CHAPTER X

SUMMARY, FINDINGS AND SUGGESTIONS

This chapter presents summary, findings and suggestions. It is organised as under: Section I contains the summary of concept, nature, origin, scope and significance of gender budgeting. In Section II an attempt is made to summarise gender budgeting as a means of empowering women, benefits flowing from empowerment of women, significance of gender budgeting and summary of budgetary policy in India from 1947 to 2007. The summary of present status of women in India, measures to redress gender inequality, the five year plans and development of women, development of gender budgeting in India, gender budgeting initiatives, gender budgeting in Union Budgets from 2005-06 to 2009-10, etc., is presented in Section III. It also contains a summary of programmes administered by DWCD. In the final Section IV, some suggestions are putforth.

Section I

Concept of Gender Budgeting

1. The concept of gender budgeting was introduced two decades ago. It got integrated into the main theme very recently. Gender budgeting is an application of gender mainstreaming in the budgetary process. “Gender mainstreaming, involves integrating a gender perspective and gender analysis into all stages of designing, implementing and evaluating projects, policies and programmes”. The UNDP defines gender mainstreaming as: “Taking account of gender equity concerns in all policies, programmes, administrative and financial activities and in organisational procedures, thereby contributing to a profound organisational transformation”. Gender budgeting is also one of the important components of gender mainstreaming.

2. Economists tend to view government budgets as gender-neutral instruments, since budgets do not mention women or men but consist of
financial aggregates. Budgets, however, are not gender neutral, they are “gender blind”.

3. Gender-blind budgets ignore the differing effects on women and men and on different groups of women and men. Gender-blind budgets do not consider that women and men have different roles to play, different responsibilities and capabilities. These overlook the economic and social differences that exist between women and men.

4. Rhonda Sharp, with extensive experience on gender budgets, notes: “A significant gap can exist between the gender equality commitment of a government and the policies and programmes funded by its budget”. Gender budgeting refers to a method of looking at the budget formulation process, budgetary policies and budget outlays through the gender lens. To address specific needs of women, it seeks to have affirmative action. It is, therefore, not a separate budget for women. A gender analysis of government budgets offers an innovative tool for ensuring a better match between government’s policy commitments and development outcomes for recognising, underlying gender inequalities and redressing them through allocation of public resources. Gender budgets aim to ensure a fair, just and efficient distribution of public resources for the overall development of the society.

5. Gender budgets are referred by several names, like, “Gender Budgets”, “Women’s Budgets”, “Gender Sensitive Budgets”, “Gender Responsive Budgets”, “Applied Gender Budget Analysis”, “Mainstreaming Gender Perspectives into Budgets”, etc. All these terms refer to gender budget initiatives.

6. Gender mainstreaming was established as a global strategy for the promotion of gender equality in the Platform for Action adopted at the Fourth World Conference on Women (Beijing, 1994). The challenge of gender budgeting lies in translating policy commitments to gender equality and elimination of discrimination against women into budgetary allocations and outcomes.

7. Gender neutral government budgets cannot reduce the gender-based disadvantages faced by women in socio-economic-political arena. Gender
neutral budgets are gender blind budgets. Government budgets should be framed and implemented with gender perspective. “The significance of gender budgeting can be summarised in the adage- if it is unfair to have differential treatment for same people, it is also unfair to have same treatment for different people”.

**Nature of Gender Budgeting**

1. It is a way of linking gender equality policy with macroeconomic policy.
2. It is based on the premise that budgets are not gender neutral.
3. It applies to the revenue raising side as well as the expenditure side of budgets.
4. It begins with analysis of the impact of the budget on women and men, and progresses to integrate gender into budget-planning.
5. It does not mean separate budget for women.
6. It means closer scrutiny of outcome of budgets.
7. Its ultimate goal is that gender-sensitive approach is applied to all aspects of all budgetary processes, that gender is mainstreamed.

**Broad Purposes of Gender Budgeting**

The following are broad purposes of gender budgeting:

1. Improving the allocation of resources to women-specific programmes.
2. Supporting gender mainstreaming in macroeconomic policies.
3. Enhancing the linkages between economic and social policy with gender perspective.
4. Tracking public expenditure on gender and development policy commitments.
5. Contributing to the attainment of the Millennium Development Goals with special emphasis on gender.

**Scope of Gender Budgeting**

A few important areas where gender budgeting may be initiated are identified as under:

At national, regional or local levels of government;

1. Inside government departments, organised by officials and ministers;
2. In elected assemblies, organised by elected representatives;
3. Outside government, organised by researchers and civil society organisations.

The gender analysis of government revenues and expenditures can be presented in different ways:

1. At a number of points in the main budget and /or evaluation report;
2. In a special annexure to the main budget and/ or evaluation report;
3. In ‘briefing-papers’ for parliamentarians;
4. In press releases; in research publications; and in popular education publications.

**Tools of Gender Budgeting**

Following are important tools of gender budgeting:

2. Gender-disaggregated Beneficiary Assessments.
5. Gender-disaggregated Analysis of the Impact of the Budget on Time-use.

7. Gender-aware Budget Statement.

**Origin of Gender Budgeting**

1. The earliest and systematic endeavour toward making women a focus of development took place in 1946. The United Nations Economic and Social Council (ECOSOC) established the Commission on the Status of Women (CSW) to ensure empowerment of women and gender equality.

2. CSW organised four world conferences on women which sought to bring together the international community with an effective plan of action for the development of women, in all spheres of public and private life.


4. During 1970’s and 1980’s, the advocates of women development spoke of integrating women into developmental process and during 1990’s the emphasis was on bringing gender issues into the planning process.

5. In 1993, 45 years after the Universal Declaration of Human Rights was adopted and eight years after the Convention on Elimination and Discrimination Against Women (CEDAW) came into force, the UN World Conference on Human Rights in Vienna confirmed that women’s rights were human rights. The International Conference on Population and Development (ICPD) held in Cairo in the year 1994, laid emphasis on women’s rights and health.

6. The Beijing Platform for Action contains twelve critical areas of concern including women’s poverty and women’s economic and political empowerment, and particularly emphasises the needs of poor women. The World Social Summit on Development held in Copenhagen, in the year
1995 included, ‘achievement of equity between men and women’, as one of the important goals, along with other goals.

7. In June 2000, the 23\textsuperscript{rd} Special Session of U.N. General Assembly explicitly called for attention to the goal of gender equality in budgetary processes at national, regional and international level.

8. The Millennium Declaration signed in 2000, at the United Nations’ Millennium Summit, commits the member countries “to promote gender equality and the empowerment of women, as effective ways to combat poverty, hunger and disease and to stimulate development that is truly sustainable”. Gender equality is one among the eight Millennium Development Goals.


10. In 2005, the second phase of the programme was launched. It aimed at the application of gender analysis to government budgets, focusing on the use of ‘Gender-Responsive Budgeting’ as a tool to increase accountability, participation and gender responsiveness in national budgets.

11. Gender budgeting initiatives have been supported by a number of multinational institutions. Some of which are Commonwealth Secretariat, the European Community, the World Bank, and institutions of civil society, including many women’s organisations. Several countries, both developed and developing, have initiated gender budgeting. Gender budgets have now been introduced in varying forms in more than sixty countries throughout the world. These exercises emerged out of feminist practical politics initially in Australia and later in a number of other countries.

12. The idea of gender budgets gathered further momentum when the United Nations Beijing Platform for Action called for the integration of a gender perspective into budgetary decision-making.
Section II

Gender Budgeting as a Means of Empowering Women

1. The status of women in a society is the true index of its socio-economic, cultural, religious and spiritual level. Women’s empowerment is a multifaceted concept that extends to the psychological, social, economic, cultural, political and institutional spheres of women’s lives. Women empowerment is a process by which women get control over material and intellectual resources and challenge the ideas of gender based discrimination against women in all institutions and structures of power. The need for women empowerment is ably summarised by Mahbub ul-Haq: “No society can ever prosper, half-liberated and half-chained. Women’s empowerment is a pre-condition for human security”.

2. The below facts indicate the status of women in the world:

a) Of the world’s one billion poorest people, three-fifth’s are women and girls;

b) Of the 960 million adults in the world who are illiterate, two third’s are women;

c) Seventy percent of the 130 million children who are out of schools are girls;

d) Everywhere, women earn less than men, both because they are concentrated in low-paying jobs and because they are paid less for the same work;

e) Women are conspicuously absent from parliaments, making up, on average, only 16 percent of parliamentarians worldwide;

f) Every year, half a million women die and 18 million more suffer chronic disability from preventable complications during childbirth;
g) As per the findings of a 31 country study, women work longer hours than men; on an average women put in 13 percent more time than men in developing countries and 6 percent more than men in developed countries. Women contribute more than half of the wealth of nations and yet they are denied economic, social and even legal rights and privileges;

h) When a woman is empowered it does not mean that another individual will become powerless or less powerful. But, if a women is empowered her competencies toward decision making will surely influence her family’s or neighbour’s behaviour. “The presence of these spillover effects will thus create a “social multiplier” where aggregate power will be greater than individual”.

Benefits Flowing From Empowerment of Women

Huge benefits flow from the empowerment of women. The following examples show that if gender inequality is reduced, it benefits the society:

1. Research on agricultural productivity in Africa shows that reducing gender inequality through gender budgeting could significantly increase agricultural yields. For instance, giving women farmers in Kenya the same level of agricultural inputs and education as men farmers could increase yields obtained by women farmers more than 20 percent.

2. Research on gender inequality in the labour market shows that eliminating gender discrimination in occupation and pay could increase not only women’s income, but also national income. For instance, if gender inequality in the labour market in Latin America were to be eliminated, not only could women’s wages rose by about 50 percent, but national output increased by 5 percent.

3. The probability of children being enrolled in school increases with their mother’s educational level and extra income going to mothers has more positive impact on household investments in nutrition, health and education of children than extra income going to fathers.
4. Women’s time burdens are an important constraint on growth and development, women are an over-utilised, not an under-utilised resource. The benefits of reducing this gender-based constraint can be considerable. For instance, a study in Tanzania shows that reducing such constraints in a community of smallholders, coffee and banana growers increased household cash incomes by 10 percent, labour productivity by 15 percent, and capital productivity by 44 percent.

**Significance of Gender Budgeting**

1. According to the World Economic Forum, gender inequality is inefficient and costly to women, men, girls and boys. These costs are manifested by lower levels of productivity, competitiveness and reduced levels of well-being.

2. In order to understand the significance of gender budgeting and why gender budgeting is needed it is necessary to learn how women are faring in different areas such as, life expectancy, adult literacy rate and labour force participation.

3. After analysing the life expectancy at birth for different countries of five regions, it is concluded that the life expectancy at birth for female is higher compared to that of male life expectancy at birth for almost all countries. For this particular phenomenon two major reasons are:

   a) Men are more addicted to tobacco, drugs and alcohol than women in almost all countries and, therefore, men die from associated diseases such as lung cancer, heart attacks, etc.

   b) Women tend to have more resistance to infections and degenerative diseases.

4. In almost all countries, the female adult literacy rate was below the male adult literacy rate. Gender gap in adult literacy for male and female was significant among South Asian Countries and some countries of African region.
5. Estimates of women labour force participation are lower than those of men and are not comparable internationally, reflecting the fact that for women the demographic, social, legal and cultural trends and norms determine whether their activities are regarded as economic. Another important aspect is that the countries differ in the criteria used to determine the extent to which workers are to be counted as part of the labour force.

6. The present status of women in the world is also analysed with the help of Global Gender Gap Index. The Global Gender Gap Index was introduced by the World Economic Forum in 2006. The rankings are designed to create awareness among a global audience of the challenges posed by gender gaps and the opportunities created by reducing them. The Global Gender Gap Index examines the gap between male and female in four categories: 1. Economic Participation and Opportunity, 2. Educational Attainment, 3. Political Empowerment and 4. Health Survival.

7. For example, India held 98th place in 2006, 114th place in 2007, 113th place in 2008 and 114th place in 2009. In four years, India has slipped from 98th position to 114th position indicating the widening gender gap.

**Summary of Budgetary Policy in India from 1947 to 2007 with Reference to Gender Issues**

1. A review of Budget Speeches from 1947-48 to 1953-54 makes it clear that no reference is made regarding measures taken for the development of women in particular and social sector in general. The Finance Minister concluded his Budget Speech (1950-51) that a government budget is a human document in the sense that it involves and has reactions upon the experiences and the emotions of multitude of men and women all over the country.

2. In later budgets, the progress of small savings movement was emphasised. Importance was given to the small saver for providing the finance required for development. Steps were taken to generate the interest of
voluntary, social and women’s organisations in the furtherance of the movement.

3. The Finance Minister in his Budget Speech 1954-55 informed that a Women’s Savings Week was organised that produced very encouraging results and a regular Women’s Saving’s Campaign was inaugurated. Central Advisory Committee was set up to guide and organise the campaign to mobilise savings. For the first time, importance of women folk was recognised.

4. In 1955-56 Budget Speech it was admitted that the Women’s Savings Campaign under the Central Advisory Committee, made a valuable contribution. Role played by women in mobilising savings was recognised. The Women’s Savings campaign under the Central Advisory Committee was maintaining satisfactory progress and over 150 voluntary social and women’s organisations were appointed as agents for the sale of Certificates. This budget was silent on other women’s issues.

5. With respect to the payment of taxes at personal level, in addition to basic exemption, the Budget for 1958-59 accorded other exemptions, important among which are: 1) gifts to female dependants on the occasion of marriage upto Rs.10,000 in each case; 2) gift to one’s wife up to a total limit of Rs.1 lakh. The budget was silent on other gender related issues.

6. The Budget for the fiscal year 1960-61 informed that the National Savings Advisory Committees at the Centre and in the States were merged with the Savings Boards of the Women’s Savings Campaign and constituted into composite Boards, one at the Centre and one in each State, with adequate representation of women workers.

7. In the Budget for the year 1982-83, as a part of investment in social sector with special reference to women, the outlay for family planning was increased to Rs.245 crore compared to Rs.155 crore in 1981-82. An outlay of Rs.16 crore in the Central Plan was proposed for the programmes for welfare of women. Special importance was given to the programme of functional literacy for adult women for which a provision of Rs.4.6 crore was made as against Rs.3 crore in 1981-82.
8. In respect of adult education for women and elementary education for girls, an amount of Rs.200 crore was allocated for the incentive schemes in 1984-85 Budget. Emphasis was placed on restructuring the educational system in the country.

9. In 1985-86 Budget Speech, the government expressed its commitment to make the education of girls free all over the country upto Higher Secondary level. A total provision of Rs.221 crore was made for education in the Central Sector including provisions for all these new initiatives.

10. Government announced schemes for construction of low cost rural houses for Scheduled Castes/Scheduled Tribes and bonded labour, distribution of food grains at a concessional price to the people in Integrated Tribal Development Projects in 1986-87 Budget. It extended coverage under nutrition programme for young children, pregnant women and nursing mothers, etc.

11. In the Budget for the year 1987-88, government took several new initiatives in important areas like women and child development, health and family welfare, youth affairs and sports, art and culture, science and technology, environment, social forestry and information technology.

12. Government in 1988-89 Budget initiated a number of measures for the betterment of conditions of working women. These included programmes for raising skills and economic development, supportive services for working women and shelter and rehabilitation for women in adverse circumstances.

13. The Budget of 1989-90 realised that a direct effort at improving the condition of women and children was very essential. It was proposed to distribute saris to destitute women. Integrated Child Development Programme was proposed to extend to cover more areas. More emphasis was laid in creating awareness regarding the rights of women, campaign against the atrocities inflicted on them and also against the social evils like child marriage, dowry, drug abuse, etc.

14. The problems of women entrepreneurs in the cottage and small sector were addressed in 1990-91 Budget. The provisions regarding margin
money and seed capital for women entrepreneurs was proposed to be re-examined and liberalised. Government considered sale of equity of Rs.1000 crore to provide resources to the National Renewal Fund in 1992-93, which was proposed to be utilised for various schemes of assistance to workers in unorganised sector, including women workers.

15. Working women deserve special attention and, therefore, it was proposed in 1992-93 Budget to increase the standard deduction from Rs.12000 to Rs.15000 in the case of working women having total income upto seventy five thousand rupees. The jute products manufactured in rural areas by women’s cooperatives and registered cooperative societies were fully exempted from excise duty.

16. Universal provision of primary education and promotion of adult literacy, particularly for women and girls were emphasised in Budget for the year 1993-94. A new scheme was launched for the improvement of primary education, particularly in backward areas. About twenty to twenty-five districts out of about 200 educationally backward districts, where female literacy was below national average, was proposed to be taken up for preparation of district plans in 1993-94. The National Commission for Women launched in the previous year considered various issues relating to women.

17. The increased budgetary support was provided in 1994-95 Budget to the Central Plan. It was directed to support higher outlays in important social sectors such as rural development, education, health and family welfare and women and child development and SC’s and ST’s.

18. The Budget for the fiscal year 1995-96 provided for the pre-natal and post-natal maternity care to women belonging to poor households for the first two births. Seventy five percent of the beneficiaries were likely to be women needing assistance on account of old age, widowhood and maternity. This Budget also proposed to assist 220 cooperative societies for women and 330 cooperative societies for weaker sections. Special emphasis was laid on improving educational status of women.
19. An additional amount of Rs.10 crore was set apart in 1996-97 Budget for starting training-cum-production centres or schemes for destitute women in different states.

20. In 1997-98 Budget, provisions were made for the Kasturba Gandhi Shiksha Yojana, a programme to establish special schools for girl children in the districts which have low literacy rate.

21. Government in 1998-99 Budget, planned to implement the constitutional provision for making primary education free and compulsory up to fifth standard and for girls up to the college level. The allocations under Kasturba Gandhi Shiksha Yojana and the Mahila Samridhi Yojana were integrated to support a unified Action Plan for accelerating female education.

22. The broad strategy of 1999-2000 Budget was six-fold. One of which was to revitalize and redirect public programmes for human development, encompassing food security, health care, education, employment and shelter. Their focus was on empowering the poor and the weaker sections, especially belonging to Scheduled Castes, Scheduled Tribes and Other Backward Classes. Empowerment entails access to five basic requirements, namely, food, health care, education, employment and shelter.

23. The Budget for the year 2000-01 stressed the empowerment of women. The budget pointed out that, there is an urgent need for improving the access by women to national resources and for ensuring their rightful place in the mainstream of economic development. Toward this objective, the government set up a Task Force to review all existing legislation and government schemes pertaining to the role of women in the national economy. The Task Force would chalk out specific programmes for observing 2001 as “Women’s Empowerment Year”.

24. The year 2001 was observed as “Women’s Empowerment Year”. It was proposed in Budget 2001-02 to strengthen the Rashtriya Mahila Kosh for providing micro credit to poor asset-less women through NGOs. An integrated scheme for the empowerment of women in 650 blocks was launched.
25. It was proposed to start a new scheme for women in difficult circumstances like widows of Vrindavan, Kashi and other places, destitute women and other disadvantaged women groups.

26. One of the broad objectives of the Budget 2001-02 was to lay stress on human development through better educational opportunities and programmes of social security. The Sarva Shiksha Abhiyan was launched to provide eight years of quality elementary education for all children up to the age of 14 years in a “mission mode” with a thrust on community ownership, disadvantaged group and girl’s quality education and alternative modes of education.

27. The plan allocation to the Department of Women and Child Development was increased by 33 percent to Rs.2200 crore in the Budget for the year 2002-03. The government announced its intent to institute at least 100 scholarships in a year to encourage a large number of women to enter scientific professions.

28. The Self-Help Group (SHG)-Bank Linkage Programme propagated by NABARD, recognised as the fastest and largest micro-finance programme in the world was set in motion in 2003-04 Budget, to expedite the process of women empowerment.

29. The Finance Minister in the 2004-05 Budget Speech maintained that women’s groups had approached him to consider gender budgeting. It means that the budget data should be presented in a manner that the gender sensitivities of the budgetary allocations are clearly highlighted.

30. In the Budget for the year 2005-06, the Finance Minister included in the budget documents a separate statement highlighting the gender sensitivities of the budgetary allocations under 10 demands for grants. Although this was another first in budget-making in India, it was only a beginning and, in course of time, all Departments would be required to present gender budgets as well as make the benefit-incidence analyses.

31. In 2006-07 Budget, the Finance Minister announced that the statement on gender budgeting would be enlarged to include schemes where 100 percent of the allocation is for the benefit of women as well as schemes where at least 30 percent of the allocation is targeted toward women. The
statement now covers 24 demands for grants in 18 Ministries/Departments and five Union Territories and schemes with an outlay of Rs.28,737 crore. Several Ministries and Departments initiated an exercise to prepare a public expenditure profile of other budgets from a gender perspective, 32 Ministries and Departments set up Gender Budgeting Cells. The initial results of Kasturba Gandhi Balika Vidyalaya Scheme launched in 2004 were encouraging. One thousand residential schools for girls from SC, ST, OBC and minority communities were proposed to be opened in 2006-07.

Section III

Present Status of Women in India

1. Over the decades the female life expectancy, *vis-a-vis* male life expectancy has improved. This can be attributed to better medical care facilities now available to women. This is not an area of concern for women.

2. The fact is that sex ratio has always remained unfavourable for females. India’s sex ratio, when the first census was conducted in the year 1901 stood at 972 per 1000 men and has declined to 927 per 1000 by 1991. Similarly, the gender gap has increased showing a clear bias against the girl child. India is rightly described as “daughter deficit” country.

3. The 2001 Census for the first time revealed the bias against the girl child. India’s national newspaper *The Hindu* recognised the declining sex ratio and declared it as ‘national emergency’.

4. Amartya Sen and Jean Dreze argue that there are 50 million ‘missing women’ in India. According to the analysis that appeared in the Canadian Medical Association Journal (CMAJ), India along with China and South Korea may witness a 10 to 20 percent surge in young male population and this imbalance will have huge societal repercussions. It is important to note that the British Medical Journal *The Lancet* in 2006 reported that
over the last 20 years there have been 10 million missing female births in India, that’s half a million girls per year.

5. According to Census 2001, the following are the reasons for falling sex ratio: (1) Increase in maternal mortality rate; (2) Female foeticide; (3) Female infanticide; and (4) High child mortality due to low premium accorded to girl child.

6. From the gender perspective, this is an area of serious concern. All out efforts are required to stop the falling sex ratio. Here the gender specific budget would be of immense help.

7. It is important to note that though maternal mortality rate has continuously declined over the years, it is still high. According to Human Development Report 2006 maternal mortality rate was 540 for India, 92 for Sri Lanka, 56 for China, 17 for United States and 8 for Australia. In India, maternal mortality rate was 468 in the year 1980 and has declined to 437 in 1993 and further to 408 in the year 1997. In the year 1998 it has marginally declined to 407. It has further declined to 327 during 1999-2001 and to 301 during 2001-03. Lack of timely health care facilities for expectant women may be the reason that can be attributed for high mortality rate in India.

8. During the period 1951 and 1991 the female literacy rate has gone up from mere 8.86 percent in 1951 to 39.29 percent in the year 1991 and further it has increased to 53.71 percent in the year 2001. However, gender gap in literacy rate continued to persist. It increased from 18.30 percent in 1951 to 24.84 percent in 1991 and slightly declined to 21.64 percent in 2001. Though literacy rate among women has remarkably increased there still exists a significant gap between the education levels of men and women.

9. The low literacy rate may be explained by a range of factors such as non-availability of schools, teachers, equipment and infrastructure, which affects both sexes, it is social attitudes and perceptions that attach lower preference to girl’s education that increase the gender gap in literacy.

10. Normally the lower primary level refers to schooling from I to V standards. Here the students are introduced to the fundamentals of
learning. Though the total enrollment in terms of millions has increased over the years, girls’ enrollment is lower as compared to boys.

11. The higher secondary level refers to the schooling from IX to XII standards. The XI and XII standards are also known as intermediate level or pre-university courses. There was increase in enrollment of both boys and girls between the period 1950-51 and 2000-01 at higher secondary stage. For instance, it was 1.3 million for boys and 0.2 million for girls; 2.7 million for boys and 0.7 million for girls; 5.7 million for boys and 1.9 million for girls for the years 1950-51, 1960-61 and 1970-71 respectively. During the same years the gender gap has increased from 1.1 million to 2.0 million and 3.8 million respectively. In 1980-81, 1990-91 and 2000-01 the enrollment has again increased from 7.6 million to 12.8 million and further to 16.9 million for boys and 3.4 million, 6.3 million and 10.7 million in case of girls. The gender gap, however, has rose to 4.2 million in 1980-81 and again to 6.5 million in 1990-91 and it declined marginally to 6.2 million in the year 2000-01.

12. The higher education refers to the college and university level of education. Over the period, although the female proportion in total enrollment has improved, yet it is noticed that at higher level of education, women lag behind men.

13. Female work participation refers to the proportion of total female workers to the total female population. The female work participation rate also indicates economic empowerment of women. Equality in the WPR is assumed to occur when 100 women are working against 100 men. Any deviation from this creates gender gap. Between 1961 and 2001, the WPR of rural men has declined from 58.3 percent to 52.4 percent. At the same time, rural female WPR has almost remained stagnant. In case of urban male, WPR has declined from 52.37 percent to 50.9 percent. As in case of rural female, the WPR of urban female has also remained static. It is, however, important to note that there is a huge gender gap in WPR of both rural and urban women. In 2001, the gender gap stood at 69 percent in case of rural women and it was 88.40 percent in respect of urban
female. This also helps us to know that more number of rural females work as compared to their counterparts in urban areas.

14. Participation of women in politics is essential for the empowerment of women. The representation of women in Lok Sabha is below 10 percent for all the Lok Sabhas (first Lok Sabha to fourteenth Lok Sabha) except fifteenth Lok Sabha (10.9%). The under representation of women in the Lok Sabha and state assemblies and in crucial decision making positions like important cabinet berths are clear pointers of their systematic exclusion from electoral competition on a gender basis. Therefore, it is rightly remarked in Human Development Report 1995 that, “Political space belongs to all citizens, but men monopolize it”.

15. The All India Services were modelled on the lines of previous system of ICS. These are the prime and most sought after services in the country. The best of talent is churned out through a lengthy process handled by the Union Public Service Commission. Members of these services are actively involved in decision making process. An important indicator of women empowerment is the extent of their involvement in the process of decision making at different levels of government in different capacities.

16. Women’s participation in Indian Civil Services like, IAS, IES, IFS, IPS is not adequate. According to a survey by International executive research firm, EMA partners International, only 11 percent of Indian companies have women CEO’s. EMA partners International conducted a study of the leadership profile of 240 large corporations in India, including both local and multinational corporations across various sectors, and it found that only 11 percent have women CEO’s.

17. The analysis of the above parameters indicates that women’s status is low compared to men economically, politically and socially. Gender inequality is not only a social failure in itself; it also leads to other social failures. This calls for a systematic effort on a long-term basis. The gender budgeting may be viewed as one such.
Measures to Redress the Gender Inequality

Several measures have been taken by the Indian Government to improve the status of women. Some of the gender commitments in the Indian context are as follows:


4. Policies for Advocating Women’s Concerns.

5. Five Year Plans and Development of Women.

6. Women Specific Programmes.

7. Gender Budgeting.

In order to support the Constitutional provisions the Government of India has enacted many women specific and women related laws and legislations. A few women specific legislations and laws are:

1. Immoral Traffic (Prevention) Act, 1956,

2. The Maternity Benefit Act, 1961,

3. The Dowry Prohibition Act, 1961,

4. Indecent Representation of Women(Prohibition) Act, 1986,

5. The Commission of Sati (Prevention) Act, 1987,

Certain legislations providing protection to women are:

1. Relevant provisions of Code of Criminal Procedure, 1973,

2. Special Provisions under IPC,

3. The Legal Practitioners(Women) Act, 1923,


5. Institutional mechanisms for the advancement of women include institutions of different types, government, non-government, central and state government, local government—which support the cause of women’s advancement. Institutional mechanisms for integrating gender perspectives in policy and planning include such innovative features as ‘gender budgeting’.

6. India has ratified several international conventions and human rights instruments committing to secure equal rights of women. Some of the important among them are, The Mexico Plan of Action (1975), The Nairobi Forward Looking Strategies (1985), the Convention on Elimination of All forms of Discrimination Against Women (CEDAW) (1993), etc. India signed the CEDAW on 30th July 1980 and ratified it on 9th July 1993. The Convention has made it obligatory for the State to undertake proper legislative and other measures to eliminate discrimination against women.

7. The Beijing Declaration as well as the Platform for Action (1995) was a landmark for the empowerment of women when a Declaration and Platform for Action (BPFA) has identified twelve critical areas of concern for women. India has adopted both. Another one is the Outcome Document adopted by the UNGA Session on Gender Equality and Development and Peace for the 21st century, titled, “Further actions and initiatives to implement
the Beijing Declaration and the Platform for Action” is also endorsed by India.

**Five-Year Plans and Development of Women**

1. It is important to note that women in the earlier plans, from 1<sup>st</sup> Plan to 5<sup>th</sup> Plan were treated as subjects of ‘welfare’. Until the Fifth Five Year Plan women were viewed as ‘beneficiaries’ of welfare programmes. There was shift in approach from ‘welfare’ to ‘development’ in the Fifth Plan. In the 8<sup>th</sup> Plan again there was change in approach from ‘development’ to ‘empowerment’.

2. The Sixth Five Year Plan (1980-85) was a landmark in the history of women’s development as women’s development was integrated into developmental sector. ‘Women’s Development’ was included as a separate chapter in this plan. Three important sectors namely, health, education and employment were emphasised. In the year 1985, the Department of Women and Child Development was set up as a part of the Ministry of Human Resource Development to give the much needed impetus to the holistic development of women and children.

3. In the Seventh Plan period, 27 major women specific schemes were identified for monitoring to assess quantum of funds/benefits by Department of Women and Child Development. During this plan period National Perspective Plan (NPP) for women (1988-2000) was prepared and The National Commission for Self-Employed Women (1987-88) was constituted.

4. Eighth Plan document made an express statement that “…..the benefits of development from different sectors should not bypass women and special programmes on women should complement to the general development programmes. The latter, in turn should reflect greater gender sensitivity”. Some of the important initiatives that took place during this period were the establishment of National Commission for Women (NCW) in the year 1992 to safeguard the rights of women, Rashtriya Mahila Kosh (1993),
National Nutritional Policy (1993), Mahila Samridhi Yojana (1993) and Indira Mahila Yojana (1995) are some of the important programmes launched during this plan.

5. The Ninth Five Year Plan (1997-2002) made noteworthy changes in the approach toward planning for women. ‘Empowerment of women’ became one of the nine primary objectives of Ninth Plan. This plan adopted a strategy of ‘Women Component Plan’, and directed both the Central and State Governments to ensure that “not less than 30 percent funds are earmarked in all women-related sectors”.

6. For the first time, gender analysis of the Union Budget was carried out in 2001-02. A need was realised to analyse state budgets with a gender perspective since the States/Union Territories account for bulk of the expenditure in the social sector which impinges on the welfare, development and empowerment. This plan adopted “National Policy for Empowering Women” and “Gender Development Index” to monitor the impact of its implementation in raising the status of women from time to time. The National Policy for Empowerment of Women 2001 of Government of India envisaged introduction of a gender perspective in the budgeting process as an operational strategy.

7. The Tenth Five Year Plan (2002-2007) continued with the major strategy of ‘Empowering Women’ as agents of social change and development. The important strategies of Tenth Plan were to adopt a sector-specific 3-fold strategy for empowering women, based on the prescriptions of the National Policy for Empowerment of Women 2001. They include: Social Empowerment, Economic Empowerment and Gender-Justice.

8. During Tenth Plan period, that is, in the year 2006, Department of Women and Child Development was upgraded to Ministry of Women and Child Development.

9. Approach Paper to the Eleventh Five Year Plan by the Government of India states that: “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”.

**Development of Gender Budgeting in India**

1. The Government of India has made concerted efforts for the holistic development of women. The principle of gender equality is enshrined in the Constitution of India, in its Preamble, Fundamental Rights, Fundamental Duties and Directive Principles of State Policy. These not only guarantee equal status to women but also empower the state to adopt measures of affirmative discrimination in favour of women. The constitutional dream of gender equality has not become true in reality. “All over India, women are the poorest of the poor: disproportionately, they lack access to education and other social services. Too often women are absent from decision-making, not only at the national, regional or local level, but also even within their own families”.

2. To accord equal socio-economic and political status to Indian women, Government of India has incorporated gender perspective in various plans, policies and programmes since long time. However, gender budgeting as a distinct tool was institutionalised from the Union Budget 2005-06 for engendering macroeconomic policy-making. In India, analysing public expenditure from the gender perspective received attention since the Report of the Committee on the Status of Women titled *Towards Equality* was brought out in 1974.


4. The Government of India’s commitment to gender budgeting is strongly focused in the plan documents of the country. In the initial plans women were seen as welfare recipients, however, the approach changed in the course of time. There was shift of approach from ‘welfare’ to ‘development’ and to ‘empowerment’ in the consequent plans. It is
important to note that gender sensitivity in allocation of resources began
from Seventh Plan (1987-1992), however, formal earmarking of funds for
women started with Women’s Component Plan in the year 1997-98. The
Seventh Plan (1987-1992) introduced monitoring of 27 major women
specific schemes and the quantum of funds flowing to women. The Eighth
Plan (1992-97) highlighted, “……the benefits of development from
different sectors should not bypass women and special programmes on
women should complement the general development programmes. The
latter in turn should reflect greater gender sensitivity”.

5. The Ninth Five Year Plan (1997-02) introduced “Women Component
Plan”, where 30 percent of the funds and benefits would flow to women
and the Tenth Plan (2002-07) and Eleventh Plan (2007-11) reinforced
commitments to Women Component Plan along with Gender Responsive
Budgeting (GRB).

6. The Ministry of Women and Child Development, as the nodal department
for the advancement of women and children, has taken several initiatives
for gender budgeting. It also provides support to all other agencies to
carry out gender budgeting initiatives.

7. A study on gender analysis of all states was commissioned by the
Department of Women and Child Development from 1993-94 to 2002-03
so as to generate a time series data on budgeted expenditure for women by
state governments for the years 1993-94 to 2002-03.

8. National Institute of Public Finance and Policy (NIPFP), New Delhi, was
commissioned by DWCD to study gender-related economic policy issues,
which included gender segregation of relevant macro data, quantification
of contribution of women in economy, assessment of impact of
government budget on women, the role of women in improving
institutional framework for delivery of public services and the policy
alternatives for building a gender sensitive national budgeting process.
Other Gender Budgeting Initiatives and Developments

1. The National Policy for the Empowerment of Women 2001, has also recognised the significance of gender budgeting under the heading ‘Resource Management’. It observed: “Availability of adequate financial, human and market resources to implement the Policy will be managed by concerned Departments…” and that this process will include, among other initiatives, “Assessment of benefits flowing to women and resource allocation to the programmes relating to them through an exercise of gender budgeting. Appropriate changes will be made to optimize benefits to women under these schemes”.

2. In the year 2001, the NIPFP took up study on the ‘Status of Women in India and their Role in Economy’, NIPFP submitted its report in January 2001. The study by NIPFP focused on “the differentials in resource allocation of ministries on male and female”. It has developed a framework “by which women’s unpaid care work can be accounted for in a system of satellite accounts to the National Accounts System (NAS)”.

3. NIPFP provided a model for analysing the Union Budget from gender perspective. The report of NIPFP categorized public expenditure under three main types:

   a) Specifically targeted expenditure on women and girls (100 percent targeted for women),

   b) Pro-women allocations; which are the composite expenditure on schemes with a women component (at least 30 percent targeted for women), and

   c) Mainstream public expenditure that has gender differential impacts.

4. NIPFP has given the following formula to calculate Pro-women allocation:
a) For mainstream social sector ministries like Health, Family Welfare, Education, Labour and Rural Development, etc., where women comprise significant part of the beneficiaries of almost all the schemes, the following formula can be adopted:

**Pro-women allocation = \[TE - WSP\] *WC**

Where, TE=Total Expenditure of Ministry; WSP= Women Specific Programmes of the concerned ministry and WC= Women Component, specified as a percentage of the total outlay of the ministry being exclusively spent on women.

b) For other ministries like, Agriculture and Cooperation, Small Scale Industries, Agro and Rural Industries, etc., only few programmes have Women Component, the following formula can be used to calculate Pro-women allocation:

**Pro-women allocation = [SCS *WC]**

Where, SCS= Expenditure on the Specific Composite Scheme and WC= Women Component, specified as a percentage of the total outlay of the ministry being exclusively spent on women.

5. The NIPFP study highlighted the fact that women related allocation in the Union Budget is very less. It has drawn the inference that gender incidence of public expenditure is difficult to measure in accurate quantitative terms, since the bulk of the expenditure is meant to provide services which are public in nature.

6. Another vital initiative in India was undertaken by ‘The National Commission for Women (NCW)’. It held a National Consultation in 2003 on “The Budget: A Gender and Poverty Sensitive Perspective”. Thereafter, the NCW sent a Memorandum to the Finance Minister listing various demands for the Union Budget 2004-2005. The Memorandum highlighted the important areas, such as, women’s health, rural
environment, basic village infrastructure, women’s economic and political empowerment and macro-economic policy.

7. An Expert Group was constituted by the government in 2003 to review the Classification System of Government Transactions. A Sub-Group with representation from the office of the Controller General of Accounts, Ministry of Finance and NIPFP was constituted to study the subject and to make recommendations for introduction of gender budgeting in the government. A report outlining the framework for gender budgeting was prepared by a Sub-Group in the year 2004.

8. The Ministry of Women and Child Development adopted the mission statement of ‘Budgeting for Gender Equity’ in 2004-05 and also framed the Strategic Framework of Activities to implement this mission.

9. In the year 2004-05, the Parliamentary Standing Committee on Ministry of Human Resource Development advised DWCD to issue guidelines on gender budgeting. In the 51st National Development Council meeting held on 27th and 28th June 2005, the Prime Minister urged the State Governments to take up initiatives on gender budgeting.

10. The Finance Minister’s Speech on gender budgeting gave additional impetus to bring gender budgeting on the forefront in India. Gender budgeting is specially mentioned by the Finance Minister in 2004-05, 2005-06 and 2006-07 Budget Speeches. The then Finance Minister P. Chidambaram in his Budget Speech for the year 2004-05, has emphasised on gender budgeting. He addresses: “Women’s groups have met me and urged me to consider gender budgeting. This means that the budget data should be presented in a manner that the gender sensitivities of the budgetary allocations are clearly highlighted”.

11. In 2005-06 Budget Speech, the Finance Minister maintained what he had said in the previous, that is, 2004-05 Budget Speech. In his own words: “Last July, I promised to consider gender budgeting, …… I have included in the budget documents a separate statement highlighting the gender
The sensitivities of the budgetary allocations under 10 demands for grants. The total amount in Budget Estimates (BE) 2005-06, according to the statement, is Rs.14,379 crore. Although this is another first in budget-making in India, it is only a beginning and, in due course of time, all Departments will be required to present gender budgets as well as make benefit-incidence analysis”.

12. In his Budget Speech for the year 2006-07, the Finance Minister said that, “Last year, I introduced a statement highlighting the gender sensitivities of the budgetary allocations. I was able to cover 10 demands for grants. This time, I have been able to enlarge the statement on gender budgeting to include schemes where 100 percent of the allocation is for the benefit of women as well as schemes where at least 30 percent of the allocation is targeted toward women. The statement now covers 24 demands for grants in 18 Ministries/Departments and five Union Territories and schemes with an outlay of Rs.28,737 crore”.

13. The gender budgeting statement 2006-07 consists of two parts, Part A and Part B. Part A reflects the schemes in which 100 percent of budgetary allocation is meant exclusively for women. Part B deals with women specific budget allocations wherein, at least 30 percent of the total provisions are earmarked for women.

14. Government of India has also made gender budgeting commitments with reference to MDGs.

15. MDGs were adopted in September 2000 at the UN Millennium Summit of 189 countries. MDGs provide a shared vision of a much improved world by 2015, where extreme poverty is reduced by half, child mortality is greatly reduced, and gender disparities in primary and secondary education are eliminated, women are more empowered and health and environment indicators improve within a global partnership for development.


**A Study of the Department of Women and Child Development**

1. The Department of Women and Child Development was created in Human Resource Development Ministry in the year 1985. It was converted to a Ministry with effect from 30-01-2006.

2. The broad mandate of the Ministry is to have holistic development of women and children. As a nodal body of Women and Child Development, the Ministry formulates several plans, policies and programmes. It enacts and amends legislation, guides and coordinates the efforts of both governmental and non-governmental organisations working in the area of women and child development.

3. The vision of Ministry of Women and Child Development is “Ensuring overall survival, development and protection of women and children of the country to enable them to lead productive and wholesome lives as citizens”.

4. The major policy initiatives by the Ministry are, in the recent past, the implementation of world’s largest outreach programme of Integrated Child Development Services(ICDS) and Kishori Shakti Yojana, establishment of the Commission for protection of Child Rights and enactment of Protection of Women from Domestic Violence Act, etc.

5. The total expenditure of the government and the budgetary allocation to DWCD has continuously increased from 1996-97 to 2006-07.

6. During the year 1996-97, total expenditure was Rs.202024 crore and allocation to the Department of Women and Child Development was Rs.875.07 crore. As a percent of the total government expenditure, this constitutes about 0.434 percent. In 1997-98, the total expenditure was Rs.232176 crore and budgetary provision for DWCD was Rs.948.10 crore, that is, 0.408 percent of the total expenditure. In 1998-99, the total expenditure increased to Rs.267927 crore and budgetary allocation to
DWCD increased to Rs.1274.23 crore, that is, 0.475 percent of the total expenditure. The total expenditure increased to Rs.283882 crore and budgetary provision for DWCD increased to Rs.1371.83 crore, which is, 0.483 percent of the total expenditure in 1999-00. During the years 2000-01 and 2001-02 the total expenditure was Rs.338487 crore and Rs.375223 crore and budgetary allocation to DWCD was Rs.1512.00 crore, i.e., 0.447 percent of the total expenditure and Rs.1705.00 crore i.e., 0.454 percent of the total expenditure respectively. In 2002-03 the total expenditure increased to Rs.410309 crore and budgetary allocation to DWCD also increased to Rs.2253.64 crore. It was 0.549 percent of the total union government expenditure. The total expenditure again increased to Rs.438795 crore, to Rs.477829 crore, to Rs.514344 crore and to Rs.563991 crore during 2003-04, 2004-05, 2005-06 and 2006-07 respectively. Similarly, the budgetary allocation to DWCD also increased to Rs.2653.91 crore (0.604 % of the total expenditure) in 2003-04, to Rs.2454.19 crore (0.513 % of the total expenditure) in 2004-05, to Rs.3931.11 crore (0.764 % of the total expenditure) in 2005-06 and to Rs.4852.94 crore (0.860 % of the total expenditure) in the year 2006-07.

7. Even though the budgetary allocation to DWCD has continuously increased from 1996-97 to 2006-07, the budgetary allocation to DWCD, however, as a percent of the total government expenditure was around 0.45 percent between 1996-97 and 2001-02. The total allocation to the Department of Women and Child Development is not even one percent of total expenditure between 1996-97 and 2006-07.

8. A look at the total budgetary allocation for various schemes/programmes of the Department of Women and Child Development between 1996-97 and 2006-07 helps us to note that highest budgetary provision is made for ICDS which is Rs.16667.71 crore (69.93%) and lowest budgetary provision is for National Nutrition Mission which is Rs.1.12 crore (0.004%). The other significant programmes/schemes were, 1) World Bank Assisted ICDS Projects (9.47%); 2) Day Care Centres (1.53%); 3) Budgetary Provision for NIPCCD(0.41%); 4) Condensed Courses for Women Education (0.26%); 5) Hostels for Working Women (0.37%);
6) Short Stay Homes (0.59%); 7) Rashtriya Mahila Kosh (0.07%); 8) Balika Samriddhi Yojana (0.69%); 9) Indira Mahila Yojana (0.61%); 10) Swadhar (0.12%), etc.

9. It is very clear that budgetary allocation to ‘women exclusive’ programmes/schemes is less than budgetary allocation to ‘women-child’ programmes/schemes.

**Gender Budgeting in Union Budgets (2005-2010)**

1. Gender budgeting is specially mentioned by the Finance Minister in his Budget Speeches, in 2004-05, 2005-06 and 2006-07 respectively. The Ministry of Finance started introducing a separate statement on gender budgeting from Union Budget 2005-06. It included 10 demands for grants. Similarly, a separate statement was included in Union Budget 2006-07, (Union Budget 2006-07, Statement No.20, Expenditure Budget, Vol. I, p.55). The gender budgeting statement 2006-07 consists of two parts, Part A and Part B. Part A reflects the schemes in which 100 percent of budgetary allocation is meant exclusively for women. Part B deals with women specific budget allocations wherein, at least 30 percent of the total provisions are earmarked for women. The Ministry of Finance has created “Gender Budgeting Secretariat”. Several Ministries and Departments have initiated an exercise to prepare budgets from gender perspective. Thirty-two ministries had set up gender budget cells.

2. 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 Rajasthan in (2005-06); West Bengal (2003); Gujarat (2005), Kerala (2005) and Karnataka (2006).

3. 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.
4. From Union Budget 2006-07 onwards the gender budget allocations were divided into **Part A** and **Part B**. Part A refers to women-specific budget allocations under the programmes/schemes in which 100 percent allocations are meant for women. Part B refers to women-specific budget allocations under programmes/schemes where such allocations constitute at least 30 percent of the total budget provision.

5. The budgetary allocations for the following departments/ministries has increased in **Part A**: (1) Department of Health and Family Welfare (289.42%), (2) Police (CPRF, CISF, BPR&D) (689.76%), (3) Department of Agricultural Research and Education (119.82%), (4) Department of School Education and Literacy (8.57%), (5) Ministry of Non-Conventional Energy Sources (10%), (6) Department of Rural Development (201.36%), (7) Department of Science and Technology (33.34%), (8) Ministry of Small Scale Industries (150%), (9) Ministry of Social Justice and Empowerment (103.12%), (10) Ministry of Tribal Affairs (150%), (11) Andaman and Nicobar Islands (1782%), (12) Chandigarh (2970%), (13) Dadar and Nagar Haveli (163.46%), (14) Lakshadweep (1683.4%) and (15) Department of Secondary and Higher Education (1462.5%).

6. The maximum change was in respect of Union Territory of Chandigarh (2970%) followed by other union territories Andaman and Nicobar Islands (1782%), Lakshadweep (1683.4%), Department of Secondary and Higher Education (1462.5%), etc. The minimum change was in respect of Department of School Education and Literacy (8.57%) followed by Ministry of Non-Conventional Energy Sources (10%), Department of Science and Technology (33.34 %), etc.

7. The budgetary allocation for the following departments/ministries has actually declined: (1) Department of Elementary Education and Literacy (-95.07%), (2) Department of Women and Child Development (-88.96%), (3) Department of Bio-Technology (-40%), (4) Ministry of Overseas Indian Affairs (-92.5%), and (5) Ministry of Youth Affairs and Sports (-154.54%). The maximum change was in respect of Ministry of Youth
Affairs and Sports (-154.54%). The minimum change was in respect of Department of Bio-Technology (-40%).

8. The allocations for the programme ‘Transfers to Union Territory Governments’ was made only during 2007-08 and allocations for the gender specific programme in the Department of Information Technology was made only during 2008-09, therefore, percentage change in budgetary allocations cannot be calculated for these two programmes.

9. The budgetary allocations for the following departments/ministries has increased in **Part B**: (1) Department of Agriculture and Cooperation (36920%), (2) Department of Telecommunications (150%), (3) Department of Food and Public Distribution (2.56%), (4) Ministry of Culture (24.17%), (5) Department of AYUSH (43.38%), (6) Ministry of Housing and Urban Poverty Alleviation (46.31%), (7) Department of School Education and Literacy (25.71%), (8) Department of Secondary and Higher Education (63.04%), (9) Ministry of Labour and Employment (34.20%), (10) Department of Rural Development (911.61%), (11) Ministry of Panchayat Raj (44.12%), (12) Ministry of Micro, Small and Medium Enterprises (6.69%), (13) Ministry of Social Justice and Empowerment (810.54%), (14) Ministry of Urban Employment and Poverty (101.34%), (15) Ministry of Textiles (9.09%) and (16) Ministry of Youth Affairs and Sports (74.59%).

10. The maximum change was in respect of Department of Agriculture and Cooperation (36920%) followed by Department of Rural Development (911.61%), Ministry of Social Justice and Empowerment (810.54%), Department of Telecommunications (150%), etc.

11. The minimum change was in respect of Department of Food and Public Distribution (2.564%) which is followed by Ministry of Micro, Small and Medium Enterprises (6.69%), Ministry of Textiles (9.09%), Ministry of Culture (24.17%), etc.

12. The budgetary allocation for the following departments/ministries has actually declined: (1) Ministry of Agro and Rural Industries (-8.89%), (2) Department of Information Technology (-34.40%), (3) Department of
Health and Family Welfare (-26.04%) and (4) Ministry of Tribal Affairs (-16.99%), etc.

13. The maximum change was in respect of Department of Information Technology (-34.40%) followed by Department of Health and Family Welfare (-26.04%), etc. The minimum change was in respect of the Ministry of Agro and Rural Industries (-8.89%) followed by Ministry of Tribal Affairs (-16.99%), etc.

14. The budgetary provision for the following programmes were made only in a particular year, therefore, the percentage change in budgetary allocation cannot be calculated. The programmes were in the Department of Elementary Education and Literacy (2006-07), the Department of Biotechnology (2006-07), Ministry of Small Scale Industries (2007-08) and the Ministry of Steel (2008-09). For the programmes in the union territories of Andaman and Nicobar Islands, Dadar and Nagar Haveli, Daman and Diu and Lakshadweep, Ministry of Minority Affairs and for Ministry of Women and Child Development, the budgetary allocations were made only in the year 2009-10.

15. During the year 2005-06, Rs.14378.68 crore were allocated for gender budgeting. This constituted about 2.79 percent of the total union government expenditure of Rs.514344 crore in 2005-06. In the same year, ten demands originating from different ministries and departments were covered under gender budgeting statement.

16. During the year 2006-07, a new methodology of dividing gender budgeting into Part A and Part B was adopted under which Part A (100%) covered allotments where only women were beneficiaries. The Part B covered those programmes where 30 percent of the allotment was earmarked for women. The gender budget allocations as presented in Part A were Rs.9575.82 crore, 1.69 percent of the total expenditure, and in Part B it was Rs.19160.71 crore, 3.39 percent of the total expenditure. The total size of the gender budget (Part A and Part B) comes to Rs.28736.53 crore, which was 5.09 percent of the total expenditure of Rs.563991.13 crore in 2006-07. The number of demands covered under gender
budgeting has increased to twenty four in 2006-07 from mere ten demands in 2005-06.

17. In 2007-08, the gender budget allocation for Part A was Rs.8795.47 crore, 1.29 percent of the total expenditure, and for Part B it was Rs.22382.49 crore, 3.28 percent of the total expenditure. The sum of Part A and Part B comes to Rs.31177.96 crore which was 4.58 percent of the total union government expenditure of Rs.680521 crore in 2007-08. The total number of demands in 2007-08 has increased to thirty three compared to twenty four in 2006-07.

18. For the year 2008-09, the gender budget allocation for Part A was Rs.11459.61 crore, 1.52 percent of the total expenditure, and for Part B it was Rs.16202.06 crore, 2.15 percent of the total expenditure. The total of gender budget (Part A and Part B) amounted to Rs.27661.67 crore which was 3.68 percent of the total union government expenditure of Rs.750884 crore in 2008-09. The number of demands covered in 2008-09 has remained same, that is, thirty three as in the year 2007-08.

19. During the year 2009-10, the gender budget allocation as presented in Part A was Rs.15715.68 crore, 1.53 percent of the total expenditure, and in Part B it was Rs.41141.93 crore, 4.03 percent of the total expenditure. In total gender budget allocation for Part A and Part B was Rs.56857.61 crore, which was 5.56 percent of the total union government expenditure of Rs.1020838 crore in 2009-10. Thirty three demands were covered, which was same as in previous two years 2007-08 and 2008-09.

20. The total size of gender budget between 2005-06 and 2009-10 varied between 2.79 percent and 5.56 percent. It is disturbing to note that the allotment under Part A, in terms of percent, declined from 1.69 percent to 1.53 percent. During the same period, allotment under Part B improved from 3.39 percent to 4.03 percent. This indeed is a healthy development.

21. Since no norm is available it is very difficult to comment on 2.79 percent of budgetary allocation to gender budgeting. Still then it is maintained that this is a very meager amount as compared to certain other allocations.
Section IV

Suggestions

1. Gender commitments must be translated into budgetary commitments.

2. For reprioritising the public spending in the direction of ‘women’s needs’, it is must to prepare ‘bottom-up budgets’ and lobby for its realisation in collaboration with elected representatives.

3. Gender economists must lift the veil of statistical invisibility of the unpaid ‘care economy’ managed by poor women and highlight equality and efficiency dimension.

4. The manner in which certain schemes are conceptualised may result in reinforcing gender stereotypes and inequalities, instead of challenging them. There is thus a need to reinvent and reinvigorate schemes. In several cases the schemes lacked proper administrative mechanism for facilitating execution and monitoring.

5. Significant increase in allocation is required. In fact, allocations to various programmes covered by the DWCD that are supposed to address gender inequality were already insignificant and are dropped further. Number of demands for grants in the gender budgeting statement remains stagnant at 33 for the fifth consecutive year. Their number should be increased.

6. It is found that of the total resources earmarked for women, nearly half is allocated for education and health, neglecting other crucial issues like support services to women, political participation of women, etc. There, thus, arises need to support other crucial services.

7. It is to strengthen the sex disaggregated database within relevant Ministries/Departments, which will enable better analysis and more effective monitoring of targets and achievements for men and women.

8. In order to ensure transparency and accountability in the allocation for women, open a budget head on ‘Gender Development’. This helps in
protecting these provisions earmarked for women by placing restrictions on the re-appropriation for other purposes.

9. It is necessary to consolidate the schemes with provision of Rs.10 crore or less. It is also necessary to avoid proliferation of programmes with little money, which can hardly make any impact on women.

10. Expenditure Tracking Survey is necessary. There is a significant deviation between Budget Estimates and Revised Estimates; provisions earmarked for women are reduced during the course of the year; in many cases, schemes suffer or fail to take off due to procedural delays in their finalisation or getting the appropriate approvals, etc.

11. Gender budgeting cells should analyse the budgetary policies through gender lens at three levels: in terms of Budget Estimates shortly after the presentation of budgets, in terms of Revised Estimates as and when they come out and in terms of Actual Outlays when audited figures become available. The departures of REs from BEs and Actual Outlays need to be analysed and highlighted.

12. Periodic benefit incidence analysis should be carried out. It is important to analyse how the budgetary allocations have benefitted the target beneficiaries, namely, women and girls. Selective primary surveys need to be conducted to develop the system of unit cost and units utilised to arrive at Benefit Incidence.

13. Ex-Post Gender Sensitive Analysis of budgets should be conducted at all tiers of government.

There is a need to improve gender budgeting statement as under:

a) The scope of the ‘Gender Budgeting Statement’ should be expanded to cover all ministries and departments.

b) The ‘Gender Budgeting Statement’ should include a note explaining the information on the proportion of women beneficiaries in the schemes or the assumptions made in this regard based on which
various Ministries/Departments of the Union Government report figures scheme-wise.

c) Total outlay for all schemes and programmes mentioned in Part A and Part B should be reflected. This will help clarify the proportion of funds allocated for women vis-à-vis the total funds for a particular scheme/programme.

d) The ‘Gender Budgeting Statement’ in its current form only presents the Revised Estimates and the Budget Estimates, but no actual expenditure figures. It is suggested that the actual expenditure figures of the previous financial year should be shown in the current year.

There is also a strong need to deepen the whole exercise of gender budgeting as under:

a) Gender budgeting should be adopted across all three tiers of Government- Local, State and National Levels.

b) All programmes and schemes of the government must be made more gender responsive. This may include reviewing their operational guidelines, financial norms as well as implementation and auditing processes from gender lens.

c) Encouraging village women and their associations to participate and monitor all development schemes related to drinking water, sanitation, primary education, health and nutrition.

To conclude, it is maintained here that the creation of an independent Ministry of Women and Child Development has not resulted in any significant change in priorities for the women. There is a 42 percent decline in allocations for schemes meant for women’s welfare under Ministry of Women and Child Development in the Union Budget 2009-10, which puts a big question mark on the government’s commitment to the women empowerment. The general impression is that the economic condition of women at the margin has not improved despite increase in expenditure on women-specific programmes. Alongside increase in the budgetary allocation, effective monitoring and time-bound evaluation of gender specific programmes are also called for.