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Topic of the Paper: **Gender Budgeting – An Indian Perspective**

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Abstract

Recognizing the fact that National Budgets impact the various sections of the society through the pattern of resource allocation, it was felt that gender budgeting can be a powerful tool in achieving the objective of gender equity. World over gender budgeting initiatives, named differently are being implemented and the methodology differs from one country to the other country. In India the various plans/policies of the Government have over a period of time strived to incorporate gender perspective in its various programmes/schemes. However, the gender budgeting as a distinct tool was institutionalized by the introduction of gender budgeting statement in the Union Budget 2005-06. This paper tries to trace the steps taken in this direction by analyzing the pattern of resource allocation under gender budgeting with an in-depth analysis of schemes included in Union Budget 2007-08 where 100% allocation in public expenditure for women has been made. This represents a small part in the overall framework of the gender-responsive budgeting. To make the gender budgeting initiatives more meaningful schemes need to be formulated taking into account the grass root realities and then a process of continuous assessment, audit and evaluation needs to be built in. Based on the results of these assessments, the schemes can be re-prioritized/re-formulated and pattern of allocation decided accordingly.

Gender Budgeting – An Indian perspective

While presenting the Union Budget 2007-08, Finance Minister in his Budget Speech made a special reference to Gender Budgeting Cells (GBCs). It was noted by Finance Minister that “there is growing awareness of gender sensitivities of budgetary allocations. 50 Ministries/Departments have set up Gender Budgeting Cells. For 2007-08, 27 Ministries/Departments and 5 Union Territories covering 33 Demands for Grants have contributed to a statement placed in the Budget papers. The outlay for 100% women specific programmes is Rs.8795 crore and for schemes where at least 30% is for women specific programmes is Rs.22382 crore.” The statement being referred to by the Finance Minister in his speech is **Statement 20 of the Expenditure Budget, Vol. I, 2007-08**. This is a statement on Gender Budgeting initiatives of the government and before we embark upon an analysis of this statement it is very important to get an insight into the concept of Gender Budgeting initiatives.

What is it?

The National Budgets cannot merely be construed as an annual statement of receipts and expenditure. They are, in fact, a means of fulfilling the obligation/priorities of the State by allocation of resources based on priority set by the state. Budgets are universally accepted as a powerful tool in achieving developmental objectives and to act as an indicator of commitment to the stated policy of the Government. “The Budget reflects the values of a country – who it values, whose works it values and who it rewards ----- and who and what and whose work it doesn’t” (Elson,1999. The budgetary policy of the government has an important role to play in achieving the objectives of gender equality, keeping in view the different needs of men and women, through the content and direction of fiscal and monetary policies, measures for resource mobilization and affirmative actions for the under privileged sections of the society. Budgets, therefore, reflect the social and economic concerns of the governments and are available for public scrutiny, analysis and debate.

Gender Responsive Budget initiatives (GRB) or gender analysis of budgets or gender budgeting initiatives are the various terms which loosely describe the Government’s commitments towards addressing gender concerns translated into monetary terms. Contrary to popular perception, Gender Budgets are not separate budgets for women or for men. In the words of Rhonda Sharp, leading feminist economist, “They are attempts to break down or disaggregate the Government’s mainstream budget according to its impact on women and men with cognizance being given to the societies under pinning gender relation “. Gender budget initiatives analyze how governments

raise and spend public money, with the aim of securing gender equality in decision-making about public resource allocation; and gender equality in the distribution of the impact of government budgets, both in their benefits and their burdens (IDRC, 2001). The Council of Europe Informal Group of experts on gender budgeting defines gender budgeting as, "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 restructuring revenues and expenditures in order to promote gender equality." Gender budgeting examines the resource allocation through gender lens and stresses on re-prioritization rather than an increase in public expenditure.

Determinants and Types of Gender Budget initiatives

The various Gender Budget initiatives can be classified based on location, scope of exercise, report format, political dynamics etc. (Box No.1). However these determinants are not mutually exclusive and different actors in a country may adopt a combination of determinants to define its gender budgeting policy (Box No.2).

Box 1 Key Determinants of Gender Sensitive Budget Initiatives

<p>Location: Which stakeholders initiated the gender budget (government, parliamentarian, Non-Governmental organization (NGO), which agency in Government?</p> <p>Scope of the Exercise: National, State, Provincial or local; expenditure or revenue; all or selected portfolios in expenditure and/or revenue.</p> <p>Report format – is separate budget document prepared or is document integrated into existing public documents.</p> <p>Political dynamics: who is involved, who uses the product, who funds the activity, who has the power to enforce accountability, and who is resistant? What role do development agencies play?</p>

Source: Gender Analysis of Budgets for CEE & CIS region. A Tool for improving accountability and achieving effective Policy implementation. Simel Esim.

There are three types of gender budget initiatives according to who initiated them:

- A. **Government Initiatives:** The Government initiates the exercise and takes step to institutionalize the same. The primary focus of government initiatives is on allocation of resources, monitoring, reviewing and auditing.
- B. **NGO initiatives:** Civil society organizations which focus on women upliftment and empowerment have launched gender-sensitive budget initiatives outside the government. These initiatives tend to be

focused on the demand for better policies and greater democratization of policy making. They focus on influencing the national budget and its budgetary processes to adopt gender interpretation.

- C. **Joint NGO and parliamentary initiatives:** Some non-governmental initiatives have been launched by civil society organizations in cooperation with parliamentarians to make fiscal policy more responsive to the needs of women. Elected representatives like parliamentarians play a role in outside government initiatives as well as those initiated within governments.

Box 2 **World wide examples of various gender budget initiatives undertaken**

Australia: It was the first country in the world with a women's budget that looked at how women did or did not benefit from the budget in all government ministries. It was a government led initiative introduced in 1985. From 1985 to mid 90's the states and territories of Australia introduced gender-sensitive budget analysis.

South Africa: In South Africa, parliamentarians together with non-government organizations, started working on gender sensitive analysis or budgets in 1995. The South African Government later followed in 1997 by doing a gender sensitive budget analysis.

France: Since 2000, a gender budget aware statement is presented alongside the annual Government Budget proposition. This "Yellow Paper" sets out clearly the expenses of each Ministry and Department relating to the promotion of women's rights and gender equality.

Tanzania: In 1997 Tanzania Gender Networking Program (TGNP), a NGO launched a Gender Budget Initiative (GBI) with the involvement of 20 other NGOs. The GBI efforts were acknowledged by the Ministry of Finance and general guidelines for mainstreaming gender budgets issued during 1998/99 budget process.

Philippines: GRB started in 1995, with a Gender and Development (GAD) Budget policy that stated that the government agencies must allocate 5% of their budget for activities relating to gender and development.

Tracing the footsteps

The various Governments' at the centre have tried to tackle the issues of poverty, population, unemployment, health, education, inequitable growth etc through their focus on the national budgets. For example, to eradicate poverty and reduce unemployment government may launch employment guarantee schemes funded by government. Similarly, there are schemes which try to tackle the literacy gap between girls/boys or focus on universalization of education or target reproductive and child health as its goal. There is an increasing awareness

that due attention needs to be paid to women, among others because evidence suggests that the economic gains of gender equality lead to increased output and better development of people's capacities. Women's economic empowerment could provide the possibility for all countries to have some combination of increased productivity, less stress and better overall health. Recognizing the importance of budgetary allocations in the socio-economic development of the country, the successive Government's, over a period of time, have tried to build in gender perspective in the planning process as well as the successive national budgets. The gender perspective on public expenditure has been gaining momentum over the years and is reflected in the evolving trends on the subject:

- The 7th Five Year Plan (1987-1992) introduced the concept of monitoring of 27 beneficiary oriented schemes for women by Department of Women and Child Development.
- The Eighth Five Year Plan (1992-97) highlighted for the first time the need to ensure a definite flow of funds from the general developmental sectors to women. The plan document made an express statement that “...*the benefits of development from different sectors should not by pass women and special programmes on women should complement the general development programmes The latter, in turn, should reflect greater gender sensitivity*”.
- The Ninth Five Year Plan (1997-2002), while reaffirming the earlier commitment adopted Women Component Plan (WCP) as one of the major strategies and directed both the Central and the State governments to ensure “*not less than 30 per cent of the funds/benefits are earmarked in all the women's related sectors*”.
- The Department of Women and Child Development (now Ministry of Women and Child Development) as the nodal advocacy Department in Union Government spearheading the gender budgeting initiative in 2004 defined a broad strategic framework for gender budgeting and defined “**Budgeting for Equity**” as the mission statement (Box No.3).
- Expert Group constituted by the Government of India on “Classification System of Government Transactions” recommended a gender sensitive budget aimed at examining budgetary associations through a gender lens. The group recommended a dissection of the budget to translate gender commitments into budgetary commitments with a view to ensure effective targeting of public spending.
- The gender concerns were institutionalized by the introduction of Gender Budgeting statement in the Union Budget for the year 2005-06.

- Instructions and checklists issued regarding setting up of Gender Budgeting Cells (GBC's) in various Ministries/Departments with effect from 1st January, 2005.
- Ministry of Finance in March, 2007 issued guidelines regarding the composition and functions of the Gender Budget Cells to ensure that uniform approach is adopted by all Ministries/Departments. The GBC's are envisaged as a cohesive group of senior/middle level officers from policy, coordination, budget & accounts that will direct the gender budgeting policy in the Ministry/Department based on the guidelines issued on the subject.

Box No.3: Strategic Framework for Gender Budgeting in India

Mission Statement: Budgeting for Gender Equity

Broad framework of activities

a) Quantification of allocation of resources for women in the Union, States and Local Administration budgets and expenditure thereof.

- Refining and standardizing methodology and development of tools
- Trend Analysis
- Analysis of change in pattern, shift in priorities in allocation across clusters of services etc
- Variations in allocation of resources and actual expenditure
- Adherence to physical targets

b) Gender Audit of policies of the Government- monetary, fiscal, trade etc. at the Centre and State levels

- Research and micro studies to guide macro policies like credit policy, taxes etc
- Identification of gender impact of policies/interventions viewed as gender neutral
- Micro studies to identify need for affirmative action in favour of women towards correcting gender imbalances

c) Impact assessment of various schemes in the Union and State budgets

- Micro studies on incidence of benefits
- Analysis of cost of delivery of services

d) Analyzing programmes, strategies, interventions and policy initiatives from the perspective of their impact on status of women as reflected in important Macro Indicators like literacy, MMR, participation in work force

- E.g. - analysis of substance and content of various interventions directed at health of women and correlate the same with indicator like MMR to establish need for corrective action in formulation of scheme/ approach.

e) Institutionalizing the generation and collection of gender dis-aggregated data of cost of delivery of

services

- Developing MIS for feed back from implementing agencies
- Inclusion of new parameters in data collection in Census and surveys by NSO, CSO etc

f) Consultations and Capacity building

- Collation of research and exchange of best practices
- Developing methodologies and tools for dissemination
- Forums and Partnerships amongst experts and stakeholders.

g) Review of decision making processes to establish gender equity in participation- review of extant participation of women in decision making processes and to establish processes and models aimed at gender equity in decision making and greater participation of women.

h) Formulation and reflection of satellite accounts to capture the contribution of women to the economy by way of their activities in areas that go unreported like care economy, unpaid work

Operationalizing Gender Budget initiative in India

The guidance sheet series produced by United Nations Development Fund for Women (UNIFEM)'s Gender Responsive Budgeting Program aims to assist government officials and gender equality advocates in their efforts to make gender responsive budgeting a reality. Debbie Budlender, specialist researcher with the Community Agency for Social Enquiry (CASE) South Africa, in Guidance Sheet Series – No.1 January, 2007 describes two tools that can be used by government officials in their task. The first tool, the *call circulars* are the official notices that are issued by Ministry of Finance, Planning Commission or similar agencies near the beginning of each budget cycle. The call circulars describe government priorities that should be addressed in the coming year's allocation. One way in which call circulars can be made more gender responsive is for them to state explicitly that gender should be reflected in submissions.

In India budget circular for the Union Budget is issued by Ministry of Finance at the beginning of the budget season. Instructions are issued for the guidance of Ministries/Departments in framing the budgetary estimates. The budget circular being issued now specifically mentions gender budgeting and the budget circular 2007-08 states:

“In line with the basic principles of governance to which the Government is committed under the National Common Minimum Programme, which includes empowerment of women, Government intends to gradually introduce gender budgeting. This means that the budget data will in due course be presented in a manner that

the gender sensitivities of the budgetary allocations are clearly highlighted with the objective of facilitating further analysis of the activities and outcomes of such provisions with a view to making the necessary changes where required in the operational guidelines of the schemes so as to improve the coverage and benefits of public expenditure for the welfare of women.”

The second tool referred to in the Guidance Sheet Series pertains to the **gender budget statement**. A gender budget statement is a gender-specific accountability document produced by a government agency to show what its programmes and budgets are doing in respect of gender.

Ministry of Finance has introduced a separate gender budget statement in Union Budget from 2005-06 onwards. Statement No.20 Gender Budgeting – Expenditure Budget Vol.I (referred to in the Finance Minister’s budget speech) reflects the budget provisions under the various programmes and schemes administered by the different Ministries/Departments that target the socio-economic welfare and empowerment of women as a key objective of these schemes. This statement indicates in two parts, the budget provision for schemes that are substantially meant for the benefit of women. **Part A** details schemes in which 100% provision is for women. **Part B** reflects schemes where the allocations for women constitute at least 30% of the provision. Both the tools as explained in the Guidance series sheets are being used in the Indian context and it reflects a serious commitment on the part of the Government to strengthen the gender budgeting initiative in Indian milieu.

It is evident that the perspective on gender budgeting in India has evolved over the last few years from the passive statistical exercise to an active one which seeks to establish not only the quantum of resources allocated for the development needs of women but also aims to analyze the actual amount spent and link it with the outcomes (quantifiable goals).

Expenditure Budget Analysis for 2007-08 through Gender Lens

The National Institute of Public Finance & Policy (NIPFP) undertook the first gender budget analysis in 2002 and identified gender related public expenditure in terms of three categories:

- (i) Specifically targeted expenditure to women and girls (100 per cent targeted for women),
- (ii) Pro women allocations; which are the composite expenditure schemes with a significant women’s component (that is, a scale of, $30 \leq E < 100$, at least 30 per cent targeted for women) and
- (iii) Residual public expenditures that have gender – differential impacts (that is, a scale of $0 < E < 30$).

NIPFP further categorized the public expenditure specifically targeted to women into four clusters. **First**, there are **protective and welfare_services** that are important to prevent the atrocities against women such as domestic violence, rape, kidnapping, dowry deaths, including rehabilitation programmes. **Second**, there are **regulatory services and awareness generation programmes** for women, in particular, the institutional mechanism like National Commission for women, etc. **Third**, there are **economic services** such as self-employment and training programmes, economic empowerment and fuel supply management programmes, which can provide economic empowerment for women. **Fourth**, there are **social services** such as education, water supply and sanitation, housing, health and nutrition schemes, which can empower women.

An analysis of the allocations under gender budgeting (Table 1) since the incorporation of gender budgeting statement in Union Budget exhibits that the budgetary allocations in Part B (30%) has on an average been around 72% of the total allocation listed under gender budgeting. On the other hand, the budgetary allocation under Part A (100%) dipped at the stage of Revised Budgetary Estimates of 2006-07 in absolute terms. Further, investigation reveals that this dip is on account of transfer of Integrated Child Development Services Scheme (ICDS) (Rs.4087.54 crore) and some other schemes to Part B during the revised estimates 2006-07. This and other corrections have been undertaken based on the feedback received on the public scrutiny of the budgetary allocation on gender and their underlying assumptions for being included in the Part-A. The same was also acknowledged by the Finance Minister in his Union Budget Speech 2007-08, “we have made a sincere effort to remove the errors that were pointed out in last year’s statement.” Thus, the process of gender budgeting is an iterative process which will get refined and more focused over a period of time.

An analysis of the specifically targeted expenditure towards women and girls (100%) as indicated in the Gender Budget Statement (Statement no.20) of the Expenditure Budget Vol.2007-08 into four clusters (Table 2), reveals that approximately 96% of the expenditure is on social services, followed by economic services (2.87%, welfare services (1.22%) and regulatory services (0.14%)(chart 1). These figures are startlingly different from 2003-04 data. During 2003-04 protective and welfare services had accounted for 67% of the total share, followed by social services (26%), economic services (4%) and regulatory services (3%)(chart 2). The percentage allocation was high under the protective and welfare scheme because ICDS and other child welfare schemes were also classified under specifically targeted expenditure on women. The bulk of budgetary allocation (around 98%) under Part-A during B.E.2007-08 is primarily from 3 Ministry/Departments, viz., Department of Health and Family

Welfare, Department of Rural Development and Ministry of Women and Child Development. The contribution from other Ministries/ Departments is minuscule.

Some of the schemes with substantial allocations included in Part A of the gender budget statement (Budget 2007-08) have been further analyzed (Table 3) based on the framework of Das and Mishra (EPW, July 2006). The key objectives of these schemes as mentioned in the budget documents are given and an attempt has been made to identify the actual section of beneficiaries of these schemes on the basis of these stated objectives. It is observed that under Indira Awas Yojana (IAY) the entire allocation has been included in 100% women specific objectives and at the same time the scheme reserves 60% of funds for SC/ST families living below poverty line. Presumably, the reason for including the entire allocation of IAY under Part-A is the fact that the scheme lays down that the, “dwelling units should invariably be allotted in the name of a female member of the beneficiary household”. Similarly, Rural family welfare services, Reproductive and Health Schemes meant for rural/tribal population on the whole have exclusively been included in Part-A. The benefits of access to modern health facilities flow equally to all sections of the society irrespective of the gender, though women may be a greater user of these services on account of their role as care givers and women tend to have greater reproductive health needs than men. But, is inclusion of the entire allocation of Rural family welfare services, Reproductive and Health Schemes under 100% allocation for women giving a true & fair picture? There is a definite need to do a more rigorous analysis before classifying schemes under Part-A of the gender budgeting statement. Similarly, the schemes which have been included under Part-B, the outcomes of majority of them are very difficult to be dis-aggregated in terms of goals as well as budgetary allocations, to be specifically targeted at women as a beneficiary group.

Growing relevance in India: 11th Plan (2007-2012) and beyond

Progress on the social sector front continues to be slow in the country as reflected in India’s latest Human Development Index ranking as shown in the UNDP’s global Human Development Report (HDR) for 2006. It ranks India in terms of the HDI at 126 up one rank from last year among the countries with medium human development out of 177 countries of the world (Table I). In terms of the Gender Development Index India ranks 96th which is a marked improvement from the 105th rank in 2000 (Table 4).

“**Towards faster and more inclusive growth**” is the mantra for the Approach to the Eleventh Five Year Plan. It strives to overcome challenges faced in agriculture, employment, provision of essential public services to the poor, increasing manufacturing competitiveness, developing human resources, protecting environment,

addressing disparities and divides. Among disparities and divides it specifically addresses the divide relating to gender. It begins with the declining sex-ratio, goes on to literacy differential between girls and boys, high rate of maternal mortality. The extent of bias is self evident as reflected in Table – 5.

The Approach to the 11th Plan specifically talks about *gender equity*, “*Gender bias is deeply ingrained in our social psyche and this is reflected in indicators such as sex ratios, literacy and health gaps of boys and girls, Maternal Mortality Rates etc. These data, however, do not fully reflect the discrimination against women. The 11th Plan strategy for gender equity must pay attention to all aspects of women’s lives. It must ensure that women live and live with dignity*”.

Gender equity requires adequate provisions to be made in policies and schemes across Ministries and Departments. It also entails strict adherence to gender budgeting across the board. The Plan must have a special focus on four aspects:

- (i) Violence against women (VAW)
- (ii) Economic Empowerment
- (iii) Political participation
- (iv) Women’s health

Differentials in educational status, economic empowerment, health are heavily biased against women. The 11th Plan strives to overcome these by setting monitorable socio-economic targets (Box. No.4).

Box No.4: Monitorable Socio Economic Targets for 11th Plan with women as target group

Education

- Lower gender gap in literacy to 10 percentage points

Health

- Reduce Maternal Mortality Ratio (MMR) to 1 per 1000 live births.
- Reduce anemia among women and girls by 50% by the end of 11th Plan.

Women and Children

- Raise the sex ratio for age groups 0 – 6 to 935 by 2011-12 and 950 by 2016-17
- Ensure that at least 33% of the direct and indirect beneficiaries of all government schemes are women and girl children

In addition to the monitorable targets listed in Box No 4 above, many new social interventions have been incorporated in the 11th Plan Approach Document. Among the various new social interventions proposed, some important ones pertaining to women are:

- Provide emergency obstetrics care facilities within 2 hours travel from every habitat
- Ensure adequate representation of women in elected bodies, State legislative and the Parliament.
- Provide shelter and protection to single women including widows, handicapped, deserted and separated women.

The priorities with respect to women during the 11th Plan period would be on health, education , political participation and economic empowerment.

Way Ahead

The inclusion of the Gender Budget Statement in the Union Budget Document demonstrates the growing concerns of the Government, its commitment and openness to make available the public expenditure figures for analysis. Based on the feedback received, errors have also been rectified as commented upon by Finance Minister in his Budget Speech, though there is a need for further rigorous analysis as pointed out earlier in the paper. Gender budgeting initiative in India is still in its nascent stage and the process will get refined and strengthened over a period of time. As already indicated Gender Budgeting is not merely an accounting exercise of disaggregating the data based on the expenditure incurred into 100% women or pro women allocation, though the availability of disaggregated data is the first step in analyzing the flow of funds to various schemes. Based on this data the gender budgeting initiative needs to be taken further on.

Participatory development is a process through which stakeholders can influence or share control over development initiatives and over decisions and resources that affect themselves. Gender responsive budgeting shares with other participatory initiatives, the goal of widening governance and accountability structures by giving voice to those previously marginalized from fiscal policy decision making. Gender budgeting also strives to “mainstream” gender concerns into policy making and to ensure that resources flow to the beneficiary group. Gender budgeting can be an important step in participatory development in the country. To make this exercise meaningful it is important that the needs assessment of the beneficiary group which in this case are women and girls needs to be done at the grass root level. Based on the user needs, user modeling needs to be undertaken which includes

synthesizing the needs and the resources available. The outcomes which are envisaged also need to be quantified. The information from the beneficiary needs assessment needs to be examined vis-à-vis, the existing schemes, if any, and preparation of the new schemes. Depending upon the same re-prioritization of resources in the existing schemes and the gap funding for the new schemes needs to be worked out. The information at the micro level then needs to flow into the macro level exercises where scheme wise allocation of resources needs to be finalized. Therefore, Gender Budgeting is a continuous process and as explained in the Gender Budgeting Continuum Model (Chart No.3), an impact assessment of scheme/program/delivery of service needs to be undertaken along with gender audit and independent evaluation of the schemes. Simultaneously, systems need to be put in place for capturing not only the allocation but also the actual utilization. A strong MIS needs to be designed for tracking the resources and linking with the outcomes. Also, what is of paramount importance is the feed back from the beneficiary group, thus, establishing the linkages between participatory and gender initiatives.

In Indian context, as already explained in proceeding paragraphs, there is a growing relevance of gender budgeting initiatives keeping in view the position of women vis-à-vis various socio-economic indicators. Therefore, the ultimate outcome of the gender budgeting initiatives is the improvement in the socio-economic indicators where women/girls are concerned. For example, one of the monitorable socio-economic indicators of the 11th Plan is the lowering gender gap in literacy to 10 percentage points. One of the tools which can be utilized to achieve the same is gender budgeting where the resources which are being allocated under various schemes in education sector can be analyzed and the outcomes mapped against the resources spent. The impact assessment and evaluation needs to be done on a continuous basis

There is also a need to spread awareness among various stake holders involved in the process. The various stake holders in this case are the beneficiary group i.e. women and girls, Non Governmental Organizations (NGOs), Self Help Groups (SHGs), Government, academicians and researchers. SHGs and NGOs can play a crucial role in sensitizing the beneficiary group, advocating for grass root linkages of various schemes and facilitating in the independent evaluation of various schemes. They can be provided with a resource kit in local language to assimilate the concept and further help in mobilization of the beneficiary group at the ground level. To raise awareness levels a judicious media mix consisting of electronic, print, outdoor and through various publicity divisions of Government can be considered.

Corporate sector is also playing a crucial role in the development of economy and women are contributing their might by working in private sector. It is, therefore, important that the strategy of gender budgeting which is being implemented in Government does not remain restricted as a government led initiative only. It is equally applicable in the corporate sector as the scope of extending employment opportunities is more there and the benefits of providing safe and secure work environment need to flow to women employees.

Gender budgeting initiative may have started as a strategy for examining the public expenditure through gender lens but it can evolve into a powerful tool for participatory development. It can be used for re-examining the existing schemes, re-prioritization of resources and framing new schemes with clearly defined quantifiable goals. The present limited analysis also shows that there is a need to increase the resource allocation in education, economic empowerment initiatives, alternate fuel technology, sanitation and nutrition. These areas directly impact women and can have a cascading effect in the overall growth of the economy.

Table 1: Allocation under Gender Budgeting

(Amount in Rs crore)

Year	Part A (100% allocation for women)	Part B (30% allocation for women)	Total	% allocation in Part A	% allocation in Part B
2004-05 (R.E.)	---	---	10574.16		
2005-06 (R.E.)	8273.88	15966.33	24240.21	34.13	65.87
2006-07 (R.E.)	4618.95	17632.46	22251.41	20.75	79.25
2007-08 (B.E.)	8795.47	22382.44	31177.96	28.21	71.79

Data Source: Expenditure Budget Volume 1

Table 2: Categorization of specifically targeted expenditure on women in Union Budget 2007-08(100% allocation for women)

Cluster of Action	Contributing Programme	Department./ Ministry	Allocation 2007-08 (B.E.) (Rs.in Crore)
Protective and Welfare Services.	Central Social Welfare Board	MW&CD	68.72
	Grants to Social Welfare Board	A&N Islands	1.00
	Swadhar	MW&CD	15.00
	Women's Hostel (CRPF)	MHA	0.01
	Other schemes like Day Care, Gender Sensitization, Health/Nutrition etc (CRPF)	MHA	0.08
	Other schemes like Day Care, Gender Sensitization, Health/Nutrition etc.(SSB)	MHA	0.75
	Construction of Family Welfare Centres at residential buildings & training institutions, exclusively for benefit of women (CISF)	MHA	0.17
	Allowance to needy widows	A&N Islands	8.05
	Combating trafficking of women & children	MW&CD	10
	Relief & Rehabilitation of rape victims	MW&CD	1.00
	Schemes like day care, training, working women hostel & home for orphan	A&N Islands	0.35
	Financial assistance to widows	Chandigarh	0.70
	Assistance to widows and old age pension to women	Daman & Diu	0.08
	Other programme for women welfare	Daman & Diu	0.99
	Other women programme	Lakshadweep	0.19
	Scheme for National Championship for Women	MYA&S	0.60
	Conditional cash transfer for girl child	MW&CD	15.00
Social Services	Girls Hostel for SCs	MSJ&E	32.00
	Educational complex for ST girls	MTA	20.00
	Mahila Samikhya for women	D/o School Education & Literacy	34.00
	SUCCESS	- do-	1.00
	Women Education	Chandigarh	14.78
	Supply of Text books & Stationery	Daman & Diu	0.25
	RCH-II Flexible Pool	DH&FW	1725.00
	Rural Family Welfare Services	DH&FW	1934.00
	Contraception	DH&FW	385.00
	Reproductive & Child Health Project	DH&FW	215.99
	Rural Housing – Indira Awas Yojana (IAY)	DRD	4040
	Nutritional Programmes for adolescent Girls	Transfer to UT Government	2.03
	Nutrition	A&N Islands	1.28
	Nutritional programme for adolescent girls	Chandigarh	0.80
	Nutritional programme for adolescent girls	Dadra and Nagar Haveli	0.52
	Nutritional programme for adolescent girls	Daman & Diu	0.32
	Special nutrition programme for women	Lakshadweep	0.03
Economic Services Employment	Hostels for Working Women	MW&CD	15.00
	Engaging women employees on contract basis	MHA	0.10
	Training institutions under States	DH&FW	91.67

Training Economic empowerment	Research study on crime, training in CDTS	MHA	0.19
	Women Component Plan	DST	40.00
	Support to Training & Employment Programme	MW&CD	20.00
	NRC for women in Agriculture	DARE	1.55
	AICRP on Home Science	DARE	3.75
	Biotechnology Programme for women	DB	5.00
	Women and renewable energy development	MNRE	0.11
	Other schemes for training, hostels for working women, share capital for women development corporation	Chandigarh	2.87
	Kishori Shakti Yojna & other schemes	Dadra & Nagar Haveli	0.09
	Rashtriya Mahila Kosh	MW&CD	12.00
	Swayamsidha	MW&CD	50.90
	Priyadarshini	MW&CD	10.00
	Regulatory Services & Awareness Generation	National Commission for Women	MW&CD
3 rd Women National Conference for Women in Police (BPR&D)		MHA	0.10
Awareness campaign, counseling and legal assistance for Indian women facing problems in marriages with NRI's		MOIA	2.0
Gender Budgeting		MW&CD	3.00

Abbreviations:

MSJ&E :	Ministry of Social Justice & Empowerment
MW&CD:	Ministry of Women & Child Development
MHA :	Ministry of Home Affairs
DH&FW:	Department of Health & Family Welfare
DRD :	Department of Rural Development
DST :	Department of Science & Technology
DARE :	Department of Agricultural Research & Education
DB :	Department of Biotechnology.
MNRE :	Ministry of New & Renewable Energy
MOIA :	Ministry of Overseas Indian Affairs
MTA :	Ministry of Tribal Affairs
MYAS :	Ministry of Youth Affairs and sports

Union Territories of Chandigarh, Lakshadweep, A& N Islands, Dadar & Nagar Haveli, Daman & Diu.

Table 3: Some of the Schemes included in Part A of the Statement 20 in the Expenditure Budget Vol. 1 (2007-08)*

Scheme	Allocation in 2007-08 (B.E.)	Nature/Objective of the Scheme (as stated in Expenditure Budget Vol.2 (2007-08))	Targeted Section of Beneficiary
1. Rural Housing Indira Awas Yojana (IAY)	4040.00	The objective of IAY is primarily to provide assistance for construction of dwelling units and up gradation of existing unserviceable kutcha houses for Scheduled Castes/Scheduled Tribes and non-SC/ST rural families living below the poverty line. A minimum of 60% of the funds under the scheme are earmarked for assistance to SC/ST families living below poverty line.	Rural families living below the poverty line with special emphasis towards SC/ST families
2. Rural Family Welfare Services	1934.00	Scheme provides comprehensive primary health care services at the grass root level by establishment of sub-centres. Sub-centres are for every 5000 rural populations (3000 population in the tribal and hilly areas). The sub-centres have mainly promotive and educative functions relating to maternal & child health, family welfare, nutrition, universal immunization, diarrhea control and communicable disease programme.	Rural and Tribal population with special focus on women and children
3. RCH-II Flexible Pool	1725.00	The RCH flexible pool supports decentralized planning and flexible programming by the states including development of state and district level Projects Implementation Plans (PIPs) with a focus on outcomes particularly relating to vulnerable sections, and community based monitoring & evaluation	Women and children
Reproductive and Child Health Project	215.99	Under the scheme, supplies of drugs, equipments and other consumables are made to sub centres, PHCs, as appropriate for providing maternal and child health care.	Women and children
4. Training Institution under State	91.67	The success of Family Welfare Programmes depends, to a large extent, upon the availability of qualified, trained and dedicated workers. Training at various levels is imparted through the network of Training centres and schools.	Workers involved in implementation of FW scheme.

* Framework as given in Gender Budgeting Statement: Misleading and Patriarchal Assumptions by Subrat Das and Yamini Mishra (EPW, July 29, 2006).

Table 4: India's global position on human and gender development

Country	Human development index (HDI)		HDI Rank		Gender development index (GDI)		GDI Rank	
	2000	2004	2000	2004	2000	2004	2000	2004
Norway	0.956	0.965	1	1	0.941	0.962	3	1
Australia	0.947	0.957	5	3	0.956	0.956	1	3
Sri Lanka	0.747	0.755	89	93	0.737	0.749	70	68
China	0.730	0.768	96	81	0.699	0.765	77	64
Indonesia	0.682	0.711	110	108	0.678	0.704	91	81
India	0.577	0.611	124	126	0.560	0.591	105	96
Pakistan	0.511	0.539	138	134	0.468	0.513	120	105
Bangladesh	0.510	0.530	145	137	0.468	0.524	121	102
Nepal	0.500	0.527	142	138	0.470	0.513	119	106
Mozambique	0.364	0.390	170	168	0.307	0.387	144	128
Niger	0.268	0.311	172	177	0.263	0.292	146	136

Source: UNDP Human Development Report (HDR) 2002 & 2006

Table 5: Status of Some Socio-Economic Indicators

	Average/All India		Best State	Worst State
	Around 1990	Recent Year	Recent Year	Recent Year
Per Capita Net National Product: (Rs. per person at 1993-94 Prices) ¹	7321	11799	16679	3557
Consumption Poverty: Head Count Ratio (%) ²	36.0	27.8	5.2	46.5
Literacy (age 7 +) Male: ³	64.1	75.3	94.2	59.7
Literacy (age 7 +) Female : ⁴	39.3	53.7	87.7	33.1
Attending Elementary Schools (6-14 years) ⁵	55.3	71.1	103.1	55.8
Child Sex Ratio (0-6 year olds): (female/1000 males) ⁶	945	927	975	793
Infant Mortality Rate: (2003) (Per 1000 live births) ⁷	80	60	11	83
Maternal Mortality Rate: (1997) (Per 1000 live births) ⁸		4		
Undernourished Children: (1998-99) ⁹				
	Weight-for-age	47.0	20.6	55.7
	Height-for-age	45.5	18.1	55.5
	Weight-for-height	15.5	4.8	24.3

Source: Approach to the 11th Plan document

¹ For the years 1990-91 and 2003-04

² The poverty estimates given are for 1993-94 and the latest estimates based on the NSS 2004-05 survey which is comparable with 1993-94.

³ Calculated from information based on Census 1991 and 2001

⁴ Calculated from information based on Census 1991 and 2001

⁵ Calculated from information based on Census 1991 and 2001

⁶ Calculated from information based on Census 1991 and 2001

⁷ Based on SRS

⁸ Based on SRS

⁹ Percentage below 2 standard deviation from the mean of an international reference population

Chart 1: Categorization of specifically targeted programs (100% allocation) for women: Union Budget 2007-08

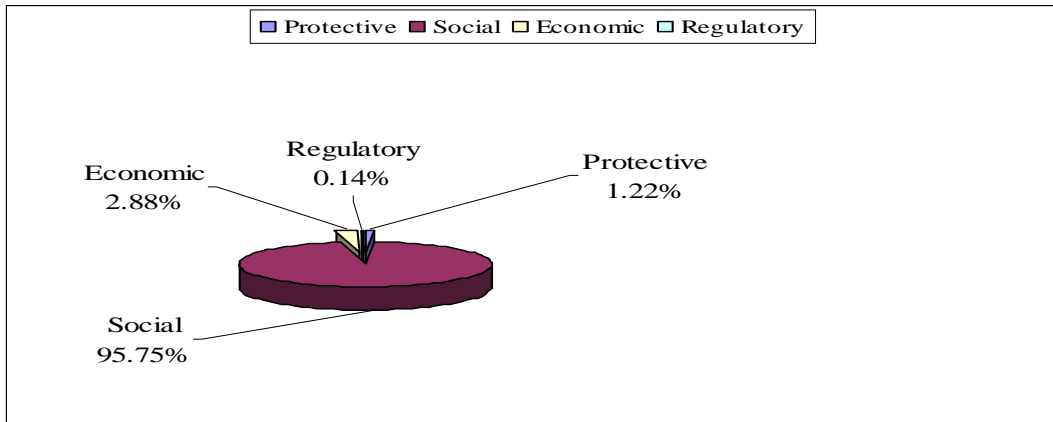
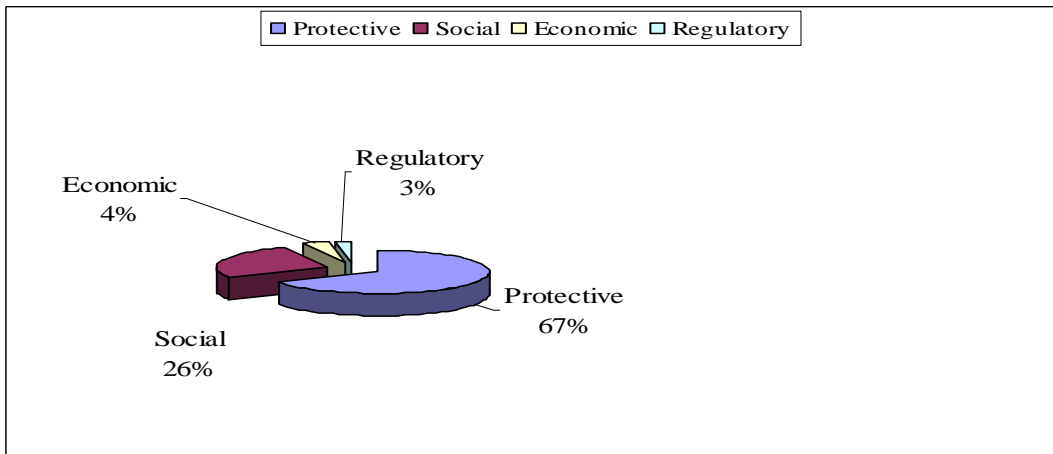


Chart 2: Categorization of specifically targeted programs for women: Union Budget 2003-04



Source: Lekha Chakraborty, Macroscan 2003

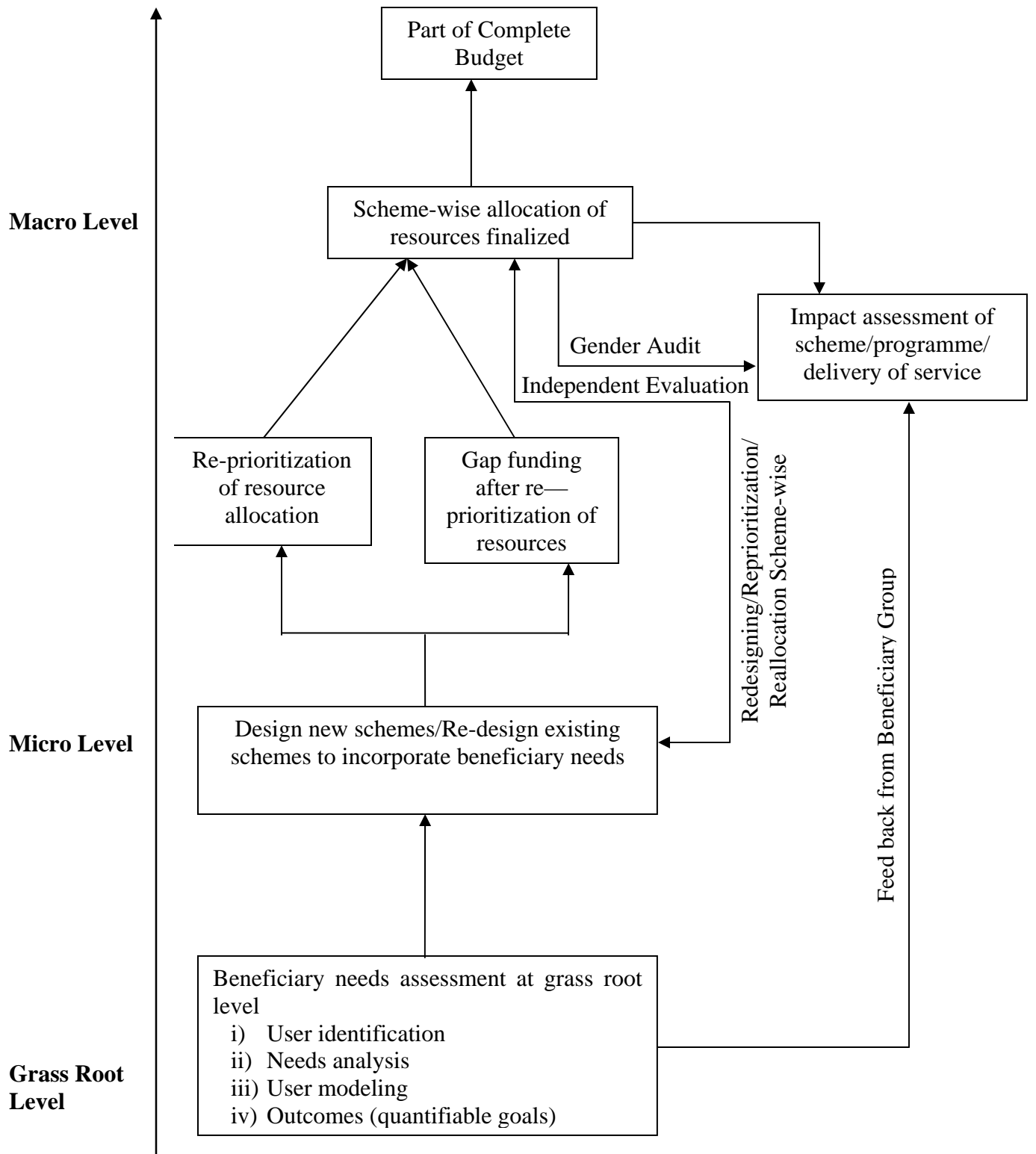


Chart No.3: **Gender Budgeting Continuum model**

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