CHAPTER VII

THE STATE LEVEL

GENDER BUDGETING INITIATIVES

This chapter studies the gender budgeting exercises carried out by different states in India. Gender budgeting initiatives are introduced in different states of India from the year 2002 onwards. For example, Gender budgeting for various departments was carried out in West Bengal (2003); Gujarat (2005); Kerala (2005); Rajasthan (2005) and Karnataka (2006). The efforts of West Bengal in initiating gender budgeting are discussed in Section I. Section II of the present chapter deals with gender budgeting initiatives in Gujarat. Gender budgeting in Kerala is studied in Section III and the efforts made by the states of Rajasthan and Karnataka are highlighted in Sections IV and V respectively.

United Nations Fund for Women (UNIFEM) promoted gender budgeting at all levels of governance in South Asia. UNIFEM’s gender responsive budgets programme was launched in 2001. Through this programme, technical and financial support was provided to twenty countries to initiate or support gender budget initiatives\(^{286}\). India is also one of the countries that received support from UNIFEM to undertake gender budgeting activities. UNDP has also sponsored gender budgeting initiatives in India. The states like Kerala and Karnataka have adopted the ‘bottom up approach’ and have initiated the gender budgeting at panchayat level, states like Gujarat, Rajasthan, Orissa, etc., have introduced at the macro level\(^{287}\).

\(^{286}\) Peru, Ecuador, Bolivia, Brazil, Belize, Mexico, Nigeria, Senegal, Mozambique, Tanzania, Uganda, Philippines, Sri Lanka, India, Morocco, Chile, Egypt, Kenya, Afghanistan and Nepal, accessed on 12\(^{th}\) December 2009 (www.unifem.org).

\(^{287}\) Centre for Social Research (CSR), Gender Budgets, accessed on 14\(^{th}\) March 2009 (www.csrindia.org/Gender Budgets).
Section I

7.1: West Bengal

The case of West Bengal was analysed by Nirmala Banerjee and Poulami Roy’s study288. It was very comprehensive study of fiscal initiatives of Government of West Bengal which was spread over six chapters. The need for state intervention was discussed in Chapter I. Comparative budgetary position of the Government of West Bengal was analysed in Chapter II. Public schemes for women were dealt in Chapter III. Public policies for education in West Bengal were discussed in Chapter IV. Illustrative Benefit- Incidence Analysis was analysed in Chapter V. Economic classification on education and expenditure was discussed in Chapter VI.

It was discussed in this study that under the Constitution the state governments were the main agencies to provide welfare services out of their own funds and from central assistance. Certain gender based handicaps were discussed for which there were specific government policy measures. These measures were:

1. Relief Policies: Some of the women prone schemes were meant to provide relief to specific groups of women in distress without enquiring into the reasons why they were in need of that relief and if so for how long? For example, relief measures during natural calamities like, droughts, earthquakes, floods and riots. Relief aid was, however, for temporary period of time. The essential point to be noted here is that such a relief doesn’t mean that the state is fully committed to gender equality. The relief measures must be supplemented by women’s property rights and their unpaid work in working age should give them some old age benefits.

2. Gender Reinforcing Assistance: Such assistance includes all schemes that were for women’s reproductive functions.

288 Banerjee Nirmala and Poulami Roy., Gender in Fiscal Policies: The Case of West Bengal, Published by Sachetana, Kolkata, 2003.
3. Empowering Schemes: This category consisted of schemes that were meant to remove the gender-based handicaps for women so that they can stand equal to men.

4. Public Policies for Education in West Bengal: Of the total budgetary resources that women would get, the bulk went for traditional welfare services like school education where men and women, boys and girls are expected to share as equals. It was analysed through regression analysis that rates of literacy had become less dependent on public expenditure, as they vindicate the general belief that an educated mother would ensure that her children should not miss education.

It was found that dropout rates for girls in West Bengal have gone down between 1988-89 and 1999-00 for both primary (class I to V) and elementary levels(classes I to VIII). The gap between female and male dropout rates increased because male dropout rates fell by 20 percent and for females it was 12 percent, which means that the dropout rate in case of girls was slower than in males. At upper primary level, the rates remained high for both boys and girls and the fall in either case was marginal.

This study identified the women-oriented programmes/schemes in West Bengal budget and compared the outlays for those with the total budget in order to assess the priorities for women in the state budget. It adopted a classification of the total identified set of women oriented schemes, which emphasised the gender-based disadvantages faced by women and the possible impact of the state’s women-oriented schemes on the prevailing gendered position of women. It was found that there were many government schemes providing relief measures to women in distress but in a narrow manner. Secondly, it was found that many of the women-oriented schemes reinforced the traditional gendered roles for women and argued that such schemes should not be regarded as the government’s concerns for gender equality.

The third category of schemes reported in the study covered the empowering schemes, which included both equity-promoting schemes (which were seen by the authors as gender neutral) and equality-promoting schemes
(which try to eliminate the gender-based disadvantages of women). The Actual outlays of the State Budget (1998-1999) shows that, the share of equity-promoting schemes within the total outlay on women-oriented programmes/schemes was found to be very high while that of equality-promoting schemes was very small.

Another study was made in the year 2006. This study analysed West Bengal Budget for the year 2005-06 that presented 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. It covered the total outlays captured in the state budget and did not cover the Central Government grants. It is important to note that this study covered only the expenditure side of the state budget and not the revenue side. It adopted an alternative methodology for analysing the West Bengal budget through gender perspective. Instead of identifying the total outlays for women in the state budget based on ex post beneficiary data for all programmes/schemes, this study identified the total outlay for women in the state budget based on the outlays which were ex ante ‘earmarked’ for women. The outlays earmarked for women under different programmes/schemes in West Bengal budget were then classified into five different sectors/ categories, namely, Women’s Livelihood (which included all schemes meant primarily for promoting livelihood income generating activities for women), Welfare of Women in Difficult Circumstances (which included all schemes meant for protection of women and girls in difficult circumstances and the schemes meant for providing relief to women in distress), Women’s Health (which included all schemes meant primarily for promoting better health of women and girls), Women’s Nutrition (which included all schemes meant primarily for improving the nutritional status of women and girls), Women’s Education (which included all schemes meant for promoting women’s education and schemes related to sports and youth services for women). It was mentioned that each scheme/item of expenditure, selected as a part of the gender budget, was

289 Das Subrat, Debdulal Thakur and Satadru Sikdar., Report of the Gender Budgeting Study for West Bengal, Centre for Budget and Governance Accountability, New Delhi, November 2006.
included in only one of the five categories mentioned above, even though a particular scheme might address multiple needs of women.

The findings of the study on gender budget analysis showed that the total outlay earmarked for women accounted for only 6.1 percent of the total budget outlay in 2003-04 (Actuals), which increased to 6.7 percent in 2004-05(RE) and 7.5 percent in 2005-06(BE). In terms of priorities for the different needs of women in the total state budget, it is found that total outlay earmarked for Women’s Education accounted for 5.18 percent in 2003-04 (Actuals), which increased to 5.83 percent in 2004-05(RE) and 6.57 percent in 2005-06(BE). The total outlay earmarked for Women’s Nutrition accounted for only 0.4 percent of the total budget outlay in 2003-04 (Actuals), which went up to 0.43 percent in 2004-05(RE) and 0.48 percent in 2005-06(BE). The outlay earmarked for Women’s Health as a proportion of total budget outlay stood at 0.36 percent in 2003-04 (Actuals), which declined to 0.25 percent in 2004-05(RE) and slightly increased to 0.26 percent in 2005-06(BE). The outlay earmarked for Women’s Livelihood as a proportion of the total state budget outlay was found to be a meagre 0.1 percent in 2003-04 (Actuals), 0.12 percent in 2004-05(RE) and 0.15 percent in 2005-06(BE). The outlay earmarked for Welfare of Women in Difficult Circumstances accounted for a negligible 0.04 percent of total state budget outlay in 2003-04 (Actuals), 0.08 percent in 2004-05(RE) and 0.06 percent in 2005-06(BE).

The outlay earmarked for Women’s Education accounted for a major amount of the total outlay earmarked for women in the state budget, which reached around 87 percent of the total gender budget (i.e., total outlay earmarked for women) in 2005-06 (BE).

The shares of Women’s Nutrition accounted for 6.36 percent and Women’s Health accounted for 3.49 percent of the total outlay earmarked for women in 2005-06(BE). The shares of Women’s Livelihood and Welfare of Women in Difficult Circumstances in the total outlays earmarked for women were very small. It implied that priority for Women’s Education was very high compared to other needs of women in West Bengal budget. The plan outlays
earmarked for women as a proportion of the total plan outlays in West Bengal budget showed a decline from 10.31 percent in 2003-04 (Actuals) to 9.16 percent in 2004-05(RE) and 8.25 percent in 2005-06(BE). This decline in the priority for women in total plan outlays in the state budget, between 2003-04(Actuals) and 2005-06(BE), was because of sharp reduction in outlays for ‘Establishment and Maintenance of Rural Family Welfare Sub-centres’ and a reduction in the total outlays for ‘Integrated Child Development Services’ (ICDS) scheme.

Thus, in West Bengal budget, while there were substantial outlays earmarked for women’s education, the situation with regard to financing for other needs of women was not so satisfactory. If the serious concerns regarding the nutritional status of women and health status of women are taken into account, the outlays earmarked for women indicated the low priority given to women. The outlays earmarked for Women’s Livelihood and Welfare of Women in Difficult Circumstances were inadequate. It is important to note that outlays earmarked for Women’s Education were high compared to outlays meant for other needs of women. The high dropout rate of girls in school education and very low enrollment rate of girls in secondary and higher secondary education in the state indicated that outlays for this sector also needed to be stepped up with targeted interventions for girls.

Section II

7.2: Gujarat

In Gujarat a study was made to assess the overall macro policies, including agricultural policies and policies for women’s development from a gender perspective. An appraisal of two development programmes, namely, the Watershed Programme, a general programme benefitting women and Training for Women in Agriculture (TWA), a women-specific programme directly targeting women farmers was made. This study focused on budgetary allocations and how the budgetary allocations on two specific programmes impact women of

agricultural labour and small and marginal farmer households, in the context of overall macro policies. The study first discussed the status, economic participation and the empowerment of women and then assessed if there had been any change in the same as a result of participation in these two programmes. A detailed analysis of impacts of these policies on women’s lives had been observed with regard to employment, education and literacy, participation and decision-making, development opportunities for the girl child and time spent in various activities. The study first looked at the entire development process in Gujarat and women’s development and socio-economic status in the state. The budget analysis was made for two years, 2000-01 and 2001-02. The schemes were classified into two categories:

1. **Schemes with 100 percent benefit to women:** These were women specific schemes of the Commissionarate/Department of Women and Child development plus other sectoral programmes.

2. **Pro-women schemes/services:** These were the schemes/services where 30 percent of the budget funds were allocated to Women Component Plan (WCP).

In all, there were 121 schemes in 2000-01 and 122 schemes in 2001-02 that directly targeted women. Of these, 57 in 2000-01 (61%) and 58 in 2001-02 (86%), were directly targeted schemes in the social services sector. Among pro-women schemes, more than 90 percent of the funds allocated or spent were from social services sector.

The Actual Expenditure (AE) for women specific schemes was 0.89 percent of the total expenditure, in Budget Estimates (BE) the total allocation for all women-specific schemes was 1.26 percent in the year 2000-01. In the next year 2001-02 the Actual Expenditure was 0.35 percent which was very less in the total budget and Budget Estimates was 0.79 percent in the total budget. In social sector the BE was 4.22 percent in 2000-01 and 1.97 percent in 2001-02. The AE made toward women-specific schemes as a proportion of total social sector expenditure declined from 3.17 percent in 2000-01 to 1.75 percent in 2001-02.
The allocation to pro-women schemes as a proportion of the total budget in 2000-01 was 14.76 percent (BE), which declined to 11.31 percent in 2001-02. The AE was 11.37 percent in 2000-01 which declined to 6.22 percent in 2001-02. In both the years, the AE made on pro-women schemes has been less than the budgeted share of the pro-women schemes. The same was experienced in case of women-specific schemes. When framing the budget it is expressed to directly spend on women or on sectors benefitting women. Unfortunately, when the AE are made the funds are directed toward other schemes.

The appraisal was carried out of two programmes namely, the Watershed Programme and Training for Women (TWA).

**Impact of Watershed Programme:** It was carried out in Virnagar and Ubharia villages. Watershed increased agricultural yields leading to increase in household and per capita incomes. Increase in water availability and fodder led to increase in livestock activities. Increase in availability of water led to increase in work availability for women, which could be seen in particular in Virnagar village, where watershed has been successfully implemented. It was found that women’s income and savings increased in Virnagar village. Increase in household incomes led to more households using LPG for cooking. Since, watershed villages had more livestock; the families were also using cow dung as fuel. Women also continued with their activity of collecting firewood, but less time was spent by women on collecting firewood. Thus, because of the income effect leading to partial shift to LPG and availability of firewood in the village, women’s burden of collecting firewood for cooking had lessened. In the watershed villages, more households grew fodder crops, which reduced the time women spent on collection of fodder for the livestock. Watershed programme implementation has not led to increase in women’s participation in village level activities. The presence of NGO’s in Virnagar did not mean that women became members of *bachat mandal*, though they were saving on their own. In villages where watershed was implemented women had knowledge about government development programmes. It can be said that the benefits of watershed varied from one watershed to another and depended on the components of the programme implemented. Overall, the success of the watershed programme was
limited to addressing practical needs of women in terms of reducing the drudgery of fuel wood and water collection. Another important observation was that the Watershed Programme led to higher participation of women in public activities, more non-traditional aspirations for their daughters, and improved participation in decision making at household level.

**Training for Women in Agriculture:** The Training for Women in Agriculture (TWA) survey covered 102 women participants. Out of which 80 TWA participants came from households owning land while 22 were from households which were landless. Out of the 102 sampled participants all were not from households where agriculture was practiced as the main economic activity. Out of 22 women who were from landless households, only 14 had agriculture as their main economic activity, whereas others were dependent on non-agricultural incomes. The women selected for TWA came from households with slightly higher incomes rather than from the small and marginal farmer households and agricultural labour households.

One of the preconditions for being selected for the TWA programme was literacy. It was observed that 86 percent of the TWA trained women were participating in agricultural activities compared to 61 percent women in the general survey, which therefore showed that women’s participation in agricultural work increased after the TWA training. This figure varied across the regions. Region wise, there was increase in women’s participation in agriculture after TWA. Among the TWA trained women, agricultural activities that were women centric, such as weeding, harvesting and sowing continued to dominate and have even increased for trained women as compared to non-trained women. Trained women also experienced increased participation in non-traditional agricultural activities like fertilizer application, irrigation and marketing. The participants reported increase in income except in horticulture belt.

TWA women were aware of the development programmes in their villages. The participation of TWA ‘trained women’ increased significantly with regard to all other decisions at the household level, as compared to ‘women not trained’ covered in the general survey. Trained women aspired to get good
education and good employment whereas non-trained women aspired for higher economic status after marriage. The trained women spread their income expenditure on their children’s education, household assets and agricultural implements while over 85 percent of non-trained women spent their income on household expenses. Ninety-nine percent of the trained women reported that their self-image and self-confidence improved after training.

The holistic assessment of gender policies and the two programmes of the Government of Gujarat brought out the need for (1) macro level changes in the development path with more woman centred, gender sensitive focus; (2) the immediate or short term measures for improving the women’s access to budgetary resources and effectively implementing programmes for women’s development and empowerment.

Section III

7.3: Kerala

In the state of Kerala a study was carried out in some select gram panchayats of Trivandrum District. Attempts were made to analyse budgets at the local level from a gendered perspective, with a focus on women/girls, and men/boys and different sub-groups within them. In Kerala decentralisation also brought in its wake considerable ‘feminisation’ of political leadership at the local level, given the mandatory 33 percent reservation for women in the local self governing institutions (LSGIs) as also its decision making bodies. A conscious attempt was made in Kerala’s decentralised planning framework to integrate gender issues in all phases of the process, further strengthened by the mandatory requirement of 10 percent of plan grant to be set apart by LSGIs for projects directly benefitting women- the Women Component Plan (WCP). One of the important objectives of the study was to carry out the gender analysis of gram panchayat plan-budgets for the Ninth Plan period (1997-2002) and 2002-03 of the

---

Tenth Plan for the selected panchayats to track flow of resources to women. Another important objective was the priorities implicit in these allocations to the socio-economic situation of women at the state level.

Women in Kerala constituted around 51.4 percent of the total population of 31.8 million in 2001. According to Census 2001 sex ratio was 1058 in Kerala, whereas it was 933 for the country as a whole. Life expectancy at birth was 75.9 years for women and 70.4 years for men in 1993-97 which was highest among all the states in India. Women in Kerala have achieved a lot in terms of literacy in the whole country. For instance, in 2001 the literacy rate for women was 87.8 percent (54.0 percent for all India) and for men it was 94.2 percent (75.6 percent for all India) in Kerala. Some of the more notable achievements have been the near universalisation of primary education for both girls and boys and the school dropout rate was also very low compared to the whole country.

Kerala has achieved a lot in terms of different social indicators and the gender gap in social indicators is small, what is more relevant is to understand whether decentralised governance with greater participation of the people, including women, has transformed Panchayat Raj institutions into more women friendly structures. Work participation rate for female is low in rural areas and is better in urban areas. Even among the highly educated women in Kerala, WPRs are very low, it was found to be 37 percent (urban) and 32 percent (rural) for women compared with 87 percent and 82 percent respectively for men. Women’s participation in political arena is not so satisfactory. For example, in the state assembly the numbers elected have varied between five and eight members in a house of 140 legislators since the early 90s, in the Parliament the proportion of women candidates was around 5 percent for the last two and half decades. Men in Kerala outnumber women in holding managerial, administrative occupations. It is found that the proportion of women workers in these decision-making professions in urban Kerala is lower than for all India. In Kerala, women’s domestic role was given primacy and identified men with the ‘outside’ world. The fact that women’s work in reproduction is still not considered crucial work for the maintenance of society and therefore, a ‘social responsibility’, obstructs
women’s mobility in the public domain. Therefore, women, even highly educated, have remained economically backward.

Several measures were undertaken by the state government to address gender issues. While efforts, both financial and institutional were being made to address gender gaps in social, economic and political spheres, the state was more successful in achieving gender parity in basic social indicators. During the period 1997-2002, a conscious effort was made to engender development planning in Kerala.

The overall assessment was that the projects for women were confined to socially constructed gender roles with the virtual absence of any challenge despite larger involvement of women in political and participatory development and recognition of the high economic vulnerability of women in Kerala. It was found that the newly introduced gender policy requirement that all local governments should allocate 10 percent of the plan-budget to women specific schemes was largely met over five year period, the content of WCP got diluted over time, revealing little of gender aware-planning. It was found that the efforts to fill the gender gaps remained largely at the level of policy making and vanished at the implementation stage.

**Section IV**

7.4: Rajasthan

In the state of Rajasthan, gender budgeting initiatives started from 2005. The Department of Planning published a report on *Gender Responsive Budgeting*\(^{292}\), for some of the prominent sectors of the state. Gender budget analysis of six departments, namely, Health, Education, Agriculture, Women and Child Development, Stamps and Registration and Social Welfare was undertaken by the Government of Rajasthan.

---

Gender responsive budgeting in the above-mentioned sectors helps to assess how best the services of government are meeting the needs of girls and women in relation to men in the respective sectors and how much the policies are focused toward women. The Directorate of Evaluation and Directorate of Economics and Statistics of Department of Planning, Rajasthan, have carried out gender budgeting analysis in coordination with Ministry of Women and Child Development, Department of Health, Department of Education, Department of Agriculture, Department of Registration and Stamps, Government of Rajasthan and gender experts from United Nations Development Fund for Women(UNIFEM), United Nations Population Fund (UNFPA) and International Federation for Electoral Systems(IFES). In the following paragraphs an attempt is made to shed light on gender budget initiatives in a few major departments.

I. Department of Health: In case of Department of Health, analysis was carried out on different services provided by the health department like family welfare, immunisation, percentage share of women among doctors providing services at health centres, National Aids Control Programme, etc.

1. Percentage Share of Women among Doctors: It was found that women comprised around 24 percent of the doctors rendering service at District Hospitals, CHCs and PHCs. The proportion of women doctors was lowest for PHC’s - only 12 percent.

2. Utilisation of the Health Facilities in the State: Women comprised only 43 percent of the patients attending the OPD and IPD, which implied that men comprised more than 50 percent beneficiaries of health facilities.

3. Institutional Deliveries in the State: It was found that less than 30 percent of the deliveries in the state occurred in institutions. Funds were kept for referral transport scheme at the village level for obstetric emergencies, but less than 0.1 percent of the funds were utilised.
4. **Immunisation**: Every year more than 17 lakh vaccinations were done in the state. Girls comprised about 48 percent of the beneficiaries of the immunisation programme in the state.

5. **Sanjeevani Programme**: The Sanjeevani Programme provided health facilities in tribal and desert districts of the state. Less than 40,000 persons availed benefits from the services in 2005-06. Women comprised only 45 percent of persons receiving services at the camps.

6. **Micronutrient Supplementation Programme**: Another important programme was Micronutrient Supplementation Programme, under which micronutrients were provided to adults and children in the Sahariya communities. Women and girls constituted 45 percent of the beneficiaries who were availing services under this programme.

7. **Other Programmes**: The other programmes were National Leprosy Eradication Programme (NLEP), National Malaria Control Programme, National Cancer Control Programme and Revised National Tuberculosis Control Programme (RNTCP). Here, women beneficiaries were between 30 percent and 55 percent.

II. **Department of Education**: In case of education, the indicators like enrollment of students in schools/colleges by sex, retention of students in elementary education, percentage of expenditure on women/girls were analysed. Gender budget analysis revealed that gross enrollment rate for girls at all levels of education was very low compared to boys (2004-05) as it is clear from the following Table No.7.1.
Table No. 7.1: Enrollment of Girls at Different Levels of Education in Rajasthan (2004-05)

<table>
<thead>
<tr>
<th>Level of Education</th>
<th>Enrollment of Girls (%)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Primary Education</td>
<td>45.67</td>
</tr>
<tr>
<td>Upper Primary Education</td>
<td>36.90</td>
</tr>
<tr>
<td>Secondary Education</td>
<td>29.31</td>
</tr>
<tr>
<td>College Education</td>
<td>36.50</td>
</tr>
<tr>
<td>Technical Education</td>
<td>18.64</td>
</tr>
<tr>
<td>ITI Polytechnic</td>
<td>13.37</td>
</tr>
<tr>
<td>Medical Education</td>
<td>28.05</td>
</tr>
</tbody>
</table>


From the above Table No.7.1 it is clear that at primary level 45.67 percent girls were enrolled which means that 54.33 percent of girls remained outside school. This percent is quite high in case of ITI Polytechnique education.

The retention rate among girls for primary education was 42.97 percent whereas it was 47.19 percent for boys. Women teachers comprised less than 30 percent in primary, upper primary and secondary education. The percentage of expenditure of the state on girls’ education for the various levels of education varied between 13.37 percent and 44.65 percent. It was recommended to increase the number of women teachers, to provide separate toilet facilities for girls, to provide scholarships and hostel facilities for girl students, etc., in order to improve the enrollment rates and to reduce the dropout rates for girls.

A few important gender budget initiatives were as under:

1. District Primary Education Programme.
2. Establishment of Alternative Education Centres.
3. Sarva Shiksha Abhiyan.
State initiatives to promote gender equity in secondary education were:

1. Girls from class I to post graduation were exempted from paying any fee.
2. Free text books were supplied to girl students’ up to XII standard.
3. Twenty percent of seats were reserved for girl students only.
4. Balika Shiksha Foundation was established in 1994-95 to develop infrastructure facilities in girl schools.
5. Scholarships of Rs.1000 per month for education in class XI for all girls scoring more than 75 percent of marks in class X were awarded.
6. Appointment of mahila shiksha sahyogis was done.
7. Establishment of Kasturba Gandhi Balika Vidyalaya was undertaken.

III. Department of Agriculture: In the agricultural sector during 1991-2001, women’s share in work participation increased to 22 percent, whereas men’s share in work participation increased only by 1.4 percent. It can be noted that majority of women were marginal workers. Women comprised less than half of the main workers. Daily wages earned by women were less compared to men. A few important schemes were as under:

1. Amulya Neer Scheme: In most of the schemes, the percentage of men was more compared to women. For example, under Amulya Neer Scheme, subsidies were provided to farmers for the purchase of irrigation pipe lines, sprinklers, etc. In this scheme only 12 percent were women beneficiaries.

2. ISOPAM: In Integrated Scheme of Oilseeds, Oil Palm and Maize (ISOPAM) from 2004-06 in Dausa district, this scheme was given to 1554 farmers, women farmers constituted only about 5 percent. In Jhotwara panchayat, women beneficiaries were 2 percent of the 110 beneficiaries under the scheme.

3. Mini Kits: Another scheme was the provision of mini kits. Between April 2004 and January 2006, 10,651 farmers were provided mini kits, out of which only 7.28 percent were women beneficiaries in Dausa district, whereas women beneficiaries were 3.45 percent in Jhotwara panchayat.
4. **Provision of Agriculture Equipment:** In Dausa district majority of the farmers who received subsidies on tractors were men. There were 111 farmers who received agriculture implements, of which only 3 were women.

**IV. Department of Women and Child Development:** Gender responsive budgeting was also carried out in the Department of Women and Child Development. The following programmes of the department were analysed, namely, Integrated Child Development Scheme (ICDS) and Women Development Programme (WDP).

1. **The Integrated Child Development Services:** The ICDS was launched in Rajasthan in 1975 to address the essential needs of women and children. There were 35,821 Anganwadi Centres (AWC), where children in the age-group of 0-6 years and expectant and lactating women were provided with supplementary food and immunisation services. Supplementary Nutrition Programme of ICDS was reaching to 28.65 lakh children (of which boys comprised 15 lakh and girls 13.65 lakh) and 6.44 lakh women. Women and girls comprised 60 percent of the beneficiaries. Out of total expenditure of the state on this programme 60 percent was reaching to women and girls.

   The DWCD carried out immunisation services at the anganwadi centres. More than thirteen lakh vaccines were administered to children and more than four lakh women received tetanus and toxoid injections every year. Health checkups were also carried out at AWCs. In 2004-05 health checkups on 1.2 crore children and 22.31 lakh women were carried out.

   Other programmes/schemes like, Kishori Shakti, Kishori Balika Scheme and Swayamsiddha Scheme were also implemented under ICDS for improving health, nutrition, self worth and creative ability of adolescent girls. Around 99,000 girls received benefits under Kishori Shakti Scheme and 39,000 girls received benefits under Kishori Balika Scheme. Indira Women’s Scheme (now known as Swayamsiddha scheme) was initiated in 30 ICDS blocks in 26 districts and 2900 women’s groups.
2. Women’s Development Programme: The WDP was initiated in Rajasthan for the first time in the country for promoting all round development of women. Several programmes like Balika Samruddhi Yojana, Shishu Palna Griha were also implemented under the Department of Women and Child Development. Under Balika Samruddhi Yojana, families below the poverty line were provided a grant of Rs.500/- on the birth of a daughter, for a maximum upto two daughters. Shishu Palna Griha were established at 419 AWCs, where children between 5 years and 7 years were provided day-care and medical facilities.

V. Department of Social Welfare: For gender responsive budgeting of Social Welfare Department the programmes like, Educational Development, Social Upliftment and Protection, Social Welfare Activities, Social Security Scheme, Administration and Direction, etc., were covered. Under the programme Educational Development, about 15-25 percent expenditure was made on women. Girls comprised around 25 percent of beneficiaries. Under Social Upliftment and Protection about one third expenditure was spent on women. Girls comprised less than 20 percent of the children enrolled under the Child Welfare Programme of Department of Social Welfare. In the orphanages, run by state government more than 90 percent of the children were boys. In case of Social Security Scheme, pension was provided to old people and widows. It reached to 6.5 lakh persons in the state. Women’ position was better in this scheme as over 60 percent of the beneficiaries were women. For the programme Administration and Direction, around 2000 persons were employed, majority of the persons employed were men, and women comprised only 15.80 percent.
Section V

7.5: Karnataka

The project *Building Budgets from Below*\(^{293}\) was carried out by the Karnataka Women’s Information and Resource Centre (KWIRC)\(^{294}\). It went beyond merely critiquing a budget or adding to the budget a gender perspective. It sought to help people build budgets such that the interests of women and other subordinated groups were safeguarded.

Our Constitution has made provisions for gender equality and therefore women can design and construct fiscal policy if their capabilities are tapped. This exercise of working, from ground level to national fiscal policy, suggests that a summation of the budgets prepared at local level, pyramided upwards, to determine the national budget is the only method which can really shift the current development paradigm, such that inequalities including gender derived ones are reduced and the needs of the poor, especially of poor women are accommodated in the budget. That is, it is an attempt to upturn the system of budget making, rather than asking for being accommodated because other attempts made, such as, earmarking funds for a component plan, and special programmes for women or budget scrutiny from gender perspective have not delivered the required outcomes.

The purpose of the study was to analyse the income and expenditure of both the state and the local governments, and enabling women to participate in budget preparation by first understanding how budgets were made. This project, therefore, insisted that allocations and utilisations were not the way to handle gender budgeting. A need based approach gets trapped if not nullified, by the machinery of implementation that puts women at the end of hierarchy. In order to reverse hierarchy and to argue that it was the redirection of the whole economy that was necessary, the project should be seen as an experiment in enabling

\(^{293}\) *Building Budgets from Below*, Singamma Srinivasan Foundation, Bangalore, 2003.

\(^{294}\) Karnataka Women’s Information and Resource Centre (KWIRC), took initiatives for gender budgeting in the year 2002, sponsored by UNIFEM.
women to direct fiscal policy. It was the foremost work in Karnataka to analyse budgets through gender perspective which was carried out in three phases.

The state level analysis separated the pre-reform and post-reform revenue receipts of selected departments in Karnataka, under the ‘social and economic services’ head. Further, expenditure allocated for women specific schemes and selected departments in the state were obtained for social and economic services. It was observed from the state budget analysis, that during the pre-reform phase (1988-89 to 1990-91) the receipts from public health were the highest under ‘social services’ whereas under ‘economic services’, it was the village and small-scale industries that occupied first place. During the 1990s, the public health and village and small-scale industries were important sources of revenue. During the post-reform phase, while the receipts from ‘social services’ was less than 1 percent of the total, ‘economic services’ showed fluctuations varying between 2.8 percent and 4.2 percent.

In case of the expenditure allocated for women specific schemes by various departments toward women’s schemes, during the pre-reform phase, it was noticed that there was an increase in expenditure toward ‘social services’ in terms of absolute figures as compared to ‘economic services’. In the post-reform phase, under ‘social services’, the expenditure toward social security, public health and family welfare increased considerably. Under ‘economic services’ the allocation toward women specific schemes has shown fluctuations in respect of cooperation, rural development and panchayat raj, agriculture and fisheries.

Secondary data regarding the preparation of the budget by local self-government bodies, socio-economic infrastructure, revenue and expenditure of the chosen sites and elected women representatives was collected. The income and expenditure patterns of Mysore City Corporation, Udupi City Corporation, Honagahalli Gram Panchayat and Kogali Gram Panchayat were analysed.

The main aim of this exercise was the development of an ‘ought budget’ to reflect the concerns and priorities of the elected women, as opposed to the ‘is
budget’ which is the budget that is traditionally prepared. The purpose was to show that women’s priorities are not restricted to so-called ‘women’s issues’ and in fact, extend to all development issues in their localities. A mock budget session was held with the elected women representatives of the Honaganahalli Gram Panchayat in which they were asked to role-play a typical budget session and allocate funds according to their own priorities. The outcomes of this mock session were that the women identified their needs as relating to drinking water, drainage, public infrastructure, security, houses for the poor, administration, a maternity hospital and self-employment for women. It implied that though elected women representatives at the rural levels are often uneducated, they understand what developmental works are required in their region and are, therefore, capable of formulating a realistic budget.

The experiences in the Building Budgets from Below project have demonstrated that elected women in local self government bodies did not lack the capacity to participate in directing fiscal policy. However, they lack sufficient training to enable them to participate effectively. The project has established the fact that whether educated or not, women have sufficient understanding and capacity to participate in the making of fiscal policy. It is necessary to provide training to enable elected women representatives to understand the budget process and enable them to direct the implementation of fiscal policy, not only at the local level, but also at the state level.

The Government of Karnataka has taken certain gender budgeting initiatives. It was assured by the Finance Minister of Karnataka, while presenting the budget for 2006-07, that the Government would create a separate cell in the Finance Department to identify the quantum and resource allocation and expenditure for women and proper translation of policy commitments. In the year 2007-08, the gender budget document was presented at the legislature with a


296 Gender Budgeting Initiatives of Government of Karnataka – 2007-08. It is a note prepared by Singamma Sreenivasan Foundation, Bangalore.
hope to improve the sensitivity to address the issues which concern women. An initial effort was made by the Government of Karnataka to present the budget provisions that are substantially meant for the welfare of women. Government of Karnataka in the year 2007-08 categorised budget allocations as A and B. Category A has 100 percent budget allocations for women, whereas Category B has more than 30 percent allocations. Table No.7.2 shows the total allocations under categories A and B during the three years 2005-06, 2006-07 and 2007-08.

Table No. 7.2: Category-wise Budget Allocations (Karnataka)

(Rupees in Crore)

<table>
<thead>
<tr>
<th></th>
<th></th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Plan</td>
<td>Non-Plan</td>
<td>Total</td>
</tr>
<tr>
<td>Category A</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Percent</td>
<td>40.6</td>
<td>82.8</td>
<td>123.4</td>
</tr>
<tr>
<td>Category B</td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>


Category A: In Category ‘A’, during the years 2006-07 and 2007-08 eight departments were covered compared to six departments in 2005-06. In the years 2005-06(Actuals) and 2006-07(RE) the total allocation was Rs.123.4 crore and Rs.504.3 crore respectively, which increased to Rs.685.4 crore in 2007-08(BE). In the year 2005-06, the share of plan was 32.9 percent and that of non-plan was as high as 67.1 percent. Similarly, the share of plan during 2006-07 was 69.6 percent as against 30.4 percent in the non-plan. During 2007-08 the percentage share of plan and non-plan out of the total was 57.5 percent and 42.5 percent respectively.
Category B: In Category ‘B’, there were 20 departments which covered more than 30 percent budget allocations for women. The total budget was Rs.13.622 crore in the year 2005-06 (Actuals), which increased to Rs.17.271 crore in the year 2006-07(RE) and to Rs.30.564 crore during 2007-08(BE). Out of the total, the share of plan was 34.7 percent, much lower than that of non-plan which was 65.3 percent in the year 2005-06. In 2006-07 the percentage share of plan and non-plan out of the total was 44.8 percent and 55.2 percent respectively. The share of plan budget during 2007-08 was 61.2 percent as against 38.8 percent in the non-plan.

From the above analysis it is clear that the commitment to gender equality through gender budgeting is not confined to the Union Government only, several State Governments have also taken initiatives. The most common is empowerment of women through education and training so as to improve their expertise and self confidence. Out of twenty eight states, only five states are actively practicing gender budgeting. There is a need that the remaining states should also come forward and initiate gender budget exercises.