UNIT 14 : GENDER BUDGETING

UNIT STRUCTURE

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14.1 LEARNING OBJECTIVES

After going through this unit you will be able to,

- understand concept of gender budgeting
- know the implication of Gender Budgeting

14.2 INTRODUCTION

From time to time gender issues have been addressed by academics as well as policy makers across different countries and the consequent insights and debates are very rich. Various discourses on fiscal policy too have incorporated gender questions in the past. However, research on gender responsiveness of government budgets in India dates back only to the late 1990s. In the recent times the concept of gender budgeting has become part of the gender mainstreaming strategy. Gender budgeting focuses on a gender-based analysis and an equality-oriented evaluation of the distribution of resources. In fact, gender budgeting seeks to achieve a gender based equal distribution of resources. In order to make sure that there is a really gender-equal distribution of resources amongst women and men, it is necessary not only to focus on the “official” monetary economy (money flows, income, paid work)but also requires focus on the arena of

private, unpaid reproduction work (care, child care, care for the elderly, voluntary services).

14.3 CONCEPT OF GENDER BUDGETING

As already mentioned above gender budgeting is part of gender mainstreaming process. Gender budgeting process in intends to make financially effective decisions of the public sector. In the current discourse, gender budgeting is often understood as a procedure for the systematic analysis and development of public budgetary policies which aims at focusing on gender equality. In doing so, all budget-related issues political decisions, measures, programmes and laws as well as budgets are reviewed with regard to their consequences for women and men. The entire budgetary procedure is redesigned in order to implement a gender-equitable resource distribution. This also includes the necessary restructuring of revenue and expenditure procedures.

In 1984, Australia introduced the first gender budgeting initiative. 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. Gender budgeting thus involves all stages involved in any budgetary process and implies gender-sensitive analysis, assessment and restructuring of budgets. Gender budgeting does not mean a separate budget for women but making it responsive to the specific needs of each gender. Women and men are not homogenous groups. They differ in terms of their different living circumstances, age, origin, physical and mental dispositions, education etc. and are affected in various ways by resource-effective decisions. The implications of these decisions may have an extremely different impact on women and men in various ways. The distribution of resources in a society is a decisive factor for the participation of individuals in the context of social decision-making processes, and for their esteem within the larger social fabric.

According to the Ministry of Women and Child Development, “It is a powerful tool for achieving gender mainstreaming so as to ensure that benefits of development reach women as much as men.” The public budget

clearly reflects the value-related decisions and priorities of a government. However, a gender-related effect of resource-effective decisions on the private division of labour needs to be taken into account.

The concept of unpaid work is an important part of the economic performance of a society. The traditional concept of an economy does not recognize unpaid work like child care, household work, care for the elderly and also voluntary civil society work into account when paying benefits. But it is the work of the unpaid sector plus the work of the monetary economic sector that results in the total economic output of a society.

Unpaid work is defined as a payment in kind for society. This is especially apparent in the case of the tasks that had been carried out by the state but it also affects any kind of non-profit work as well as “traditional” household and family work. Consequently, unpaid work needs to be considered as an invisible contribution to the community. This contribution is made in the process, but has not yet been included in economic context. As said, unpaid work and private division of labour can only be reasonably mapped by taking the time factor into account.

In this context, there is a call for the time factor to be taken into account when performing economic calculations. This would make it possible to take account for the fact that the time that a person spends on child care, for instance, cannot be utilized for other gainful employment. Thus, the overall objective is to counteract gender-based exclusion from both gainful employment and social decision-making processes.

14.4 OBJECTIVES OF GENDER BUDGETING

Gender budgeting is one of the important instrument to tackle the growing violence against women. Historically, India is one of the first countries to give women the right to vote. Besides, the Indian Constitution is one of the most progressive constitutions in the world that guarantees equal rights to women. Surely, all this evidence supports the contention that Indian women are no longer oppressed. But a cursory look at the Human Development Index reflects that women gain only two third share of development process. This could be due to certain gender related issues

hindering women to access the opportunities that are available. In order to achieve and monitor positive response to development the ability to assess, analyze, plan, monitor, and evaluate government budgets from a gender perspective is very essential. Following are the objectives formulated for gender budgeting:

- To initiate an integrated approach and guide the Gender Budgeting Cells (GBCs) setup by different Central Ministries/Departments by disseminating the concept, tools and strategy of Gender Budgeting (GB)
- To coordinate and monitor gender budgeting exercises of GBCs and facilitate gender budgeting analysis.
- To organize workshops to facilitate capacity building and training for various stakeholders including officials of Central and State Governments, Public Sector Undertakings (PSU)s, corporate sector, and NGOs, etc.
- To provide assistance to develop training modules/packages, training material and information booklets and manuals for gender budgeting for all stakeholders.
- To encourage State Governments and PRIs in evolving plans and strategies for undertaking gender budgeting by providing assistance, support and consultancy services for organizing Workshops, Seminars, Training Programmes, etc.
- To provide assistance to support research studies, surveys, etc to Research Institutes, NGOs, etc for gender budgeting.
- To pilot action on gender sensitive review of national policies such as fiscal, monetary, environment, trade etc
- To pilot action on gender review and gender audit of important legislations and undertake collection of gender disaggregated data.
- Conduct gender-based impact analysis, beneficiary needs assessment and beneficiary incidence analysis.
- Collate and promote best practices on gender budgeting.

Thus, the objective of gender budgeting is to ensure that policy commitments and financial outlays are made from a gender perspective.

From time to time various initiatives with the objective of influencing and effecting gender oriented budgetary policies, programmes to tackle gender imbalances, promote gender equality and development are identified under gender specific budgeting. Similarly, it also provides assurance that public resources will be allocated in the budget in gender specific manner.

14.5 GENDER BUDGETING IN INDIA

In India caste and religious practices has been discriminatory towards woman. In rural areas, women face more complex social barriers. Therefore, it was felt that the gender budgeting in India requires a bottom up approach. This implies that the focus is not on the allocation of resources in the budget at national and or state levels but on the resources that flow to and are available to women at the grass root level i.e. the women in the villages, cities and towns of the country that need to be monitored.

Gender budgeting is required to introduce structural changes. Some of the dimensions that are reflected upon are:

- Empowerment should cover all categories of women in all regions of the country.
- Gender concerns have to be mainstreamed in all aspects of public expenditure and policy as women are equal citizens in the country
- Participation of women in the context of decision making is necessary given their specific needs and to recognize them as equal members of society.
- Societal attitudes have to be re-engineered from time to time.

Resource allocation and public expenditure are important inputs in the process of empowering women and thus Gender Budgeting has a very critical role to play. Women and girls not only comprise a large part of the valuable human resources of the country, they are also individuals having their own identity and their socioeconomic development sets the foundation for sustainable growth of the economy as well as society. The various traditions and customs that prevails in a society sometimes stand as an obstacle before them to grow and prosper.

Several State Governments have implemented Gender Budgeting with significant success. States such as Karnataka, Kerala, Gujarat, Rajasthan, Madhya Pradesh, Chhattisgarh and many others have taken significant steps to institutionalise Gender Budgeting to address gender gaps. State Governments have used a wide range of mechanisms to implement Gender Budgeting. These include the identification of a Nodal Department for Gender Budgeting; constituting of Gender Budgeting Cells; formulation of a State Policy for Gender; setting up Committees for Oversight; creating a Gender Data Bank; making checklists; including a Gender Budget Statement in the State Budget etc. Some examples of Gender Budgeting initiatives of the states are divided into six zones viz., (i) North, (ii) West, (iii) Central, (iv) East, (v) North East and (vi) South. Some initiatives in North East region include Nagaland . Some of the initiatives taken by Nagaland are:

- Adoption of Gender Budgeting – Gender Budgeting was first adopted in the State in 2009.
- Nodal Department/Cell for promoting Gender Budgeting – The Planning and Coordination Department, Government of Nagaland is the Nodal Department for promoting Gender Budgeting in the State. The Gender Budget Cell has been constituted in the Planning Department in November 2012, to analyse and ascertain the gender-responsive status of the Department's Annual Plans. The State Government issued instructions to all the Departments to nominate Gender Nodal Officers to liaise with the Planning Department regarding gender budgeting matters.
- Task Force on Gender Budgeting – A Task Force for 'Engendering State and District Plans' and preparation of Gender Budgeting Manual was constituted and notified on March 2009. It consists of nine members drawn from various Government Departments and from Nagaland University. A Gender Budgeting Manual was developed by the Task Force and customised to incorporate local requirement in collaboration with the UNDP.

- Gender Core Committee – The State Government constituted a Gender Core Committee in 2013, towards widening the scope of gender mainstreaming and to include the non-government sector.
- Capacity Building Initiatives: Sensitisation workshops on concepts of gender and gender budgeting, and capacity building on analysis of budget are being conducted. The first State Level Gender Budgeting training programme was organised in the State in 2009.
- Gender Budgeting is a subject of Training Calendar of ATI (Administrative Training Institute) and SIRD (State Institute of Rural Development) in Nagaland.
- Most Departments within the State Government have included capacity building on gender issues as an important component in their plans/agenda.
- Sex-Disaggregated data is also maintained for all programmes.

In the state of Tripura, following initiatives are taken:

- Adoption of Gender Budgeting – Gender Budgeting was officially adopted by the State of Tripura during the year 2006-07. Adoption of Gender Budgeting was first announced in the Budget Speech, 2005-06.
- Nodal Department/Cell for promoting Gender Budgeting – Social Welfare & Social Education Department, Government of Tripura is the Nodal Department for promoting Gender Budgeting in the State. The Finance Department, Government of Tripura provides support regarding the matter. State Institute for Public Administration and Rural Development (SIPARD), Agartala has been also approached for organizing training programmes/workshop on Gender Budgeting during the year 2015-16. Women Welfare section in the Nodal Department is looking after the Gender Budget. Gender Budget Cells have been constituted in 18 Departments within the State. These Departments feature in the Gender Budget Statement of the State.

- Gender Budget Statement & Budget Analysis – The State has adopted a Gender Budget Statement and has taken initiatives for provisions of 33% and above for women in the Budget.An analysis and audit of the Budget is undertaken by the Nodal Department
- Schemes for Women – The State Government has introduced the following schemes for the empowerment of women and the girl child.
  - Girl Child Scheme for promoting development of the girl child. Incentive of Rs. 300/- is provided to the beneficiary since 2009.
  - Pension Scheme for unmarried women within the age of 45 years and above under BPL category since July 2012 @ Rs. 500/- per month.
  - Widow State Pension Scheme (for BPL) since 2012.
  - Deserted Women Scheme (APL) since December 2013
  - Training Scheme for Capacity Building for Women (including victim of rape, domestic violence and others) since financial year 2013-14. Under this programme, women/girls are being trained in any trade such as motor driving, beautician, tailoring, embroidery, artificial flower making, chalk making, fruit and food processing, mat making etc. In the training period trainees are provided with stipend and training kits. A total of 300 women/ girls have been covered under this scheme till date. After completing their time at the Government Mahila Ashram and protective homes, girls/women become a part of Self Help Groups, which enables them to earn a livelihood.

Implementation of Gender Budgeting at the State/UT level could be holistically achieved when Gender Budgeting as a process, method or a tool is taken to the grassroot (rural and urban) level. As per initiatives, the primary objective should be to ensure that the most marginalized are empowered and are able to accrue the benefits of any development project/ programme. As recommended by the government, a pilot project/exercise could be undertaken at the Panchayat level, which is to formulate a District Budget or a State Budget for a few selected Panchayats. This is considered to create awareness and develop skills on Gender Budgeting at the

grassroots planning level and may also bring forth some important learning lessons.

Thus, the success of gender budgeting initiatives depends on the broader political context. It also requires that gender budgeting needs strong alliances of key stakeholders, such as Parliament, NGOs, civil society, academics and media. Each category's role brings skills and visions to the budgeting process. However, the role of the Ministry of Finance is immense in opening up the budget process so that representatives and citizens can participate more fully in shaping budgets.



CHECK YOUR PROGRESS

10.7.1 Fill in the blanks :

a. According to the Ministry of Women and Child Development, gender budgeting is a _____

b. Gender Budgeting initiatives of the states are divided into six zones viz. they are _____



14.6 LET US SUM UP

- Gender budgeting is part of gender mainstreaming process. Gender budgeting process in intends to make financially effective decisions of the public sector.
- In 1984, Australia introduced the first gender budgeting initiative.
- The Australian example was not only crucial in raising awareness, but its approach served as an important point of reference for later gender budgeting initiative.
- Gender budgeting does not mean a separate budget for women but making it responsive to the specific needs of each gender.
- Women and men are not homogenous groups.
- They differ in terms of their different living circumstances, age, origin, physical and mental dispositions, education etc. and are affected in various ways by resource-effective decisions.

- The objective of gender budgeting is to ensure that policy commitments and financial outlays are made on a gender perspective.
- From time to time various initiatives with the objective of influencing and effecting gender oriented budgetary policies, programmes to tackle gender imbalances, promote gender equality and development are identified under gender specific budgeting.



14.7 FURTHER READING

1. Budget Report 2008-09, Government of India.
2. Budgets: A New Perspective, Public Administration Review, May 2010.
3. Report on Gender Diagnosis and Budgeting in India of National Institute of Public Finance and Policy, December, 2010.
4. Rubin Marilyn Marks and John R. Bartle (2011): Integrating Gender into Government
5. Sharp Rhonda and Ray Broomhill, (2008): "Women and Government Budgets, "Australia Journal of Social Issues, Vol. 25.



14.8 ANSWER TO CHECK YOUR PROGRESS

1. (i) North, (ii) West, (iii) Central, (iv) East, (v) North East and (vi) South

2. Powerful tool for achieving gender mainstreaming so as to ensure that benefits of development reach women as much as men."



14.9 MODEL QUESTIONS

A) Short types Questions (Answer within 150 words)

1. What is gender budgeting?

B) Long type questions (Answer within 300-500 words)

1. Discuss the application of gender budgeting in North East region.
2. Explain the objectives of gender budgeting.



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