

THE INTERNATIONAL JOURNAL OF HUMANITIES & SOCIAL STUDIES

Gender in Union Budgets: Too Little for Too Many

Seema

Research Scholar, Department of Economics, Sunrise University, Alwar, Rajasthan, India

Laxmi Narayan

Assistant Professor, Govt. P.G. College, Mahendergarh, Haryana, India

Abstract:

Widespread gender inequalities have serious implications for growth and development of a developing country like India. Gender inequality may have adverse impacts on a number of valuable development goals. The governments globally are increasingly realizing importance of reducing gender biases and inequalities. The government commitments are manifested into and evidenced by budgets. The present paper analyzed union budgets of central government in India to understand the emphasis given policymakers and financial commitments for fulfilling them. The paper found that gender issues are integrated in budget by way of gender budget statements through sustained efforts of feminist and gender economists in the country. The paper analyzed gender budget statements from two angles. First, the analysis of percentage distribution of total allocations in gender budget statement among various department/ministry and secondly, the percentage share of gender related allocations in respective departments/ministries total budgeted expenditure. The study found that the allocation on fully women specific schemes across ministries has been lop sided for whole period as significant part of budget allocation is concentrated on two three schemes only. The study found that of the total resources earmarked for women, nearly half is allocated for education and health, neglecting other crucial issues like support services to women, political participation of women, etc. There is need to considerable enhancement in gender related allocations in all the ministries/departments. Number of demands for grants in the gender budgeting statement remains stagnant at around 30-36 for most of the years. The study found that of the total resources earmarked for women, nearly half is allocated for education and health, neglecting other crucial issues like support services to women, political participation of women, etc.

Keywords: Gender Inequalities, Gender Budget Statement, Gender issues, Union Budget

1. Introduction

According to the Global Gender Gap Report¹ by the World Economic Forum (WEF) in 2015, India ranked 108th on the Gender Gap Index (GGI) among 145 countries. A look at various sub-indexes of GGI depicts a further deterioration in its ranking. On Economic Participation & Opportunity sub-index, India is ranked 139th, on education attainment it is ranked 125th and on health and survival India is ranked 143rd. Similarly, on OECD's Social Institutions Gender Index²(SIGI), ranked India at 54th out of 83 in 2014. Likewise, India ranked 130th out of 188 countries on UNDP's Gender Inequality Index. India's HDI reduce drastically when adjusted for inequalities. Data presented in table-1 clearly indicates widespread gender inequalities on most of the dimensions considered. UNDP's Human Development Report-2015 show that otherwise poor and lower ranked countries like Pakistan, Nepal and Bangladesh all do comparatively better than India when it comes to gender equality. According to UNDP Human Development report India has only 914 females every 1000 males various cultural and social prejudices towards women. Workforce Participation Rate (WPR) for Indian women above the age of 15 was only 29% of in 2011 as compared to 80.7% for men. Indian Parliament has only 10.9% women while Pakistan has 21.1%. Only 26.6% women above 25 years received a secondary education in 2010, compared to 50.4% of men. Above facts shows pervasive gender inequalities in India. These inequalities dictate the daily lives of thousands of women in the India and are manifested in many ways. Gender inequality is not only prevailing in the house but outside also. It stems both from pre-existing differences in economic endowments between women and men but also from pre-existing gendered social norms and social perceptions. Sen argues that all too often the burden of hardship falls disproportionately on women; 'gender inequality in India is not

¹The Global Gender Gap Index 2015 ranks 145 economies according to how well they are leveraging their female talent pool, based on economic, educational, health-based and political indicators.

²The OECD Development Centre's Social Institutions and Gender Index (SIGI) is a cross-country measure of discrimination against women in social institutions. The SIGI introduces 12 innovative indicators on social institutions, which are grouped into 5 categories: Family Code, Physical Integrity, Son Preference, Civil Liberties and Ownership Rights. Each of the SIGI indicators is coded between 0, meaning no or very low inequality, and 1, indicating very high inequality.

one homogenous phenomenon but a collection of disparate and interlinked problems'. Gendered inequalities are visible in mortality rates and natality inequality where the parent prefers a male child to a female. Inequality of basic facilities to women and lack of opportunities and cultural attitudes of women's roles in the public domain further reinforce them.

| Description | Value | Rank | Constructed by |
|---|--------|-------------|--------------------------------------|
| Gender Inequality Index(GII) | 0.563 | 130/188 | UNDP, HDR, 2015 |
| Gender Gap Index(GGI) | 0.664 | 108/145 | WEF, GGI Report 2015 |
| • Economic Participation & Opportunity | 0.383 | 139/145 | |
| • Educational Attainment | 0.896 | 125/145 | |
| • Health and Survival | 0.942 | 143/145 | |
| • Political Empowerment | 0.433 | 9/145 | |
| Social Institutions & Gender Index (SIGI) | 0.265 | 54/83(High) | OECD Development Centre Report, 2014 |
| • Discriminatory Family Code | 0.644 | Very High | |
| • Restricted Physical Integrity | 0.3772 | Medium | |
| • Son Bias | 0.5415 | Very High | |
| • Restricted Resources and Assets | 0.5913 | High | |
| • Restricted Civil Liberties | 0.3539 | Medium | |

Table 1: India's Position on Various Indices of Gender Inequalities
Source: Collated from the sources mentioned in last column

Widespread gender inequalities have serious implications for growth and development of a developing country like India. Gender inequality may have adverse impacts on a number of valuable development goals. Gender bias in education and its linkages child mortality, fertility and expansion of education may generate problems for policy-makers as it compromises progress in other important development goals. Gender inequalities have adverse impact on economic growth. It prevents women from participation in social, political and economic activities thus affecting overall welfare of society. Gender biases in education and employment have a significant negative impact on economic growth and leads to higher fertility and child mortality. Gender inequality causes and perpetuates poverty and vulnerability, especially for women. All MDGs cannot be realized without ensuring gender equality and women's rights. *World Development Report: Gender Equality and Development* highlighted that is that these patterns of progress and persistence in gender equality matter, both for development outcomes and policy making. They matter because gender equality is a core development objective in its own right. But greater gender equality is also smart economics, enhancing productivity and improving other development outcomes, including prospects for the next generation and for the quality of societal policies and institutions. Economic development is not enough to shrink all gender disparities—corrective policies that focus on persisting gender gaps are essential (World Economic Forum, 2012).

From the discussion so far it emerges that gender inequalities are widespread in India, they hamper social, economic and human development and gender equality is necessary condition for the growth of a country. There are a number of gender-specific barriers which prevent women and girls from gaining access to their rightful share in the flow of public goods and services. Unless these barriers are addressed in the planning and development process, the fruits of economic growth are likely to completely bypass a significant section of the country's population. Though gender inequalities are deep routed in a traditional society like India yet by suitable government interventions these inequalities can be reduced by a great extent. The manner in which government intervene can be best seen by its budgets and best tool of government intervention is its budgets. Budget is not just an annual statement of receipts and expenditures; it is an instrument for fulfilling the obligations of the state. Budgets are a political statement of the priorities set by government in resource allocation. Thus, government world over are focusing on gender base budgeting.

2. Gender Budgeting in India

Gender budgeting entails a complex process of restructuring of the existing political, social and economic mechanisms. It demands an ideological shift towards non-identical treatment of males and females by considering the historical disadvantages that women have faced in most parts of the world. Gender budgeting is represented as an approach that turns attention away from individuals and their rights (equal treatment) towards correcting deficiencies and disadvantages (positive action) within those systems, processes and norms that generate inequalities (Daly, 2005). Gender budgeting is gaining increasing acceptance as a tool for engendering macroeconomic policy-making. The Fourth World Conference of Women in September 1995 adopted Platform for Action emphasizing on gender perspective in all macroeconomic policies and their consequent budgetary dimensions. The Outcome Document of the UN General Assembly Special Session on Women in 2000 and Sixth Conference of Commonwealth Ministers of Women's Affairs held in New Delhi in April 2000. also called upon all the nations to mainstream a gender perspective into key macroeconomic and social development policies and national development programmes.

Over the last two decades, India's planning process has increasingly recognized the need to address gender inequalities. Formal earmarking of funds for women began with the Women's Component Plan in 1997-98. However, gender sensitivity in allocation of resources started with the Seventh Plan. Since then subsequent five year plans have highlighted on the role of gender budgeting. In 2004-05 the Ministry of Women and Child Development (MWCD) adopted "Budgeting for Gender Equity" as a mission statement.

But still government of India feels that the process of integrating gender in development agenda and policy making needs to be institutionalized and streamlined. The Report of the Steering Committee for Women's Agency and Child Rights for the Twelfth Plan pointed out that for faster, more inclusive and sustainable growth, women must become partners in the process of development and for this, all National policies and programmes must be engendered (Ministry of Women & Child Development, 2011).

Gender sensitivities in public finance and monetary, trade and fiscal policies also need to be enhanced. 12th five-year plan sought to address seven key elements for Gender Equity. These are economic empowerment; social and physical infrastructure; enabling legislations; women's participation in governance; inclusiveness of all categories of vulnerable women; engendering national policies/programmes; and mainstreaming gender through gender budgeting (Planning Commission, 2012). The inclusion of a gender budget statement in the annual national budget has been a noteworthy achievement for the women's movement in India. The women's groups have prioritized women's concerns and reported any errors in the gender budget statement to the Ministry of Finance, which has led to a significant improvement in the document. But, in spite of improvements in the economic growth rate India has remained one of the most gender-unequal countries in the world. Traditionally a deeply divided society on religious, caste, class and gender lines, the country's failures have been more pronounced with specific reference to women, to the point where women face significant capability-deprivation and have fewer entitlements than men (Nakray, 2009).

3. Gender Budget: Volume, Composition and Direction

Table-2 throws light on the total expenditure of the Union Government and the budgetary allocation for women as presented in Gender Budgeting Statement in Union Budgets from 2006-07 to 2015-16. Data presented in Table-2 reveals that in 2006-07, 3.83 percent of the total union government expenditure was on gender specific programmes. In 2007-08, the gender budget allocation for Part A was Rs.8795.47 crore, 1.19 percent of the total expenditure, and for Part B it was Rs.13919.4 crore, 1.96 percent of the total expenditure.

| Year | Total Allocations under Part-A (in Rs crore) | Total Allocations under Part-B (in Rs crore) | Total Magnitude of Gender Budget | Share of Gender Budget Part-A (%) | Share of Gender Budget Part-B (%) | Share of Gender Budget (%) |
|--------------------|--|--|----------------------------------|-----------------------------------|-----------------------------------|----------------------------|
| 2006-07 RE | 4619.0 | 17632.5 | 22251.4 | 0.79 | 3.03 | 3.83 |
| 2007-08 RE | 8428.7 | 13919.4 | 22348.1 | 1.19 | 1.96 | 3.15 |
| 2008-09 RE | 14875.2 | 34748.2 | 49623.4 | 1.65 | 3.86 | 5.51 |
| 2009-10 RE | 15480.9 | 40813.3 | 56294.1 | 1.52 | 4.00 | 5.51 |
| 2010-11 RE | 18473.3 | 48601.4 | 67074.7 | 1.40 | 3.69 | 5.09 |
| 2011-12 RE | 20496.6 | 56449.5 | 76946.1 | 1.55 | 4.28 | 5.83 |
| 2012-13 RE | 18878.5 | 59233.0 | 78111.4 | 1.32 | 4.14 | 5.46 |
| 2013-14 RE | 24285.1 | 61210.3 | 85495.4 | 1.53 | 3.85 | 5.38 |
| 2014-15 RE | 17426.3 | 64557.4 | 81983.7 | 1.03 | 3.83 | 4.87 |
| 2015-16 BE | 16657.1 | 62600.7 | 79257.8 | 0.94 | 3.52 | 4.46 |
| Annual Trend Rates | 16.65 (3.70*) | 20.17 (5.34*) | 19.05 (5.36*) | Average 1.292 | Average 3.616 | Average 4.909 |

Table 2: Magnitude of Gender Budget—Trend over Years

Source: Ministry of Finance: Expenditure Budget-Volume I, Statement 20.

Note: 1. Figure in parenthesis in last row are t-values of the corresponding estimates.

2. Annual trend rates are estimated as per the methodology explained.

3. * Significant at 1% level of significance.

The sum of Part A and Part B comes to Rs.22348.1 crore which was 3.15 percent of the total union government expenditure of Rs.680521 crores in 2007-08. The number of demands in 2007-08 increased to thirty-three compared to twenty-four in 2006-07. For the year 2008-09, the gender budget allocation for Part A was Rs.14875.2 crore, 1.65 percent of the total expenditure, and for Part B it was Rs.34748.2 crore (3.86 % of the total expenditure). The total of gender budget (Part A and Part B) amounted to Rs.49623.4 crore which was 5.51 percent of the total union government expenditure in 2008-09. The number of demands covered in 2008-09 has remained same, that is, thirty-three as in the year 2007-08. During the year 2009-10, the gender budget allocation as presented in Part-A was Rs.15480.9 crore, 1.52 percent of the total expenditure, and in Part-B it was Rs.40813.3 crore, 4.00 percent of the total expenditure. In total, gender budget allocation for Part-A and Part-B was Rs.56294.1 crore, which was 5.51 percent of the total union government expenditure of Rs.1021546 crores in 2009-10.

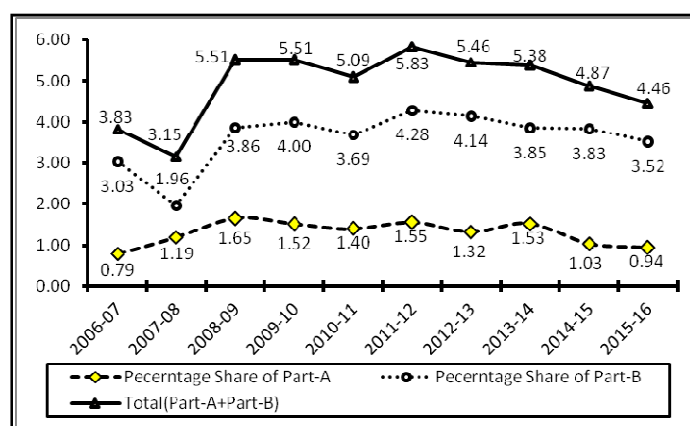


Figure 1: Trends in Percentage share of Allocation on Gender Budget

The gender budget expenditure in 2010-11 as percentage of total budgetary allocation reduced to 5.09 percent. The allocation in Part-A was 1.40 percent and on Part-B is 3.69 percent. Year 2011-12, observed acceleration in gender budget allocation. Total magnitude of gender budget increased to 5.83 percent with 1.55 percent allocation to Part-A schemes and 4.28 percent on Part-B schemes. The total budgetary allocation on gender budget scheme was Rs. 76946.1 crore. The allocations in value term have increased to Rs. 78111.4 crore during 2012-13 but in percentage terms it has decreased to Rs. 5.46 percent. Figure 1 shows that the share of Plan-A scheme reduced to 1.32 percent and share of Plan-B schemes reduced to 4.14 percent. Since 2012-13 the allocations as percentage of total budgetary allocations have shown downward trend as it has decreased to 5.38 percent in 2013-14, 4.87 percent in 2014-15 and 4.46 percent in 2015-16. Data presented in table-3 showing percentage distribution of part-A of gender budget statement for period 2006-07 to 2015-16 clearly depicts lop sided allocations, Ministry of Rural Development, Health & Family welfare and Ministry of Women and Child Development. No other Ministry even constitute one percent of the total gender budget under part-1. Most of the allocations under Part-A are only for Ministry of Rural Development and more importantly only one scheme, that is, Indira Awas Yojna (IAY). 73.33 percent of total gender budget under part-A in 2014-15 and 60.19 percent in 2015-16 are allocated for 100 percent women specific scheme Indira Awas Yojna. However, the assumptions of including Indira Awas Yojna are only on the assumption that the houses built are registered in the name of women members.

| Ministry/Department | 2006-07 | 2007-08 | 2008-09 | 2009-10 | 2010-11 | 2011-12 | 2012-13 | 2013-14 | 2014-15 | 2015-16 |
|-------------------------------|---------|---------|---------|---------|---------|---------|---------|---------|---------|---------|
| Rural Development | 30.49 | 46.00 | 47.11 | 56.01 | 51.74 | 48.68 | 48.27 | 55.65 | 73.33 | 60.19 |
| Health and Family Welfare | 16.46 | 49.55 | 46.99 | 39.07 | 36.60 | 38.57 | 39.59 | 34.68 | 17.36 | 23.13 |
| Women & Child Development | 50.56 | 2.60 | 4.07 | 2.45 | 8.92 | 8.67 | 7.30 | 5.70 | 7.51 | 4.27 |
| Transfers to UT Governments | 0.02 | 0.25 | 0.22 | 0.18 | 0.26 | 0.19 | 0.26 | 0.11 | 0.39 | 0.53 |
| Police | 0.05 | 0.01 | 0.48 | 0.26 | 0.58 | 0.54 | 0.31 | 0.53 | 0.31 | 0.36 |
| Science and Technology | 0.31 | 0.46 | 0.35 | 0.25 | 0.21 | 0.19 | 0.39 | 0.19 | 0.24 | 0.32 |
| Social Justice & Emp. | 0.33 | 0.36 | 0.04 | 0.41 | 0.44 | 0.46 | 0.41 | 0.18 | 0.23 | 0.30 |
| Agri. Research and Education | - | 0.06 | 0.03 | 0.07 | 0.06 | 0.07 | 0.07 | 0.09 | 0.07 | 0.27 |
| Tribal Affairs | - | 0.23 | - | 0.32 | 0.21 | 0.19 | 0.17 | 0.15 | 0.18 | 0.24 |
| Overseas Indian Affairs | - | 0.02 | 0.03 | - | - | - | - | - | - | 0.22 |
| Minority Affairs: | - | - | - | 0.05 | 0.08 | 0.07 | 0.09 | 0.06 | 0.07 | 0.10 |
| Ayurvedha, Sidha etc. | - | - | - | - | - | - | - | - | - | 0.06 |
| Small Scale Industries | 0.01 | - | 0.02 | 0.02 | 0.02 | 0.02 | 0.01 | 0.02 | 0.03 | 0.04 |
| Bio-Technology: | - | 0.06 | 0.03 | 0.02 | 0.02 | 0.02 | 0.02 | 0.01 | 0.03 | 0.03 |
| Telecommunication/ IT | - | - | 0.29 | - | - | - | 0.01 | 0.01 | 0.01 | 0.01 |
| Economic Affairs (Nirbhaya) | - | - | - | - | - | - | - | - | - | 6.00 |
| Road transport | - | - | - | - | - | - | - | - | 0.23 | 3.92 |
| School Education and Literacy | 1.65 | 0.39 | 0.33 | 0.24 | 0.24 | 1.70 | 2.66 | 2.24 | - | - |
| Higher Education | 0.07 | - | - | 0.64 | 0.62 | 0.59 | 0.44 | 0.37 | - | - |
| Home Affairs | 0.02 | - | - | - | - | - | - | - | - | - |
| Youth Affairs and Sports | 0.03 | 0.01 | 0.01 | 0.01 | 0.01 | - | - | - | - | - |

Table 3: Percentage Distribution of Gender Budget- Part-A by Ministry/Departments

Source: Government of India, Ministry of Finance, Union Budgets from 2006-07 to 2015-16, Expenditure Budget, Volume-I, Gender Budgeting Statement

Das and Mishra (2006) rightly pointed that however, the houses built benefit men and women equally and hence should not be seen as solely for the benefit of women. Moreover, the guidelines provided in the Indira Awas Yojana also have provision for allotting houses in the name of both husband and wife, and in cases where there is no eligible female member in the family available/alive, IAY houses can also be allotted to male members. Beyond this registration clause, there is nothing else in the IAY to assume that the beneficiaries will be only women (there is no earmarking of provisions of physical targets set out to benefit women). As a consequence, significant numbers of houses are also registered in the names of both husband/wife, and houses allotted exclusively for women, although high, are not the only category. Thus, including 100 % allocations under 'Indira Awaas Yojana' as women-specific is questionable. Similarly, the allocation in case of Department Health and Family Welfare also are questionable. The budget allocations for 2015-16 shows more than 50 percent of the budget allocated to medical institutions such as Safdarjung Hospital, RML hospital, AIIMS, Lady Hardinge Medical College & S.K. Hospital, Post Graduate Institute of Medical Education & Research, Chandigarh etc. under Department of Health and Family Welfare, have been included as 100 percent women-specific allocations in the Gender Budget. How this expenditure is calculated is unclear as it cannot be allocations only for Gynecology and Obstetrics. Even if we take all the figures on their face value, the overall picture is not very encouraging. Now, it would be interesting to look at the allocations under Part-B of gender budget statement. In BE 2015-16, 34 Ministries/Departments and 5 Union territories Governments have made allocations for gender budget statement. As depicted in table-4, out of total budget allocations under Part-B, top 5 ministry/departments accounts for more than 80 percent. 25 ministries/departments have allocation less than 1 percent of total gender budget under Part-B.

| | 2006 -07 | 2007 -08 | 2008 -09 | 2009 -10 | 2010 -11 | 2011 -12 | 2012 -13 | 2013 -14 | 2014 -15 | 2015 -16 |
|---------------------------------|-------------|-------------|-------------|-------------|-------------|-------------|-------------|-------------|-------------|-------------|
| Rural Development | 7.23 | 7.00 | 38.49 | 34.10 | 30.11 | 25.42 | 19.71 | 18.60 | 17.51 | 20.48 |
| School Education & Literacy | 39.18 | 41.30 | 12.76 | 28.26 | 30.63 | 32.17 | 33.47 | 33.03 | 21.29 | 19.92 |
| Health & Family Welfare | 34.30 | 18.31 | 23.03 | 11.82 | 10.90 | 10.38 | 9.96 | 9.90 | 15.53 | 15.94 |
| Women & Child Development | - | 14.43 | - | 9.98 | 11.21 | 11.11 | 15.20 | 15.62 | 14.84 | 12.90 |
| Higher Education | 8.57 | 6.15 | 11.56 | 6.51 | 5.86 | 9.81 | 9.78 | 10.22 | 10.01 | 11.90 |
| Agricultural & Cooperation | 0.01 | 0.79 | 3.28 | 1.36 | 1.33 | 1.28 | 1.44 | 1.31 | 0.99 | 5.65 |
| Minority Affairs: | - | - | - | 1.14 | 1.83 | 2.18 | 2.65 | 2.70 | 2.83 | 3.61 |
| Social Justice & Empowerment | 8.97 | 2.62 | 2.22 | 1.67 | 2.70 | 2.48 | 2.33 | 2.38 | 2.39 | 3.19 |
| Tribal Affairs | - | 4.84 | 2.30 | 2.18 | 2.03 | 2.08 | 2.04 | 1.89 | 1.79 | 2.38 |
| AIDS Control | - | - | - | - | - | - | - | 0.73 | 0.70 | 0.67 |
| Micro, Small & Med. Ent. (MSME) | - | 0.18 | 2.08 | 0.88 | 0.89 | 0.82 | 0.74 | 0.73 | 0.68 | 0.66 |
| External Affairs | - | - | - | - | - | - | - | 0.24 | 0.25 | 0.43 |
| Total UT | - | - | - | - | - | - | 0.37 | 0.33 | 0.27 | 0.41 |
| Labour & Employment | 0.67 | 0.77 | - | 0.24 | 0.28 | 0.65 | 0.23 | 0.29 | 0.23 | 0.40 |
| Ministry of Textiles | - | 0.89 | 1.34 | 0.53 | 0.65 | 0.53 | 0.55 | 0.34 | 0.39 | 0.37 |
| Disability Affairs | - | - | - | - | - | - | - | - | 0.24 | 0.31 |
| New & Renewable Energy | - | - | - | - | - | - | 0.27 | 0.19 | 0.19 | 0.24 |
| Youth Affairs | 0.80 | 0.93 | 1.39 | 0.65 | 0.61 | 0.18 | 0.15 | 0.14 | 0.13 | 0.16 |
| AYUSH | 0.23 | 0.22 | 0.28 | 0.15 | 0.24 | 0.13 | 0.11 | 0.12 | 0.11 | 0.14 |
| Earth Sciences | - | - | - | - | 0.23 | 0.16 | 0.40 | 0.12 | 0.10 | 0.13 |
| Chemicals & Petrochemicals | - | - | - | - | - | - | - | - | 0.04 | 0.07 |
| Ministry of Culture | - | 0.03 | 0.06 | 0.02 | 0.03 | 0.02 | 0.03 | 0.04 | 0.04 | 0.04 |
| Information Technology | 0.05 | 0.03 | 0.03 | 0.01 | 0.01 | - | - | - | - | 0.02 |
| Food & Public Distribution | - | 0.02 | 0.04 | 0.01 | 0.01 | 0.01 | - | - | - | - |
| MoHPA | - | 0.46 | 0.94 | 0.37 | 0.35 | 0.43 | 0.39 | 0.41 | 0.37 | - |
| Panchayati Raj | - | - | 0.21 | 0.12 | 0.11 | 0.15 | 0.16 | 0.65 | 9.07 | - |
| Ministry & Agro industries | - | 1.04 | - | - | - | - | - | - | - | - |

Table 4: Percentage Distribution of Gender Budget-Part-B by Ministry/Departments

Source: Government of India, Ministry of Finance, Union Budgets from 2006-07 to 2015-16, Expenditure Budget, Volume-I, Gender Budgeting Statement

Having seen percentage distribution of gender budget across different Ministry/ Department, it would be also relevant to look at the volume of gender allocations in the total budget of respective Ministry and Departments. Data presented in Table-5 clearly shows that only two ministries, that is, Rural Development and Health and Family Welfare allocate more than 10 percent of their total budget on 100 percent women specific schemes in 2015-16 and most of other Ministries and departments devote less than 1 percent of their budget on part-A schemes. Data clearly shows that this has been the trend since inception of gender budgeting schemes in the country in 2005-06.

| | 2006 -07 | 2007 -08 | 2008 -09 | 2009 -10 | 2010 -11 | 2011 -12 | 2012 -13 | 2013 -14 | 2014 -15 | 2015 -16 |
|---------------------------|-------------|-------------|-------------|-------------|-------------|-------------|-------------|-------------|-------------|-------------|
| Health and Family Welfare | 12.56 | 28.46 | 31.74 | 29.07 | 30.07 | 29.46 | 29.59 | 28.44 | 10.86 | 10.44 |
| Women & Child Devlp. | 99.79 | 3.90 | 6.42 | 5.18 | 15.57 | 13.99 | 9.01 | 7.60 | 8.26 | 7.90 |
| School Edn. & Literacy | 0.66 | 0.15 | 0.14 | 0.13 | 0.14 | 0.84 | 1.25 | 1.16 | - | - |
| Higher Education | 0.11 | - | - | 0.65 | 0.72 | 0.55 | 0.40 | 0.37 | - | - |
| Agri.Research & Education | - | 0.22 | 0.12 | 0.36 | 0.31 | 0.29 | 0.31 | 0.42 | 0.24 | 0.67 |
| Home Affairs | 0.01 | - | - | - | - | - | - | - | - | - |
| Minority Affairs: | -- | -- | - | 0.46 | 0.57 | 0.52 | 0.63 | 0.48 | 0.43 | 0.46 |
| Overseas Indian Affairs | - | 4.00 | 4.62 | 0.19 | 0.86 | 0.62 | 0.65 | 0.65 | 0.67 | - |
| Rural Development | 12.14 | 14.66 | 17.13 | 14.03 | 15.12 | 13.49 | 15.13 | 20.40 | 2- | 11.67 |
| Science and Technology | 1.72 | 2.25 | 2.25 | 1.88 | 1.69 | 1.46 | 3.10 | 1.66 | 1.50 | 1.38 |
| Bio-Technology: | - | 0.72 | 0.33 | 0.29 | 0.29 | 0.32 | 0.23 | 0.23 | 0.40 | 0.31 |
| Small Scale Industries | 0.19 | - | 0.10 | 0.12 | 0.14 | 0.16 | 0.10 | 0.18 | 0.20 | 0.22 |
| Transfers to UT Govts. | 0.05 | 0.59 | 0.65 | 0.50 | 0.95 | 0.60 | 0.78 | 0.36 | 0.71 | 0.61 |
| Social Justice & Emp. | 1.76 | 1.55 | 0.20 | 2.51 | 1.86 | 1.74 | 1.58 | 0.74 | 0.81 | 0.67 |
| Tribal Affairs | - | 1.52 | - | 2.49 | 1.74 | 1.59 | 1.59 | 0.89 | 0.83 | 0.83 |
| Youth Affairs& Sports | 0.42 | 0.08 | 0.10 | 0.04 | 0.03 | - | - | - | - | - |

*Table 5: Percentage Share of Gender Budget (part-A) in Total Budget of Ministry/Departments
Source: Government of India, Ministry of Finance, Union Budgets from 2006-07 to 2015-16,
Expenditure Budget, Volume-I, Gender Budgeting Statement*

Table-5 shows percentage share of various departments and ministries on Part-B of gender budget statement which contains schemes with 30-99 percent of total budget on schemes is exclusive for women. Department of Panchayati Raj devotes most of their budget on part-B schemes. 98.65 percent of total budget of Department of Panchayati Raj was meant for Part-B schemes. However, it must be kept in mind that the actual benefits to women from the schemes under the Part-B of the Gender Budget Schemes remain hidden since the differential impact on men and women, of schemes under the Part-B is extremely difficult to analyse. Other important ministries/departments with higher budget allocation on Part-B schemes in 2014-15 are Ministry of Minority Affairs (57.8 percent), Ministry of Women and Child Development (54.1 percent), Health and Family Welfare (33.9 percent), Ministry of Tribal Affairs (30.3 percent), Department of School Education and Literacy (29.7 percent), Ministry of Social Justice and Empowerment (26.95 percent) and Department of Higher Education (26.9 percent).

The analysis of data in this section clearly highlighted that the total expenditure earmarked for women specific, pro-women schemes/programmes, and its composition raise several concerns regarding priorities for gender equality in the union Budget. The gendered analysis of budgets of India negates the hypothesis that 'with increased awareness about women issues and adoption of gender based budgets the share of funds for women related schemes would increase over time'. The study found that in absolute terms budgetary allocations to women-specific and pro-women schemes rose with increase in total budgetary expenditures, but in relative terms it did not observe any significant increase. The gender budget expenditure in 2011-12 as percentage of total budgetary allocation was 1.55 percent Part-A schemes and 4.28 percent on Part-B schemes. The total allocation on part-A and Part-B was 5.83 percent. Since then the allocations as percentage of budget size have shown downward trend as it has decreased to 5.38 percent in 2013-14, 4.87 percent in 2014-15 and 4.46 percent in 2015-16. There is a further concern that even the small magnitude of funds is spread very thin across many departments/ministries (or items of expenditure) allocated for women-specific and pro-women schemes/programmes. Even a cursory look at part-A allocation of gender budget statement of 2015-16, shows that majority of the schemes are allocated less than Rs. 10 crores. Out of total 64 scheme showing allocations in 2015-16 budget in the statement, 39 are allocated less than Rs. 10 crores and 17 are allocated even less than or equal to Rs. 1 crore. Even percentage share of the department/ministry budget allocated to these schemes has been less than 1 percent with few exceptions.

| | 2006 -07 | 2007 -08 | 2008 -09 | 2009 -10 | 2010 -11 | 2011 -12 | 2012 -13 | 2013 -14 | 2014 -15 | 2015 -16 |
|----------------------------|-------------|-------------|-------------|-------------|-------------|-------------|-------------|-------------|-------------|-------------|
| Panchayati Raj | -- | -- | 30.77 | 44.26 | 43.91 | 43.36 | 35.25 | 90.87 | 98.65 | -- |
| Minority Affairs | -- | -- | | 26.48 | 33.72 | 43.34 | 54.33 | 53.48 | 57.77 | 60.72 |
| Women & Child Devlp. | 0.00 | 0.00 | 0.00 | 55.02 | 48.94 | 49.73 | 52.88 | 53.41 | 54.07 | 80.05 |
| Health & Family Welfare | 52.15 | 26.68 | 21.82 | 22.91 | 22.38 | 21.99 | 20.97 | 20.79 | 33.90 | 27.05 |
| Tribal Affairs | | 88.56 | 28.14 | 37.26 | 42.76 | 47.05 | 52.45 | 52.45 | 30.27 | 30.86 |
| School Edn and Literacy | 0.00 | 39.77 | 7.36 | 39.76 | 44.56 | 44.22 | 44.37 | 43.80 | 29.55 | 29.74 |
| Social Justice & Emp. | 94.14 | 28.30 | 14.52 | 26.42 | 28.53 | 25.89 | 25.12 | 24.74 | 29.35 | 26.95 |
| Higher Education | 28.07 | 14.88 | 16.40 | 17.28 | 16.96 | 25.52 | 25.01 | 26.70 | 27.65 | 26.00 |
| Rural Development | 5.74 | 5.66 | 19.63 | 22.26 | 21.99 | 19.54 | 17.41 | 17.46 | 16.67 | 14.91 |
| Micro, Small & Medi. Ent. | -- | -- | 17.22 | 17.63 | 16.26 | 15.55 | 15.12 | 15.51 | 13.91 | 13.71 |
| AYUSH | 9.65 | 8.89 | 7.10 | 6.72 | 11.85 | 7.07 | 6.30 | 6.82 | 9.62 | -- |
| Youth Affairs | 22.78 | 26.62 | 20.12 | 8.66 | 8.24 | 9.20 | 8.48 | 8.14 | 5.69 | 6.82 |
| Ministry of Textiles | -- | 6.31 | 6.50 | 4.00 | 5.63 | 5.16 | 4.56 | 4.42 | 5.18 | 5.45 |
| MoHPA | -- | 20.25 | 17.63 | 17.60 | 16.78 | 24.21 | 21.62 | 19.41 | 5.13 | -- |
| Earth Sciences | -- | -- | -- | 13.02 | 8.72 | 5.93 | 15.53 | 5.03 | 4.63 | 4.78 |
| Agricultural & Cooperation | 0.03 | 2.97 | 7.00 | 7.11 | 7.23 | 7.54 | 8.23 | 7.87 | 3.31 | 20.81 |
| Labour and Employment | 8.60 | 10.47 | 0.00 | 4.09 | 5.87 | 12.00 | 3.46 | 3.94 | 3.12 | 4.52 |
| Ministry of Culture | -- | 0.82 | 0.92 | 0.80 | 1.00 | 1.04 | 1.46 | 1.22 | 1.38 | 0.92 |

*Table 6: Percentage Share of Gender Budget (Part-B) in Total Budget of Ministry/Departments
Source: Government of India, Ministry of Finance, Union Budgets from 2006-07 to 2015-16,
Expenditure Budget, Volume-I, Gender Budgeting Statement*

4. Conclusion and Suggestions

Based on the literature surveyed, it emerged that gender budgeting in India was adopted owing to (a) the realization world over that gender inequalities and poverty can be effectively tackled by integrating gender concerns in policy making and translating them into commitments by gender budgets, (b) the positive experiences of other countries and global trends (d) the motivation provided by empirical evidences suggesting significant economic and developmental gains of reduced inequalities and role of budgets in reducing inequalities (e) the sustained pressure from women groups and gender economists and (f) fulfillments of its commitments as a signatory of many international conventions such as UN Committee on the Elimination of Discrimination Against Women.

Integration of the gender in Indian development policy, particularly in financial commitments in the form of budgets, is in the process of institutionalization in India. It started with adoption of Women Component plan in Ninth Five Year and was further strengthened by adoption of gender budget statement and establishment of gender budget cells in all the Ministries/departments. Institutionalized via twin instruments of Gender budgeting cells and Gender budget statements this approach provides necessary mechanism to every Department/Ministry to integrate women oriented programmes/schemes with its individual budget while on one hand and it presents the financial commitments of Government of India towards gender Equality in simple numerical figures on the other hand. Although India has made significant progress in integrating gender concerns in its policy making and devoting resources targeting at removing gender inequalities but our experience so far has been far from satisfactory. The budgetary allocations to women-specific and pro-women schemes rose with increase in total budgetary expenditures, but the proportion of money flowing in this direction is showing a declining trend and we are heading towards the paradox of gender budgeting. If this issue is not addressed seriously the whole gender budgeting process will just turn out to be an additional statistical exercise with increasing number of Ministries/ Departments putting figures in this unproductive exercise.

The allocation on fully women specific schemes across ministries has been lop sided for whole period under study as most of the expenditure is by only three ministries viz. Ministry of Rural Development, Health & Family Welfare and Ministry of Women & Child Development. No other Ministry even constitute one percent of the total gender budget under fully women specific schemes. Worse than that only one scheme (IAY) constitute more than two-third of total expenditure under this part of Gender Budget Statement. Other ministries are allocating only a token amount for fully women specific schemes. Moreover, there is a further concern that even the small magnitudes of funds allocated to them are spread across too many schemes. The actual allocation for many schemes is too minute for any meaningful outcome. The budgetary allocations in 2015-16 have reduced allocations on many schemes even in monetary terms. The budget indicated that the government is working on the assumption that now onwards; States would take initiatives for women's welfare. The argument is that because of the implementation of the recommendations of the 14th Finance Commission now the States will get more money from the Centre, and the latter will reduce the allocations to the State Plans, and also the new sharing pattern in the Centrally sponsored schemes will be implemented with more participation from the States in the programmes/schemes etc. Though, the actual results are not available for comment but the observers are skeptical about integration of gender concerns in state budgets.

The inclusions of schemes under Part-A and Part-B of GBS and the assumptions behind their inclusion are debatable. For example, Indira Awas Yojna has been consistently placed under Part-A of GBS on the assumption that the houses built are registered in the

name of women members. But a small number of houses are also allocated to male members which questions its inclusion under 100 percent women specific schemes. We observed that there are many other schemes where the direct beneficiaries had been male but the schemes are covered under fully women specific schemes. The study found that of the total resources earmarked for women, nearly half is allocated for education and health, neglecting other crucial issues like support services to women, political participation of women, etc. The allocation in Part-A are dominated by one schemes *Indira Awas Yojna* accounting for significant part of women specific schemes. Moreover, the allocation to this scheme under Part-A is itself debatable. Thus there is a need to increase allocations under part-A schemes and to extend them for supporting other crucial services.

The Gender Budget Statement should provide the figures for Actual Expenditure estimates. The GBS currently provide only information on Budget Estimates and Revised Estimates. 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 finalization or getting the appropriate approvals, etc. for this purpose expenditure tracking surveys are required to be undertaken. The departures of Revised Estimates from Budget Estimates and Actual Estimates need to be analyzed and highlighted. Gender budgeting cells should monitor budgetary policies 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. There is need to considerable enhancement in gender related allocations in all the ministries/departments. Number of demands for grants in the gender budgeting statement remains stagnant at around 30-36 for most of the years. Their number should be increased in light of the fact that Gender Budgeting Cells are functioning in 57 ministries/departments. The scope of the 'Gender Budgeting Statement' should be expanded to cover all ministries and departments. The manner in which certain schemes are conceptualized may result in reinforcing gender stereotypes and inequalities, instead of removing them by effective interventions. There is thus a need to re-engineer most of the schemes. In several cases the schemes lacked proper administrative mechanism for facilitating execution and monitoring. For instance, the assumption that anything that has to do with contraception and family planning is for the exclusive benefit of women.

5. References

- i. Daly, M. (2005). Gender mainstreaming in theory and practice. *Social Politics*, 12(3), 433-50.
- ii. Das S. & Mishra Y. (2006a). Women's component plan and gender budgeting in India: Still a long way to go. *Yojana*, Vol.50, October.
- iii. Das, S. & Mishra, Y. (2006b). Gender budgeting statement- Misleading patriarchal assumptions. *Economic & Political Weekly*, 41(30), 3285-3288.
- iv. Kolev, A., Nowacka, K. and Ferrant G. (2014). *Social Institutions and Gender Index (SIGI)*. OECD Development Centre. Available at: <https://www.oecd.org/dev/development-gender/BrochureSIGI2015-web.pdf> [accessed 02 June 2016].
- v. Ministry of Finance (2015). *Union Budgets: Various Years, Expenditure Budget, Volume-II*. Government of India.
- vi. Ministry of Finance. *Union Budgets: 2006-07 to 2015-16, Expenditure Budget, Volume-I, Gender Budgeting Statement*. Government of India.
- vii. Ministry of Women & Child Development (2011). *Report of the Working Group on Child Rights for the Twelfth Five Year Plan (2012-2017)*. New Delhi: Government of India.
- viii. Nakray, K. (2009). Gender budgeting: does it really work? Some experiences from India. *Policy & Politics*, 37(2): 307-10. Doi:10.1332/030557309X445212.
- ix. Planning Commission(2011). *Report of the Steering Committee on Women's Agency and Child Rights for the Twelfth Five Year Plan (2012-2017)*. New Delhi: Government of India.
- x. Planning Commission (2012). *Twelfth Five Year Plan*. New Delhi: Government of India.
- xi. United Nations Development Programme (2015). *Human Development Report 2015- Work For Human Development*, available at: http://hdr.undp.org/sites/default/files/2015_human_development_report.pdf [accessed 02 June 2016].
- xii. World Bank (2012). *World Development Report 2012: Gender Equality and Development*. World Bank. Available at <https://openknowledge.worldbank.org/handle/10986/4391>