

Engendering Budgeting and Gender Inclusive Urban Governance in India

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Abstract

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. Gender Budgeting refers to a method of looking at the budget formulation process, budgetary policies and budget outlays from the gender lens. In 1984, Austria introduced the first gender budget. Taking budgets as essential instruments for promoting gender equality, pioneering analysis of the impact of public budgets on gender relations was carried out. Since then, more than 90 countries have adopted gender budgeting as a tool for women empowerment and engendering development. In India too, many states, local governments, corporate houses and private agencies have initiated gender budgeting and have introduced specific policies, programmes and schemes for gender mainstreaming. Gender perspective in urban governance in India was initiated in 1992 when 74th Constitutional Amendment Act made provision for one third reservation in the seats of municipal elections which was extended up to 50 percent in some of the states. International agencies such as World Bank, ADB and DFID also emphasized on gender mainstreaming in planning and implementation of urban development policy, programmes and schemes. Against this view point, present paper purports to examine the engendering budgeting and gender inclusive urban development in India.

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Introduction

Women constitute half the world as well as in urban population. Despite their large numbers they have a very limited role to play in urban governance—policy and decision making as they are not sufficiently and properly represented in the Urban Local Bodies (ULBs). Though the functions and working of ULBs affect every man and woman, the latter has no or very minimal role as they are under-represented in leadership positions in local government institutions until recently. They do not have a role to influence local decisions resulting in insufficient access to services. This necessitates measures to provide equal representation in the municipal councils. As the ULBs are closest to the community they are the best places to involve women in local policy and decision-making so as to enable them to contribute in the policies and decisions that impact provision of civic services and quality of life. Several factors including discrimination, family burdens, financial constraints to contest to local governments, cultural factors, etc., come in the way of women participation. The political empowerment requires transformation of existing political structures and processes that are more responsive to women.

As the World Declaration on Women in Local Governance, 1998 noted that the problems and challenges facing humanity are global but occur and have to be dealt with at the local level. Women have the equal right to freedom from poverty, discrimination and insecurity. To fight these problems and to meet the challenges of sustainable human development, it is critical that women are empowered and participated in local governments as decision-makers, planners and managers.

The 74th Constitution Amendment Act, 1992 for the first time widened the base to provide representation to hitherto under represented or unrepresented categories of the community, including women, in urban local self-government institutions. This has raised the question as to what key role women could play in urban

governance. The 74th Constitution Amendment Act, 1992 provided one-third reservation for women. Based on the experience gained over two decades, the Government of India proposed 50 per cent reservation for women in urban local bodies. There are many programmes in the formal and informal sector which promoted women's participation in local development like urban basic services to poor (BSUP), SJSRY, self-help groups, Kudumbashree in Kerala, etc., with different degrees of success in mobilizing women and their participation in local planning and development. The reservation for women in the local bodies is aimed at securing their active involvement and support in socio-economic development. Reservations became very important as in the normal process women were reluctant to contest the elections either because of murkiness and violence that often characterize electoral politics (Prasad 2014).

The 74th Constitution Amendment Act, 1992 has laid foundations for the emergence of strong bottom up women leadership who could climb the ladder to occupy positions of power at the state and national levels. The 74th Constitution Amendment Act, 1992 which provided a constitutional status for ULBs in the country and considered a revolutionary and radical legislation, provided reservation of one-third of the strength of the council to women and also extended the same principle of reservation to women in other categories like SCs, STs apart from General category.

The 74th Constitution Amendment Act, 1992 entrusts, through the 12th Schedule, important development functions to ULBs viz., urban planning, planning for socioeconomic development, slum improvement, urban poverty alleviation, provision of basic amenities like roads, water supply, public health and sanitation, protection of the environment, safeguarding the interests of the weaker sections, etc., which have a major bearing on the development of women and children.¹⁶ The ability of the local bodies to undertake these functions, particularly those relating to poverty alleviation, safeguarding the interests of the weaker sections would, to a great extent, depend on the composition of the members of the councils who influence the local decision-making process (Prasad 2014).

Gender being a cross cutting issue, various Ministries/ Departments have been undertaking measures for the empowerment of women. Convergence of these programmes and schemes is essential to ensure that their benefits are effectively accessed by women. With the specific objective of ensuring convergence and better coordination among the schemes/programmes of various Ministries/Departments, the Ministry launched the National Mission for Empowerment of Women. The Mission will be fully operationalised. Its role would be to provide a strong impetus for reform by catalyzing the existing system, ensuring better coordination and convergence of all development programmes impacting women in close collaboration with grassroots structures and enabling participatory approaches and processes. The Mission would work to achieve convergence at all levels of governance. It would have an overarching role in promotion of women's issues across economic, social, legal and political arena. This would, inter alia, include generating awareness; building strategies to question prevalent "patriarchal" beliefs; establishing a convergence mechanism at multiple levels; formation women's collectives and improving their capacity to access the benefits of government schemes, programmes, laws and policies; and developing empowerment indicators relating to the survival, visibility, freedom and equality of women. In 1984, Austria introduced the first gender budgeting initiative. Taking budgets as essential instruments for promoting gender equality, pioneering analysis of the impact of public budgets on gender relations was carried out. The Australian example was not only crucial in raising awareness, but its approach served as an important point of reference for later gender budgeting initiatives. British Women's Budget Group, consisting of experts from universities, unions and NGOs is publishing comments on national budget since 1989. Their focus is on assessing taxes and transfers, but they also refer constantly to the importance of engendering economic policies. In 1993, the Women's International League for Peace and Freedom established a gender budgeting initiative in Canada. In 1995, South Africa's Women's Budget Initiatives established after the first democratic elections. By 2012, there were over 90 countries around the globe that had experience of gender budgeting.

Objective of the Study

The objective of the present paper purports to examine the engendering budgeting and gender inclusive urban development in India.

Database and Methodology

The paper is purely theoretical and based on literature review, observations and discussions which have been gathered from various conferences, workshops, consultations etc. The present paper is also based on the practical experiences which have been gathered through several years of services in various departments, Government of India.

Gender Budgeting in India

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. Gender budgeting requires the commitment and efforts at all levels within the Government. It is necessary to orient and sensitize officials at the higher levels of decision making on the issue. At the same time capacity building of policy makers, programme planners, budgeting and implementing officials on the tools and techniques of Gender Budgeting is required so that they can undertake the gender budgeting exercise. The crucial challenge is also to monitor and analyze the actual expenditure and benefits flowing to women. This requires beneficiary incidence analysis and gender audits of all plans to be undertaken. Undertaking gender audits, however, requires

greater technical expertise. Building up such expertise needs to be integrated as part of the GB training programmes.

The gender budgeting initiatives have been further strengthened in the Twelfth Plan and its reach has been extended to all Ministries, Departments and State Governments. Steps will be taken to further institutionalize the gender budgeting processes. The focus needs to be strengthened and empower the Gender Budgeting Cells to enable them to undertake the envisaged role. Planning and budget approval systems will also need to be modified to make gender clearance and specific approvals of Gender Budgeting Cells mandatory to ensure that plans are engendered from the design stage itself. Orientation and sensitization at the highest level will be pursued along with capacity building of Gender Budgeting Cells. The effort will be to institutionalize the training programmes through National and State level Institutes of repute. National level gender outcome assessments through spatial mapping of gender gaps and resource gaps will be initiated. Ministries/ Departments would be encouraged to undertake gender audits of major programmes, schemes and policies. A quantum leap in this direction can be achieved if gender perspective is incorporated within the Expenditure and Performance audits conducted by CAG. This will be taken up during the Twelfth Plan. Since gender disaggregated data is a major constraint in gender analysis, processes for the collection of standardized gender disaggregated data at national, state and district level will be put in place.

A government budget is a financial statement of the expected revenue and intended expenditure of the government over a given period. The government budget is not simply a technical instrument for compiling and reporting on government revenue and expenditure plans but it is also a primary policy statement made by the government. The budget has three crucial economic functions viz. allocation of resources, distribution of income and wealth, and stabilization of economy. Gender responsive budgets seek to uncover the impact of resource allocations on women, men, girls and boys. It is important to have gender disaggregated data in order to determine

how different groups are affected. A budget process consists of a cycle. The key steps of budget process in most countries are (1) determining the macro economic situation; (2) preparing budget guidelines and setting expenditure ceilings; (3) preparing sector ministry spending proposals; (4) securing legislative approval; and (5) monitoring, evaluation and accountability. A wide range of players may be involved in gender budgeting. Different stakeholders are involved in gender responsive budgeting. Government, Parliament, researchers and experts, international organizations, non-government organizations, trade unions and employer's organizations, etc. play key role in gender budgeting exercises. Governments may take up gender budgeting on their own initiatives or at the prompting of Parliament or civil society groups. However, awareness raising and training of officials at all levels is needed to provide necessary knowledge. Responsibility for management needs to be clearly assigned. Gender budget initiatives are most effective when the Ministry of Finance leads the initiatives, ideally with close involvement of Ministry for Women Development. While the top level budget decisions are made by Cabinet and other ministers, senior civil servants and advisors also play crucial roles. Gender budgeting represents an enormous challenge to the civil servants whose job is to drop the details of budgets. Parliament and State Assemblies have crucial role in adopting the gender budgeting. The politicians particularly the decision makers in Parliament and State Assemblies are supposed to submit their demand for budgetary resources on women specific and pro-women programmes. Gender budgeting requires in-depth research and analysis. Academics can therefore make valuable contributions in particular with regard to providing know-how, implementing gender impact assessment, developing methodology and indicators, auditing budgetary outcomes and training government officials. International organizations can also contribute to gender budgeting initiatives at national level by setting an example through the application of gender budgeting to their own activities and by organizing joint projects and exchange of experiences, thus stimulating political

interest in gender budgeting. Civil societies, trade unions and employer's organizations play an important role in organizing and articulating collective will which contribute to process of gender budgeting.

Role of Women in Urban Governance

Municipal Acts governing their organization and working specify the functions of municipalities and municipal corporations. Experience reveals that the chairpersons or councillors, whether they are men or women, have broadly four important roles to play in ULBs viz., policy, developmental, political and administrative.

Policy Role

Formulate development policies, prepare town development plans, take decisions regarding the integration of spatial development planning with economic development planning, lay down broad parameters for the future growth of the towns, mobilize resources to undertake both obligatory and discretionary functions, undertake measures for assisting the weaker sections, etc.

Development Role

Formulation, implementation and monitoring of development plans, including those for the weaker sections, women, etc. is their responsibility. Both national and state governments have articulated a number of development programmes. Formulation of city action plans under these schemes and ensuring their proper and effective implementation is a part of their development role. They have also to mobilize their share of the resources, to implement various plans and programmes wherever necessary.

Political Role

As peoples' representatives, the elected councillors are to be in constant touch with their constituents to reflect their aspirations, needs and perspectives in the articulation of town's development policies and plans. They are the links between the electors and the urban local body. Apart from this, as representatives of political parties they also have to undertake political activities. Mayors, Chairpersons and Councillors are constantly approached by their

constituents with complaints or grievances relating to the municipal functioning. As people's responsibilities, they have to attend to their day-to-day problems and continuously establish rapport with the community.

Administrative Role

Mayors, chairpersons and the chairpersons of standing and special committees play important role in civic governance. Supervising the functions of municipal officials in the implementation of development plans, monitoring their progress, ensuring the proper implementation of municipal laws and regulations, administrative coordination and convergence within the municipality and with external agencies, liasoning with non-governmental organizations, resolutions of conflicts in the management of municipal affairs between the groups and communities, effective utilization of resources both internal and external, etc. are some of their administrative roles. The mayors and chairpersons, who are directly elected and have a term co-terminus with that of the council, will tend to have more of these responsibilities.

In particular, women can play a purposive role as mayors, chairpersons and councilors (Prasad 2014):

- Ensuring access to basic services like water and sanitation and to provide higher allocation to these services. Enhancing the access of women to economic resources by strengthening linkages with banks and other financial institutions and encouraging innovative savings, thrift and lending practices.
- Ensuring access to education to all with a view to eradicate illiteracy, particularly among women and children.
- Improving access to women to vocational and technical training for skill formation and development.
- Increasing access to quality health care, particularly preventive and promotive health care, provision of information about factors which increase risks to women's health.
- Initiating measures for the prevention of violence against

women, raising awareness among women on the issues of violence against women and organizing support to community-based organizations working in this field.

- Promoting women's economic right including access to employment and appropriate working conditions and strengthening women's economic capacity through skill development, training, self-employment and establishment of market and trade networks.
- Ensuring full participation of women at all levels of decision-making concerning the well-being of the society, particularly those concerning women, children and disadvantaged people.
- Preparing women to leadership positions, organizing legal and administrative literacy programmes to educate women on various aspects of their rights.
- Involving women's groups in environmental protection and up-gradation; and
- Protecting the rights of the children, particularly those of the girl child.

The 73rd and 74th Amendments (1992) to the Indian Constitution have served as a major breakthrough towards ensuring women's equal access and increased participation in political power structure. There are about one million elected women representatives in Panchayats and municipal bodies in India. The women representatives in ULBs of the selected states are shown in Table 1. It is estimated that elected women in all the three categories of ULBs account for 22622. However, a few states like Bihar, Madhya Pradesh and Rajasthan have declared to provide 50 percent reservation to women in ULBs elections. Thus, the number of elected women representatives is likely to increase.

Table N o. 1: State wise Reservation of Women in Urban Local Governments in India

S. No	Name of the State	Reservation for women in Urban Local Bodies
1	Madhya Pradesh	50%
2	Chhattisgarh	50%
3	Manipur	33%
4	Bihar	50%
5	Rajasthan	50%
6	Odisha	50%
7	Uttar Pradesh	33%
8	Uttarkhand	33%
9	Jharkhand	50%
10	Sikkim	33%
11	Arunachal Pradesh	33%
12	Assam	50%
13	Nagaland	33%
14	Mizoram	33%
15	Tripura	50%
16	West Bengal	33%
17	Meghalaya	33%

Source: RCUES, Lucknow

The Constitutional Amendment Acts also ensured the provision of reservation of women in local governments. One-third seats were reserved in urban local bodies also. A few states such as Bihar, M.P., and Rajasthan have also made provision for 50 per cent reservation for women in local governments. Thus the gender mainstreaming in decentralized governance has been initiated. More ever, women's share in policy perspective and resources allocation in urban sector has been reported to be very low. With the launch of JNNURM and

other infrastructure programmes and schemes, gender mainstreaming is getting momentum. JNNURM and reforms agenda seek to improve the effectiveness, accountability, efficiency, sustainability and service equity in cities. It also aims to reduce class and gender fragmentation by making socio-political-economic institutions, processes and resource allocations more equitable. Thus, gender based urban development is about promoting cities that respond, equally to men and women. Urban women experience cities differently and thus meeting their needs becomes critical for promoting sustainable and equitable urban development (Singh, 2013).

The 74th Amendment to the Indian Constitution, 1992 has served as a major breakthrough towards women's equal access and increased participation in local government. The Constitutional Amendment Act aims at constitutional guarantees to safeguard the interests of urban local government to enable them to function as effective and self governing institutions at grassroot level. This Amendment provides for reservation of 33 percent of elected seats for women at local government level in urban areas. There is also one-third reservation for women of posts of chairpersons for these local bodies. Involvement of women in the political arena and in decision making process is an important tool for empowerment as well as monitoring standards of political performance at local level. However, some of the major constraints prevent women from effective participation at local level. These include:

- Lack of orientation/training in urban development issues and municipal administration.
- Lack of knowledge/orientation about Municipal Acts, Rules and Regulations as well as various development programmes and schemes.
- Lack of experience for dealing with multi-dimensional urban development issues and civic affairs.
- Lack of knowledge about technical inputs related to municipal service delivery mechanism.

- Lack of support from male colleagues and municipal officers in the municipal affairs and urban development issues.
- Lack of cooperation from municipal officials regarding the allocation of budgets at ward level and managing municipal affairs.
- Lack of party support and poor organizational support and infrastructure.
- Fear and insecurity and also lack of confidence in public speaking and handling municipal affairs.
- Dual responsibility of managing home and taking charge of official duties.
- Criminalization of politics and corruption involve in municipal affairs.

In order to orient and provide training to women representatives in urban administration and municipal affairs, more than 60 organizations in India organize programmes for the capacity building of elected women representatives. Most of the organizations are working at the state level. Government of India under the Ministry of Urban Development provides financial support to the organizations and academic institutions for organizing training and orientation programmes for elected women representatives. However, 50 percent matching share was supposed to be mobilize from the concerned state. Now, Ministry has changed the norms and provides 100 percent funding to the organizations for conducting training programmes and orientation to the elected women representatives. Similarly, Ministry of Housing & Urban Poverty Alleviation, Govt. of India has also made provision to provide training and orientation to be elected representatives for orienting Urban Poverty Alleviation programmes in each state. There are a few institutions viz. AILSG, NIUA, HSMI, SEWA, Working Women's Forum, YUVA, DISHA, PRAYAS, ASTHA, SNDT University, Aalochna, Agni, Stri Mukti Snagthan etc. emphasize on strengthening women's participation and women leadership. Besides Ministry of Urban Development, Government of India supports several training programmes being

organized through Regional Centre for Urban & Environmental Studies located at Lucknow, New Delhi, Mumbai and Hyderabad. Department of Urban Development in various states have initiated several capacity building or training initiatives to train women working at various levels of municipal administration. National Academy of Administration, Mussourie is actively involved in training senior government officers from Public Service Commission. The Academy has also set up a National Centre for Gender Training and Research to further issues related to women and development. Ministry of Women and Child Development, Government of India in association with concerned state government is also organizing training, orientation programmes and workshops for the orientation on gender budgeting and gender sensitization. Ministry of Housing and Urban Poverty Alleviation, Government of India is also made provisions for 30 percent reservation in skill training, Urban Self Employment Programme, besides, exclusively Urban Women Self Help Programme under Revamped SJSRY. The revised Guidelines of SJSRY make provisions the there will be no project limit for financing the self employment projects while women will get subsidy upto Rs300000 or 35 percent of the project under Urban Women Self Help Programme.

Women being under represented in planning process, JNNURM provides an opportunity to build gender fair and inclusive cities. It seeks to promote planned urban development and equitable cities. Though, urban space, infrastructure and services which contribute to cities economic development, however men and women perceive their utility differently. Infrastructure development is not gender neutral. Lack of basic services affects both men and women; however women in cities especially in low income communities and slums are more severely affected by inadequate and poor services.

In absence of access to toilets, women are forced to defecate in open which is unsafe and undignified while it is also a serious health and environmental threat. Women have traditionally been excluded from land ownership and it has contributed more marginalization of women as they are insecure and live in poverty. Women either do not

work for wages or earn less than men. Because of their low earnings they cannot afford to buy a house or land for construction of house. Since, women often lack education and technical skills; they tend to be predominantly in informal economy. The informal sector is under regulated and social safety network is lacking. Among the poor, forced evictions from illegal spaces (slums) are a major cause of insecurity. The demolitions of slums not only destruct homes, but also destroy the informal livelihoods. The women being the most vulnerable and disadvantaged group, are mostly affected by such evictions. Women living in slums and low income groups also face problem of domestic violence as the family income is very low to sustain the family. Women and children experience domestic violence through physical abuse sexual assault and threats. Urban violence against women can be attributed due to lack of their power that comes from non ownership of property and shelter. Urban women are also more dependent on public transport to move in the city however, men usually own personal transport. Women use transport differently from men based on the type of work they do. Urban women are bearing more burdens of diseases. Urban poor women are more anemic and modality rate among them is higher.

Ministry of Urban Development and Ministry of Housing & Urban Poverty Alleviation need to set out a clear urban gender policy that will provide the framework for the gender integration. A general policy must have four key components:

1. Bring a gender perspective into all aspects of planning, policy and legislation and activities that are within the domain of the Ministries.
2. Create an enabling environment for women and thus to realize their full human rights in cities and particularly for women belonging to poor and marginalized groups.
3. Outline sustainable mechanism for the equal participation of all including poor women in city development.
4. Promote equitable access and control over the urban resources for women and men.

Gender Perspective in Municipal Budget

There are three major sources of income for ULBs. These are state and central governments allocation, state and centrally sponsored schemes; revenue obtained through local taxes, fees and user charges; and funds obtained from central and state Finance Commission. Besides international donor agencies like World Bank, Asian Development Bank, Japan Bank for International Cooperation, DFID etc. also provide financial support for municipalities for specific development projects in urban areas. Gender Sensitive Budgets demand reprioritization of financial allocations by the ULBs in favour of:

- Working Women's Hostel, Crèches, Restaurant, Food Points, Public Toilets,
- Subsidized and low cost housing for single /deserted/ divorced/ widow and female headed households,
- Skill training centres for women,
- A safe efficient and cheap public transport system,
- Safe drinking water,
- Waste Management Technological up-gradation
- Multipurpose community centres,
- Proper electrification
- Delivery of health and nutritional services

Women's groups have been focusing on micro economies involved in dealing with problems faced by women at grassroot level such as drinking water, health, garbage disposal etc. The decision makers in urban local bodies need to address the following issues:

- How to bridge the gap between notional allocation and actual allocation?
- How to ensure accounting, auditing and record keeping of gender disaggregated data and allocation?
- How to achieve physical and financial performance of programmes and schemes?

- How to ensure effective implementation of welfare and other developmental programmes and schemes for the urban poor?
- How to prepare gender based profiling of municipal expenditure?
- How to examine micro level planning with participatory approach for assessing micro level needs?
- Whether micro level initiatives for gender equity and capacity building of women are required?
- Whether synergy in allocation for resources across levels of governance, programmes and departments is needed?
- How to ensure gender responsive administration and resource mapping for creating employment opportunities and empowering women?
- How to Redesign and prioritize resources for gender equity women empowerment in urban areas?
- How to address constraints, challenges and problems in gender mainstreaming?

Budgetary allocation for social services expenditure for capacity building, reduction of domestic drudgery and better quality of life for women is need of hour. Education, health, crèche, working women's hostel, housing, nutrition, water supply, drainage, sanitation, public toilets, fuel and energy, waste management, Public transport are some of the major areas of social services expenditure by which women are likely to get more benefits. Women also need SHG based credit for self employment. Similarly, training programmes vocational and skill improvement training in prospective areas like bio-technology, IT etc. will create employment opportunities to women. Marketing facilities for women entrepreneurs and the implementation of National Street Vendor Policy will provide additional benefits to women for promoting self-employment ventures. Thus, it is imperative to create Women Development Cell in each urban local body for gender responsive budgeting and gender

based profiling of municipal expenditure. This cell is also likely to address the gender issues and concerns in urban areas. Gender Budgeting as a tool is used for achieving gender equality and particularly correct the planning and investment distortions within government spending. Gender Budgeting is likely to help to (1) balanced gender needs through appropriate budget in financial systems; (2) ensure pro-poor urban expenditure in areas such as water supply, sanitation-provision of sewerage and toilets, infrastructure development, storm water drainage, solid waste management; provision of low cost public transport, development of roads, provision of economic infrastructure etc.; (3) provide for human specific urban expenditure that are targeted to include women's requirements in the provision of housing, markets, buses, parks and recreation centers. Gender auditing tools have been developed by UNDP that recommend a participative process for gender budgeting and for development of gender sensitive urban expenditure policy and guidelines. A toolkit has also been developed USAID for identifying gender needs in planning the successfully tested mechanism for gender based planning. The tools for gender inclusion in budgeting and urban planning process include:

1. Spatial maps to asses women's access to physical, social, economic, infrastructure to help develop a mix of macro and micro level plans;
2. Gender profiling a public expenditure, with impact assessment studies to understand gender based spending.
3. Gender based auditing and beneficiary assessments.

Gender Sensitive Urban Governance

Gender-sensitive urban governance involves more than simply increasing women's *participation* in urban planning, however. Research has shown that women and men experience and use the urban environment in different ways, and have different priorities in terms of municipal services and infrastructure (Beall, 1996). A gendered perspective involves planners, designers, decision-makers and community actors looking at problems with the needs of both women and men in mind (UN-WOMEN, 2010). UN-HABITAT's

work on governance and security in cities has also demonstrated the problems associated with gender-blindness within local government institutions, and the Safer Cities programme has focused attention on the need for greater gender sensitivity in planning practice (Earle and Mikkelsen, 2011).

Women and Cities International (2007) highlighted key elements that need to be in place to ensure gender mainstreaming in local governance, including the:

- Importance of other levels of government (regional, national and international) to support the efforts of local authorities;
- Adoption of local policies on gender equality;
- Creation of offices of women or gender equality in municipal structures (accompanied by human resources and appropriate budgets towards clear objectives);
- Development of methods and tools to mainstream gender;
- Importance of partnerships between women's groups and municipalities, while recognizing the autonomy of women's groups;
- Key role of citizen participation, and in particular women's participation, in urban decision-making processes;
- Significance of improvements in women's safety; and
- Importance of sharing good practice and developing exchanges

While this report looks primarily at gender and inclusion in urban planning, it is important to recognize that gender intersects with other vulnerabilities based on class, migration, age, disability, ethnicity, etc (Jagori, 2010). Addressing urban planning in a gender-sensitive way involves looking at how women and men access and benefit from the different aspects of urban life such as municipal services, employment and livelihoods, housing, transport, and safety. The following sections provide information on the key topics related to the most urgent areas that need reform in the policy, legal and regulatory environment to enable gender and socially inclusive urban planning in South Asia. Due to their domestic responsibilities,

women and girls are often most impacted by how municipal services, such as water, sanitation, fuel and waste management (UN-HABITAT, 2000) are delivered. The quality of and access to health, education and recreation services also impacts on women's caregiving responsibilities.

Conclusion

Women are major contributors to India's economy and important constituent of development. Their empowerment is essential for distributive justice for the nation's growth. Engendering national development plans is imperative for gender mainstreaming and their empowerment. Engendered development plans would include a gender dimension in all macro policies and budgetary support for their implementation. Engendering public policy and gender budgeting are the major gender commitments by Government of India. Gender budgeting has three basic dimensions. One, the empowerment has to be holistic and it should cover political, social and economic implications for women. It should be universal in terms of equal opportunities. The second dimension is that it should be participative and inclusive. This requires that planning, policy and implementation process should have a bottom to top approach, where women have a voice from the grass roots to the highest echelons of power. The third dimension of gender budgeting is the need for convergence. Women's needs are multi-dimensional – access to health and nutrition, water and sanitation, asset based marketing, credit, technology, education and skills, political participation etc. Thus, convergence of development policies, programmes, schemes and institutional resources is imperative for engendering and inclusive development. There is also the need for revision in existing urban development schemes and programmes so that gender issues may be incorporated and their concerns are effectively addressed.

Recommendations

- Gender commitments must be translated into budgetary commitments. Increase in budgetary allocation is required. A higher budgetary allocation on women specific programmes

and schemes by government is needed. The state governments should also launch women specific programmes and schemes in order to cater emerging needs of women.

- The gender disaggregated database has to be created and strengthened in the local governments including parastatal agencies, which will enable better analysis and more effective monitoring of targets and achievements for men and women.
- The role of women in decision making process and urban planning must be enhanced besides, ensuring participatory budgeting in local bodies.
- Construction of toilets, night shelters, rest houses, etc. for women has to be ensured at the major bus stations, railway stations and public places besides ensuring proper street lighting in isolated places, fruits and vegetable markets, hospitals, nursing homes, religious places, etc.
- In order to ensure transparency and accountability in the allocation for women, open a budget head on Gender Development in municipal budgets. This will help in protecting these provisions earmarked for women by placing restrictions on the re-appropriation for other purposes.
- There is strong need to deepen the whole exercise of gender budgeting across all three tiers of Government- Local, State and National Levels. Gender budgeting should not be restricted to government programmes and schemes, but it must be introduced in programmes and schemes supported by corporate sector, international donor agencies and other non-government agencies.
- 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. It is imperative to encourage women and their associations to participate and monitor all development schemes related to drinking water, sanitation, primary education, health and nutrition.

- It is the need of the hour to prepare the gender based profile of public expenditure in urban areas keeping in view the sectoral approach. Impact assessment of public expenditure related to women oriented programmes and schemes are imperative. Expenditure management is also called for.
- Special emphasis should be given to promote the employment opportunities for women in those sectors of economy which have been leading the economic growth in the country such as information technology, telecommunication, bio-technology, street vending, domestic help, nursing, teaching, etc.
- 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 local governments with pro-women allocations must be conducted for the impact assessment of the programmes and schemes.
- 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.
- Gender responsive budget approach is a tool and not necessarily a standalone exercise. Unless the necessary resources are allocated, gender sensitive policies and programmes will not succeed. The prerequisite of gender budgeting are political will, accountability, human and financial resources, coordination, gender disaggregated data,

transparency and partnership and cooperation. Thus, there is need to establish linkages and cordial relations for ensuring the achievements of the prerequisite for promoting gender budgeting exercises.

- Gender appraisal for all new programmes and schemes is imperative. All new programmes, projects and schemes for which funds are requested should be viewed through a gender lens.
- Elected People's Representatives in urban local governments must necessarily be brought under the purview of gender sensitization processes besides including district level officials such as District Collectors, DDOs, Commissioners, and BDOs, District Social Welfare Officers, line department officials, District Local Fund Auditor (DLFAs) and ULB / Panchayat functionaries.
- At the State level, mandatory gender audit of all Centrally Sponsored Schemes and Central Schemes should be undertaken. A quantum leap in gender budgeting can be achieved if gender perspective is incorporated within the Expenditure and Performance audits conducted by CAG.

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