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## GENDER BUDGETING: WOMEN'S GATEWAY TO DEVELOPMENT

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**Abstract:** *For the development of women in all spheres of life, the starting point is to engender the national budget. The concept of gender budgeting has now become a watchword. Throughout the world, several schemes and programmes are launched to reduce gender gap and to achieve women's development. These are all clubbed under the umbrella of "Gender Mainstreaming". Gender budgeting is also one of the important components of gender mainstreaming. The present paper explores the implications of gender budgeting for the development of women. It poses the question can gender budgeting serve as a tool for development of women.*

**Keywords:** *Gender Budgeting, Women's Development and Five Year Plan*

### INTRODUCTION

Gender budgeting in simple terms refers to the analysis of actual government expenditure on women in comparison to their needs. Gender budgeting is not meant (merely) to bargain for a larger share of the resources for women or to create a separate budget for them. The aim is to analyze the budgetary expenditure from a gender perspective. Thus, a gender budget acts as an instrument for holding the government accountable to its gender equality commitments.

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.

In 2000, Government of India in collaboration with United Nations Development Fund for Women (UNIFEM) commissioned National Institute of Public Finance and Policy (NIPFP) to conduct a study on gender budgeting in India. As a result, the concept of gender budgeting came into existence in 2005. With the production of the gender budgeting statement as part of the Union Budget documents, an institutionalized effort is being made to answer the basic question that how much of the government's total expenditure is flowing to women.



The gender budget statement indicates in two parts, **Part A** presents schemes in which 100 per cent provision is for women. **Part B** presents schemes where the allocations for women constitute at least 30 per cent of the provision.

Bringing women to the mainstream of development is one of the stated goals of the Government of India. There is a separate Ministry of Women and Child Development that has the nodal responsibility for the development of women and children. Ministry of Women and Child Development coordinate with other ministries and departments of the Government of India for gender mainstreaming and it also leases with the State Governments.

With this background, the present paper explores the implications of gender budgeting for the development of women. It poses the question can gender budgeting serve as a tool for development of women.

## **FIVE-STEP FRAMEWORK FOR GENDER BUDGETING**

The five major steps for gender budgeting are shown in Chart-1

**Flow Chart-1**

### **Five-Step Framework for Gender Budgeting**

<b>Step 1:</b>	To analyze the position of men and women, girls and boys in a given sector/area.
<b>Step 2:</b>	To make an assessment of the relevant programmes/schemes/policies/legislation that addresses gender issues and described the gaps in the first step.
<b>Step 3:</b>	To assess the adequacy of budgetary allocations for the implementation of gender-sensitive programmes/policies identified in step 2.
<b>Step 4:</b>	To check both the financial performance and physical deliverables of the allocated funds.
<b>Step 5:</b>	To make an assessment of the impact/effectiveness of the policies/programmes in the direction of gender equality as described in step 1.

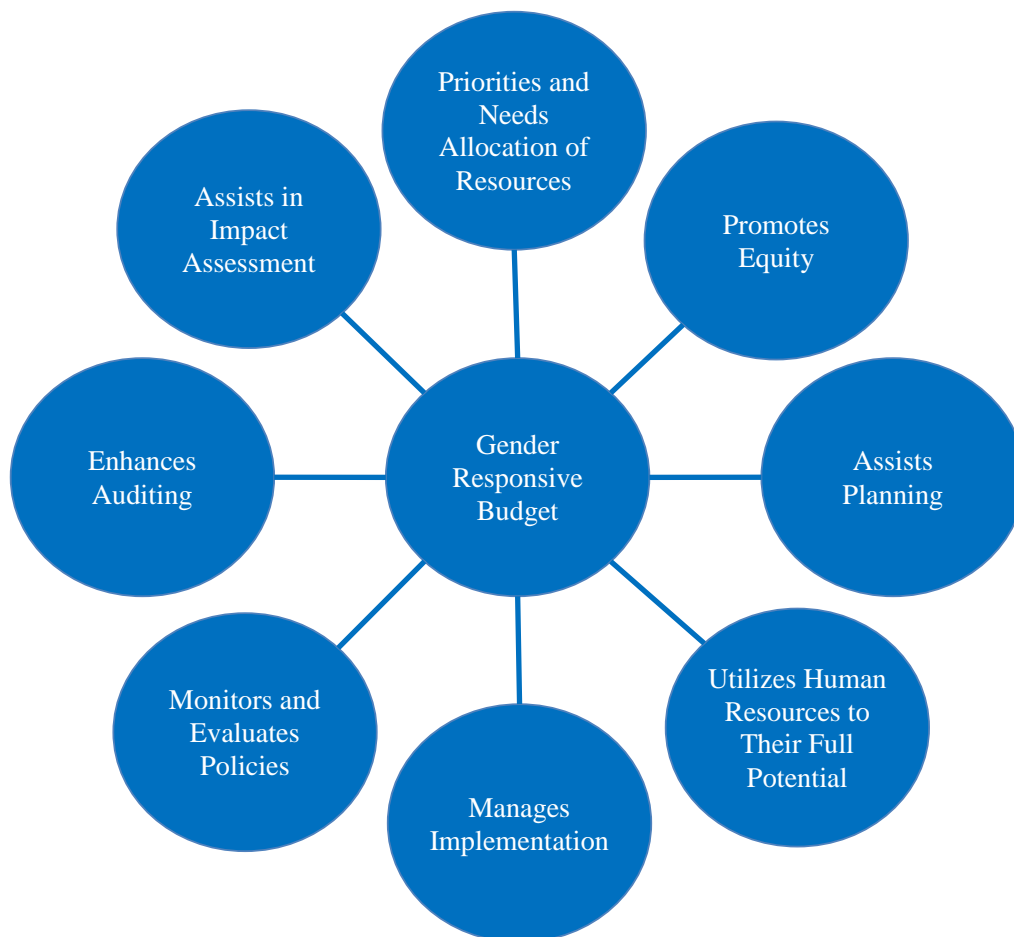
## **APPLICATIONS OF GENDER BUDGETING**

Chart-2 helps us to understand different applications and uses of gender budgeting. For example, the gender budget may be used for prioritising expenditure programmes at a time



when resources at the disposal of national exchequer are limited. Further, it also helps to target the expenditure programmes and thereby help in promoting gender equity. The gender orientation helps in designing and developing gender-specific programmes and then subjects them to yearly monitoring and evaluation. Since gender component is inserted into the mainstream budget, it enhances auditing possibilities for the further justification of continuation of gender specific programmes.

**Flow Chart-2**  
**Application of Gender Budgeting**



Source: Ministry of Women, Family and Community Development, *Gender Budgeting in Malaysia, United Nations Development Programme, Malaysia, 2005, p.3.*

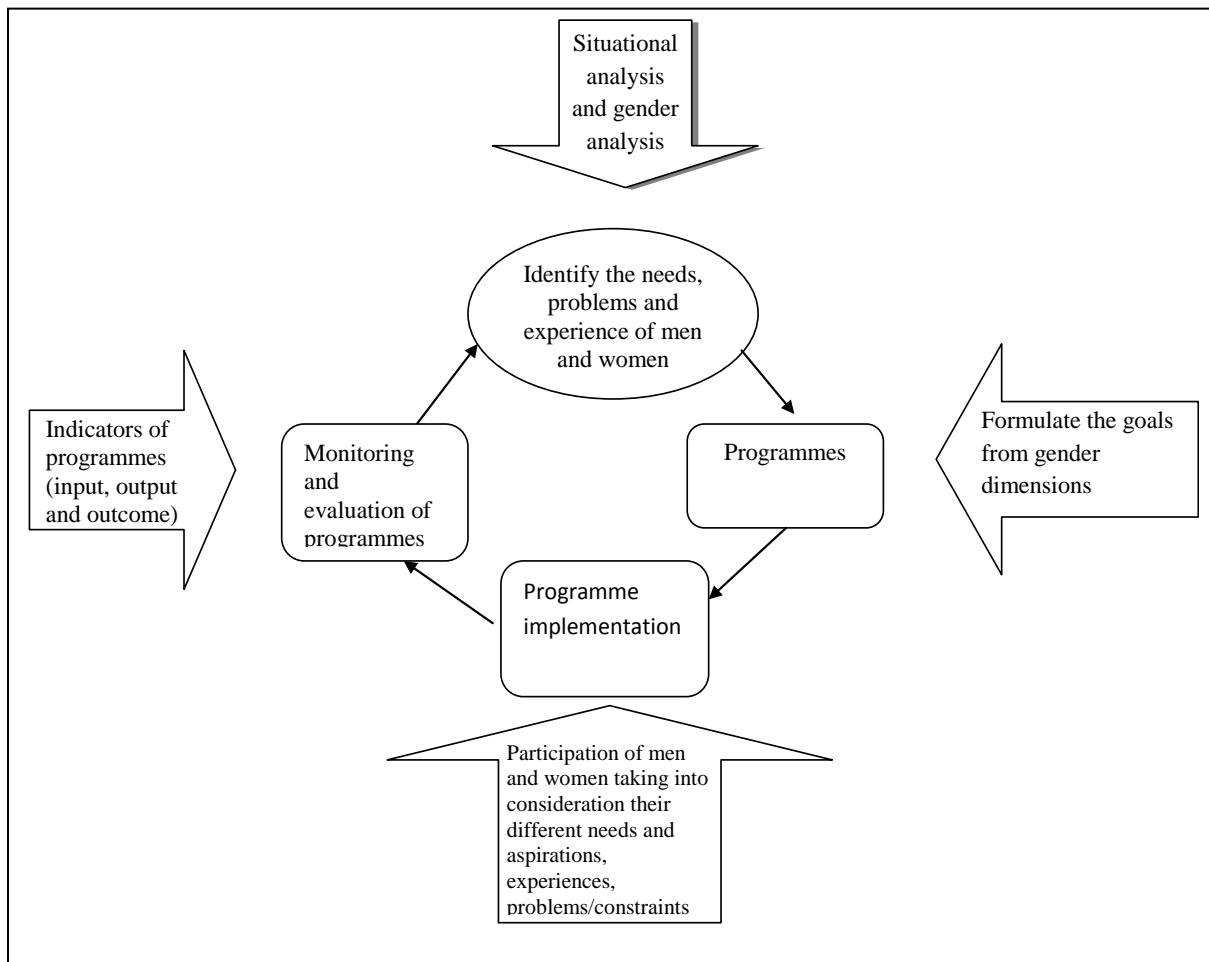
### **PROCESS OF GENDER BUDGETING**

The process of “Gender Budgeting” can be explained with the help of following Flow Chart 3. If gender budgeting is prepared for a particular department/ministry, it is necessary to identify the needs, problems and experiences of men and women followed by programme



planning, programme implementation and monitoring and evaluation programme. Next step is to formulate the goal from gender dimension and participation of women and men taking into consideration their different needs and aspirations, experiences, problems and constraints, followed by Indicator Programmes (Input, Output and Outcome).

**Flow Chart-3**  
**Process of Gender Budgeting**



Source: UNIFEM, *Gender-Responsive Budgeting* ([www.gender-budgets.org](http://www.gender-budgets.org))

## PLANNING PROCESS, GENDER BUDGETING AND DEVELOPMENT OF WOMEN

To promote the welfare work, Central Social Welfare Board was set up during **First Five Year Plan (1951-56)**. To make provision for grass root work among women, development of Mahila Mandals was supported by the **Second Five Year Plan (1956-61)**. The provision for the education of women, pre-natal and child health services, supplementary feeding for



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

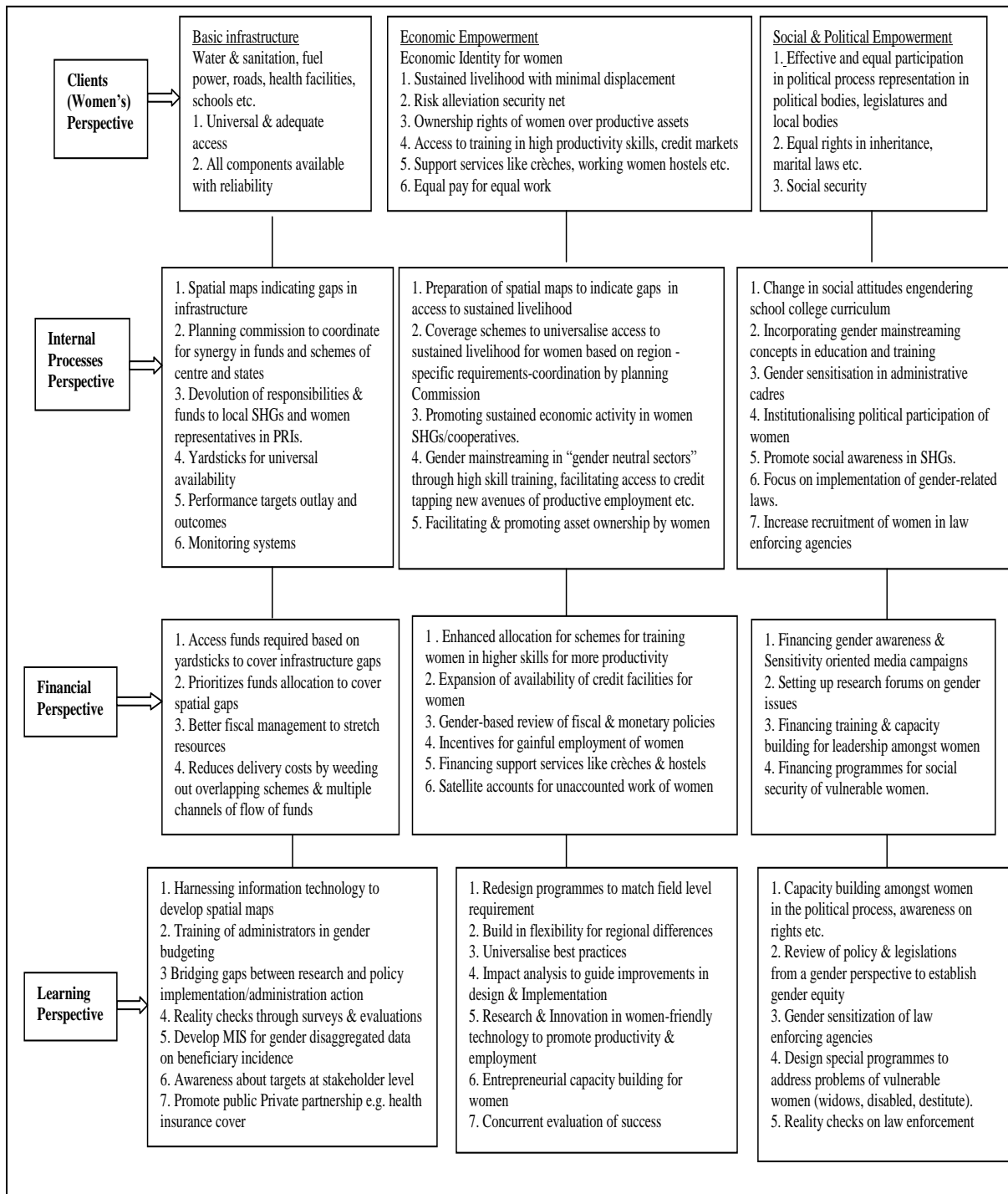
### **ROLE OF GENDER BUDGETING IN DEVELOPMENT OF WOMEN**

A strategic map is proposed to depict all the inter-related activities necessary for women’s development and to enable a better focus on resource allocation under Gender Budgeting. We may map our strategic map under the four components i.e. client perspective, internal process perspective, financial perspective and learning perspective as following:



**Flow Chart-4**

**Gender Budgeting as a Tool for Women's Empowerment**



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



## ALLOCATION OF FUNDS UNDER GENDER BUDGETING STATEMENT IN INDIA

Table-1 depicts the allocation of funds under gender budgeting statement since 2005-06 to 2016-17. Except the year 2008-09, there is an increasing trend of allocations of funds under gender budgeting statement in absolute terms

**Table-1**  
**Gender Budgeting Statement** (In Rs. Crore)

Year	No. of Ministries	No. of Demands	Total Magnitude of Gender Budget (BE)	Part-A (Women Specific Allocations) (BE)	Part-B (Women Related Allocations) (BE)
2005-06	9	10	24032.00	7905.08	16126.92
2006-07	18	24	28736.53	9575.82	19160.71
2007-08	27	33	31177.96	8795.47	22382.49
2008-09	27	33	27661.67	11459.61	16202.06
2009-10	28	33	56857.61	15715.68	41141.93
2010-11	28	33	67749.80	19266.05	48483.75
2011-12	29	34	78251.02	20548.35	57702.67
2012-13	29	34	88142.80	22968.93	65173.87
2013-14	30	35	97133.70	27248.29	69889.41
2014-15	36	39	98029.84	21887.61	76142.23
2015-16	35	35	79257.87	16657.84	62600.03
2016-17	36	6	90624.76	17412.01	73212.75

Source: Various Issues of Annual Reports of Ministry of Women and Child Development.

Gender budget percentage to the total Budget of the Central Government started with the lowest (2.79 per cent) in the year 2005 and increased to the highest level with (6.22 per cent) in the year 2011. But from the year 2012, the percentage of the gender budget saw reduction in the total Budget of the Central Government and in the present Budget (2016-17) it is estimated at 4.48 per cent. Percentage share of allocations under Part-A had always been below than allocation under Part-B (Table-2).

**Table-2**  
**Percent Share of Allocation of Funds**

Year	Percentage of Gender Budget to Total Budget	Part-A	Part-B
2005-06	2.79	32.90	67.10
2006-07	5.09	33.32	66.68
2007-08	4.5	28.21	71.79
2008-09	3.68	41.43	58.57
2009-10	5.57	27.64	72.36
2010-11	6.11	28.43	71.56
2011-12	6.22	26.26	73.74
2012-13	5.91	26.06	73.94
2013-14	5.83	28.05	71.95



2014-15	5.46	22.33	77.67
2015-16	4.46	21.02	78.98
2016-17	4.58	19.21	80.79

Source: Various Issues of Expenditure Budget, Volume 1 (Statement 20).

## BRIEF PROFILE OF SOCIO-ECONOMIC INDICATORS OF WOMEN

Data given in Table-3 shows different indicators of socio-economic profile of women in India. It may be noted from table that there is improvement in different indicators of women after the adoption of gender budgeting in India.

**Table-3**

**Socio-Economic Profile of Women in India**

Particulars	Year	India
<b>Overall Sex Ratio (Per 1000)</b>	2001	933
	2011	943
<b>Child Sex Ratio ( Per 1000)</b>	2001	927
	2011	919
<b>Female Literacy Rate (Per cent)</b>	2001	53.71
	2011	64.63
<b>Total Fertility Rate</b>	NFHS-2 (1998-99)	2.9
	NFHS-3 (2005-06)	2.7
	2010-12 (SRS)	2.4
<b>Maternal Mortality Ratio</b>	2001-03	301
	2004-06	254
	2007-09	212
<b>Workforce Participation Rate (Per cent)</b>	NSS 61 <sup>st</sup> Round (2004-05)	28.7
	NSS 68 <sup>th</sup> Round (2011-12)	21.9

Source: Census of India, SRS Bulletin, NSS Reports and NFHS.

## FINDINGS OF THE STUDY

- The coverage of 'Gender Budget Statement' in terms of Union Government ministries/departments has increased from 10 in 2005-06 to 36 in 2016-17.
- So far, 57 government Ministries/departments in India have set up Gender Budgeting Cells, which is a positive step and will bring improvement in the lives of the women in society.
- There has been an increase in the number of Ministries and Departments undertaking gender budgeting exercise that form the basis of gender budgeting statement of the government.





- The total allocation for gender budgeting from 2005-06 to 2016-17 varied between 2.79 per cent and 4.58 per cent of the total union government expenditure. There are noticeable fluctuations in between.
- The average percentage share of allocations under Part-A (100 per cent allocation for women) of gender budgeting statement is 27.91 per cent during 2005-06 to 2016-17.
- The average percentage share of allocations under Part-B (30 per cent allocation for women) of gender budgeting statement is 72.09 per cent during 2005-06 to 2016-17.
- The percentage share of allocations under Part-A had always been below than the allocation under Part-B. Part-B constitutes the maximum portion of funds under gender budgeting statement which is not exclusively for women.
- There is not much progress is made in terms of ensuring adequate flow of funds and benefits to women.
- The overall sex ratio for India has increased by 10 points in 2011 respectively. It means that there is a positive impact of gender budgeting on overall sex ratio. The child sex ratio in India has decreased by 8 points in 2011.
- Female literacy rate in India have registered an improvement from 53.71 per cent in 2001 to 64.63 per cent in 2011. It shows the positive impact of expenditure under gender budgeting statement on female literacy rate.
- Total fertility rate in India has decreased from 2.9 (NFHS-2) to 2.4 (SRS-2010-12) which implies a significant impact of gender budgeting on total fertility rate.
- The maternal mortality ratio in India has decreased from 301 in 2001-03 to 212 in 2007-09.
- Female WPR declined from 28.7 per cent in 2004-05 to 21.9 per cent in 2011-12 at all India level.
- The study found positive impact of gender budgeting on the socio-economic situation of women in India.

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