importance of exercise, include a recognition of the different needs and attitudes of women and men;

- Ensuring that health workers, including those involved in health promotion, recognise the ways in which gender affects medical and health care, and take into account women's and men's different experience of that care;
- Ensuring that women and men have access to appropriate health information.

#### Article 15 - Social Care and Services

1) The Signatory recognises that everyone has the right to necessary social services and to benefit from social assistance in the event of need.

2) The Signatory recognises that women and men have different needs which may arise from differences in their social and economic conditions and other factors. Therefore in order to ensure that women and men have equal access to social care and social services the Signatory will take all reasonable measures to:

- Incorporate a gender based approach to the planning, resourcing and delivery of social care and social services;
- Ensure that those involved in the delivery of social care and social services recognise the ways in which gender affects those services, and take into account women's and men's different experience of that care.

#### Article 16 – Childcare

1) The Signatory recognizes the essential role that good quality, affordable childcare, available to all parents and carers, whatever their financial situation, plays in promoting true equality between women and men, and in enabling them to reconcile their work, public and private lives. The Signatory further recognizes the contribution that such childcare makes to the economic and social life and fabric of the local community and of society at large.

2) The Signatory commits itself to make the provision and promotion of such childcare, directly or through other providers, one of its priorities. It further undertakes to encourage the provision of such child care by others, including the provision of, or support for, child care by local employers.

3) The Signatory further recognizes that the upbringing of children requires a sharing of responsibility between men and women and society as a whole, and undertakes to counter the gender stereotype according to which child care is seen as being mainly the task or responsibility of women.

#### Article 17 – Care of other Dependants

1) The Signatory recognises that women and men have responsibilities to care for dependants other than children and that this responsibility may affect their ability to play a full role in economic and social life.

2) The Signatory further recognises that such caring responsibilities fall disproportionately on women and are therefore a barrier to equality of women and men.

3) The Signatory commits itself to counter this inequality by, as appropriate:

- Making the provision and promotion of high quality, affordable care for dependants, directly or through other providers, one of its priorities;
- Providing support and promoting opportunities for those suffering social isolation as a result of their caring responsibilities;
- Campaigning against the stereotype which assumes that caring for dependants is primarily the responsibility of women.

#### Article 18 – Social Inclusion

1) The Signatory recognises that everyone has the right to protection against poverty and social exclusion and furthermore that women, in general, are more likely to suffer from social exclusion because they have less access to resources, goods, services and opportunities than men.

2) The Signatory therefore undertakes, across the full range of its services and activities, and working with social partners, to take measures within the framework of an overall co-ordinated approach to:

- Promote the effective access of all of those who live or risk living in a situation of social exclusion or poverty, to employment, housing, training, education, culture, information and communication technologies, social and medical assistance;
- Recognise the particular needs and situation of women experiencing social exclusion;
- Promote the integration of migrant women and men, taking into account their specific needs.

#### Article 19 – Housing

1) The Signatory recognizes the right to housing, and affirms that access to good quality housing represents one of the most essential human needs, vital to the well-being of the individual and his or her family.

2) The Signatory recognizes further that women and men often have specific and distinct needs in relation to housing which must be taken fully into account, including the fact that:

- a) On average, women have less income and resources than men, and therefore require housing that is affordable for them as well as infrastructure grants from the local government to manage in women groups.
- b) Women are the head of household in most single parent families, with consequent needs for access to social housing;
- c) Vulnerable men are often over-represented amongst the homeless.

3) The Signatory therefore commits itself, as appropriate:

- a) To provide or promote access to housing of an adequate size and standard and with a decent living environment for all, and accessible to essential services in the neighborhood that women groups can manage on long term use rights;
- b) To take steps to prevent homelessness, and in particular to provide assistance to the homeless, based on criteria of need, vulnerability and nondiscrimination;
- c) To assist, according to their powers, in making the price of housing accessible to those without adequate resources.

4) The Signatory also undertakes to ensure or to promote the equal right of women and men to be the tenant, owner, or other form of property holder, of their home, and also, to that end, to use its

powers or influence to ensure that women have equal access to mortgages and other forms of financial assistance and credit for housing purposes.

#### Article 20 – Culture, Sport and Recreation

- 1) The Signatory recognizes the right of everyone to take part in cultural life and to enjoy the arts.
- 2) The Signatory furthermore recognizes the role that sport plays in contributing to the life of the community and to securing the rights to health as outlined in Article 14. It also recognises that women and men have the right to equal access to cultural, recreational and sporting activities and facilities.
- 3) The Signatory recognizes that women and men may have different experiences and interests in relation to culture, sport and recreation and that these may be the result of genderstereotyped attitudes and actions, and therefore commits itself to carry out or promote measures including, as appropriate:
  - Ensuring as far as is reasonable that women and men, boys and girls have equal provision and access to sporting, recreation and cultural facilities and activities;
  - Encouraging women and men, boys and girls to take part equally in sports and cultural activities, including those traditionally seen as predominantly “female” or “male”;
  - Encouraging artists and cultural and sporting associations to promote cultural and sporting activities which challenge stereotypical views of women and men;
  - Encouraging public library services to challenge gender stereotypes in their stock of books and other materials and in their promotional activities.

#### Article 21 - Safety and Security

- 1) The Signatory recognizes the right of each woman and man to security of the person, and to liberty of movement, and that these rights cannot be freely or equally exercised if women or men are unsafe or insecure, whether in the private or public domain, or if they feel unsafe or insecure.
- 2) The Signatory further recognizes that women and men, in part due to different obligations or lifestyles, often face differing problems of safety and security, which need to be addressed.
- 3) The Signatory therefore commits itself:
  - a) to analyse from a gender perspective the statistics concerning the volume and patterns of incidents (including serious crime against the individual) that affect the security or safety of women and men, and if appropriate to measure the level and nature of fear of crime or other sources of insecurity;
  - b) to develop and implement strategies, policies and actions, including specific improvements to the state or design of the local environment (for example, transport interchanges, car parks, street lighting), or to policing and related services, to enhance the practical security and safety of women and men, and to seek to reduce their respective perceptions of lack of safety and security.

#### Article 22 – Gender-Based Violence

- 1) The Signatory recognizes that gender-based violence, which disproportionately affects

women, constitutes a violation of fundamental human rights and is an offence to the dignity and to the physical and emotional integrity of human beings.

2) The Signatory recognises that gender-based violence arises from the idea, on the part of the perpetrator, of the superiority of one sex over the other in the context of an unequal relationship of power.

3) The Signatory therefore commits itself to establish and strengthen policies and actions against gender-based violence, including:

- Providing or assisting specific support structures for victims;
- Providing public information, in each of the mainly-used local languages, on the assistance available in the area;
- Ensuring that professional staff have training in identifying and supporting victims;
- Ensuring that there is effective co-ordination between the relevant services such as the police, health and housing authorities;
- Promoting awareness-raising campaigns and educational programmes aimed at potential and actual victims and perpetrators.

#### Article 23 - Human Trafficking

1) The Signatory recognizes that the crime of human trafficking, which disproportionately affects women and girls, constitutes a violation of fundamental human rights and an offence to the dignity and to the physical and emotional integrity of human beings.

2) The Signatory undertakes to establish and strengthen policies and actions to prevent human trafficking including as appropriate:

- Information and awareness-raising campaigns
- Training programmes for professional staff responsible for identifying and supporting victims
- Appropriate measures to assist victims including access to medical treatment, adequate and secure housing and language translation.

### PLANNING AND SUSTAINABLE DEVELOPMENT

#### Article 24 - Sustainable Development

1) The Signatory recognizes that, in planning and developing strategies for the future of its area, the principles of sustainable development must be fully respected, involving the balanced integration of the economic, social, environmental and cultural dimensions, and also, in particular, including the need to promote and achieve equality of women and men.

2) The Signatory therefore commits itself to take into account the principle of equality of women and men as a fundamental dimension of all its planning, or development of strategies, for the sustainable development of its area.

#### Article 25 - Urban and Local Planning

1) The Signatory recognizes the importance of its spatial, transport, economic development and land use policies and plans in creating the conditions within which the right to equality of women and men in local life may be more fully achieved.

2) The Signatory commits itself to ensure that, in drawing up, adopting and implementing such policies and plans.



- the need to promote effective equality in all aspects of local life is fully taken into account;
- the specific needs of women and men, in relation for example to employment, access to services and cultural life, education and family responsibilities, based on relevant local and other data, including the signatory's own gender assessments, are properly taken into account;
- high quality design solutions are adopted which take into account the specific needs of women and men.

#### Article 26 - Mobility and Transport

- 1) The Signatory recognizes that mobility and access to means of transport are essential conditions for women and men to be able to exercise many of their rights, tasks and activities, including access to work, education, culture and essential services. It also recognizes that the sustainability and success of a municipality or region depends to a significant degree on the development of an effective, high quality transport infrastructure and public transport service.
- 2) The Signatory further recognizes that women and men often have, in practice, different needs, as well as patterns of usage, in relation to mobility and transport, based on factors such as income, caring responsibilities or hours of work, and that consequently, women frequently form a greater proportion of users of public transport than men.
- 3) The Signatory therefore commits itself:
  - a) to take into account the relevant mobility needs, and the patterns of transport usage, of women and men respectively, including those from urban and rural communities;
  - b) to ensure that the transport services available to citizens in the area of the authority assist in meeting the specific as well as common needs of women and men, and in realising the real equality of women and men in local life.
- 4) The Signatory further commits itself to promote the progressive improvement of the public transport services in and for its area, including intermodal connections, in order to address the specific and common needs of women and men for regular, affordable, safe and accessible transport, and to contribute to its sustainable development.

#### Article 27 - Economic Development

- 1) The Signatory recognizes that the achievement of a balanced and sustainable economic development is a vital component of a successful municipality or region, and that its activities and services in this field can contribute significantly to the advancement of equality of women and men.
- 2) The Signatory recognises the need to increase the rate and quality of employment of women, and further recognises that the risk of poverty linked to long term unemployment and unpaid work is particularly high for women.
- 3) The Signatory commits itself, in relation to its activities and services in the field of economic development, to take fully into account the needs and interests of women and men, and the opportunities to advance equality between them, and to take the appropriate actions to this end. Such actions may include:



- Assistance to women entrepreneurs;
- Ensuring that financial and other support to enterprises promote gender equality;
- Encouragement to women trainees to learn skills and achieve qualifications for jobs traditionally seen as “male” and vice versa;
- Encouragement to employers to recruit women apprentices and trainees in relation to skills, qualifications and positions traditionally seen as “male”, and vice versa.

## Article 28 – Environment

- 1) The Signatory recognizes its responsibility to work towards a high level of protection and improvement of the quality of the environment in its area, including local policies in relation to waste, noise, air quality, biodiversity and the impact of climate change. It recognizes the equal right of women and men to benefit from its services and policies in relation to the environment.
- 2) The Signatory recognizes that in many places the lifestyles of women and men differ, and that women and men may tend to differ in their use of local services and public or open spaces, or confront different environmental problems.
- 3) The Signatory accordingly commits itself, in developing its environmental policies and services, to have full and equal regard to the specific needs and lifestyles of women and men respectively, and to the principle of solidarity between the generations.

## THE REGULATOR ROLE

### Article 29 - Local Government as Regulator

- 1) The Signatory, in carrying out its tasks and competences as regulator of relevant activities within its area, recognizes the important role that effective regulation and consumer protection plays in ensuring the safety and well-being of its local population, and that women and men may be differentially affected by the relevant regulated activities.
- 2) The Signatory commits itself, in carrying out its regulatory tasks, to take into account the specific needs, interests and circumstances of women and men.

## TWINNING AND INTERNATIONAL CO-OPERATION

### Article 30

- 1) The Signatory recognizes the value of twinning with Indian, European and international cooperation by local and state governments, in bringing citizens closer together, and in promoting mutual learning and understanding across national frontiers.
- 2) The Signatory commits itself, in its activities in the fields of twinning and Indian and international co-operation:
  - To involve women and men, from different backgrounds, on an equal basis in these activities;
  - To use its twinning relationships and international partnerships as a platform for exchange of experience and mutual learning on issues relating to equality of women and men;
  - To integrate a gender equality dimension into its decentralised co-operation actions.

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