

CHAPTER-I

INTRODUCTION

1.1 Introduction

The concept of gender budgeting came into existence in 2005. For the first time, the Government of India included a 'gender budgeting statement' in the budget 2005-06. With the introduction of gender budgeting statement as a part of Union Budget documents, an institutionalized effort is being made to answer the basic question that how much of the government's total fund was allotted to women. The basic aim of this was to make allocation of funds for various programmes/policies/schemes which were designed for the benefit of women.

Gender budget is known by different names like "Gender Budgets", "Women's Budgets", "Gender Sensitive Budgets", "Gender Responsive Budgets", "Applied Gender Budget Analysis", etc. All these terms refer to gender budget initiatives.

Gender budgeting is one of the important components of gender mainstreaming. The aim of gender budgeting is to see the economy through women's eyes. There are about 85 countries around the world which have followed the 1984 Australian Government's Gender Budget.

1.2 Gender Budgeting in India

"In 2000, Government of India in collaboration with United Nations Development Fund for Women (UNIFEM) commissioned National Institute of Public Finance and Policy (NIPFP) to conduct a study on gender budgeting in India. As a result, the concept of gender budgeting came into existence in 2005. The gender budget statement indicates in two parts, **Part-A** presents schemes in which 100 per cent provision is for women. **Part-B** presents schemes where the allocation of funds for women constitutes at least 30 per cent of the provision. Both the tools as explained in the Guidance series sheets are being used in

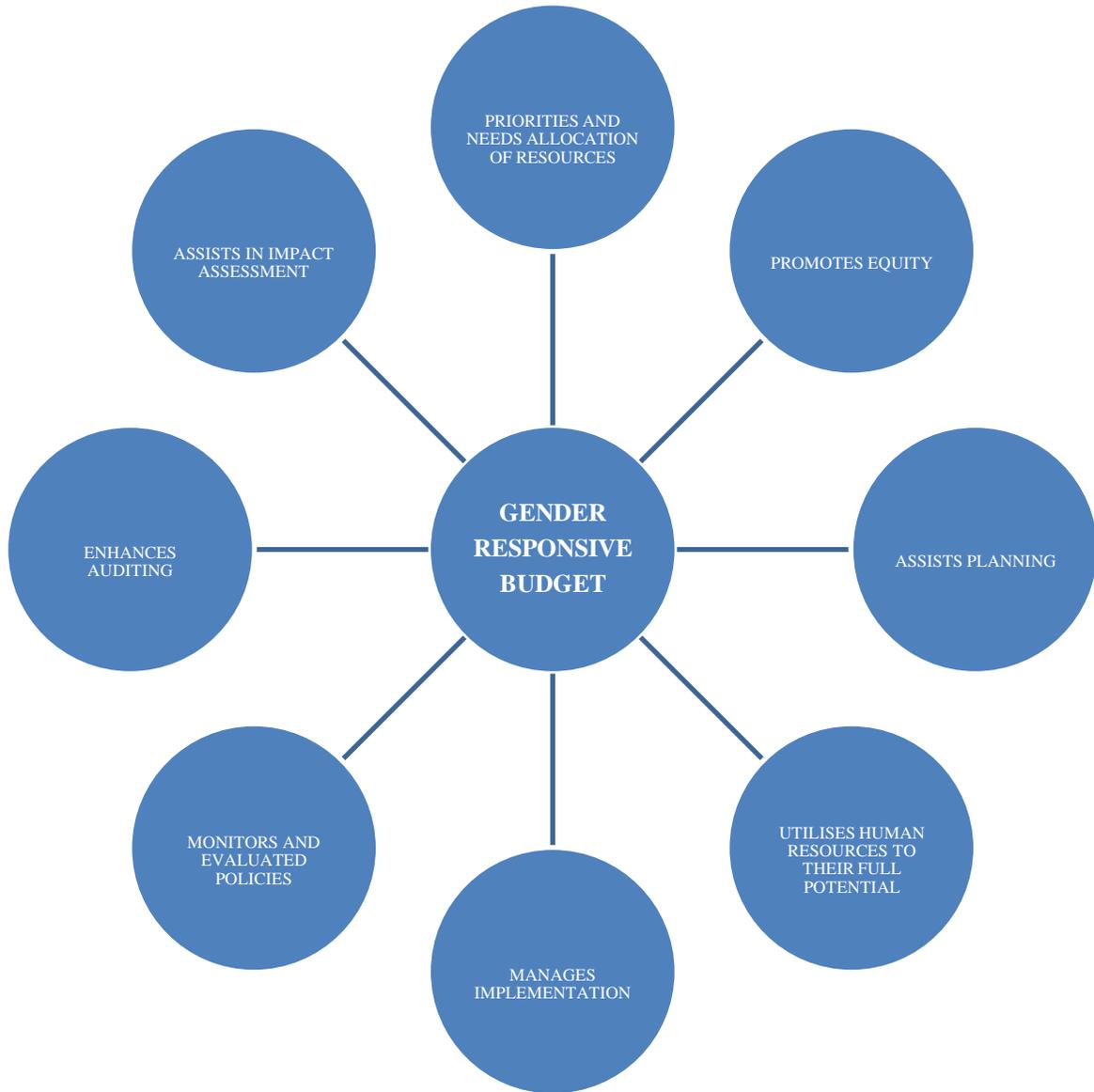
the Indian context and it reflects a serious commitment on the part of the government to strengthen the gender budgeting initiative in Indian milieu. At present, twenty two states of India have taken initiatives to implement gender budgeting for the welfare of women. Fifty six Ministries/Departments have set up gender budget cells to make resource allocation for women in the gender budget statement” (Kotval, Vinod, 2007).

There are several aspects of gender budgeting in India. First, the government makes gender sensitive policies for the betterment of women. Secondly, government allocates required funds to different departments for tackling the social and economic problems faced by women. Thirdly, many government departments make bulk of joint expenditure and do not allocate separate funds for men and women. The gender budgeting provision sensitizes these departments to allocate more funds for the benefit of women. The Ministry of Women and Child Development of Government of India is the sole department which makes allocation of funds for women in almost in all programmes and schemes of government. For the process of Eleventh Five Year Plan, the planning commission had issued instructions to all states to implement gender budgeting. However the success of gender budgeting depends on its effective implementation.

1.3 Applications of Gender Budgeting

Different applications of gender budgeting is explained with the help of Flow Chart-1.1. For example, the gender budget may be used for prioritising expenditure programmes at a time when resources at the disposal of national exchequer are limited. Further, it also helps to target the expenditure programmes and thereby help in promoting gender equity. The gender orientation helps in designing and developing gender specific programmes and then subjects them to yearly monitoring and evaluation. Since gender component is inserted into the mainstream budget, it enhances auditing possibilities for further justification of continuation of gender specific programmes.

Flow Chart-1.1
Applications of Gender Budgeting



Source: Ministry of Women, Family and Community Development, Gender Budgeting in Malaysia, United Nations Development Programme, Malaysia, 2005.

1.4 Analytical Framework for Gender Budgeting

Prof. Sharp, An Australian economist, “provided an analytical framework for the analysis of gender budget at the federal and state level in 1998. In Sharp framework, allocation of each department can be broken up into three categories of expenditure: (i) expenditure specifically targeted for women, (ii) expenditure for equal employment opportunities within the public sector and (iii) mainstream budget expenditure. The three categories add up to 100 per cent of budget. The mainstream budgetary expenditure has to be assessed for their gendered impacts. The strong assumption beneath this analytical framework is that all public expenditure, if not proved otherwise, has gendered impacts. It is criticised on the ground that certain public expenditure cannot be gender partitioned as they are non-rival in their consumption” (Lahiri, A. et. al, 2003).

National Institute of Public Finance and policy (NIPFP) provides a slightly different analytical framework as against Sharp’s framework that was followed in Australian and South African gender budgets. NIPFP categorized public expenditure into three groups:

- (i) Specifically targeted expenditure for women.
- (ii) Public expenditure with pro women allocation.
- (iii) Mainstream expenditure assessed for gendered impacts.

(i) Specially Targeted Expenditure on Women

NIPFP categorised the “public expenditure specifically targeted to women into four clusters, viz. Protective and Welfare Services, Social Services, Economic Services and Regulatory Services & Awareness Generation Programmes. **Protective and Welfare Services** are important to prevent the atrocities against women such as domestic violence, rape, kidnapping, dowry deaths including rehabilitation programmes; while **Social Services** such as education, water supply and sanitation, housing, health and nutrition schemes can empower women to play their rightful role in the economy. Similarly, there are **Economic Services** such as self-employment and training programmes, economic empowerment programmes and fuel supply management programmes, which can provide economic empowerment for women; while **Regulatory Services and Awareness Generation Programmes** for women operates through the institutional mechanism like National Commission for Women, etc. This categorisation into four clusters helps in

identifying the broad nature of specifically targeted programmes for women in India” (Lahiri, A. et. al., 2003).

(ii)Public Expenditure with Pro-Women Allocation

“Some of the public expenditure schemes, such as poverty alleviation and employment generation schemes, though not exclusively targeted for women, have pro-women allocations. Prima facie, it is difficult to identify these pro-women shares from Budget documents. As per NIPFP methodology, public expenditure with pro-women allocation of specific Ministries like Health and Family Welfare, Education, Labour and Rural Development, where women constitute a significant part of the beneficiaries of almost all the schemes, is calculated using the following formula:

$$\text{Pro-women allocation} = [\text{TE-WSP}] * \text{WC}$$

Where TE is the Total Expenditure of ministry/department; WSP is the Women Specific Programmes of the concerned ministry/department and WC is the Women’s Component, specified as a percentage of the total outlay of the department being exclusively spent on women. Secondly, there are several departments under which only certain programmes include a women’s component” (Lahiri, A. et. al., 2003). Pro-women allocations of those departments are calculated on the basis of the following formula:

$$\text{Pro-women allocation} = \sum[\text{SCS} * \text{WC}],$$

“Where SCS is the expenditure on the Specific Composite Scheme and WC is the Women’s Component again specified as a percentage of the total outlay on the specific composite scheme and [SCS*WC] represents the pro-women share of various specific schemes. Under this procedure, first the schemes with women’s component and their pro-women share are identified and then individual shares are added to get the total pro-women allocation of the department/ministry. For departments under which the information about women component plan is not provided in the Department of Women and Child Development document, the women’s component is assumed to be 30 per cent in conformity with the objective of the Ninth Five Year Plan” (Lahiri, A. et. al., 2000).

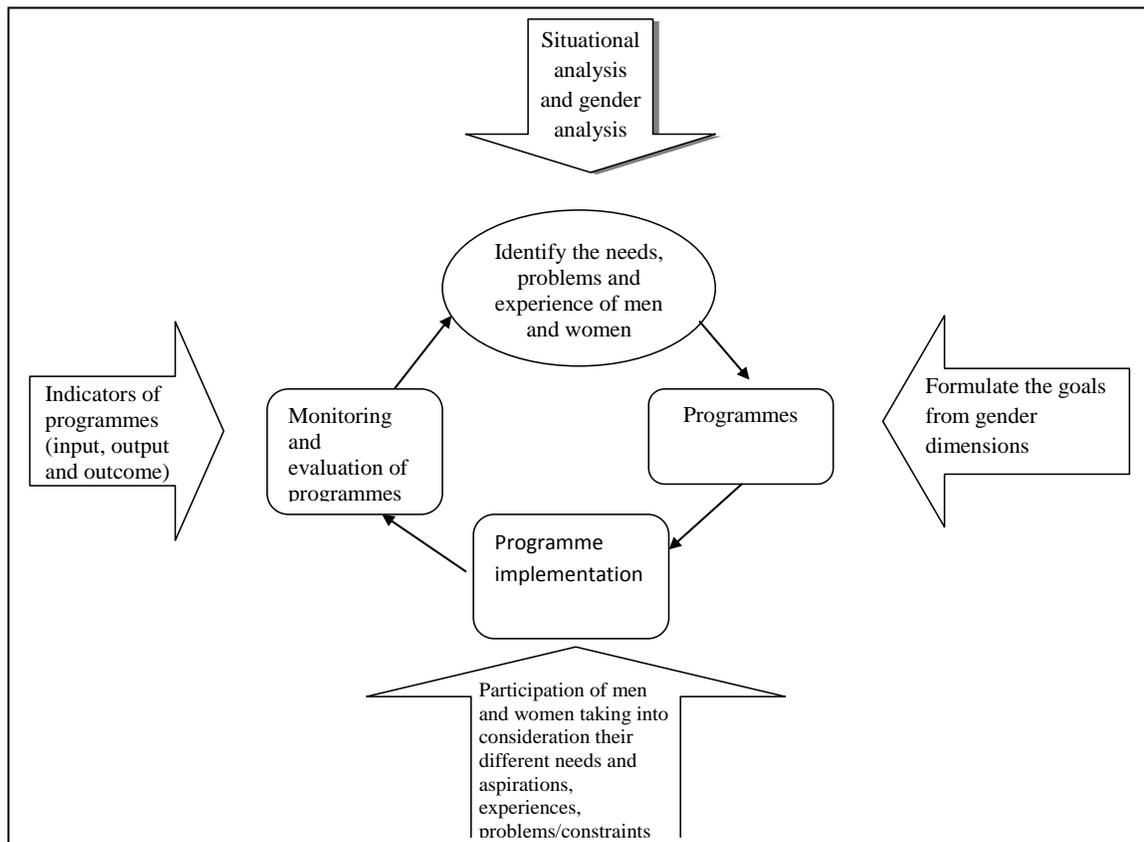
(iii) Mainstream Public Expenditure

“Gender disaggregated benefit incidence analysis of public spending reveals the distributional impact of budgetary policies. Such analysis to find out how public spending is distributed by sex requires the estimates of the cost of providing a public service and data on utilization of public services by gender. Gender-disaggregated benefit incidence calculation involves the measurement of the unit cost of the particular service and the number of the units utilized by gender. The paucity of gender-disaggregated data on services utilized constraints such benefit incidence analysis of a variety of public services in India. Furthermore, all public goods and services cannot be gender-partitioned” (Lahiri, A. et. al., 2000).

1.5 Process of Gender Budgeting

The process of “Gender Budgeting” can be explained with the help of following Flow Chart 1.2:

Flow Chart-1.2
Process of Gender Budgeting



Source: UNIFEM, Gender-Responsive Budgeting (www.gender-budgets.org).

1.6 Planning Process and Development of Women

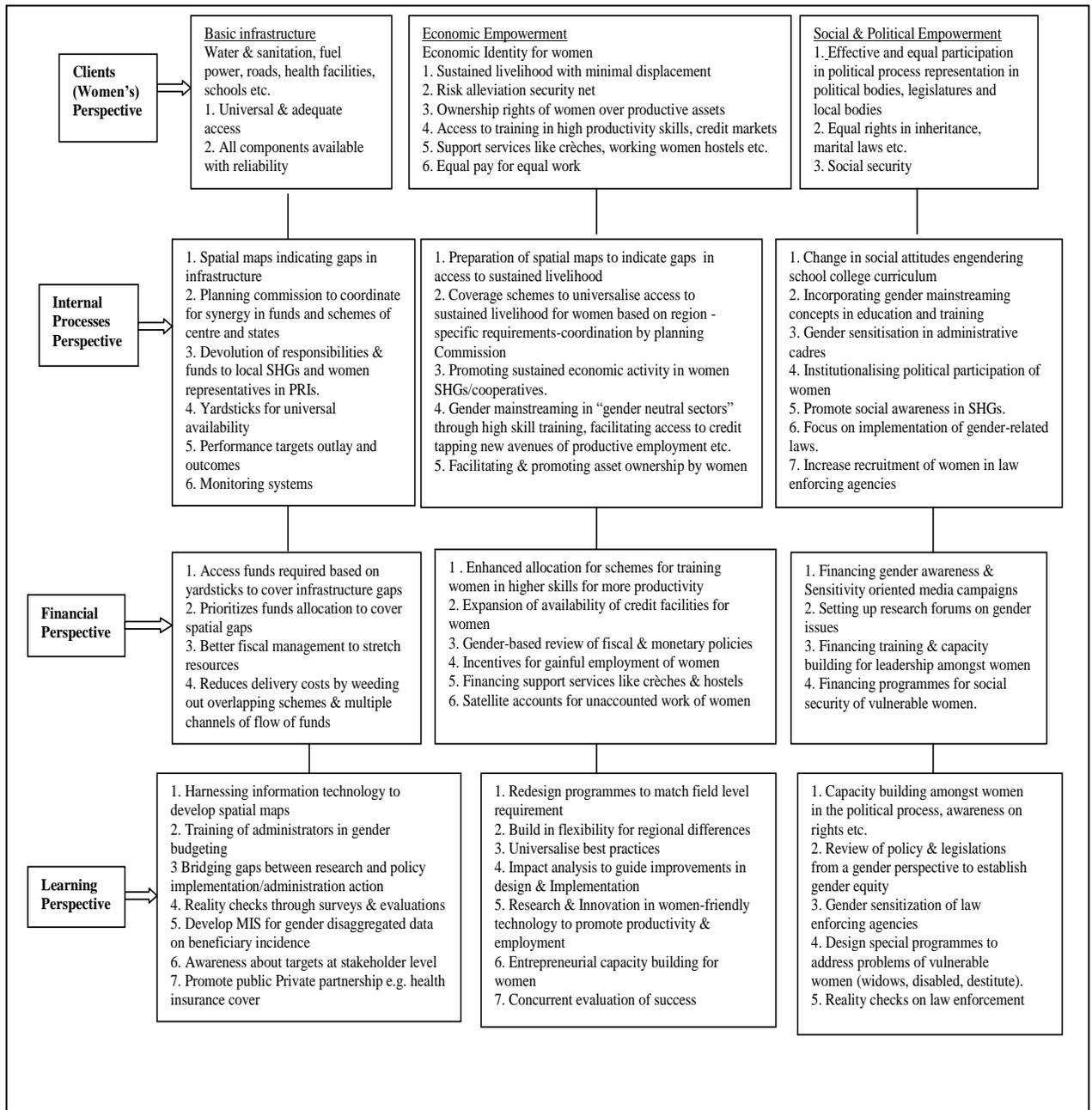
To promote the welfare work, Central Social Welfare Board was set up during *First Five Year Plan (1951-56)*. To make provision for grass root work among women, development of Mahila Mandals was started in *Second Five Year Plan (1956-61)*. The provision for the education of women, pre-natal and child health services, supplementary feeding for children, nursing and expectant mothers was made in the *Third, Fourth and Interim Plans (1961-74)*. The *Fifth Five Year Plan (1974-78)* shifted its approach from the welfare of women to the development of women. *The Sixth Five Year Plan (1980-85)* adopted multidisciplinary approach with thrust on health, education and employment for the development of women as a separate economic agenda. *The Seventh Five Year Plan (1985-90)* aimed at brings women into the rays of national development. A paradigm shift in the development approach to the empowerment approach was projected in the *Eighth Five Year Plan (1992-97)*. *The Ninth Five Year Plan (1997-2002)* adopted women component plan to earmark at least 30 per cent of funds/benefit to women. *The Tenth Five Year Plan (2002-07)* continues with the strategy of ‘empowering women’ as an agent of social change and development through socio-economic empowerment and gender justice. *The Eleventh Five Year Plan (2007-12)* emphasized on gender equity, gender budgeting and creation environment free from all forms of violence against women. *Eleventh Five Year Plan* mentions “Gender equity requires adequate provisions to be made in policies and schemes across ministries and departments. It also entails ‘strict adherence to gender budgeting across the board. It promises special focused efforts for creation of ‘an enabling environment for women to become economically, politically and socially empowered’”.

1.7 Role of Gender Budgeting in Development of Women

Flow Chart-1.3 depicts all the inter-related activities necessary for women’s empowerment and to enable a better focus on resource allocation under gender budgeting. We may map our strategic map under the four components i.e. client perspective, internal process perspective, financial perspective and learning perspective as following:

Flow Chart-1.3

Gender Budgeting as a Tool for Women's Empowerment



Source: Goyal, Anjali (2005): "Women's Empowerment through Gender Budgeting: A Review in the Indian Context"

1.8 Need for the Study

Since long there was no specific allocation for women in the government policies and programmes, therefore, it has not led to a noticeable empowerment of women. Recently countries have realised that to remove gender gaps persisting in all the societies and to achieve empowerment of women, there is a need to look at government budgets through a gender lens. Gender budgeting is now recognised worldwide as a powerful tool to achieve socio-economic development of women. In this context, the need to study the role of gender budgeting in the development of women arises.

1.9 Objectives of the Study

1. To analyse plans and policies in agriculture in Haryana State from the perspective of women.
2. To assess the impact of government expenditure on the socio-economic situation of women.
3. To see *ex-ante* and *ex-post* impact of Support to Training and Employment Programme for Women (STEP) and Women's Training-cum-Production Centres and Stipend Scheme on women beneficiaries.
4. To offer policy suggestions on the basis of what was envisaged and what has been the outcome from the programmes/policies.

1.10 Hypotheses

1. Plans and policies for women in agriculture sector mainstream women issues.
2. There is a positive relationship between resource allocation and socio-economic situation of women.
3. Employment generation programmes have a positive impact on the development of women.

1.11 Scope of the Study

The scope of the present study is quite wide. The findings of the present study will be useful to policymakers, planners, academics and government officials in their operative fields.

The present study will be beneficial to the prospective researchers to take the further investigation on the same topic like and other important topics Effectiveness of Gender

Budgeting for Gender Equality or Millennium Development Goals and Gender Budgeting. Ministry of Women and Child Development can use the findings to make gender budgeting more effective for the development of women. In total, the findings of the present study can be used in one or the other way for the effectiveness of gender budgeting as women's development tool.

11 Limitations of the Study

One study is not intended to cover all the aspects of the problems of gender inequalities and gender budgeting as their objectives and time period are limited. The present research study has some limitations that should be taken into consideration.

1. Limitations of the secondary data applies on this study.
2. Being a micro level study in the context of two programmes namely Support to Training and Employment Programme for Women (STEP) and Women Training-cum-Production Centres and Stipend Scheme (WTPCSS), its findings are limited to sampled districts.

1.12 Organisation of the Thesis

- **Chapter-1:** The introductory chapter covers the concept of gender budgeting, application, analytical framework, process of gender budgeting, planning process and development of women, women's empowerment through gender budgeting, the need of the study, objectives, hypotheses.
- **Chapter-II:** A detailed review of literature is carried out in this chapter.
- **Chapter III:** This chapter reflects upon the research methodology to carry out the research.
- **Chapter-IV:** Government programmes/policies for women in agriculture sector are studied in this chapter.
- **Chapter V:** This chapter sheds light on the budgetary allocation under gender budgeting statement in India and women component plan in Haryana state and role of these allocations in the socio-economic development of women.

- **Chapter VI:** This chapter is devoted to the impact of Support to Training and Employment Programme for Women (STEP) on women.
- **Chapter VII:** This chapter reflects upon the impact of Women's Training-cum-Production Centre and Stipend Scheme (WTPCSS) on women.
- **Chapter VIII:** The concluding chapter contains the summary, findings and suggestions.