Chapter-2

Review of Literature
—both strategic and practical. This work also provides the critique of different policy approaches to “women in development” from the gender planning perspective. This work shows complexity regarding the definition and use of different policy approaches as many institutions are involved in local, national and international levels. Finally, it is suggested to develop such simple and sufficiently rigorous tools to help the policy makers to clearly understand the implications of their interventions in assisting the third world women.

Kabeer Naila (1992) in her paper has evaluated the usefulness of Cost-Benefit Analysis in gender planning and development. The first part of the article has addressed the capacity of the Cost-Benefit Analysis (CBA) on equity and efficiency grounds that make Cost-Benefit Analysis a genuine tool in bringing women into the central planning process. Several limitations of Cost-Benefit Analysis are also analysed, due to methodological biases of the framework itself as well as out of the political economy of gender in which it has to operate. First limitation is concerned with the conversion of all the costs and benefits concerned with the intended project into commensurable sets of values, which is a very complicated affair. Next is the problem of incommensurables. The paper concludes that Cost-Benefit Analysis is best suited to an interventionist, than participatory projects and preferably related to efficiency rather than equity related objectives and where equity is the goal, to women’s practical needs rather than their strategic gender interests.

Alsop Ruth (1993) in her article draws attention to practical and strategic gender needs and interests, the complexity of gender relations and the difficulties faced by planning interventions whose purpose are to benefit women. The culture reflects and determines women’s relations with men and the way that women perceive themselves. The author has used as case study material from North East India which shows how narrowly applied projects by the State are detrimental for women and their strategic needs are not meet. In order to meet both practical and strategic needs of women the planning machinery should carefully analyse the socially embedded relations between men and women.
Macdonald Mandy (1994) in his book brings together papers from a workshop held at the Cherwell Centre, Oxford, England, May 1993, to promote exchange of information and experiences regarding research on gender planning. This book speaks about the policies, different programmes, institutions and partnerships that are essential to bring women into mainstream. Three keynote papers by Georgina Ashworth, Naiia Kabeer and Sarah White are referred here. These keynote papers address core issues regarding institutionalising gender, a social relations perspective on gender-aware policy and planning, making men an issue in gender planning for the better half. Twelve case studies cover several issues about gender planning in different agencies.

Palmer Ingrid (1995) in her paper gave attention to include gender issues in macroeconomic policies. Gender issues in macroeconomic policy can be approached in two ways. First, to focus on the different outcomes of policy for men and women and on changes that are required to bring about gender equity. Secondly, to examine the implications that gender relations and disparities hold for macroeconomic analysis and policy options. This paper highlights on the second aspect. The author speaks that a space is opening up for a new approach which could combine gender equity and growth, through an emphasis on public finance which supports and is complementary to women's economic activities. There is a need of an "integrated approach" that is, combining social and economic policies with a gender perspective.

Pearson Ruth (1995) in the paper reported a training course conducted in the Caribbean. The training was planned in such a way to integrate gender analysis and macroeconomics, that is, to combine both gender specialists and economic planners. The paper argued that in both North and South of Caribbean region, the development economists have little familiarity with gender issues. Similarly, gender specialists are trained in different disciplines like anthropology, sociology, geography, are not much aware of macroeconomic policies. The five-day workshop was organised to enable the economic planners to understand the significance of gender analysis and to enable the gender specialists to acquire knowledge about the principles, planning, procedures and execution of economic policies. The participants in the workshop were given a set of macroeconomic data, a summary of central government finances, a breakdown of current and development expenditure (by sector). The participants were asked to carry out a
gender audit of the public expenditure and revenue shown in the statistics. They were asked to analyse who had access to public services like health, education, transport, sanitation, etc. Participants from both sides, that is, from gender specialists and economic planner’s side exchanged their views and perspectives to each other. The paper concluded that such one week seminar will not give key role to the Ministry of Women Affair’s in the framing of economic policies, but, this is an important step to give rethinking regarding integration of gender analysis and macroeconomic policies.

Vishwanathan Sujatha (1997) addressed the gender planning in her paper. She thinks that development planning aims at increasing opportunities as well as the ability to get these opportunities. Equality of opportunity for women can be given only if the needs are clearly identified. In order to have an egalitarian development of women in India, gender planning should stress on the following three vital factors, Awareness, Role of Religion and Economic Empowerment. Economic empowerment of women helps to improve the welfare of several households and an increase in women’s income leads to better health and nutrition of children.

Budlender Debbie, Rhonda Sharp and Kerri Allen (1998) in their document expressed the experiences of developing gender-sensitive budgets in several countries. This document thoroughly explains the meanings and terms of gender sensitive budgets and instances of countries which have initiated gender budgets. It also discusses how gender issues arise in a budgetary context. It discussed seven tools or methods which may be used in the gender-sensitive analysis of budgets. The seven tools are, gender-aware policy appraisal, gender-disaggregated beneficiary assessments, gender-disaggregated public expenditure incidence analysis, and gender-disaggregated tax incidence analysis, gender-disaggregated analysis of the impact of the budget on time use, gender-aware medium term economic policy framework and gender-aware budget statement. This document explains how to prepare gender-sensitive budget statement. It provides an initial approach for those governments wishing to undertake a gender-sensitive analysis of their budgets.

Ramachandran Vimala (1998) in her article opines that in the recent years the discussion on the impact of women’s development programmes, special women
components in the development programmes and gender sensitisation of administrators and programme managers has gained tremendous attention. The paper begins with a discussion on the rationale for training on gender sensitisation. Men had control over public spaces and organisations. Exclusive space was created through the creation of women’s cells, departments or projects, as the women’s movement gained strength. Special funds were allocated for her development. The “special spaces” so created cannot instantly wipe the gender gaps existed for several years. Gender sensitisation involves change in attitudes, work culture, etc. Mainstreaming gender suggests a process that is not confined to training alone, it begins with training and has to continue with planning procedure, planning management, resource allocation, appointment procedures, etc. Reviewing the experience of the impact of women’s development or empowerment programmes and modules for training, it is obvious that the gender sensitisation must be integral and central to the programme and integrated at the conceptual, design, implementation and monitoring levels. Fundamental changes in the management of primary health care, basic education, natural resources and public distribution are necessary.

Budlender Debbie and Rhonda Sharp (1998) analysed the expenditure directly allotted to women and girls and found that expenditures specifically targeted to women and girls in Australia made up only less than one per cent of total budget.

Filmer (1999) analysed gender differences in school enrolment using data from 41 countries and found gender inequalities is greater for the rich than the poor. It was also found the similar patterns between the rich and poor for mortality of children under five, where in contrast to access to schooling, females enjoy a neutral advantage. In about two-thirds of countries, the female advantage is smaller for the poor than the rich.

Budlender Debbie (2000) in her paper has discussed that women’s budgets are not separate budgets for women. Rather the exercises involve a gender-sensitive analysis of government budgets. This paper examines the ways in which these exercises can assist in addressing gender issues, as well as some of the tensions involved. It reveals the experience of the South African government in initiating gender budgeting. It also draws on the experience in training government and non-governmental groups in other countries.
of the South. The author clearly mentions that when the idea of women’s budget is first introduced many react in a hesitant, if not hostile, way. The exercise implies additional work, whereas many government officials see themselves as already overloaded. The exercise also requires additional money at a time when most governments are battling to reduce budget deficits.

Sen Gita (2000) in her paper focused on the three points of entry to engendering the work of Ministries of Finance. These are at the level of on-going macroeconomic management, which includes the annual budget of the government and the fiscal deficit, external and internal debt, and the balance of payments; at the level of structural reforms—particularly deregulation, liberalization and privatization—which are intended to improve efficient resource use and eradicate poverty and in the specific context of credit liberalization and the provision of micro-credit. The paper highlights on the institutional and attitudinal barriers that stand in the way of mainstreaming gender in Ministries of Finance. The last section of the paper discusses three strategic areas of action, with specific action points in each area. The three strategic areas are as follows:

- Develop a gendered macroeconomic framework of interactions for the overall economy with particular focus on the role of the Finance Ministry.
- Incorporate a gender perspective into the Finance Ministry’s plans, policies and programs.
- Address institutional and attitudinal barriers.

Sen and Seeta (2001) study examined the union budget 2001-02 and tried to find out the patterns of allocations into various women-specific scheme as well as schemes that are indirect to women. The study found out that these schemes have little impact on women’s empowerment. The study mentioned that department of women and child development is responsible for gender equality concern. The study also mentioned that the standard perception of women’s roles continues to be as mothers and caregivers, and has undergone little change. However, women’s importance in nursing profession increased and the allocation on nursing training also increased. But, the entries of women in other professions like law, engineering or computer software were also found to be under represented.
Menon Kalyani and K. Seeta Prabhu (2001) in their paper examined the Union Budget 2001-2002 with a focus on its implications for women’s empowerment. The authors have pointed out that investments in public goods and services had differential impacts on men and women. In this paper they have analysed changes in patterns of allocations of various women-specific schemes like Mahila Samakhya, Maternal Benefit Scheme, Swa-Shakti Project, etc., as well as schemes of indirect benefit to women. They have highlighted the point that women are still identified as mothers and caregivers. Investment priorities seem to reinforce this image, and do not reflect a commitment to women’s empowerment.

Sharp and Broomhill (2002) examined the initiatives taken by the Australian Government. The main objectives of the study were: to raise awareness about gender budgeting within Government; to make Government accountable for their commitments to gender equality; to bring changes in budgets and policies to improve the socio-economic status of women. This study also found that there was some success in achieving each of these goals, but because of political factors and changing macroeconomic climates these successes were limited.

The book Gender Budgets Make Cents: Understanding Gender Responsive Budgets authored by Debbie Budlender, Diane Elson and Guy Hewitt (2002) draws attention to the significance of gender budgeting. It takes into effect the differing impact of government expenditure and revenue on men and women. The book is divided into four sections. It thoroughly discusses the evolution of gender budgeting, assesses the role of different stakeholders and highlights the experiences in this area. It throws light on how gender responsive budgets have been used as pivotal tools to assess budgetary performance and impact.

The report Implementation of the Gender Mainstreaming Strategy: First Annual Monitoring Report, FY02 (2003) presented the findings of the first annual monitoring of the implementation of the World Bank’s gender mainstreaming strategy. This report was based on the information submitted by the regions and additional cross-regional information collected by the Quality Assurance Group and the Gender and Development Group. It focused on the integration of the gender issues into: country diagnosis, policy
dialogue, analytical work and lending. The Bank's gender mainstreaming strategy, discussed by the Board of Directors on September 18, 2001, emphasises working with countries and other partners on a country-by-country basis. The purpose was to diagnose key gender issues in the country, using analysis and inclusive consultations and to use the findings of the diagnosis in dialogue with the country to identify priority gender responsive policies and interventions. Some of the major challenges are nurturing the ability of regional and country teams to complete country-level gender diagnostics and to integrate their findings into policy dialogue, making greater use of partnerships.

Banerjee Nirmala and Poulami Roy (2003) have examined fiscal policy adopted by the Government of West Bengal for the development of women in the State. The paper examined the nature of women-oriented programmes adopted by state government and analyses the impact on women. Detailed study had been made about education, particularly elementary education. It was found that though several schemes were meant exclusively for women, but the total budgetary outlay for such schemes was very less. Huge amount of total budgetary resources that women would get went for welfare services like school education where men and women, boys and girls shared equally. It was concluded that the budgetary policies are only a part of the instruments used by the State to direct and regulate the economy and the society. It was analysed that it is difficult to understand the nature of the expected benefits and also to distribute those benefits by gender.

Sarraf Feridoun (2003) in his paper examined the concept of gender responsive government budgeting, promoted in recent years by women's nongovernmental organizations, academia and multilateral organizations, and the extent of its implementation by national governments in both advanced and developing countries. Owing to recently developed analytical and technical tools, government budget management systems in some countries can help to promote gender equality to the extent of government involvement in gender sensitive sectors and programs- at any level of available funding.

Pant K.C. (2003) in his book draws attention that the major objective of gender budgeting is to improve the analysis of the budget in terms of more effective targeting of
public expenditure and revenue toward women and to offset any undesirable gender specific effects of previous budgetary measures. India is one of the few countries which have already initiated gender-specific policies and programmes with adequate budgetary support. It was not the quantum or the percentage of outlays that matters gender budgeting, but what matters gender budgeting is how efficiently the funds meant for women are utilised for the benefit of women.

Banerjee Nirmala and Maithreyi Krishnaraj (2004) in their paper wrote that gender budgeting exercises attempt to assess how far prevailing gender-based biases are incorporated into budgetary exercises. Gender budgeting exercises focus on the biases that are inherent in the mainstream budget and these suggest ways to change the overall outlook of the government policies. The aim is to promote greater transparency and enhance democracy.

Banerjee Nirmala and Poulami Roy (2004) in their paper bring forth various schemes of West Bengal Government meant for the benefit of women. They were categorized as Relief schemes, Gender-reinforcing schemes, Equity promoting schemes and Equality promoting schemes. The study apparently presented that West Bengal had taken a little initiative to promote gender equality. It further compared the State’s financial position with that of other major states. West Bengal’s budgetary expenditure on education had not been sensitive to the special needs of women.

Goyal Anjali (2005) in her paper provided a broad overview about the concept of gender budgeting and the strategic framework adopted for undertaking gender budgeting in the Indian context. It highlighted certain related issues that need to be addressed in making gender budgeting an effective tool for women’s empowerment with reference to India. A strategic map was proposed in this paper to reflect all the interrelated activities vital for women’s empowerment.

Paul Devika (2005) in her article argued that the success of our planning process would finally be judged only when full gender equality is achieved. India’s planning process has always aimed at providing equal status to women. This article analysed the nine five-year plans and their contribution for the development of women.
Eapen Mridul and Soya Thomas (2005) in their study had carried out conscious effort to integrate gender issues in Kerala's decentralised planning. The focus was on the Gram Panchayats (GP), the real seat of power at the base of three-tiered system of local self-governing institutions. Four Gram Panchayats of Trivandrum District was selected for the study. The main objective was to trace the budgetary process at the GP level, the flow of gender differentiated budgetary resources in the selected four gram Panchayats and whether they cater to the needs of women in Kerala. This study highlights that the social indicators of development for women like literacy and education do not imply gender equitious relations, but appropriate measures have to be taken for the upliftment of women's subordinate position in the society. It was analysed that women were not able to utilize the resources fully because of lack of awareness of their rights and opportunities. It was not sufficient to involve women in the planning process, but what is more essential is to initiate awareness among women about their rights and opportunities.

Mahadevia Darshini and Vimal Khawas (2005) in their Discussion Paper series-9 had assessed the overall macro policies including agricultural policies and policies for women's development from a gender perspective for the State of Gujarat. They have conducted detailed studies on two development programmes namely, the Watershed Programme—a general programme benefitting women and Training for Women in Agriculture (TWA) - women-specific programme targeting women farmers. This study highlights the overall budgetary allocations and how the budgetary allocations of these two specific programmes impact the women farmers. Watershed Programme helped in empowerment of women through WPR which further increased higher participation of women in public activities and decision making processes at the household level. Training for Women in Agriculture Programme has also showed signs of empowerment of women. The evaluation of gender policies of two programmes brings two things to our notice. First, the need for macro level changes in the development path with more focus on human centered and gender sensitive aspects, secondly, immediate or short run measures for improving the women's access to budgetary resources and effectively implementing the programmes for the empowerment of women.
Mehta Aasha Kapur, Samik Chowdhury, Subhomoy Baishya and Ritu Elwadhi (2005) in their report highlighted the primacy of gender budgeting in removing gender disparities. This work deals with budget priorities at the micro household level and budget priorities at the macro national level given the budget constraint, priorities in budget allocation are reviewed through a gender and poverty sensitive lens. Important issues like, poverty reduction, access to drinking water facility, health and literacy gaps, workforce participation, violence against women, etc., are analysed here. Women have a right to stake a claim to their entitlements under all categories of public spending, not just token of women’s programmes. Gender and poverty alleviation go together. Several recommendations are made regarding priority allocations in the budget.

Kelkar Govind (2005) in his article spells out that gender mainstreaming is a process to achieve greater gender equality and overcome the costs of women’s marginalization. Unequal gender relations distribute the burden of poverty disproportionately on women. They can also be the cause of poverty among women and girls in non-poor families. According to the author, these unequal relations are to be addressed both as a cause and as a factor in the intensification of poverty. It is essential to go beyond instrumentalism, which means not just considering the empowerment of women in order to benefit their families and communities, but also pays attention to the benefits of enhancing women’s agency for the well-being and self-esteem of women themselves.

Das Subrat and Yamini Mishra (2006) in their paper observed that the budget for the year 2005-06 covers a large number of ministries and departments which is a welcome step. The gender budgeting exercise is based on several assumptions relating to the proportion of allocations under a scheme that directly benefit women. Most of these assumptions are highly unrealistic and questionable and appear more patriarchal. The total magnitude of gender budget of 5.1 per cent is quite low. It shows that women are low in priority in the allocation of resources in vital sectors like rural development, secondary and higher education, police, etc.

Nayyar Reva (2006) in her paper stressed that gender budgeting is essential to ensure a fair, just and efficient distribution of public resources for all round development of the society. It is a powerful tool that can narrow the gender gaps in income, health, education
and living standards. In India, several gender commitments have been undertaken as the policy makers have realised that real development cannot take root if it bypasses women, who represent the very kernel around which social change must take shape. The Constitution of India has made several provisions for women, like Article 14, Article 15, Article 15 (3), Article 39, Article 42, Article 51 (A) (e). Women related policies like National Policy for Empowerment of Women 2001 was introduced. Special legislation has been enacted to ensure equality for women in all spheres. Among them, a few are Factories Act 1948, The Dowry Prohibition Act, 1961, Family Courts Act 1984, Domestic Violence Act 2005, etc. Sixth Plan onwards a separate chapter was included in the Plan Document, viz., „Women and Development“. Gender sensitivity in allocation of resources started with the Seventh Plan. The author speaks of several gender budgeting tools like, guidelines for gender sensitive issues, review of public expenditure and policy, gender based profile of public expenditure, the beneficiary needs assessment, impact analysis, etc.

Chakraborty Lekha (2006) in her paper opines that India has made a “leap forward” in institutionalising gender budgeting compared to the other countries. More than forty countries have initiated gender budgeting in their development programmes. In many countries across the globe, attempts to initiate gender budgeting were donor-driven, outside government initiatives, that is, micro level attempts by the civil society and was rolled back once the donor withdrew. In India, National Institute of Public Finance and Policy (NIPFP) made a pioneering study on gender budgeting. It developed a useful model for a gender wise allocation of government expenditure. NIPFP has adopted from the African model the categories such as women specific, women prone and women’s component. It was observed in the paper as quoted above that although the study carried out by NIPFP developed a useful model for a gender-wise segregation of government expenditure it did not convey anything about the possible impact of that expenditure on gender relations, and also it did not incorporate a sufficient awareness of the findings in women’s studies. There is still need for crucial interaction between analysis and the structures of gender that currently exist in society as well as with the elements necessary for transforming gender relations. The authors had presented here the efforts, a step
toward opening a meaningful dialogue with policy makers to make them understand exactly what it is that women want and in what form?

Stotsky Janet G. (2006) in her paper examines how public resources can contribute to improve women’s status. Raising the status of women produces positive externalities and justifies public policies that do so. The writer assesses evidence on the linkage between poverty and women’s lack of opportunities for educational, social and economic advancement, highlighting data on key indicators of inequality, such as access to education and average longevity. The key findings include measures of inequality in key economic, social and political indicators. These show that women are disadvantaged compared to men and gender considerations should be included in budget policies.

Das Subrat and Yamini Misra (2006) in their article emphasise the fact that gender budget does not refer to a separate budget, but it is a tool to analyse the differential impact of government budget on men and women. This article focuses on the implementation of Women’s Component Plan and Gender Budgeting by the Central Government in India. It highlights the existing inadequacies in the information required for the proper implementation of gender budgeting. Under Women’s Component Plan, 30 per cent of the funds are earmarked for women; however, there is no proper explanation as to how the Planning Commission arrived at this Graph 30 per cent.

According to Joseph Neena (2006), gender budgeting is the entry point for broad based dialogue on gender. The outcome of gender budgeting is political, social and economic empowerment of women through gender-just budgets. Social justice is impossible without gender justice. In her paper “Gender Budgeting: The Case of Kerala”, Neena Joseph has analysed the impact of gender budgeting on male and female in Kerala.

Goswami Samrat and Sriparna Guha (2006) in their paper have discussed the role of gender budgeting in empowering women. The authors discuss certain related issues like efficiency, good governance, etc., that need to be addressed in making gender budgeting an effective tool for women’s empowerment in the Indian perspective.
Center for Budget and Governance Accountability with the support from Development and Planning Department, Government of West Bengal, prepared a report entitled Report of the Gender Budgeting Study for West Bengal (2006). The report was prepared by Subrat Das, Debdulal Thakur and Satadru Sikdar. This study analyses West Bengal Budget for the year 2005-06, which presents Actual outlays made in the fiscal year 2003-04, Revised Estimates (RE) of the outlays made in 2004-05 and Budget Estimates (BE) of the outlays proposed for 2005-06. This study adopted the methodology of including all outlays in the West Bengal Budget for 2005-06, which are earmarked only for women. This study considers only the expenditure part of the state budget and does not cover the receipts part. It restricts the total outlays of the state budget and does not cover the Central Government grants under the central plan schemes and centrally sponsored schemes. Gender budget captured in this study refers to the total outlays which are entitled for women through various policy guidelines that govern programmes and schemes. One important assumption made here is that the budget outlays for all those schemes, which are specifically targeted toward women, are in fact meant for women.Shares of Welfare of Women in Difficult Circumstances and Women’s Livelihood comprised very less compared to the total outlay earmarked for women in the state. One of the important findings is that the state’s allocation for Women’s Health and Nutrition, Women in Difficult Circumstances should increase.

"Building Budgets from Below" (2006) is a project carried out by Karnataka Women’s Information and Resource Centre sponsored by the United Nations Development Fund for Women. This study was initiated during the year 2002. This work was carried out in four phases. The project entitled “Building Budgets from Below” is not just a programme to raise awareness about budget amongst local women politicians, but to enable women to direct the economy from a space available to them, namely the locally elected village council called the Gram Panchayat (G.P). Its main motive is to help people build budgets, such that it helps to keep the interests of women and other subordinated groups.
Stotsky Janet G. (2007) in her article explains that, women are disadvantaged sections of the society especially in poor countries because of lack of access to good education and health care for both economic and cultural reasons. Women have fewer opportunities to participate in public decision making. Research findings suggest that countries that take steps to increase women’s access to education, health care, employment and credit, narrow the gender gaps and also help to increase their pace of economic development and reduce poverty. Gender budgeting initiatives can take many different forms, their most important purpose is to influence the budgeting process and help policymakers to stress in ways those public policies can help reduce gender disparities and improve economic outcomes.

Chakraborty Lekha S. (2007) in her paper by examined the process of fiscal decentralisation and local level gender budgeting experiences across three states namely, Kerala, Karnataka and West Bengal in India, where decentralisation has been comparatively more effective than the other states. It discusses the present policy initiatives on gender budgeting in India. An attempt to analyse the intergovernmental fiscal system in India through gender lens is made here. The paper argues that, the right thing to do, even from the gender perspective, is to first make fiscal transfers based on a per capita basis, and then make suitable adjustments for backwardness.

Mishra and Jhamb (2007) in their paper take a close look at the gender budgeting statement in the union budget 2007-08. The statement says that there is an increase in allocation for women by 40 per cent. With their study and examination of Union Budget 2007-08, they reveal that programmes and allocations remain plagued by mistake. They pointed out various mistakes in this year’s statement as compared to previous - which are ranging from calculation errors to errors due to lack of clarity of concept and more importantly errors resulting from the patriarchal way of analyzing also are still to be in the gender budgeting statement.

Stotsky Janet G. (2007) in his paper tries to explain why using the budget to empower women makes good economic sense. Gender differences have long been incorporated into economic levels in such fields as public finance, labour and development economics. Although much of the work is innovative, the literature is
incomplete in two areas. First, it does not always raw out the macro-economic implications, even when drawing on micro economic evidence on gender differences in behavior. Second, because it is somewhat disjointed from the broader macro economics literature, scholars working in either field often fail to fully recognized each other’s contribution. He concluded that public policies have different effects on men and women.

Kotwal (2008) study analysed the union budget from 2004-05 to 2007-08 and categorised the women specific schemes into four clusters. The study found that about 96 per cent funds were spent on social services, followed by economic services (2.87 per cent), welfare services (1.22 per cent) and regulatory services (0.14 per cent). The bulk of budgetary allocations was made primarily by three ministries viz. Department of Health and Family Welfare, Department of Rural Development and Ministry of Women and Child Development. The study suggested that there is need to increase the resource allocation in education, economic empowerment and sanitation and nutrition facilities for women.

Hameed Syeda (2008) in her article emphasises that there’s a compelling need to ensure a fair allocation of government resources to women. Five-year plans are the panacea for all economic problems. India’s Five Year Plans show how the country has emerged as a progressive developing economy. Women were perceived as welfare recipients in the initial plans. Since the Ninth Five Year Plan, empowerment of women has become a primary objective where a 30 percent fund was reserved for women. The author speaks that Eleventh Five Year Plan gives vital importance to gender budgeting and can be used as a tool for more equitable growth.

“Towards Gender Budgeting in Tamil Nadu”, a monograph released by Social Watch- A State Level Consultation, 2008, critical comments on the fact that though Tamil Nadu is relatively better in terms of many social and economic development indicators, it lags behind many backward states with respect to the initiation of gender budgeting. The Central Government and Planning Commission have been given guidelines for more than decade (1997-2008), to integrate gender budget but none of the Tamil Nadu Government budget, talks about Gender Budgeting or Women Component Plan.
Gopalan Swapna (2008) in her book throws light on how India is moving toward the empowerment of women through the new concept of gender budgeting. Gender disparities are reflected in the parameters like health, nutrition and literacy. Public goods and services are not equally distributed among men and women. Gender budgeting is one of the major steps the Indian government has introduced, recently, as a means to counter gender-related issues in the country. Gender budgeting seeks to analyse how men and women fare under the existing revenue and expenditure system. In the first section of the book the author presents the experiences of gender budgeting in India and the second section presents the experiences of gender budgeting in select states of India, namely, Gujarat, Kerala, Maharashtra, Rajasthan, West Bengal and Karnataka.

K.G.Kumar (2009) in his article highlights that Kerala government has recently released its “women’s policy” which emphasises on the concept of “Gender Budgeting” to ensure that some of the resources from State budget will be kept specifically for the women oriented schemes and programmes.

Sen Amartya points out that women’s rights and positions have always been given due importance in Kerala society. In order to support gender budgeting, the Kerala government has constituted a Gender Board- the first in the country for better delivery of welfare measures for women and for monitoring of policy initiatives to promote women’s rights and interests.

Bhavsar Vandana (2009) in her paper stresses the need to combine gender budgeting with the macroeconomic policies to reduce gender inequality. Gender budgeting strategies are discussed at national, state and local levels in order to have a more equitable society. The author briefly discusses about the gender budgeting initiatives in India, issues related to gender budgeting exercises and suggests the measures to improve gender budgeting work at national, state and local levels.

Mishra Yamini and Bhumika Jhamb (2009) in their article evaluate the United Progressive Alliance government’s budgets over the past five years through the gender lens. The paper highlights the six Union Budgets presented by the UPA government and the recent Union Budget 2009-10. Although one of the six core principles of governance laid down in the National Common Minimum Programme (NCMP) was dedicated to
women, that is, “to fully empower women politically, educationally and legally”, how far the UPA government has reflected this principle is analysed in this article. The paper provides a road map for the evaluation of gender budgeting:

> Undertaking a review of the public expenditure profile of relevant union government departments through the gender lens;
> Conducting beneficiary incidence analysis;
> Recommending specific changes in the operational guidelines of various developmental schemes as to improve coverage of women beneficiaries; and
> Encouraging village women and their associations to assume responsibility for all development schemes related to drinking water, sanitation, primary education, health and nutrition.

Goel and Rani (2009) in their paper explain the concept of gender budgeting and recognized it as a tool/ technique of women empowerment. They have identified the objectives of gender budgeting to bring gender equality in the allocation of public resources. It ensures the social and economic empowerment of women, which enables them to make economically independent and self-reliant. Gender budgeting promotes women empowerment through the optimal distribution of resources and help in reducing inequalities between women and men. They have emphasized the dual dimension of equality and efficiency of gender budgeting, which would act as catalyst for the women empowerment. Therefore, gender budgeting for women empowerment is an attempt to give women the place in the economy that shapes their lives. They pointed out that the women in India have been exposed to greater insecurity, poverty, illiteracy, unhealthy living conditions, backwardness, corruption, criminalization and dominance in most of the fields. This requires consolidation of various programmes and efforts in different sectors of the government and their integration in a logical fashion to coverage various services and facilities required by women.

Floro, Tornqvist and Tas (2009) in their paper argues that a systematic gender analysis of the current crisis is critical to develop viable solutions and for furthering the trend gender equality. It analyses the short and long term impact of the current economic crisis with a focus on developing countries. They have identified the multiple channels
and the transmission mechanism through which the global crisis has affected women’s lives and explores different areas where the burden of the crisis falls on poor women. In the short run, many women are expected to lose their jobs, particularly those working on the export sectors and/or holding flexible jobs. At the same time, a fall in the supply of micro credit is expected to result in a decrease in earnings among self-employed women workers in the trades, agriculture and other sectors. Additionally, there will likely be an increase in the amount of unpaid work that women do to support their families. In the long run, it is expected that an increase in the girl’s dropout rate from school to compensate for their families loss of income will deteriorate women’s future socioeconomic opportunities. In addition an increase in the level of violence against women combined with limited access to health and other support services as a result of public expenditure cuts and lower aid receipts; complete the dim picture of the gendered impact of the crisis in developing countries.

Bhavsar (2009) examined the need to integrate gender budgeting in macroeconomic policies of India for reducing gender inequality. It also studies the issues that emerge in gender budgeting to have proper understanding of challenges faced while conducting gender budgeting exercises by the country. Further, the study explores the alternatives to achieve sustainable development.

Karat (2010) observed that gender sensitive budgets would have to take into account not only the differences and gaps caused by policies among men and women, but also between social classes, the rich and the poor, as also the impact of caste and community on women’s status. Depoliticalisation of budget critiques or demands in the name of gender budgeting would be harmful for women’s advances.

Jham Bhumika, Yamini Mishra and Navanita Sinha (2013) in their paper analysed that India trapped in the Paradox of Gender Responsive Budgeting. They seem that on the one hand Indian Government had taken various steps towards gender responsive budgeting, on the other hand budgetary allocation for promoting gender equality and women empowerment has actually declined. This was illustrated by the declining magnitude of the Gender Budgeting Supporting proportion to the total expenditure of Union Budget as well as the decrease in the projected Gross Budgetary Support for Ministry of Women and Child Development in the Twelve Five Year Plan.
2.2: Women Empowerment

In this section of the chapter an attempt is made to review the literature on women empowerment the various researchers which are as follows:

According to Newland Kathleen (1972) women's increasing political participation is both a source and a signal of social change. As a global trend, rising number of women in politics will indicates that human being is making progress towards more human world not because women are not necessarily more human than men, but because any society that categorically excludes half of its members from the process by which it ruled itself, will be ruled in a way that is less than fully human.

Marnie and Shawl (1982) made an international assessment of the status of women in the local government's comments that there is no country in the world today where women have equal status with men in all spheres of life. Few women like Indira Gandhi and Golda Meir have held an important position, but often, the women who have held national office are from upper class families with a history of political participation, are highly educated or single in most developing countries; low level of education as lead to women not being aware of their rights.

Rao (1986) in her study attempted to analyze the literacy and work participation rates of women in Karnataka State, with the view to bring out the disparities in the literacy rates of men and women in rural and urban areas and among schedule and non-schedule castes. She concluded that in comparison to men in different regions of Karnataka there are wide disparities in the literacy and work participation rates of women. In case of schedule castes women work participation rates are higher, but their literacy rates are much lower than non-scheduled caste women. She was of the opinion that there is a deep correlation between high work and economic backwardness. She recommends that unless additional attention is paid to the group of women belonging to backward areas, developmental programmes targeted at women will not become successful.

Agarwal C.M and Dalit Ray (1986), in their article regarded women in India as second citizen who's every aspect of life is confirm to the rigid restriction under the grab of castesim, custom and tradition are envisaged in our religious as well as social customs.
They have highlighted various problems and conditions of women in India. Cases of
desertion of married women by their husband, bride burning, dowry death, murder of
wives by their husbands as well as cases of sexual harassment to the extent of rape—all
these have become rampant in the present day society.

Sundaram (1988) reveals the regional variation in work force participation of
women across 14 States of India. The participation rates are based on the finding of the
NSS 32rd Round Employment. The finding of the study indicates that women’s
participation in remunerative economic activities is adversely affected by higher fertility
rates and consequent child bearing and child rearing engagements. It also happens both in
rural and urban areas. Thus, apart from too young and too old females a high percentage
of women who do not Graph on the Usual Status Main Activity Criterion, are simply
engaged in so called “Domestic Duties”. Therefore, the study hypothesizes that large
burdens of child bearing and rearing and other domestic activities must be the main
factors activities responsible for lower workforce participation rates of women on the
Main Activity Criterion. Subsequently, in the context of interstate variations in Work
Force Participation Rates, this would mean that states having higher GFR (General
Fertility Rates) must be having low workforce participation rates of women on the Main
Activity Criterion.

Agrawal Sushila (1988) in her edited book tried to cover multiple aspects of the
changing status of women. The book addresses itself to the conceptual framework,
constitutional and legal provisions, socio-economic factors and educational dimensions
in the emerging social scenario. The book tries to analyze the problems of Hindu as well
as Muslim women with the view to bring out the difference in terms of their social-legal
position in spite of their similar constitutional and political rights.

Tzanntos (1991) focused on gender inequalities and argued that the elimination of
gender inequalities in the labour market across occupations and in salaries can benefit not
only women’s income but also national income. It was observed that if gender
discrimination in Latin America were to be eliminated, not only could women’s wages
rise by about 50 per cent, but the national output could rise by 5 per cent.
Wieringa Saskia (1994) in her paper looks at the empowerment approach in relation to issues of women and development. According to the author there are two problems of the empowerment approach. First, the conceptualization of women's gender interests and secondly, the transformation of gender relations into gender planning. Though attention is paid to women and development in the last decades, but the actual progress is far away from expected results. The author points out that empowerment approach to women and development is the right approach to bring women into the mainstream of the development process and within that perspective, gender planning should be carried out. According to the author “Gender planning is a political process with feminism at its heart”.

Klasen Stephan (1994) in his paper has assessed the magnitude of women’s survival disadvantage in parts of the developing world through estimating the number of “missing women” that died as a result of excess female mortality. One of the important reasons pointed out here in excess female mortality is the result of unequal treatment in the distribution of survival related resources. Biases can range from direct discrimination in the allocation of food and medical care that expose men and women differently to mortality risks. The author's belief is that radical steps should be taken to alleviate the factors that cause excess female mortality that is adequate resources should be provided to women; otherwise the number of missing women will increase.

Devasia Leelamma and V.V. Devasia (1994), in their study state that empowering of women pre-supposes a drastic, dynamic and democratic change in the perception of and expectation for women in our society. To help women attain economic independence is the first priority for such change. A scientific perception of women's need is essential for this purpose. Empowerment of women must be an integral part of sustainable human development.

The work of Shields (1995) provided an exploratory framework to understand and develop the concept of empowerment both from a theoretical and practical perspective with a particular focus on women's perception of the meaning of empowerment in their lives.

Pandit Vijayelekshmi (1997) in his article is of the opinion that education of women is a critical input for improving the nutritional levels, acceptance of family planning, improvement in self-image and their empowerment through gainful employment. The National Policy of Education (NPE) 1986 is a landmark in the approach to women’s education. It has attempted for the first time to address itself to the basic issues of women’s equality.

Rao (1998) in India surveyed all 177 women potters and 130 of their husbands in three villages and interviewed 70 women and 30 men. In this study women’s characteristics (e.g. education, number of living children, individual income) and household characteristics (e.g. incidences of wife beating and net dowry) had been taken as independent variables. While children’s caloric consumption had been analyzed as dependent variable. The result had shown that the wife beating negatively affects children’s caloric intake. Wife’s income, education and greater number of male child reduces wife beating.

Haddad Lawrence (1999) in his paper uses a gendered conceptual framework of the determination of child survival growth and development to organize a review of the latest evidence on the strength of casual linkages between child nutrition outcomes and the relative status of women in seven Asian countries. Using a variety of indicators, the paper demonstrates the considerable variation in the status of women relative to men in the seven countries. The paper also reaffirms that equality in women’s status relative to men’s controlling for the host of social economic factors, has a positive impact on child growth and discourages the intergenerational perpetuation of gender based discrimination.

Khan (1999) stresses the importance of wage employment over credit for women. His findings show that wage employment helps in promoting economic and social empowerment, providing women with more stability, a collective workplace and more
control over their income. He also emphasizes its ability to assist in expanding a woman’s mobility by providing her with different life experiences beyond her home environment so that she is able to gain bargaining power, meet her practical needs, improve the quality of her life and address her long-term goals.

Chattopadhyay and Duflo (2001) in their paper used a policy of political reservation for women adopted in India to study the impact of women’s leadership on policy decision. They found that women were more likely to participate in the policy making process if the leader of the village community was happened to be women.


Assam Human Development Report (Govt. of Assam, 2003) threw some light on inequality in the achievement between men and women of Assam in different spheres of life. The report viewed that poverty, violence and lack of political participation were the main issues of concern for South Asian Women, and Assam was no exception.

The study of Kishor and Gupta (2004) revealed that average women in India were disempowered relative to men, and there had been little change in her empowerment over time.

Parashar (2004) examined how mother’s empowerment in India is linked with child nutrition and immunization and suggested women to be empowered simultaneously along several different dimensions if they and their children were to benefit across the whole spectrum of their health and survival needs.

Parikh Alka and Sarthi Acharya (2004) in their study provide a brief summary on the impact of agricultural policies on women farmers with a gender lens. The budgets from 1998 to 2002 together with the state five-year plans and performance budgets were studied to analyse state’s programmes and policies in agriculture. Two schemes namely, “The Maharashtra Rural Credit Programme” and the other “Watershed Development Programme” are analysed to know the impact on women. It is found that former programme has had a specific impact on women and the latter is gender neutral.
Blumberg (2005) argued that the economic empowerment of women was the key to gender equality and well-being of a nation. This would not only enhance women’s capacity of decision making, but also lead to reduction in corruption, armed conflict and violence against females in the long run.

Karat (2005) in her works discussed the issues of violence against women, their survival, political participation and emancipation.

Sredevi (2005) had done a systematic analysis of women empowerment by using the logit model. To measure the degree of empowerment the study used weighted average method in order to calculate the empowerment index by using the various proxy variables. These proxy have been framed in the form of scales, based on the financial decision-making power. The formula that is adopted in the study for measuring empowerment of women PGT teachers are as:

\[
E_i = \{(W_1j \times 20 \text{ per cent}) + (W_2j \times 20 \text{ per cent}) + (W_3j \times 20 \text{ per cent}) + (W_4j \times 20 \text{ per cent}) + (W_5j \times 20 \text{ per cent})\}
\]

Where,

\begin{align*}
W_1 &= \text{Control over personal salary} \\
W_2 &= \text{Maintenance of family income} \\
W_3 &= \text{Helping/supporting the natal home} \\
W_4 &= \text{Financial decision on own health care} \\
W_5 &= \text{Expenditure on education of children} \\
l &= \text{The number of respondents in the sample}
\end{align*}

Chattopadhay Arundhati (2006) in her paper emphasised that the overall growth of an economy can be achieved only through empowerment of women in all walks of life. If a woman is empowered her competencies in decision making will have spill over effects among her friends and neighbours. Empowerment of women creates “social multiplier” where aggregate power will be greater than individual power. Gender budgeting will certainly act as catalyst in empowering women. In the opinion of the author, gender budgeting in India would be successful only if the state governments are being able to utilize funds for the specific purpose for which they are being allocated.
Desai and Thakkar (2007) in their work discussed women’s political participation, legal rights and education as tools for their empowerment.

Narayan Deepa (2007) made an attempt to measure women empowerment for different countries and regions by using self-assessed points on a ten step ladder of power and rights, where at the bottom of the ladder stood people who were completely powerless and without rights and on the top stood those who had a lot of power and rights.

Barkat (www.goodgovernance.org) while discussing the present status of women in Bangladesh opined that although women as mothers are held in high respect at the individual level, there was an unclear understanding of empowerment of women as a process of awareness and capacity building leading to greater participation in decision making and control over her own life.

Figueras (2008) in her work studied the effect of female political representation in the State legislature on public goods, policy and expenditure in the context of India and opined that politician’s gender and social position matters for policy.

Srivastava Achala (2009) in his paper tries to examine the need, constraint and government efforts for women empowerment in India. He examines various indicators like education, health, political participation, longevity of women, fertility rate etc. for women empowerment. He concluded that there have been tremendous changes in the education of women, in their health and in political participation, in the laws governing them as well as in awareness of their rights. He argued that mere change in structure from a composition and representation will not bring the desired change in the empowerment process. What is needed is a proper orientation of the people and their representatives coupled with proper training and awareness programmes.

Ahmad Jamil (2009) in his paper took an attempt to find out the status of women in India and key economic factors responsible for female discrimination and some measures have been suggested for its solution. According to him, for the overall development of the country, educated, healthy enlightened and empowered women are very much essential. According, to him, the indicators for measuring women’s power
sharing level must include her freedoms and ability to influence the decision about her and other’s at all levels.

Buch Nirmala (2009) in her paper examined the care of the political participation of women in the economy. She highlights the reservation of women in panchayats and welcomed the decision of the union cabinet to raise the reservation for women from one third to fifty percent of seats at all levels of panchayats. If the Women’s Reservation Bill passed, the women will enter parliament and State legislatures and it will be difficult to ignore their impact on policy making.

Rakesh (2010) in his paper assesses the role of information technology in women empowerment through micro finance and to develop a conceptual framework in the light of information required for the application of information Technology in the rural areas. It is concluded that there is an important role of Information Technology in the field of women empowerment such empowerment could easily be seen higher in the urban area as compared to the rural area.

According to Matheswaran, Empowering of women pre-suppose a dynamic and democratic change in the perception and expectation for women in our society. To help women, to attain economic independence is the first priority for such a change. In this regard, the emergence of self-help group to seek economic independence for every woman is a welcome change and given the assistance and guidance, these self-help groups is bound to make not only a sea change in empowering women but also tap the hitherto unutilized powers of women for development of the society as a whole. Education particularly distance education is an enabling factor for women’s empowerment and sustainability.

2.3: Summary

From the above review of literature certain important observations are summarised as below:

1. The concept of gender budgeting is of recent origin.

2. It is a result of sustained efforts of different women-groups and organisations.
3. It is a result of realisation of centuries old exploitation, marginalisation and
discrimination against at least a half of the population.

4. It is now realised that gender budgeting is essential and compulsory for social
justice and economic equality.

5. Governments have now introduced gender components in the budgets.

6. It is admitted that gender development generates benefits which are helpful to both
the sexes.

7. There is a grave need to carry out incidence analysis of different women-specific
programmes.

8. The gender budget policy should be regularly examined time to time, in which
involvement of women's organizations is necessary.

9. Empowering of women pre-suppose a dynamic and democratic change in the
perception and expectation for women in our society.

10. Empowerment of women creates "social multiplier" where aggregate power will be
greater than individual power.

11. Empowering of women pre-supposes a drastic, dynamic and democratic change in
the perception of and expectation for women in our society.

12. Various indicators like education, health, political participation, longevity of women,
fertility rate etc. are factors affecting women empowerment.