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Introduction
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INTRODUCTION

"Half the population is the women's population, i.e. Half the Talent, Half the Progress, and Half the Development."

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Women form valuable human resource for the nation and their socio-economic status plays important role in the sustainable growth of an economy. There exists great potential in women, their potential hidden power is to be utilized for which their status in the society must be improved and they must be strengthened in all the spheres of life. Thus, the need of the hour is women empowerment for the growth and development of the economy. Empowerment is the slow but a complex and most frequently used term in developing dialogue today. It is also the most nebulous and widely interpreted concept, which has simultaneously become a tool for analysis and also an umbrella concept to justify development intervention. Empowerment literally means "to enable". It refers to the accessibility and control over the existing resources that include material, human and intellectual aspects. Since 1970's, the feminist literature and the gender and development discourses have shed considerable light on the concept of empowerment. In 1970's and 1980's, the third world feminist used the concept of empowerment to address the issue of the gender differences that exist in the control and distribution of resources. In 1990's the use of the concept of empowerment was more inclusive. According to Srilatha Battiwal, "empowerment is the process of challenging existing power relation and of gaining greater control over the source of power". Empowerment is manifested as a distribution of power, whether between nations, classes, castes, races, gender or individuals. In addition to different levels of empowerment, the 1990's trend was also toward a synthesis of power over resources and power to make a decision. This definition of empowerment is captured effectively in the definition of empowerment in the UN System. It includes the following components
➤ Women’s sense of self worth

➤ Their right to have the power to control their own lives, both within and outside the home.

➤ Their right to have and to determine choices.

➤ Their ability to influence the direction of social change to create a more just social and economic orders, nationally and internationally.

Women Empowerment matters as an instrument for development. It can enhance economic efficiency and improve other development outcomes in three ways. First, removing barriers that prevent women from having the same access as men to education, economic opportunities, and productive inputs can generate broad productivity gains all the more important in a more competitive and globalized world. Second, improving women’s absolute and relative status feeds many other development outcomes, including those for their children. Third, levelling the playing field–where women and men have equal chances to become socially and politically active, make decisions, and shape policies—is likely to lead over time to more representative, and more inclusive, institutions and policy choices and thus to a better development path.

Misallocating women’s skills and talent comes at a high economic cost. Gender equality can have large impacts on productivity. Women now represent more than 40 percent of the global labour force, 43 percent of the agricultural workforce, and more than half of the world’s university students. For an economy to be functioning at its potential, women’s skills and talents should be engaged in activities that make the best use of those abilities. When women’s labour is underused or misallocated—because they face discrimination in markets or societal institutions that prevent them from completing their education, entering certain occupations, and earning the same incomes as men—economic losses are the result.
1.1 Women Empowerment

The term “Empowerment of Women” refers to the process of strengthening the hands of women who have been suffering from various disabilities, inequalities and gender discriminations. It refers to the process of providing power to women to become free from the controls of others, i.e. to assume power to control her own life and to determine her own conditions. It could also be understood as the process of providing equal rights, opportunities, responsibilities and power positions to women so that they are able to play a role as par with men in the society. Thus, women empowerment means: self-esteem, self-reliance, and her rights of herself. It involves many things which include- economic opportunities, social equality, good health, personal rights, educational opportunities etc.

For some, the empowerment of women is an active multi-dimensional process which enables women to realize their full identity and powers in all spheres of life. For others, empowerment represents the ability of women to handle responsibilities, to envision a better future and to work to overcome the obstacles that confront them. Empowerment can be measured by using selective indicators, such as an active contribution in the household, the workplace and the community. Although the participation of women in the paid labour force and female enrolment in education has increased considerably over the last few years, gender disparities still exist in the world. The promotion of women empowerment as a development goal is based on a dual argument: (a) that social justice is an important aspect of human welfare and is intrinsically worth pursuing; and (b) that women empowerment is a mean to other ends. The goals of women empowerment are:

➢ To challenge patriarchal ideology, i.e. male dominate and women’s subordination.
➢ To transform the structures and institutions that reinforces and perpetuates gender discrimination and social inequality.
➢ To enable poor women to gain access to and control of, both material and informational resources.

In order to create more gender equality and alleviate poverty among women in both urban and rural settings, scholars and field practitioners have recognized the importance
of empowering women. Mayoux (2000) defines empowerment as a process of change in power relations that is both multidimensional and interlinked. She has laid out a framework (given below in box 1.1) that is useful for developing strategies for women’s empowerment.

**Box 1.1: Framework for Women’s Empowerment in Different Spheres of Life**

**Power Within:** enabling women to articulate their own aspirations and strategies for change.

**Power To:** enabling women to develop the necessary skills and access the necessary resources to achieve their aspirations.

**Power With:** enabling women to examine and articulate their collective interests, to organize, to achieve them and to link with other women’s and men’s organizations for change.

**Power Over:** changing the underlying inequalities in power and resources that constrain women’s aspirations and their ability to achieve them.

*Source: Mayoux, 2000*

The extent of empowerment of women in the national hierarchy is determined largely by the three factors – her economic, social and political identity and their weightage. Besides that the religious factor also plays an important role in the process of empowerment of women in India. These factors are deeply intertwined and interlinked with many cross cutting linkages which imply that if efforts in even one dimension remain absent or weak, outcomes and momentum generated by the other components cannot be sustained as they will not be able to weather any changes or upheavals. It is only when all the four factors are simultaneously addressed and made compatible with each other, then only the woman can be truly empowered. Therefore, for holistic empowerment of the woman to happen - social, economic, political and religious aspects impacting a woman’s life must converge effectively.

Women’s empowerment is typically discussed in relation to political, social and economic empowerment, but the economic empowerment of women has received
particular attention and is often cited as one of the most important ways to promote gender equality, reduce poverty and improve the well-being of not only women, but children and societies. Economic empowerment includes women’s participation in economic activities as well as women’s economic decision-making and power. Employment, specifically paid employment, is seen as the fundamental component of economic empowerment. The assumption that there is a link between employment and women’s empowerment, both in terms of economics and gender relations, is widely accepted and supported by NGOs, multi and bilateral organizations and by academics and development workers around the globe. According to UNESCAP report 1999,

Economic empowerment constitutes one of the fundamental building blocks in efforts towards the overall empowerment of women. Participation in formal economic activities on terms and conditions which reflect the productive capacity of women, and their control over their own incomes, are some of the important dimensions of economic empowerment... Access to earned income improves women's position within the household substantially, gives them greater control over the distribution of such earnings and household resources, and generally improves their status and strength in society as well as their own self-esteem. The ability to earn income from outside and to engage in activities other than household-oriented ones can lead to significant social change in the long run. Where women are generally denied the ownership of property and control over assets, the ability to earn outside income can become an important instrument for the transformation of gender relations and challenge many traditional modes of social and economic relations.

In the first twenty years following independence, Indian policy makers were primarily concerned with overall economic growth of the country. The third decade of independence witnessed an increasing concern for equity and poverty alleviation. But, gender issues not had given much attention. As a result, policies and programmes specifically aiming at women were limited in scope and resources. It is only in the last twenty years, that it became evident that though women constitute an overwhelming majority of poor and that programmes of economic and social development are structurally biased in favour of men. This biasness is now being openly acknowledged and corrective policies and programmes are being formulated, which calls for a
systematic gender and development approach. Change in the focus and target group compelled the variety of approaches used to take some different forms. This leads to shifts in approaches for women, which are as follows:

- **WELFARE APPROACH** - a top down approach which takes women as passive recipients rather than active participants and decision makers and considers that women are the deprived section of the society urging for help.

- **EQUALITY APPROACH** - it dates from the mid 1970’s. It highlights contributions of women in economic, other spheres, equal opportunity and justice along with resources and support to women.

- **THE ANTI POVERTY APPROACH** - it recognizes that women are the poorest of the poor. It encourages small scale income generation projects.

- **EFFECTIVENESS APPROACH** - it takes into consideration the gender division of labour and social responsibilities of women with major objective to mobilize women.

- **DEVELOPMENT APPROACH** - it takes into consideration the social aspects of women's development.

- **EMPOWERMENT APPROACH** - women here are given the right to make their own decision about development strategies and integrated to lead the completed development of the society.

In the last five decades, the concept of women empowerment has undergone a sea change from welfare oriented approach to empowerment approach. It has been understood as the process by which the powerless gain greater control over the circumstances of their lives. Empowerment particularly includes control over resources and ideology. According to Sen and Batliwala (2000) it leads to a growing intrinsic capability, greater self-confidence, and an inner transformation of one’s consciousness that enables one to overcome external barriers. This view mainly emphasizes on two important aspects. Firstly, it is a power to achieve desired goals, but not a power over others. Secondly, idea of empowerment is more applicable to those who are powerless—whether they are male or female, or group of individuals, class or caste. Though the concept of empowerment is not specific to women, yet it is unique in that and it cuts
across all types of class and caste and also within families and households (Malhotra et al, 2002). "Women Empowerment is also defined as a change in the context of women’s life, which enables her increased capacity for leading a fulfilling human life. It gets reflected both in external qualities viz. Health, mobility, education and awareness, status in the family, participation in decision making, and also at the level of material security and internal qualities ( viz. Self-awareness and self-confidence) [Human Development in South Asia (2000) as quoted by Mathew (2003)].

In the background of Women’s Empowerment Year 2001, gender diagnosis in India aims at the analysis of various indicators through gender lens including access to resources such as education and health and participation in economic activity. The objective was to determine the specific nature of the gender situation in the country to design appropriate remedial interventions. Gender inequalities in access to education, health care and nutrition can lead to capability deprivation and adversely affect productivity, efficiency and economic growth. The principle of gender equality is enshrined in the Indian Constitution in its Preamble. Fundamental Rights and Duties. The Constitution not only grants equality to women but also empowers the State to adopt the measures of positive discrimination in favour of women. Within the framework of a democratic policy, our laws, development policy, plans have aimed at women’s advancement in different spheres. The scenario in India has been changing slowly. The process of empowerment of women seeks that a proper concentration should be paid on the programmes, schemes in the area of education, health, employment, rural and urban development through which women can be made aware enough develop themselves in terms of capacity and capabilities to make them to face violence, discrimination etc. government of India has enacted many laws and legislations to safeguard the interest of women and protect them from any harassment and exploitation. Such laws are outlined in the Box 1.2.
BOX 1.2: IMPORTANT LAWS AND LEGISLATIONS RELATED TO WOMEN

Article 14 - Men and women to have equal rights and opportunities in the political, economic and social spheres.

Article 15 (1) - Prohibits discrimination against any citizen on the grounds of religion, race, caste, sex etc.

Article 15(3) - Special provision enabling the State to make affirmative discriminations in favour of women.

Article 16 - Equality of opportunities in matter of public appointments for all citizens.

Article 39 (a) - The State shall direct its policy towards securing all citizens, men and women, equally, the right to a means of livelihood.

Article 39 (d) – Equal pay for equal work for both men and women.

Article 42 - The State to make provision for ensuring just and humane conditions of work and maternity relief.

Article 51 (A) (e) – To renounce the practices derogatory to the dignity of women.

Equal Remuneration Act, 1976- For equal pay to men and women for equal work.

Hindu Marriage Act, 1955 (amended in 1976) - Provides the right for girls to repudiate a child marriage before attaining maturity whether the marriage has been consummated or not.

The Marriage (Amendment) Act, 2001 amended the Hindu Marriage Act, Special Marriage Act, Parsi Marriage and Divorce Act, the Code of Criminal Procedure providing for speedy disposal of applications for maintenance; the ceiling limit for claiming maintenance has been deleted and a wide discretion has been given to the Magistrate to award appropriate maintenance.

The Immoral Traffic (Prevention) Act, 1956 (amended and renamed in 1986) – It makes the sexual exploitation of male or female, a cognizable offence. It is being amended to decriminalize the prostitutes and make the laws more stringent against traffickers.
The Dowry Prohibition Act, 1961 – It made women’s subjection to cruelty a cognizable offence. The second amendment brought in 1986 makes the husband or in-laws punishable, if a woman commits suicide within 7 years of her marriage and it has been proved that she has been subjected to cruelty. Also a new criminal offence of ‘Dowry Death’ has been incorporated in the Indian Penal Code.

Child Marriage Restraint Act, 1976 – It raises the age for marriage of a girl to 18 years from 15 years and that of a boy to 21 years and makes offences under this Act cognizable.

Medical Termination Pregnancy Act, 1971 - It legalises abortion by qualified professional on humanitarian or medical grounds. The maximum punishment may go upto life imprisonment. The Act has further been amended specifying the place and persons authorized to perform abortion and provide for penal actions against the unauthorized persons performing abortions.

Indecent Representation of Women (Prohibition) Act of 1986 and the Commission of Sati (Prevention) Act, 1987 - Enacted to protect the dignity of women and prevent violence against them as well as their exploitation.

The Protection of Women from Domestic Violence Act, 2005 - Provides effective protection of the rights of women guaranteed under the Constitution who are victims of violence of any kind occurring within the family and for matters connected therewith or incidental thereto. It provides for immediate and emergent relief to women in situations of violence of any kind in the home.

The Hindu Succession Amendment Act (HSAA) of 2005 – It brings all agricultural land on par with other property. This makes Hindu women’s land inheritance rights legally equal to men’s across states, overriding any inconsistent State laws.
1.2: Gender Budgeting

The Government budgets that constitute one of the most important instruments such as policies through taxation and expenditure allocation can affect differently the different sections of the population. Legacies of adverse intra household gender relations inhibit women from playing their rightful role, contributing to the economy, and getting their due share of the economic benefits in many countries, particularly developing ones. Gender budgeting or analysis of the impact of policies and the budget for women, who constitute nearly a half of the population, is being done by many countries all over the world. Around the world, gender budgeting tends to focus on women because: nearly two-third of the illiterate people in the world are women, seventy per cent of the 130 million children who are out of schools are girls, women are under-represented in decision making in both government and business sectors, especially at senior level, women’s ‘economic work’ continues to be very different in nature from men’s. Women are engaged in less formal, lower status type of work and continue to receive less pay than men for the same work, women also continue to do most of the unpaid work of bearing, caring and rearing of children and other citizens.

The budget appears to be gender-neutral. Public expenditure and revenue are not intrinsically gendered. But, gender neutrality should not allow the budgetary policies to ignore gender specific needs. Budgetary policies can have differential impacts on men and women because of the systematic difference between the sexes in relation to the economy. Budgets impact women lives in various ways. It directly promotes women's development through the allocation of budgetary funds for women's programs and reduces opportunities for the empowerment of women through budgetary cuts. Structural adjustment programmes and globalisation policies have directly increased women unpaid work burden, thereby increased women – provided subsidy in the economy. Hence, women have high stakes in preventing an increase in the proportion of indirect taxes on essential commodities and in budgetary provisions to guarantee food security and health care. Since the mid 1980's attempts have been made to integrate a gender perspective into national budgets. Initially the initiatives were called women's budget; later these were called gender budgets to reflect the ongoing shifts from a focus on women in the
focus on gender and the relations between women and men. Another commonly used term is Gender Sensitive Budgets. Recently, there has been a broader use of the term Mainstreaming Gender perspectives into national budgets, which seems a more appropriate term since the objective is not to produce a separate budget for women but to incorporate relevant gender perspectives into the national budget processes. Gendering the budgets is not meant to bargain for larger share of the resources for women or to create a separate budget for them. The aim is to analyze the budgetary expenditures from gender perspectives (Menon, 2002).

A gender-sensitive budget aims at examining the budgetary resource allocation through a gender lens. It is not a separate budget for women; rather it is a dissection of the government budget to establish its gender-specific impact and to translate gender commitments into budgetary commitments. It also examines the gendered incidence of budgetary policies for effective targeting of public spending and offsetting any undesirable gender-specific consequences of previous budgetary measures. It has been defined in various documents on the subject. According to Sharp Rhonda (1999), Gender Budget is a dissection of the government budget to establish its gender-differential impacts and to translate gender commitments into budgetary commitments. It has also been defined as “gender budget initiative analyse 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 in their burdens. The impact of government budgets on the most disadvantaged groups of women as a focus of special attention.” (IDCR 2001).

The term gender budgeting has become a catch all phrases to describe various government initiatives that seek to address gender issues in the domain of public expenditure and policy. Gender Sensitive budgets, gender budgets and women budget refer to a variety of processes and tools aimed at facilitating an assessment of the gendered impacts of government budgets. In the evolution of these exercises, the focus has been an auditing government budget for their impact on girls and women. This has meant that to date, the term Women’s Budget has gained widest use. Recently, however, these budget exercises have begun using gender as a category of analysis so the terminology gender sensitive budget is increasingly being adopted. It is important to recognize that Women’s budget or
gender sensitive budget are not a separate budgets for women or for men. They are attempting to break down or desegregate; the government’s budget according to its impact on women and men with cognizance being given to the society’s underpinning gender relations. (Sharp, Rhonda.1999)

Gender budgeting stress reprioritization rather than an increase in overall public expenditure and in particular, the reorientation of programmes within sectors rather than changes in the overall amounts allocated to particular sectors. Moreover, one of the key thrusts of a gender-sensitive budget is to ensure a greater visibility of the care economy in fiscal policy measures and its inclusion in a system of satellite accounts into the National Accounts System. In other words, gender budgeting manifests a conspicuous gender lens to budgetary resource allocation; with a greater visibility of women’s unpaid work and its inclusion in a system of satellite accounts into the National Accounts System. Gender budgeting initiatives are a methodology and a set of tools and processes designed to facilitate the application of gender analysis in the formulation of government’s budgets and the allocation of budgetary resources. The objective is to enhance the formulation of fiscal policy and measures by providing a mechanism for ascertaining their impacts on women, men, girls and boys. The initiatives is neither a separate budget, nor a strategy to deliberately increase government spending on social programmes, but an instrument to enhance efficiency in utilizing and targeting available budgetary resources for the construction of a fairer and equitable society. It involves analysis of any form of public expenditure, or method of raising revenues from a gender perspective. It includes analysis of gender targeted allocation (e.g. special programmes targeting women); disaggregated by gender, the impact of mainstream expenditures across all sectors, services and review of equal opportunities, policies and allocations within government services. Gender extensive budget initiatives can highlight the gap between policy statements and the resources committed to their implementation, ensuring that public money is raised and spend in more gender equitable ways.

1.3: The Scope of Gender Budgeting

Gender budgeting expands our concepts of the economy to include things that are not usually valued in money. In particular, gender budgeting recognises the unpaid care
economy - the work that mainly women do in bearing, rearing and caring for their families and the people in our society. Gender budgeting recognises that unless this unpaid care work is done, the economy will not function effectively and people’s well-being will be very negatively affected. Government, therefore, needs to find ways of supporting those who do this unpaid care work, lessening their burden and ensuring that the work is done well. Gender budgeting should, however, not be confined to the ‘social’ or ‘soft’ areas such as education, health and welfare. Gender budgeting is a tool for gender mainstreaming in the development process as a whole. As such, it needs also to be applied in areas such as agriculture, power, defence, commerce and IT where the implications may not be immediately apparent. Generally, budgeting involves four components:

➢ The budgetary allocation of resources to various heads

➢ The actual government outlays on various heads

➢ An accounting of how resources are utilised for particular purpose; and

➢ An evaluation of the effectiveness of the resources utilised in delivering the intended results

Gender budgeting involves looking at all the four components from the point of view of women as beneficiaries. While many public goods and services like defence are not amenable to gender partitioning, many others have differential impact on the two sexes. The existing practice of budgeting does not pay any special attention to the impact of budgets for women. Studies on Gender and Development, all over the world have highlighted one common point: "Irrespective of other factors, there is always a significant difference in the outcomes for women and men, in the process of development." Government Budgets are by themselves, never gender-neutral, in the sense, government’s expenditures and revenues never impact women and men in an equal manner. Gender Budgeting exercises, undertaken in various countries, have attempted to answer the following kind of questions:

➢ What are the Plan priorities of the government, as revealed by the relative allocations made by it to different sectors or functions in its annual budgets?
Has the allotted amount for each of those measures been spent in that year?

How equitable was the actual distribution of expenditure under schemes that were supposed to equally benefit persons of both genders?

1.4: Global Scenario of Gender Budgeting

Worldwide, there is a growing recognition regarding the need for a fundamental rethinking of macro policy framework from a gender perspective. United Nations Conferences of 1990’s have affirmed a global consensus with regard to transformative approaches to macro policy in Sustainable Human Development paradigm, which takes gender equality along with poverty eradication, environmental regeneration, sustainable livelihoods and employment creation and democratic governance as its corner stone’s. A logical entry point to such people mattered macroeconomic policy framework can be ‘gender-aware, pro-poor and environment sensitive’. The United Nations Fourth World Conferences on women generally referred as the Beijing Conferences (1995) and the subsequent Beijing Platform for Action contributed to the emergences of an integrating a gender perspective in all policies and their budgetary dimensions. In September of the year 2000, leaders of 189 countries met at the United Nations in New York and endorsed the Millennium Declaration, a commitment to work together to build a safer, more prosperous and equitable world. The Declaration was translated into a road map setting out eight time bound and measurable goals to be reached by 2015, known as the Millennium Development Goals. These goals are arguably the most politically important pact ever made for international priorities across a very broad range, including, poverty, education, gender, health, environment and international partnership. Around the world, the population of women in developed and developing countries is not negligible. Women are considered as the backbone in the process of growth and development of the country. Therefore, considering this aspect, the UN Millennium Declaration gives emphasis on the development of women and set up a separate goal in order to enhance the status of women in the world. Thirteen years into the new millennium, the global community and the United Nation (UN) are busy with reviewing the Millennium Declaration and the race of the nations to attain their Millennium Development Goals (MDGs). Many countries around the world are part of this venture and making an
independent assessment of their country situation. In order to monitor the progress towards goals and targets, the United Nations System, including the World Bank, the IMF and other agencies came together and agreed on 48 quantitative indicators for monitoring the progress.

(a) Australia

Australia was the pioneer in developing a gender sensitive budget statement. Australian women’s budget started in the mid 1980’s soon after the Labour Party came into power. The Australian women’s budgets were produced inside government. They were coordinated by the women’s machinery, but required a lot of work from all other ministries. In 1984, a comprehensive assessment of gender differential implications of the Federal Budget was introduced in Australia. After the change in government in Australia in the mid 1990’s; the new government was not so interested in women and gender. The Australian approach has three ways categorization:

- Gender-specific Expenditure
- Equal Opportunity Expenditure for Civil Servants; and
- General Expenditure in terms of its gender imparts

(b) South Africa

The idea of looking at budgets from a gender perspective was raised during the negotiations that led up to South Africa’s first democratic elections in 1994. The first Women’s Budget Initiatives (WBI) was set up in mid-1995. In the first year the WBI analysed six national departments/ministries, as well as public sectors employment and taxation. The WBI argues simply for “More for Women”. Thus, South Africa provides an example of comprehensive research coverage of all sectors and all levels of governments. It is to be noted that a parallel initiatives had begun in 1997 within the Department of Finance, as a pilot for the Commonwealth initiatives to integrate gender perspective into expenditure policy. The South Africa adopted a five step approach for gender budgeting. The five steps are:
➢ Analyzing the situation of women, men, girls and boys
➢ Assessing the gender-responsiveness of polices
➢ Assessing budget allocations
➢ Monitoring spending and service delivery, and
➢ Assessing outcomes

(c) United Kingdom

In the United Kingdom, Women’s Budget Group is spearheading the process of gender sensitive budget analysis. Their core recommendation to the United Kingdom Government is the inclusion of a comparative “gender impact statement” published with every Budget and Public Expenditure White Paper. The Women’s Budget Group argued successfully that Working Families Tax Credit (WFTC) in the United Kingdom should be reinforced to make it more effective by splitting it into two separate tax credits, Employment Tax Credit (ETC) and Integrated Child Credit (ICC). This is to reorient the employment incentives effects in such a manner to target both men and women equally, so that work pays equally well for both sides and that a sharing of caring and earning roles between parents are encouraged.

(d) Canada

In Canada, though there are no formal guidelines regarding gender budgeting. However, Human Resource Development Canada (HRDC) is committed to implementing a gender based analysis (GBA) as a part of their policy and programme development process. In the backdrop of its international Commitment to the Platform for Action initiatives, the government of Canada adopted the Federal Plan for gender equality (1995-2000). This Federal Plan was prepared through the collaboration of 24 Departments and agencies, led by “Status of Women Canada” (SWC).

(e) Sri Lanka

Gender Budgeting initiatives in Sri Lanka have two phases. Sri Lanka joined the Commonwealth countries pilot project in 1997, which was the first phase. The initial gender sensitive budget analysis in Sri Lanka was co-ordinated by the Department of National Planning. It focused on the portfolios of health, education, public sector
employment, agriculture, industry and social services. The second phase of study initiated in December 2002 categorized the financial inputs from a gender perspective with special reference to the Ministries of Women’s Affair. Sri Lanka was the Commonwealth Secretariat pilot. The Ministry of Women’s Affair’s was happy with the position given to the resource constraints of their ministry. The initiatives as a whole were coordinated by the Budget Department of the Ministry of Finance under the leadership of a committed gender activist and economist.

(f) Philippines

In the Philippines it started with Gender and Development Budget in 1995. The Philippines Government placed 5 per cent additional budget on all projects precisely for the purpose of targeting gender issues. The Philippines Gender and Development (GAD) budget was inspired by Australia’s Women’s Budget. Like Australia’s, the initiative is centered inside government and led by the gender machinery in the form of the National Commission on the Role of Filipino Women (NCRFW). But unlike initiatives elsewhere, the GAD budget as introduced in 1996 is very specific as to what is required. It states that every government-related agency must allocate at least five per cent of its budget for gender and development. The first GRB related legislation, Republic Act (RA) 7192 of 1992, specified only that a certain portion of official development assistance was to be spent on women-related programmes and projects. The 1996 measure extended this to all government agencies. Further developments have subsequently taken place. Since 1998 all agencies have been required to formulate GAD plans and submit these to the NCRFW for approval.

(g) Switzerland

In March 1994 the trade union of public employees commissioned a study on the direct and indirect impact of cutting the budget deficit on women. The study, published in both full and more popular form (Bauer and Baumann, 1996), was undertaken by a social and labour studies unit and co-financed and co-edited by the trade union and the Swiss Conference of Equal Opportunity Officers (EOO). The study analysed three issues in respect of public funding:
Effects on employment of women and men both in the public sector and beyond;
Effects on women and men as beneficiaries of state services; and
Effects on non-paid work of women.

The study was disseminated through meeting at the cantonal and communal level, within parties and trade unions and at EOO meetings. Since the first study, there has been a range of national, cantonal and communal level initiatives started by women’s groups, EOOS, MPs and trade unionists. The Swiss gender responsive budgets are strongest where there is support from progressive political parties and parliamentarians, collaboration with and lobbying by women’s organisations, and strong EOOS. The church, and women’s groups within the church, has also become advocates of GRB analysis.

(h) Fiji

Fiji was the Pacific pilot for the Commonwealth’s Secretariat’s programme. Commonwealth support for the Fiji initiative was subsequently postponed following Fiji’s suspension from the Councils of the Commonwealth. There is, however, interest on the part of Fiji civil society organisations. In July 2000 the National Council of Women Fiji issued a statement on the mini budget, which bemoaned the lack of gender specific affirmative action as well as the lack of recognition of the need for peace and national reconciliation. Civil society organisations have also made contact with general budget initiatives in other countries.

(i) Vietnam

The 1999/2000 Vietnamese public expenditure review coordinated by the World Bank, bilateral donors and the government explicitly gave some attention to gender issues. The Netherlands Embassy played a key role in ensuring that this was done and providing support for the innovation. During the exercise there were ongoing tensions as to what mainstreaming of gender into a PER should entail. The Bank interpreted it as largely confined to the impact of expenditure, particularly in the social sectors. Others argued for a broader analysis that included examination of imbalances at the institutional level. During the research stage there were problems when the “non gender” specialists
had difficulty in understanding how to incorporate gender into their analysis. Despite these difficulties, the initiative should bring some concrete results as the Bank and Ministry of Finance have agreed on a timetable for implementation of some of the recommendations, including some gender-related ones.

(j) Zimbabwe

A team of Zimbabwean researchers was funded as part of the Gender and Economic Reform in Africa (GERA) initiative to conduct Gender Responsive Budgeting (GRB) analysis. By mid-1999 the team had done preliminary fieldwork in the form of beneficiary assessments in rural and urban communities on the actual and potential benefits people saw from the national budget process. The team was also interested in the "invisible" transfer of costs imposed by changes in education and health policies. The final report has not yet been submitted to GERA. The Group is particularly concerned about allocations for the health and education sectors. The regional UNIFEM office has been participating in this initiative. The Women’s Action Group and the Gender Forum plan to conduct an analysis of the 2001 budget in the hope that this will stimulate a bigger lobby for gender responsiveness in the 2002 budget process. The Gender Forum was initiated by the UN Gender Working Group and provides the opportunity for individuals and representatives of NGOs, government, UN agencies and other donors working on gender and development to discuss current issues and share experiences.

(k) Tanzania

The Tanzanian GRB activities were initiated by an NGO, the Tanzanian Gender Networking Programme (TGNP). The NGO drew inspiration from both the South African and Australian initiatives. At this stage it is one of the most developed initiatives with activities spanning government and civil society. Work began in September 1997 at a workshop which brought together TGNPOs allies in the other organisations that form part of the Feminist Activism Coalition (FemAct) as well as a few gender activists from government. Over the ensuing years TGNP has undertaken or commissioned research on four national sectorial ministries (Education, Health, Agriculture, and Industries and Commerce), on the central Finance Ministry and Planning Commission, and on the budget process. It has also done some research in selected districts. For most of the
focused on the Plan budget of the Ministries and Departments and limited itself to looking at women-specific sectors. Subsequently, in 2010-11, the Ministry of Women and Child Development discontinued WCP and stressed the move towards Gender Budgeting. The Indian economy on the eve of the Twelfth Plan is characterised by strong macro fundamentals and good performance over the Eleventh Plan period, though clouded by some slowdown in growth in the current year with continuing concern about inflation and a sudden increase in uncertainty about the global economy. Women and children constitute a group which accounts for 70 per cent of the population and deserves special attention in terms of the reach of relevant schemes in many sectors. Hence, the key elements for Gender Equity to be addressed in the Twelfth Five Year Plan can be clubbed under the following:

- Economic Empowerment
- Social and Physical Infrastructure
- Enabling Legislations
- Women’s Participation in Governance
- Inclusiveness of all categories of Vulnerable Women
- Engendering National Policies/Programmes
- Mainstreaming gender through Gender Budgeting

The need for taking up Gender Budgeting was also recognized in the National Policy for the Empowerment of Women, 2001, which observed “Availability of adequate financial, human and market resources to implement the Policy will be managed by concerned Departments...” and that this process will include, among other initiatives, “Assessment of benefits flowing to women and resource allocation to the programmes relating to them through an exercise of gender budgeting.” In this scenario, the Department of Women & Child Development (DWCD) in the Central Government, in collaboration with United Nations Development Fund for Women (UNIFEM), led the initiative for Gender Budgeting at the level of Central Government, an important element of which was the commissioning of a Gender Budgeting study to the National Institute of Public Finance and Policy (NIPFP), New Delhi. In the national Economic Survey for
2000-01, for the first time a separate section on Gender Inequality was included in the chapter on Social Sector. Subsequently, the Gender Budget analysis of Union Budgets done by the NIPFP was incorporated in the Annual Reports of the DWCD. Later on, in the Union Budget for 2005-06, a separate statement on Gender Budgeting was included for the first time, which covered the budget allocations under 10 demands for grants. Union Budget for 2006-07 took this exercise forward, as it presented a Gender Budgeting statement covering 24 demands for grants (under 18 Ministries/Departments of the Central Government). As reported in the Outcome Budget 2006-07 of the Ministry of Women and Child Development (erstwhile DWCD) in the Central Government, Gender Budget cells have been set up in 40 Central Ministries with the primary objective of focusing on flow of funds and benefits to women and to improve the gender sensitivity of the programmes and schemes.

India is one of the 192 countries that have made a commitment to achieve the Millennium Development Goals (MDGs) by 2015. With only one year remaining for this deadline, it is deemed appropriate to review the performance of the countries towards delivering these developmental benchmarks. In this context, this policy brief makes an assessment of the budgetary commitment of the Union Government towards achievement of the MDGs from the perspective of gender. Goal 3 has an explicit focus on gender equality and women’s empowerment; the Goal 5 also addresses gender based disadvantages of women as it aims at improving maternal health. That the Union Government has adopted Gender Budgeting since 2005-06 makes it imperative to ask: how is Gender Budgeting in the Union Government helping the country achieve the MDGs for its women? This brief tries to assess the allocation priorities in the three Union Budgets i.e. from 2008-09 to 2010-11 with the help of the information compiled by the Finance Ministry in the Gender Budgeting Statements (GBS).

Table A.1.1. in the appendix shows that the allocations for women with respect to Goal 1 (reducing poverty and hunger) have gone up from Rs. 26077.87 crore in 2008-09 to Rs. 33871.1 crore in 2010-11 which is an increase of approximately 30 per cent. This increase can be mainly attributed to the introduction of Indira Gandhi Matritva Sahayog Yojana (IGMSY) in 2010 an increase in allocations for the Indira Awaas Yojana (IAY) and Special Central Assistance to Tribal Sub Plan and Scheduled Caste Sub Plan. This
<table>
<thead>
<tr>
<th>Region</th>
<th>Actions</th>
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<tbody>
<tr>
<td>Kerala</td>
<td>• Officially adopted GB in 2008.</td>
</tr>
<tr>
<td></td>
<td>• Gender Budgeting made part of the local government process in 1998. A Gender Budgeting exercise of the State Budget was also conducted in 2008-09.</td>
</tr>
<tr>
<td></td>
<td>• Set up a Gender Advisory Committee in 2008. The reconstituted committee is headed by Minister Social Welfare.</td>
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<td></td>
<td>• Introduced two Flagship programmes for Gender with various Departments on board in 2008. Undertook Gender audit of the two schemes and thereby increased fund allocation. The total budget outlay for women has thus increased from 5.5 per cent of State Budget in 2008-09 to 8.5 per cent in 2010-11.</td>
</tr>
<tr>
<td>Maharashtra</td>
<td>• Officially adopted Gender Budgeting in 2011-12.</td>
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<td></td>
<td>• A Gender Budgeting Cell has also been formed under the Planning Department.</td>
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<tr>
<td>Nagaland</td>
<td>• Officially adopted Gender Budgeting in 2009</td>
</tr>
<tr>
<td></td>
<td>• Set up a Task Force for &quot;Engendering State and District Plans&quot; headed by the Additional Chief Secretary in 2009 with members from Departments of Health and Family Welfare, Finance, Rural Development, Development Commissioner, SIRD, ATI, Nagaland University and Additional Director, Women Development is member secretary.</td>
</tr>
<tr>
<td></td>
<td>• Constituted a Gender Budgeting Cell under Planning and Coordination Department.</td>
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<tr>
<td></td>
<td>• Gender Budgeting is a subject of training calendar of ATI (Administrative Training Institute) and SIRD (State Institute of Rural Development). The Task force also developed a Gender</td>
</tr>
<tr>
<td>State</td>
<td>Achievements</td>
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</tbody>
</table>
| Rajasthan | - Officially adopted Gender Budgeting in 2005-06  
- Set up a High level Committee under the Chairpersonship of Chief Secretary in 2009-10. Principal Secretary Finance, Planning and Women and Child Development are members and Commissioner, Women’s Empowerment is Secretary.  
- Constituted a Gender Cell under Directorate of Women Empowerment to function as Secretariat to High Level Committee as also to undertake capacity building exercises.  
- Gender Desks have been set up in 42 Departments to act as a focal point on gender issues.  
- Introduced Gender Budget Statement as part of the State Budget in 2012-13.  
- Conducted gender analysis of the budgets of 12 Departments. |
| Tripura   | - Officially adopted Gender Budgeting in 2005-06  
- Social Welfare and Social Education Department are the nodal Department.  
- Gender Budget Cells have been formed in the State in 17 Departments.  
- Introduced Gender Budget Statement as part of State Budget 2005-06.  
- The budget allocation in Gender Budget Statement has increased from Rs. 149.82 crores in 2005-06 to Rs. 337.45 crores in 2012-13. |
| Uttrakhand| - Officially adopted Gender Budgeting in 2007-08 |
• Women and Child Development is the nodal Department

• Introduced Gender Budget Statement as part of State Budget in 2007-08.

• Every year more Departments are reporting in the statement with an increase from 18 to 29 Departments between 2007-08 and 2012-13. The corresponding increase in fund allocation has been from Rs. 330 crores to Rs. 2228 crores respectively.

• Department of Women Empowerment and Child Development is the nodal agency for capacity building on Gender Budgeting.

Uttar Pradesh

• Officially adopted Gender Budgeting in 2005-06

• A working group was formed under the directions of Secretary Finance, Planning and Women and Child Development for promoting Gender Budgeting.

• In the first phase 24 Departments were identified for Gender Budgeting.

• Women and Child Development Department are the nodal agency.

Capacity Building

The capacity building initiatives have two distinct phases, 2001–05 and 2006–present. The NIPFP was active in the first phase in training various stakeholders at national and international levels. The second phase of capacity building started in 2006 with a new set of players, within the ministry and outside. The aim of the workshops during this period was to support the capacity building of officials and strengthening the work of gender budget cells (GBC) within sectoral ministries and departments. Since 2008, gender budgeting consultants in the MWCD have provided capacity building on gender budgeting. The GRB consultants placed within MWCD helped to provide support for conducting training for officials in assisting the preparation of gender budgeting
statements, across sectors. The ministry’s Annual Report for 2010–11 reported that over 100 training workshops on gender budgeting was held during this period.

1.7: Objectives of the Study

The major objectives of the present research work are as under:

➢ To analyse the concept of women empowerment and its status in India.
➢ To study the concept and explore the nature of gender budgeting in India.
➢ To examine the allocation of resources for women during different plans in India.
➢ To analyse the budgetary allocation in Union Budgets of India for women.
➢ To examine the global scenario of Gender Disparity Index and factors affecting it.
➢ To identify the factors which facilitate women empowerment in India.

1.8: Hypotheses

For the present study following hypotheses are developed:

H0: Gender Budgeting is not Necessary for Women Empowerment.

H1: Gender Budgeting is Necessary for Women Empowerment.

H0: Women Empowerment is not associated with women status (marital status, occupation, income, literacy and educational qualification).

H1: Women Empowerment is associated with women status (marital status, occupation, income, literacy and educational qualification).

H0: Women Empowerment is not related to father’s/husband’s status (occupation & income).

H1: Women Empowerment is related to father’s / husband’s status (occupation and income).

1.9: Research Methodology

The study is based on primary and secondary data. Secondary data are collected from Census Reports, Five Year Plan Documents, Union Budget Documents, Economic Surveys, Annual Reports of Department of Women and Child Development, Sample Registration System of the Registrar-General of India, National Sample Surveys,
National Family Health Survey and the Central Statistical Organization (CSO). The secondary data collected from the above-mentioned sources is analysed using simple statistical tools such as percentage and ratio proportion. Wherever required, suitable charts, graphs and diagrams are used to clarify further the issues involved in it. A multiple regression analysis is used to identify the factors affecting GDI rank at global level. A sample of 300 women is taken from Aligarh City. With the help of questionnaire information regarding their age, education, occupation, monthly income, harassment etc. is being gathered. By employing Multinomial Logit Model (explained in chapter 6). An attempt is made to identify the factors which help women empowerment.

1.10: Limitations of the Study

There is no empirical analysis to show the causal relationship between gender budgeting and women empowerment at the macro level. Further, it is very difficult to measure directly the extent of women empowerment. Apart from income of women other indicators of women empowerment are qualitative in nature. Therefore, it is very difficult to measure the extent of women empowerment. Because of the non-availability of the data it is difficult to analyse the performance of various women specific schemes. We have taken sample of only 300 women therefore; one may say that it is a thin sample. The Sample consists of two localities of Aligarh City. Most of the respondent belongs to a particular community, namely Muslim women’s. Therefore, the results to the test may be true for this minority community only.