

Gender Budgeting in India: An Analysis of Union Budgets

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Abstract

The issue of engendering development and women empowerment has been in the central stage with the shifting of paradigm of development and governance at the global level and particularly in India. Gender budgeting has emerged as an important instrument for gender mainstream and women empowerment across the globe. It has been well recognized by the policy makers and feminist economists that gender budgeting is imperative for gender equality and engendering development planning. Gender budgeting refers to the systematic examination of the budget programmes and policies for the impact on women. Studies show that programmes and policies design to improve women's economic opportunities lead to higher rates of economic growth. Gender budgeting has gained prominence in the policy circles in the recent years. In view of the growing importance of the gender budgeting, the present paper purports to critically analyze the union budgets through gender lens.

Introduction:

Gender budgeting has been globally recognized a tool for empowering women by incorporating gender perspective and concerns at all levels and stages of development planning, policies, programmes and delivery mechanism. The Ministry of Women and Child Development, Government of India, as a nodal agency for gendering budgeting, has undertaken several

initiatives and has adopted budgeting for gender equity as a mission statement and its widely disseminating tools and strategies across various ministries and departments. Gender budgeting is a methodology to assist governments to integrate a gender perspective into the budget as a key national plan for public expenditure. The national budget impacts women's lives in several ways. It can directly promote women's development when funds are allocated for programmes that address women's economic, social and other needs. This can be done both through funding of mainstream programmes that are delivered in a way that is sensitive to women's situation, and through funding of women-centric programmes and schemes. The budget can also enhance opportunities for empowerment of women through budgetary allocations. Gender budgeting is a dissection of the government budget to establish its gender-differential impacts and to translate gender commitments into budgetary commitments. Thus, gender budgeting looks at the government budget from a gender perspective to assess how it addresses the needs of women in the areas like health, nutrition, education, employment, etc. Gender budgeting does not seek to create a separate budget but seeks affirmative action to address specific needs of women. Budgets are reflective of what the government of a country prioritizes. It is a way of enacting government policies that have been identified as addressing the most important issues within the country. Besides

looking at revenue and expenditure, budgets need to be understood in terms of a broader context, the process of decision making and with regard to who the participants are in the decision making process. The budget is a mirror, expressed in financial terms, of the social and economic policies and the development goals pursued by a country. Gender is an issue that brings to the forefront the reality of inequalities that exist between women and men in the society. A common reaction regarding „gender and “women’s issues”, is that they are seen as less important than other problems prevalent in our society, e.g., poverty, unemployment, violence. This dismissive attitude toward gender inequalities is problematic because it denies the reality that those who are most affected are women and in order to address these problems adequately we need to understand why these problems are gendered.

A budget, on the face of it, appears to be a gender-neutral policy instrument. Economists tend to view 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”. 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, responsibilities and capabilities. They ignore the economic and social differences that exist between women and men. This inevitably means that those who are most marginalized within the society are silent, thus their voices are not easily or readily included within the budgeting agenda. A gender budget is a budget that has accounted for the direct and indirect effects of a government’s expenditure allocations and revenues on both women and men. Thus, a *gender budget* can also act as an instrument for holding the government accountable to its gender equality commitments. Gender budgets are referred by several 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. A gender responsive budget is a budget that acknowledges the gender patterns in society and allocates money to implement policies and programmes that will change these patterns in a way that moves towards a more gender equal society. Gender budget initiatives in different names have been undertaken all over globe. By the end of 2012, there were more than 90 countries where gender budgeting has been adopted as a instrument for women mainstreaming and engendering development. The Government of India has also adopted the gender budgeting process and the guidelines have been issued to various ministries and departments for setting up Gender Budgeting Cells. The Women Component Plan approach has been discontinued by the Ministry of Women and Child Development in the recent past and there is increasing stress on gender budgeting for gender mainstreaming and women empowerment. However, an analysis of union budgets demonstrates that public expenditure on women specific programmes and schemes constitutes a negligible share in GDP and about 6 per cent share in total budgetary allocations.

Budget Analysis:

A review of Ninth Plan budget shows that about 43 per cent of funds of gross budget support for Women Component Programmes from the 15 ministries and departments where ostensibly spent on women. Of these Family Welfare contributed 70 per cent of gross budget support, Health, Education and Indian Systems of Homeopathy contributed 50 per cent of gross budget support while the contribution of Rural Development and Labour 42 per cent and 34 per cent respectively. Others spent less than 30 per cent of their gross budgetary support on women. The Eleventh Plan made the provision that gender budgeting and gender outcome assessment will be encouraged by all ministries/ departments and centre and state level. During

the Eleventh Plan Period, Rs. 48420.51 crores have been allocated as gross budgetary support under the Ministry of Women and Child Development for pro-women programmes. Out of total budgetary support, a large chunk of amount has been earmarked for children. A few new schemes have been introduced in the plan for women empowerment. Gender budgeting helps assess the gender differential impact of the budget and takes forward the translation of gender commitments to budgetary allocations. During the Plan, efforts will continue to create Gender Budgeting Cells in all ministry and departments. During 2005-06, gender outcome assessment of fund flows has been covered 10 departments and the total magnitude of gender budget was recorded at 4.8 per cent of total union government expenditure. In 2006-07, 24 departments of union government were included in the magnitude of the gender budget was 3.8 per cent of the total budget estimates. According to budget estimates, Rs. 31177.96 crores was expected to use exclusively for women during 2007-08. The total magnitude of the gender budget has gone up from Rs. 22251.41 crores for 2006-07 (RE) to Rs. 31177 crores in 2007-08 (BE), an increase of almost 40 per cent. As a percentage of total union government expenditure, this constitutes a rise from 3.8 per cent to 4.8 per cent. As a percentage of GDP, this is an appallingly low figure of 0.5 per cent and 0.6 per cent for the year 2006-07 and 2007-08, respectively. There has been an increase in the number of Ministries and Departments undertaking gender budgeting exercises that form the basis of gender budgeting statement of the government. The Ministry of Finance reported that it has also pointed out that 50 ministries/ departments have set up gender budgeting cells. The composition of the gender budget pool simply demonstrates that the largest share goes to women's education, health and food security and nutrition. The major chunk of allocation for women's education can be accorded to allocations in *Sarv Shiksha Abhiyan* (Table 1).

Table: 1
Composition of Gender Budget
(Rs. in Crores)

Sectors	2006-07 (RE)	Percentage	2007-08 (BE)	Percentage
Education	7513.7	38	8439.99	31
Health	3593.325	18	6483.03	24
Food Security & Nutrition	4321.77	22	5906.4	22
Livelihood	2444.35	12	3582.87	13
Housing	1498.39	8	2067.55	8
Protection	195.473	1	306.733	1
Awareness Generation and others	153.41	1	177.43	1
Total	19720.418	100	26964.003	100

Source: Compiled from Gender Budgeting Statement, Union Budget, Govt. of India.

According gender budget statement, almost 65 per cent of total budget provisions under the Department of Health and Family Welfare are meant substantially for the benefit of women. All the budgetary allocation in the Department of Women & Child Development was devoted to the expenditure for the benefit of the women. Similarly, around 94 per cent of the budget in the Ministry of Social Justice and Empowerment was made for the benefit of the women. Interestingly, more than 1/4th budget in the Ministry of Youth Affairs & Sports was meant for the benefits of women in

the budget estimates for 2005-06. According to the gender budgeting statement, out of entire allocations of the Union Government for Police (Ministry of Home Affairs) only 0.03 per cent is women specific, which indicates that allocations of meagre resources for women specific programmes/schemes could be one of the major reasons for prevalence of high levels of crimes against women. While around 45 per cent of allocations under the Department of Elementary Education and Literacy are earmarked for women specific, only 23 per cent of allocations under the Department of Secondary and Higher Education have been accorded by the government as a women specific. During 206-07, less than 18 per cent of allocations under the Department of Rural Development have been earmarked for women specific, which includes the inclusion of 100 per cent allocations for Indira Awas Yojana (Table 2).

Table: 2

**Women Specific Allocations under Various Departments and Ministries of Union Government
(Rs. in Crores)**

Demand No.	Ministry/Department	2005-06 (BE)	2005-06 (RE)	2006-07 (BE)
1	Department of Agriculture and Cooperation	1.00(0.02)	3.75(0.09)	1.50(0.03)
12	Department of Industrial Policy and Promotion	5.00(0.78)	5.00(1.02)	5.50(0.92)
15	Department of Information Technology	5.700(0.59)	5.700(0.62)	9.300(0.83)
46	Department of Health and Family Welfare	6631.53 (64.50)	6368.66 (65.82)	8118.2 (64.71)
47	Department of AYUSH	38.24 (9.41)	36.95 (10.15)	43.22 (9.65)
52	Police	11.04(0.07)	6.71(0.18)	4.59(0.03)
54	Ministry of Home Affairs, Transfer to UT Government	2.03(0.24)	1.71(0.18)	2.03(0.17)
55	Department of Elementary Education and Literacy	5949.3 (47.46)	5946.50 (47.43)	7631.00 (44.54)
56	Department of Secondary Education and Higher Education	1277.94 (22.03)	1349.55 (23.27)	1641.62 (23.51)
57	Department of Women and Child Development	3922.49 (99.78)	3922.47 (99.77)	4842.68 (99.78)
59	Ministry of Labour & Employment	125.05 (10.49)	115.76 (9.15)	127.46 (8.60)
64	Ministry of Non-Conventional Energy Sources	5.00(0.83)	0.010.002)	0.10(0.02)
76	Department of Rural Development	4359.00 (23.75)	4800.00 (22.48)	4300.00 (17.88)

81	Demand No. 81, Department of Science and Technology	4.00(0.24)	4.00(0.28)	30.00(1.72)
83	Department of Bio-Technology	5.00(1.09)	5.00(1.24)	5.00(0.94)
86	Ministry of Small-Scale Industries	0.40(0.09)	0.40(0.08)	1.00(0.19)
87	Ministry of Social Justice and Empowerment	1550.03 (96.90)	1510.35 (94.41)	1743.15 (95.90)
94	Andaman and Nicobar Islands	0.45(0.03)	0.45(0.03)	0.50(0.01)
95	Chandigarh	0.73(0.07)	0.73(0.08)	0.80(0.08)
96	Dadra and Nagar Haveli	0.47(0.42)	0.47(0.41)	0.52(0.43)
97	Demand No. 97, Daman and Diu	0.29(0.25)	0.29(0.25)	0.32(0.26)
98	Demand No. 98, Lakshadweep	0.06(0.02)	-0.06(0.02)	0.06(0.016)
102	Ministry of Urban Employment and Poverty	—	29.00(7.09)	75.00(18.13)
104	Ministry of Youth Affairs and Sports	139.18(27.45)	128.99(26.98)	155.18(23.20)

Source: Compiled from Expenditure Budget Vols I and II, Union Budget, 2006-07.

Gender budgeting has been internationally recognized as a key tool for empowering women by incorporating gender perspective and concerns at all levels and stages of development planning, policy, programmes and delivery mechanism. Government of India has adopted budgeting for gender equity as a mission statement and is widely disseminating tools and strategies across ministries and departments. The importance of gender budgeting has been stressed time and again in different forums. In order to provide further impetus, the Finance Minister in his budget for 2004-05 mandated the setting up of gender budget cells in all ministries and departments and highlighted the need for budget data to be presented in a manner that brought out the gender sensitivity and budgetary allocation. During 2005-06, budgetary allocation under 10 demands for grants, estimated at total of Rs. 14379 crores were shown in a separate gender budget statement. An estimated allocation of Rs. 28737 crores for benefits of women under 24 demands for grants in 18 ministries and departments were given in the 2006-07 budget. This statement was extended in the budget of 2007-08, to include 33 demands for grants of 27 ministries/departments.

Though, initiatives from government and outside of the government have been taken for gender budgeting, however, only a few departments and ministries have adopted the gender budgeting analysis. There is imperative need for crucial interaction between analysis and the structures of gender that currently exist in society as well as with the elements necessary for transforming gender relations. The serious efforts are required for opening a meaningful dialogue with policy makers and other key players to make the appropriate for adopting the gender budget analysis. Gender budgeting has been internationally recognized as a key tool for empowering women by incorporating gender perspective and concerns at all levels and stages of development planning, policy, programmes and delivery mechanism. Government of India has adopted budgeting for gender equity as a mission statement and is widely disseminating tools and strategies across ministries and departments. The importance of gender budgeting has been stressed time and again in different forums. In order to provide further impetus, the Finance Minister in his budget for 2004-05 mandated the setting up of gender budget cells in all ministries and departments and

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Table: 3
Allocations for Women as Reflected in the
Gender Budget

Year	No. of Ministries	No. of Demands	Gender Budget	Percentage Allocation of Total Allocation
2005-06	9	10	14378.68	2.79
2006-07	18	24	28736.53	5.09
2007-08	27	33	31177.96	4.50
2008-09	27	33	27661.67	3.68
2009-10	28	33	56857.61	5.57
2010-11	29	34	67074.68	6.0
2011-12	29	36	76946.09	6.22
2012-13	29	34	88143.00	5.84
2012-13	29	34	97134.00	5.90

Source: Annual Report 2009-10, Ministry of Women & Child Development, Government of India.

It is also imperative to compare the funds allocated from 2007-08 to 2011-12 *vis-à-vis* the outlay proposed in the Eleventh Five Year Plan, since the year 2011-12 marks the end of the Plan period. The comparison reveals that the proportion of funds allocated vs. the amount proposed for the 11th Plan period is less than 50 per cent in case of Gender Budgeting and Conditional Cash Transfer for girl child with insurance cover (Table 4).

Table: 4
Outlay for the Eleventh Five Year Plan

Name of the Plan Scheme / Programme	Proposed Outlay for Eleventh Plan Rs. In crore (at Current Prices)	Allocations (Rs. In crore)					Total Budget Outlay Made in the five years	Per cent of Allocation against proposed outlay
		2007-08 (RE)	2008-09 (RE)	2009-10 (RE)	2010-11 (RE)	2011-12 (RE)		
Swayamsidha	500	25	50.08	.05	0	3	78.13	15.6
Rashtriya Mahila Kosh	108	12	31	16	0	100	159	147.2
Gender Budgeting	20	1	1.3	.05	1	1	4.35	21.8
Conditional Cash Transfer for girl child with insurance cover	80	0	10	5	10	10	35	43.8
Comprehensive scheme for combating trafficking of women and children (Ujjwala)	30	5	6	5	7	10	33	110
Support to Training and Employment Programme for Women (STEP)	100	20	27	15	25	20	107	107
Hostels for Working Women	75	5	11	10	15	10	51	68
Priyadarshini	95	10	23	1.22	29.79	26.1	90.11	94.9
Swadhar	108	15	15	15	34.2	30	109.2	101
Relief & Rehabilitation of Rape Victims	25	1	5	.01	10	140	156.01	624
Rajiv Gandhi National Crèche Scheme	550	100	50.94	50.3	35	42.5	278.74	50.7

Source: Centre for Budget and Governance Accountability, Response to the Union Budget 2011-12

The scheme is currently being implemented through ICDS centres in 200 selected districts across the country on a pilot basis. As per the Summary of Expenditure released by the Ministry of Women and Child Development, against an allocation of a Thousand Crores in 2010-11, actual expenditure incurred till January 15, 2011 is 124 Crore which is a mere 12.4 per cent of the total allocated amount (Table 5).

Table: 5
Expenditure of Major Schemes Meant for Women

Scheme	2010-11 BE (Rs. In Crore)	Actual Expenditure Up to 15/1/2011 (Rs. In Crore)	Percentage of Expenditure over BE
Conditional Cash Transfer Scheme for the Girl Child with Insurance Cover	10	1.46	14.5
Hostels for Working Women	15	5.8	38.67
STEP	25	10.79	43.15
Rashtriya Mahila Kosh	15	0	0
Swayamsiddha	5	0	0
Scheme for Rescue Victims of Trafficking	10	5.26	52.5
Gender Budgeting	2	0.33	16.38
Swadhar	34.2	24.62	69.04
Relief to and Rehabilitation of Rape Victims	40	0	0
Priyadarshini	29.79	5.88	19.73
Conditional Maternity Benefit Scheme	390	0	0

Source: Centre for Budget and Governance Accountability (2011), Response to the Union Budget 2011-12

The story of underutilization continues when we look at the schemes meant for women from the most marginalized communities. An assessment of the Union Budget shows that of the total allocations meant for women, only 3.5 per cent is targeted specifically at women from sections of the population such as minorities, SCs, STs and Disabled. This is primarily on account of the sparse number of schemes designed for addressing their specific vulnerabilities. Furthermore, a closer scrutiny of the allocation reveals that in three out four schemes (Table 6). Perhaps even the first steps towards implementation have not been taken yet.

Table: 6

Schemes aimed at the Most Marginalized Women

Ministry/ Department	Scheme	2007-08		2008-09		2009-10		2010-11	
		BE	Actual	BE	Actual	BE	RE	BE	RE
Minority Affairs	Scheme for Leadership Development of Minority Women*	0	0.2	5	0	8		15	
Tribal Affairs	Strengthening of Education among ST girls in Low literacy Districts (Educational Complex in Low Literacy Districts)	0	0	0	0	50	33.5	40	
Social Justice & Empowerment	Girls Hostel for SCs	32	27	55	5.9	60	60	80	
Social Justice & Empowerment	Financial Assistance to Women with Disabilities to look after their children after birth	0	0	5	0	5		5	

Source: Centre for Budget and Governance Accountability (2011), Response to the Union Budget 2011-12

There has been an increase in the gross budgetary in absolute terms, i.e., from Rs 88,143 crore in 2012-13 to Rs 97,134 crore in 2013-14; the magnitude of the GBS has declined as percentage of the total expenditure of the union budget from 5.9 per cent to 5.8 per cent in 2013-14. An assessment of the union budgets since 2008-09 reveals that barring the 2011-12, when it registered a marginal jump (6.2 per cent), the magnitude of the GBS has hovered around 5.5 per cent all these years. Though we recognize the importance of the GBS as an accountability tool, it continues to be riddled with several methodological and accounting flaws. For instance, Rajiv Gandhi Panchayat Sashaktikaran Abhiyan (RGPSA) reports its entire allocations in Part B of the GBS. This again points to the chronic problem of inaccurate reporting, thereby raising significant questions over the cogency of the total gender budget of Rs 97,134 crore. Other commitments in the Twelfth Plan, to list a few, include strengthening existing schemes like the Support to Training and Employment Programme for Women (STEP), for skill development and income generation and Priyadarshini, for improving sustainable livelihood opportunities and working women's hostels. It also mentions that the Swayamsiddha phase II will act as an important instrument in empowering women. Further, it mentions that new initiatives such as one stop crisis centres for providing shelter, police desk, legal, medical and counselling services and women's helpline will be

considered. Twelfth Plan has also shown a heightened sensitivity and commitment to address gender concerns in those specific sectors. While we acknowledge the gains made in the Twelfth Plan, it is important to analyze whether the resources promised in the Union Budget 2013-14 are sufficient to push these interventions. Here, we review the resources for the Ministry of Women and Children, both at the aggregate level as well as specific allocations for individual schemes of the Ministry.

A trend analysis from 2008-09 till date reveals that the allocations for the Ministry of Women and Child Development at the aggregate level have seen a small yet steady increase over the years from Rs 6,919 crore in 2008-09 to Rs 20,440 crore in 2013-14. However, if we isolate the allocations for “women’s welfare”, it appears that the allocations did not increase much. It went up from Rs 237.47 crore in 2008-09 to Rs 687.48 crore in 2011-12 and declined to Rs 250.84 crore (63 per cent) in 2012-13. In the Union Budget 2013-14 however, allocations for “women’s welfare” are at Rs 914.68 crore. This is mainly on account of the substantial increase for Indira Gandhi Matritva Sahayog Yojana (IGMSY) and the introduction of some new initiatives last year such as women’s helpline, one stop crisis centre, scheme for implementation of the Domestic Violence Act, etc.

The projected Gross Budgetary Support to women and child development for the Twelfth Five-Year Plan is Rs 1,17,707 crore, out of which the Integrated Child Development Scheme (ICDS) accounts for Rs 1,08,503 crore. The total funds available for the period 2012-17 for implementation of all other schemes/interventions (minus ICDS) related to women’s empowerment and child development, including schemes such as National Nutrition Mission is Rs 9,204 crore. If we compare it with the Eleventh Plan, the amount has seen a steep decline. Table 7 shows the projected GBS for the women and child development sector for the Twelfth Five-Year Plan period has registered a 25 per cent drop from the Eleventh Five-Year Plan. This is a substantial decline if we factor in the high rate of inflation witnessed in recent years. It is also important to note that this smaller pot of money is meant for funding a larger number of schemes – both new and old. Interestingly, none of the schemes from the previous years have been discontinued this year.

Table: 7

Projected Gross Budgetary Support for the Women and Child Development Sector

Projected Gross Budgetary Support (Rs Crore)	Total GBS for Women and Child Development (A)	ICDS(B)	A–B
11th Five-Year Plan	54,765	42,400	12,365
12th Five-Year Plan	1,17,707	1,08,503	9,204

Source: Government of India (2012-17), Draft Twelfth Five-Year Plan.

As seen in Table 8, the share of women’s development (excluding child development, in the Ministry) in the total Gender Budgetary Support is a meager 0.2 per cent as opposed to 18.8 per cent for rural development and Panchayati Raj and 12.5 per cent for the transport and energy sectors. Furthermore, what constitutes this available pool of Rs 9,204 crore for the five year period which comes down to Rs 1,840.8 crore per year. Only three interventions – the Integrated Child Protection Scheme (ICPS), the Rajiv Gandhi Scheme for Empowerment of Adolescent Girls – SABLA and the IGMSY account for approximately 70 per cent of this. Notwithstanding the criticality of these three interventions for women and girls, the fact remains that only 30 per cent, which adds up to a

meager Rs 536.8 crore is left to implement the remaining bunch of interventions of the Ministry of Women and Child Development.

Table: 8

Projected GBS for Women Development vis-à-vis Select Social and Economic Sectors

Departments	Projected GBS for Twelfth Five-Year Plan (in Rs Crore)	Share of Total GBS (per cent)
Health (Excluding Child Development)	3,00,018	8.4
Education	4,53,728	12.7
Rural Development and Panchayati Raj	6,73,034	18.8
Transport and Energy	4,48,736	12.5
Urban Development	1,64,078	4.6
Scientific Departments	142,167	3.98
Women's Development	9,204	0.2

Source: Government of India (2012-17), Draft Twelfth Five-Year Plan.

Table 9 shows existing interventions for children and women and gives the corresponding amount for 2012-13 and for 2013-14. The total comes to around Rs 696.06 crore which is clearly more than the average of Rs 536.8 crore available from the projected GBS. Therefore, the average amount is less than the total outlays for existing interventions for women and children. Moreover, the required amount will be much more than Rs 696.06 crore since this amount has been calculated based on the budget estimates for 2013-14. A comparison of 2012-13 amount and 2013-14 reveals that barring a few schemes such as hostels for working women and STEP, a majority of the schemes for women have not registered any significant increase over the last year's budget. In fact, allocation for Swadhar Greh, an ambitious scheme launched in 2011 after merging the Swadhar and short stay homes schemes, has actually gone down from Rs 90 crore in 2012-13 to Rs 67.5 crore in 2013-14. This is quite surprising since the guidelines of the revised Swadhar Greh scheme promised better unit costs for various components such as salary of staff, putting in place additional staff such as multipurpose workers, better food and medical expenses, etc. This amount will also be grossly insufficient to set up one shelter home in each district of the country as stated in the scheme's guidelines (Government of India 2011). Thus, the allocations for majority of schemes will require significant alterations if the cost norms and guidelines are to be modified. An analysis of the Ministry of Women and Child Development budget for 2013-14 therefore reveals that it falls far short of what is required to fulfill some of the commitments made in the Twelfth Plan – both in terms of effective implementation of existing programmes/schemes as well as rolling out the new interventions.

Table: 9
Allocations for Women and Children for Twelfth Plan
(in Rs crore)

Existing interventions for Children (i)			Existing Interventions for Women (ii)		
Scheme	2012-13 RE	2013-14 BE	Scheme	2012-13 RE	2013-14 BE
National Institute of Public Cooperation and Child Development	26.13	29.45	Condensed Courses for Women Education	3.15	0.9
Rajiv Gandhi National Crèche Scheme for the children of working mothers	96.75	99	Hostels for Working Women	7.47	18
Scheme for welfare of working children in need of care and protection	7.65	9	STEP	6.75	18
Central Adoption Resource Agency	8.64	10	Central Social Welfare Board	52.19	65.23
Conditional Cash Transfer Scheme for the girl child with insurance cover	5	10	Awareness Generation Programme	6.12	0.9
Girl Child Specific District Plan of Action	0	13	National Commission for Women	15.6	18.45
Scheme for holistic development of adolescent boys	57.99	61.83	Rashtriya Mahila Kosh	0	18
Swadhar Greh	49.5	67.5	Comprehensive Scheme for Combating Trafficking	6.66	11.7
			Priyadarshini	14	15
			National Mission for Empowerment of Women	9.9	49.5
			Women's Helpline*	0	18
			One Stop Crisis Centre*	0	9
			Implementation of PWDVA*	0	67.5
			High Level Committee on Status of Women*	2.42	5
			National Institute of Women Affairs*	0	4.5
			Other Programmes (relief and rehabilitation of rape victims)*	0	76.6
Total (i)	202.16	232.28	Total (ii)	173.76	463.78

Source: Government of India, Union Budget (2012-13): Expenditure Budget, Volume II, MWCD. Government of India, Union Budget (2013-14): Expenditure Budget, Volume II, MWCD.

It is important to assess the proportion of their Total Budget being reported in the GB Statement. As expected, the Ministry of Women and Child Development reports the highest proportion of its total expenditure in the GB Statement. This is closely followed by the Department of Health and Family Welfare and Department of School Education and Literacy. However, it must be noted that even in case of these two Departments, it is primarily three schemes – Mission Flexible Pool, Rural Family Welfare Services for Reproductive and Child Health programme under Department of Health and Family Welfare and three schemes under the Ministry of Human Resource Development – Sarva Shiksha Abhiyan, Mid Day Meal Scheme and Rashtriya Madhyamik Shiksha Abhiyan – that account for a major proportion of the total allocations being reported in the GB Statement. Moreover, while the proportion of resources being reported by the Department of rural Development is 32.5 per cent, it is only on account of the scheme “Rural Housing – Indira Awas Yojana”. Similar is the case with Ministry of Housing and Urban Poverty Alleviation which reports “Swarnajayanti Shahari Rozgar Yojana” in Part B of the GB Statement. Department of Agriculture and Cooperation of Ministry of Labour and Employment report even less than 10 per cent of their total expenditures in the GB Statement (Table 10).

Table 10
Proportion of Total Budget Reported in Select Ministries/Departments

Ministry/Department	Total Expenditure 2012-13 BE (In Rs. Crore)	Proportion of Total Allocation Reported in the GB Statement (In Per cent)
Department of Agriculture and Cooperation	11313.22	8.20
Department of Health and Family Welfare	30702.00	50.55
Department of School Education and Literacy	48781.00	45.60
Department of Higher Education	25275.00	25.40
Ministry of Housing and Urban Poverty Alleviation	1163.00	21.60
Ministry of Labour and Employment	4333.68	3.50
Ministry of Micro, Small and Medium Enterprises	3155.66	15.20
Ministry of Panchayati Raj	300.74	35.20
Department of Rural Development	73221.82	32.50
Ministry of Social Justice and Empowerment	6008.30	26.60
Ministry of Women and Child Development	18484.00	61.90

Source: Total Expenditure of Ministries/Departments, Expenditure Budget Volume I and Gender Budget Statement-2012-13.

Gross Gender Budget in India is shown in Table 11. There has been increasing trend in gross gender budget in India during the period of 2004-05 to 2012-13. Over the period, the gross gender budget has increased to 733.57 per cent. There has been phenomenon growth in non-plan

expenditure as against the plan expenditure under gross gender budget during the corresponding period. Plan expenditure constituted about 95 per cent in gross gender budget in 2012-13 while the share of non-plan expenditure under gross gender budget was reported to be 5.16 per cent in the corresponding year.

Table: 11
Gross Gender Budget in India

(Rs. Crore)			
Year	Plan	Non-Plan	Total
2004-05	10537.39(99.65)	36.77(0.35)	10574.16(100.00)
2005-06	22663.80(93.44)	1576.71(6.50)	24240.51(100.00)
2006-07	20918.07(94.01)	1333.34(5.99)	22251.41(100.00)
2007-08	20778.19(95.47)	1569.90(7.02)	22348.09(100.00)
2008-09	47376.84(95.47)	2246.51(4.53)	49623.35(100.00)
2009-10	52863.06(93.91)	3431.16(6.09)	56294.22(100.00)
2010-11	63711.99(94.99)	3362.69(5.01)	67074.68(100.00)
2011-12	72623.93(94.38)	4322.16(5.62)	76946.09(100.00)
2012-13 (BE)	83598.04(99.84)	4547.76(5.16)	88142.80(100.00)
(per cent)	693.35	12259.96	733.57

Source: Gender Budget Statements, Ministry of Women and Child Development, Government of India, New Delhi.

Budgetary support for women specific programmes which target 100 per cent allocations for women is shown in Table 12. There has been an increase of 128.18 per cent in the budget support during the period of 2005-06 to 2012-13. The budgetary allocations under the programmes were reported to be Rs. 8273.88 crores in 2005-06 which increased to Rs. 18878.48 crores in 2012-13. Budgetary support under women specific programmes constituted more than 1/4th of the gross gender budget in India. There has been fluctuating trend in the share of budgetary support for women specific programmes as against of gross gender budget in India during the period of 2005-06 to 2012-13.

Table: 12
Allocations on Women Specific Programmes (100 Per Cent Allocation for Women)

(Rs. Crore)			
Year	Plan	Non-Plan	Total
2005-06	8215.46	58.42	8273.88 (34.13)
2006-07	4578.87	40.08	4618.95 (10.76)
2007-08	8390.37	38.29	8428.66 (37.71)
2008-09	1419.55	55.60	1475.15 (29.98)
2009-10	15395.23	85.72	15480.95 (27.52)
2010-11	18357.48	115.82	18473.30 (27.54)
2011-12	20357.98	138.59	20496.57 (26.34)
2012-13	18760.56	117.92	18878.48 (27.42)
(per cent)	128.36	101.85	128.18

Source: Gender Budget Statements, Ministry of Women and Child Development, Government of India, New Delhi.

Budgetary support on women specific programmes with at least 30 per cent allocations for women is shown in Table 13. There has been increasing trend in the budgetary allocations on women specific programmes during the period of 2005-06 to 2012-13. During 2005-06, Rs. 15966.63 crores were allocated on women specific programmes. The amount increased to Rs. 69264.32 crores during 2012-13, registering an increase of 333.81 per cent. Budgetary support on women specific programmes constituted 72.58 per cent in 2012-13 while this was reported as high as 79.24 per cent in 2006-07 as against of gross gender budget in India.

Table: 13

**Allocations on Women Specific Programmes
(With At Least 30 Per Cent Allocation for Women)**

(Rs. Crore)

Year	Plan	Non-Plan	Total
2005-06	14448.34	1518.29	15966.63(65.70)
2006-07	16339.20	1293.26	17632.46(79.24)
2007-08	12387.82	1531.61	13919.43(62.29)
2008-09	32557.29	2190.91	34748.20(70.02)
2009-10	37467.83	3345.44	40813.27(72.50)
2010-11	45354.51	3246.87	48601.38(72.46)
2011-12	52265.95	4183.57	56449.52(73.66)
2012-13	64837.48	4426.84	69264.32(72.58)
(per cent)	348.75	191.57	333.81

Source: Gender Budget Statements, Ministry of Women and Child Development, Government of India, New Delhi.

There are a large number of schemes that report in the GB Statement. However, very few of them actually take into account the specific gender-based disadvantages confronted by women and by different groups of women. In fact, many of them end up perpetuating the prevailing gender stereotype or have very little impact on the way gender roles are constructed. The first step in making budgets or any policy gender-responsive is to recognize the specific gender-based disadvantaged faced by women in that particular sector. However, this step is often the most neglected.

The Union Budget 2013-2014 has allocated Rs. 97134 crores for addressing gender concerns in the budget (less than 6 per cent of the total budget) and Rs. 77236 crores for children. This budget needs to be understood in the historical context of the social parameters of the country. India's record for achieving the Millennium Development Goals has been extremely poor as compared to several African, Latin American and Asian Countries. In the international arena despite the attempt to portray a 'Shining India', the country has been named and shamed continuously for not being able to reduce its maternal and child mortality rates, wide spread anemia and malnutrition among

women and children, starvation deaths in certain pockets, sky rocketing prices of essential goods, namely food, water and cooking fuel. It's in this context one must examine the Union Budget 2013-14. Last year the allocation for gender in the budget was Rs. 18,878.5 crore. Due to sustained pressure from the women's groups and gender economists, separate budget allocations for women and children were made in *2012 budget*.

The financial allocation of Rs. 200 crore for the 'most vulnerable' groups including single women and widows is an eye wash. Such a paltry amount cannot support schemes like Swadhar, working women's hostels, one-stop crisis centres, a national helpline and the effective implementation of the Prevention of Domestic Violence Act and the recently passed Sexual Harassment at Work Place Act. This programme announced last year is to be implemented in 100 districts during 2013-14. It has been allocated Rs. 300 crores to scale up to cover 200 districts the year after. This is a grossly inadequate fund allocation which seeks to address 40 per cent of children and 55 per cent women in India who are malnourished. The ICDS gets Rs. 17,700 crore for this fiscal year. In response to galloping inflation, the amount is quite inadequate. A successful implementation of ICDS requires nearly Rs. 3 lakh crore over the 12th plan period as per an estimate made by nutrition experts while allocation has been for Rs. 1.23 lakh crore. Besides this, financial provisions for social security and additional remuneration for Anganwadi Workers and ASHAs, the principal carriers of the flagship schemes have not been made.

The budget has enhanced the allocation for anti-poverty programmes such as Mahatma Gandhi National Rural Employment Guarantee Scheme (Rs. 33000 crores) and the flagship centrally sponsored scheme for public health-National Health Mission (Rs. 21239) whose principal beneficiaries are women as they are the poorest of the poor. The allocation for women specific

schemes for economics services, welfare services and social defense have been increased up to 8500 crores. The budget has also announced an allocation of Rs. 1000 for an all-women public sector bank in which both the management and clients are expected to be women. The state owned Women's Bank will work for financial inclusion and empowerment of self help groups, women entrepreneurs, self employed women and support livelihood needs of women.

The Reserve Bank of India will have to complete all formalities of license of the women's bank by October, 2013. Bitter experience with private micro finance institutions (MFIs) who behaved like financial sharks charging 24 per cent to 48 per cent interest, used Self Help Group's as foot soldiers and drove poor women borrowers to commit suicide due to harassment, has made rural and urban community based organizations disenchanted with the private MFIs. In this context, the announcement of a public sector women's bank has given new hope to community-based women groups. The sustained agitation by Indian youth and women after the gang rape of the 23-year-old, who was named by media as Nirbhaya, physiotherapist in a moving bus on 16th Dec. 2013 shook the whole world. In order to appease the angry youth, the budget has announced Rs. 1000 crore as seed money for a 'Nirbhaya Fund'. However, there is no clear mandate for this Fund – that it will be used for rehabilitation of survivors of sexual violence and acid attacks. There is no increase in allocation to education. The focus on Sarva Shiksha Abhiyan is not enough. Aspirations for higher education have enhanced exponentially among Indian Youth. Government aided higher education and vocationalisation of education is the need of the hour. The Union Budget 2013-14, has failed in its duty towards the masses by leaving higher education to the private sector. In spite of repeated demands from the women's movement for over 30 years, specific allocations for safe houses and shelters for women who

face domestic violence, incest, and for homeless women has not been made. Girls and women facing incest are forced to stay in the same house as their molester for want of a safe shelter. Homeless women remain ever-vulnerable to violence on the streets. To win over middle and upper class women, the budget has offered an incentive of raising the duty free baggage limit for jewellery for women passengers to Rs 100,000, subject to some conditions.

During 2004 to 2013, 56 ministries have set up Gender Budget cells. But to make their fiscal policy gender responsive has been an uphill task. Galloping inflation has affected the toiling poor women of India adversely whose real wages have declined sharply. Due to the withdrawal of the state from the social sector, women's work burden in the unpaid care economy has increased many-fold. The subordinate status of women manifests in declining child sex ratio i.e. 'missing girls phenomenon', deteriorating reproductive and child health, feminization of poverty, increased violence against women, enhanced mortality and morbidity among girls and women and deplorable condition of elderly women. Though, gender budgeting has been widely recognized tool for gender mainstreaming and engendering development, however, the analysis of gross budgetary support for women specific programmes in India demonstrates that there has been meager share of public expenditure as against national budgets. Gross gender budget constitutes about 6 per cent of the union budget and even the share of public expenditure for women constitutes less than 4 per cent of GDP. Though, the amount of gross gender budget has shown an increasing trend however, its share in gross budgetary support has declined in the recent years. It appears that certain ministries such as Ministry of Women and Child Development, Ministry of Health and Family Welfare, Ministry of Human Resource Development are allocating a large amount for women however, if we minus children and establishment expenditure then the actual

amount spent on women will be very low. Thus, it is imperative to adopt rigorous methods for analyzing of the gender budgets and classification of public expenditure on women specific programmes and schemes.

Policy Recommendations:

- Gender commitments must be translated into budgetary commitments. For reprioritizing the public spending in the direction of women's needs, it is must to prepare bottom-up budgets and lobby for its realization in collaboration with elected representatives.
- It is to strengthen the gender disaggregated database within relevant Ministries/ Departments, which will enable better analysis and more effective monitoring of targets and achievements for men and women. All Ministries/Departments should ensure that all MIS data generated on number of users/beneficiaries is classified by sex. A National level database for monitoring the coverage of women under Flagship programmes should be developed.
- 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.
- Gender budgeting cells should analyze 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 analyzed and highlighted.
- There is a need to improve gender budgeting statement through widening of the scope of

- the Gender Budgeting Statement to cover all ministries and departments. 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 across all three tiers of Government- Local, State and National Levels.
 - 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.
 - The state governments must produce outcome budget while the performance report must contained the quality and authentic information. The state governments should provide statement on gender budget allocation from all the departments. All departments must provide data about allocation and expenditure for women's specific schemes along with the fiscal and financial achievements.
 - A system should be set up to collate gender disaggregated data from relevant departments to obtain the gender-wise relevant statistical data base, targets and fiscal and financial achievements. A gender audit of plans, policies and programmes of various ministries and departments with pro-women allocations must be conducted for the impact assessment of the programmes and schemes.
 - It is imperative to segregate the provisions for women in the composite programmes under education, health, and rural development sectors etc. which target women as the principal beneficiaries. It is also necessary to ensure that funds are spent on intended purposes.
 - There is a strong need to monitor the gender specific impact of budgetary policies and expenditure and reprioritize policies to reduce the bias against women in the benefit incidence of the budget.