

## Chapter – 4

### **ANALYSIS OF GENDER BUDGET STATEMENTS (UNION BUDGETS 2005-06 TO 2009-10)**

Until a couple of decades ago public expenditure as well as the budgets were considered as gender neutral. The women's groups/NGOs strongly fought to get the Government to accept the concept of Gender Budget, then take it on and subsequently to get the Government to prioritise the budgetary allocation for schemes meant for women, fully or partially. This is, indeed, a considerable achievement.

There is growing awareness of gender perspective of budgetary allocations. When reference is made to Gender Budget, it refers to the manner in which resources of the Government are planned to be spent and in the process whether gender issues get addressed. Under the Indian Constitution, the Governments at the state level are the main agencies for delivering welfare services and many of such schemes fall in their domain. Resources for these functions come out of the states' own funds. The Union Government also provides resources for many such schemes but usually their execution is entirely with the State Governments. In this study only Union Government Budgets are being considered.

The concept and relevance of Gender Budget initiatives has been deliberated upon in detail in the introductory chapter. The priority areas of concerns are listed in the second chapter. With that back ground in place, let us try to analyse the Union Government's budget documents through a gender lens. The analysis is necessary as budget is an important instrument for reflecting the share of the pie that women of the nation are getting for their development. Budget impacts women's lives in several ways. It is directly linked with the women's development through allocation of budgetary funds for women's programmes. It may enhance or reduce the opportunities for empowerment of women through budgetary allocations / cuts. Efforts have

been on by activists to make the Union Budget more gender sensitive through schemes that are primarily targeted towards women, including girl child. The Gender Budget statement that is presented as part of the Union Budget document for the last five-six years is an important document to look at, since it reveals the Government's commitment to the women of this country.

#### **4.1 Gender Budget Statements**

As regards Union Budgets, introduction of 'Gender Budget' including a specific 'Gender Budget Statement' as part of the Union Budget, since 2005-06 is an important milestone in the development of the events. The Finance Minister, in 2004-05, had mandated the setting up of Gender Budget Cells in Ministries/ Departments by highlighting the need for budget data to be presented in a gender sensitive manner. Although there is a need to further strengthen the Gender Budget exercises to make it more meaningful, it is definitely a step towards greater transparency and accountability. Through Gender Budget Statement the Government has started trying to capture the total quantum of resources allocated for women across the different Departments and Ministries that report in the statement (not all Ministries and Departments are part of this exercise as yet). This statement is divided into two parts, viz, **Part A** and **Part B**. 'Part A' compiles the budget outlays for all schemes meant exclusively for women (or schemes where 100% benefits accrue to women) and 'Part B' compiles the shares of budget outlays in composite expenditure schemes which benefit women if that share is at least 30% of the total outlay for the scheme. It is quite easy for the respective Ministries and Departments to identify the programmes/schemes meant entirely for women or which have visible components that benefit women, and subsequently report the relevant budget outlays in the Gender Budget Statement. However, it appears that identification of programmes/schemes where proportion of funds flowing to women is variable (i.e. 30% or more) is not very clear even to policy makers. Although different Ministries/ Departments have been reporting in 'Part B' of the Gender Budget Statement, the assumptions underlying the proportion of funds stated under specific

schemes in 'Part B' are still not consistent , clear and reliable. This may be considered as weakness or limitation of the Gender Budget exercise.

The scheme of analysis of the Union Budgets of the last five years, with a gender perspective, is as under:

- (i) In the first instance, the gender budgetary allocations will be analysed through the Gender Budget Statements, which are part of the Budget Documents in 'Statement 20' of the Expenditure Budget (volume I).
- (ii) In the second step of analysis, budgetary allocation to women in some major schemes from Health, Education and Employment sectors of development will be analysed.
- (iii) In the concluding part, a brief analysis of the allocation for women in marginalized and difficult circumstances will be undertaken.

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For a more realistic analysis, the 'Revised Estimates 'will be used; wherever available.

#### **4.1.1 Assessing Gender Budget Statements (2005-06 to 2009-10)**

Since 2005-06, Gender Budgetary allocations are being reflected in the Union Budget in a two part Gender Budget statement , as Statement 20 in Expenditure Budget volume I. Gender Budget Statements of all five years, from 2005-06 to 2009-10 , are placed at Appendices II to VI respectively.

Table No 4.1 and 4.2 show the allocations for women as reflected in the Gender Budget Statements over the last five years. Figure No. I give a diagrammatic presentation of the gender budget allocations in these years.

**Table No. 4.1**

**Allocations for women as reflected in the G B Statements  
(Statement 20) over last five years**

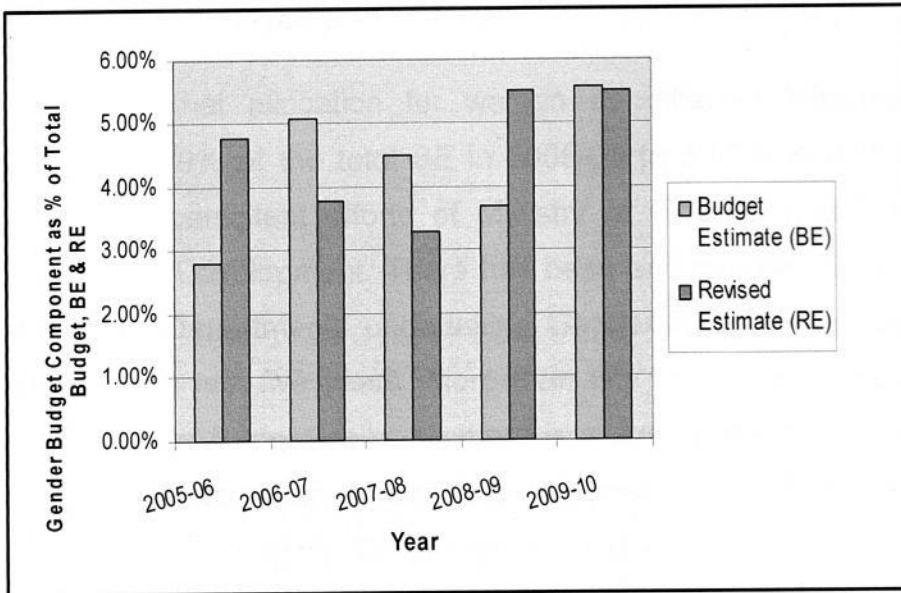
Year	No. of Ministries (No. of Demands)	Total Magnitude of Gender Budget (Rs. Crore)			
		Budget Estimate (BE)		Revised Estimate (RE)	
		Allocation	% of total Budget	Allocation	% of total Budget
2005-06	9(10)	14378.68	2.79	24,240.51	4.77
2006-07	18(24)	28736.53	5.09	22,251.41	3.8
2007-08	27(33)	31177.96	4.5	22,348.09	3.3
2008-09	27(33)	27661.67	3.68	49,623.35	5.5
2009-10	28(33)	56857.61	5.57	56,294.22	5.51

(The figures in parentheses are 'Number of Demands' under 'Demands for Grants' in respective years).

Source: Government of India, Ministry of Finance, Union Budget Documents of various years, Expenditure Budget Volume I.

**Figure No. 1**

**Allocation in Gender Budget Statements,  
BE and RE as percentage of Total Budget**



Source: Government of India, Ministry of Finance, Union Budget Documents of various years, Expenditure Budget Volume I.

**Table No.4.2****Allocations under Gender Budget  
(Revised Estimates)**

(Amount in Rs Crore)

Year	Part A (100% allocation for women)	Part B (30% allocation for women)	Total	% allocation in Part A	% allocation in Part B
				(percentage of total Gender Budget component)	
2005-06	No separate allocation as Part A and Part B		24,240.51	-	-
2006-07	4618.95	17632.46	22,251.41	20.75	79.25
2007-08	8428.66	13919.43	22,348.09	37.71	62.29
2008-09	14875.15	34748.20	49,623.35	29.97	70.03
2009-10	15480.95	40813.27	56,294.22	27.50	72.50

Source: Government of India, Ministry of Finance, Union Budget Documents of various years, Expenditure Budget Volume I

If the exact quantum of public expenditure earmarked or spent on women was available, it would have been more meaningful and easy to comment on priorities for women in the budgets. It is not possible to arrive at an exact figure of the quantum of public spending on women. In the absence of availability of such a figure, one can only try to assess resources allocated to women through some approximations. This is the limitation of the study.

It may be seen that allocation for women by different Ministries have increased from 2.79% of the total BE in 2005-06 to 5.57% in 2009-10. This could be due to persistent efforts of Ministry of Finance and Ministry of Women and Child Development. There has been an increase in the number of Ministries and Departments undertaking Gender Budget exercises, from merely 10 to 33 in last five years. More than fifty Ministries / Departments have set up Gender Budget cells, so there is a strong likelihood that in the coming years more and more Ministries and Departments will be part of this exercise. This is encouraging. Since Gender Budget is a recent initiative, a larger number of Ministries and Departments preparing these statements reflect at least the growing realisation within the Government about the relevance of this exercise. It is also encouraging that this exercise is limited

not just to the historically and traditionally perceived 'women related' Ministries, even Ministries and Departments like Department of Science and Technology, Department of Biotechnology and Department of Industrial Policy and Promotion, have undertaken this exercise. Though, at the same time some important sectors for women like water supply and sanitation, which have huge gender dimensions, still do not come within the domain of Gender Budget statements. Mishra and Jhamb, (2007) have also observed about non inclusion of certain important areas.

If the Gender Budget Statement is looked into closely, there is not much increase in the allocations. It is disappointing to note that the number of demands for grants reported in the Gender Budget Statement remained stagnant for three consecutive years. Similarly, the total allocations for women as a percentage of total Government expenditure have also stagnated at 5.5% over the last two years. Table No. 4.1 also gives a clear picture of dismal state of affairs in so far as spending of the Government on women is concerned. Although the Gender Budget methodology has not yet been fully understood and utilized, it is clear that women are not accorded high priority in Government spending on development, as the share of spending on women is too low for expecting any significant development. The statistics reveal that even the creation of an independent Ministry of Women and Child Development has not resulted in any significant change in its priorities for women and allocation.

Ministry of Women and Child Development has clarified in its Annual report (2009-10), that the fall in the Gender Budget allocations between 2006-07 and 2007-08 was on account of a more accurate reflection of the actual amounts flowing to women through programmes and schemes. The further fall in the year 2008-09 has been attributed to the introduction of statement on Child Budget in the Union Budget, separately as 'Statement 22'. Several schemes such as Integrated Child Development Scheme (ICDS) of Ministry of Women and Child Development and Sarva Shiksha Abhiyan of the Ministry of Human Resource Development, which were earlier being reflected in the Gender Budget statement were entirely shifted to 'Statement 22' with no

identification of funds for the girl child. In 2009-10, Some of the allocations for girl children under some of the schemes (shifted to 'Statement 22') were included in 'Part B' of the Gender Budget statement there after.

Research in this area points towards certain flaws in the Gender Budget methodology. The articles from numerous economists have observed these and have also cited examples in this regard. One of the glaring examples quoted by Das and Mishra, (2006), Mishra and Jhamb, (2007), in their studies is that of Indira Awas Yojana – the rural housing scheme which figures in 'Part A' of the Gender Budget Statement. The Outcome Budget of the Department of Rural Development, (2008-09), reveals that till the end of December 2007, 70% of dwelling units constructed under the scheme were solely in the name of women and the remaining 30% were either in the joint name of husband and wife or in the name of the husband alone. Hence it is incorrect to assume that 100% of the allocations of Indira Awas Yojna are exclusively for women. This fact also came to our notice while making a study of implementation of the scheme 'Indira Awas Yojana' in villages of Jaisalmer district of Rajasthan state during our village study visit.

Researchers also allege that the process of allocation is not open and transparent. There is very little information available in the public domain about the assumptions made by various Ministries in formulation and review of the policies from a gender perspective. A more correct, transparent and reliable figure would emerge, if the assumptions used in arriving at gender-specific components in the schemes are also available for analysis. Some of the observations regarding the shortcomings/limitations of the individual G B statements of the years under consideration are deliberated here.

#### **(i) Union Budget 2005-06**

The Gender Budget statements for this year reveal that the Government's main concern during this period was rural family welfare, the women in the reproductive age group of 15 to 45 years through RCH, Pulse Polio and ICDS. Schemes affecting girls such as Elementary Education & Literacy, Balika

Samruddhi Yojana, girls' hostels and adolescent nutrition got low share. The elderly women were totally neglected as no fund was earmarked for activities / assets such as creation of parks, community centers and old age homes for women. The total magnitude of Gender budget as a proportion of total Union Government expenditure was a mere 2.79% of the BE. However the allocation in RE got increased to 4.77%.

## (ii) Union Budget 2006-07

Total Budgetary Allocation under Gender Budget statements was Rs. 28736 crore for BE but the RE got reduced to Rs. 22,251.41 crore. It provided for 24 'Demands of Grants' under 18 Ministries and Departments. RCH and, ICDS again got large share. Other schemes and programmes for important concerns of women such as crèche, Swadhar, Rashtriya Mahila Kosh (RMK), short stay homes, implementation of Domestic Violence Act did not get adequate financial support. Higher education was totally missing from Gender Budget statements. Rural housing got a major share through Indira Awas Yojana (IAY). An apparently wrong inclusion appears to be allocations for Safdarjung Hospital, Vardhaman Mahavir Medical College and AIIMS (all in New Delhi), under the Department of Health and Family Welfare, as women specific allocations in the gender budget. This was also reported by Das and Mishra, (2006), in their analysis of Gender Budget Statement.

## (iii) Union Budget 2007-08

*"There is growing awareness of gender sensitivities of budgetary allocations. Fifty Ministries/Departments have set up gender Budget cells...We have made a sincere effort to remove the errors that were pointed out in last year's statement".*

– Excerpts from the Finance Minister's budget speech  
for Union Budget 2007-08.



The budget covered 33 demands of Grants encompassing 27 Ministries. Total magnitude of gender budget in the Union Budget was Rs. 31,178 crore (BE), up from Rs 22,251.41 crore for 2006-07 (Revised Estimates) by a substantial amount. However, the revised estimates at 22,348 crore for the same year show a very poor state. The share gone down to only 3.3 % of the total revised estimates. Allocation for crucial schemes affecting women such as Rajiv Gandhi National Creche Scheme for Children of Working Mothers, Working Women's Hostel, Swadhar, and Rescue of victims of trafficking did not receive sufficient funds. However a new scheme namely, Conditional Cash transfer for Girl child was introduced. Department of Information Technology contributed in 'Part A 'of the statement for various programmes. At the same time several schemes wrongly prioritized as being exclusively for women, like IAY, still continued. SSA and ICDS did not get reflected in Gender Budget statement.

#### **(iv) Union Budget 2008-09**

The point that needed attention was that the number of demands and number of Ministries undertaking the exercise of reporting in Gender Budget statements did not increase from 33 and 27 respectively, as were in 2007-08. However the BE of 27,661.67 crore got increased to 49,623.35 crore in the RE . It was a significant increase from 3.3 % share in 2007-08 to almost 5.5% in 2008-09.

Department of Information technology reported programmes in Part A at the BE stage but at the RE stage, it was taken out. Tribal affairs got place in 'Part A' of Gender Budget statement. SSA and MDM got larger allocation. For MWCD, allocation enhanced by 24% to Rs. 7,200 crore in 2008-09. NREGA reported major share of Gender Budget component. The allocation for National Scheme for Incentive to Girls for Secondary Education has gone down from Rs 1,305 crore to Rs 45 crore in 2008-09.

## (v) Union Budget 2009-10

A closer scrutiny of the Gender Budget Statement indicates that the Department of Information & Technology, which had a major contribution in Part A till 2008-09, did not find a single scheme/project for 100% allocation targeted for women. Department of School Education and Literacy did not add anything to increase its share in Part A of the statement, thereby showing no efforts on the part of the government to push the cause of elementary education of girls in rural areas further. A detailed analysis of the Union Budget 2009-10 shows a large drop in allocations for schemes meant for women's welfare under the MWCD. It is to the tune of about 42 %. Mishra and Jhamb; (2009) put it as a doubt on the intentions of the Government in its commitment to women's empowerment.

While concluding the analysis of Gender Budget statements, let us have a look on some of the new Gender Budget initiatives of the Government in the form of new schemes in the Budget 2009-10. The much talked about 'National Mission for Empowerment of Women' finally gets place in the Union Budget 2009-10, though with a token allocation of Rs one crore. Another scheme considered to be helping women in a big way appears to be the 'Conditional Maternity Benefit Scheme', which aims to provide direct cash to pregnant and lactating women. *This has been conceptualized keeping in mind the poorer women of the society.*

Though to begin with, budgetary allocation for the scheme does not seem to be proportionate to the actual on ground requirement. Another initiative is from the Ministry of Minority Affairs in the form of 'Scheme for Leadership development of minority women, with an outlay of Rs 8 crore. All these schemes have just been launched and the success or otherwise of the schemes will be known only after some time.

## 4.2 Sectoral Approach

It is important to look at the Gender Budget statement with a different perspective and not as a pool of money only. It is required to enlarge the

scope of the analysis to assess what has been offered to women in terms of its priorities. An alternative approach of analysis, as described below, has been tried to get another picture –

- (i) To get a broader, more comprehensive and larger picture for understanding of Gender Budget, overall allocations to some critical social sectors are analysed.
- (ii) Some major schemes with significant components for women in these sectors are also analysed to further strengthen the observations

The aim is to look at the broad trends in the pattern of allocations over the years, and to look at certain schemes which will have an impact on various aspects of women's lives. The schemes selected for this analysis are a mix of those which are meant 'exclusively' for women (the ones contained in Part A of the Statement) and those which are contained in 'Part B' of the Statement, where less than 100% beneficiaries are women.

The above exercise can effectively be carried out only when evidence from the field exists. Due to various limitations such as time, direct access to data from primary sources etc. (as stated under the heading 'Limitation' in chapter 1), a direct evidence is not available for complete analysis. Efforts have been made to supplement the budget analysis with women's ground realities, to identify the critical gaps in the implementation of various schemes based on observations during the rural and urban study visits. For the purpose of this analysis, revised estimates (wherever available) for the various schemes have been used. The actual and authenticated expenditure figures were not readily available with the state or central Government agencies.

Attempt has been made to analyse the three social sectors, namely - health and family welfare, education and employment, from a gender angle. The total allocation, (Part A +Part B), under Gender Budget statements for these three sectors is given in the table no. 4.3.

**Table No. 4.3****Allocations in Gender Budget Statements  
(Health & Family Welfare, Education & Employment Sectors)**

(RE, in Rs. Crore)

Sector	year				
	2005-06	2006-07	2007-08	2008-09	2009-10
Health and family welfare	6368.66	4485.33	7817.61	9699.82	10683.29
Education	7289.65	9002.37	2492.16	12855.13	13736.23
Employment	2195.16	1576.46	6411.30	11247.71	14494.50

Source: Government of India, Ministry of Finance, Union Government Budget Documents, Gender Budget Statements of various years

A somewhat detailed analysis, based on allocation for certain schemes in each of these sectors is given in the succeeding paras.

**(i) Women's Health**

One of the biggest concerns as a whole, as well as even from a gender lens, is the low level of budgetary allocation for health. The deeper look into the allocations reflects the shortcomings in allocation for health sector. Although the overall public spending on health has gone up over the years, it still continues to be low and the promise in the National Common Minimum Programme of allocating 2-3% of GDP on health does not appear to have been fulfilled through budgetary allocations. Mishra and Jhamb, (2007), estimate that combined allocation of the centre and states on health (as per the available data for 2008-09 RE), stands only at 1.04% of GDP. Another study puts the figure at 27 % of the total Gender Budget component. Since public health is a state subject, majority of the responsibility regarding its expenditure lies with the states. It has been observed in a number of studies that for the past few years, there has been a gradual decline in spending on health and family welfare by all states as a proportion of GDP. India has one of the highest maternal deaths recorded, it is therefore imperative that the

allocations need a serious relook. According to recently released results of the NFHS-3 institutional births accounted for only 40.7 percent and mothers who received antenatal and postnatal care constituted 50.7 per cent and 36.4 per cent respectively.

As brought out earlier in Chapter 2, women's access to health services needs more attention due to women's health seeking behavior. It is the general finding that women are more reluctant in accessing health services. Studies have shown that for women in the reproductive age group, while reported morbidity is more than that amongst males of the same age, medical needs of girls and women are accorded less attention than those of men by the family as well as by the females themselves. The Government has tried to focus its attention on this issue through several new policies such as 'The National Rural Health Mission (NRHM)', which is a comprehensive scheme for rural female population. The work on National Urban Health Mission has also started, which is proposed to be designed on the lines of National Rural Health Mission. Rashtriya Swasthya Bima Yojana (Health Insurance Scheme) has been launched and a new National Drug Policy is being formulated. Despite all these positive actions on the part of the Government, the ground reality of health needs of women has not changed much. The output indicators (like the huge shortfall in the primary healthcare infrastructure or shortage of doctors and paramedics) as well as the outcome indicators (like the high levels of maternal mortality or the increasing levels of anaemia, etc) defy the claims of the Government about the priority of Government for health in general and women's health in particular.

For women, certain components of the NRHM, such as Reproductive Child & Health (RCH), Accredited Social Health Activist (ASHA) and Janani Suraksha Yojana (JSY), appear to bring some hope. However, critical analysis by various studies indicate that all these schemes need further scrutiny as implementation is found lacking. Some problems of implementation could be observed from close quarters during our village and urban study visits. For Janani Suraksha Yojana the observations during the village study have revealed that although institutional deliveries have increased, the existing

infrastructure is not at all in a position to take up the increased demand and the expectations of the public. The interaction with villagers gave indication that main incentive for reaching the institution is not safe delivery but cash benefit. Hence the very objective of providing safe and hygienic environment to the mother at the time of birth of the child is negated. Mishra and Jhamb, (2009), observe that out of the total resources available under RCH, only 29% of the funds were utilised in Chhattisgarh and only 37.6% were utilised in Uttar Pradesh in the year 2005-06. There is evidence that there have been minor improvements in the recent years.

As can be seen in Table No. 4.3, there is no denying that since 2005-06, allocations in the health sector have been stepped up. However, the lack of any substantial increase in the outlays for these schemes in the Union Government's budget 2009-10 is disappointing. Allocation for some of the schemes on women's health and family welfare, during last five years is presented in Table No.4.4. The data itself speak, to some extent, about the not so satisfactory state of affairs in the Health sector and the need to strengthen the services, institutions and personnel through more budgetary support by greater share in the pie followed by proper implementation and regular monitoring

**Table No. 4.4**

**Allocations for some schemes on Women's Health and Family Welfare  
(Revised Estimates)**

(Rs Crore)

SCHEME	YEAR				
	2005-06	2006-07	2007-08	2008-09	2009-10
Rural family Welfare services	1,279.85	--	2041.47	2463.81	2654.41
Urban family Welfare services	123.05	69.07	125.14	166.98	140.73
RCH Programme	1835.48	2224.26	3474.68	3066.01	3431.37
Development of nursing services	15.00	19.00	13.49	17.10	1.90

Source: Government of India, Ministry of Finance, Union Government Budget Documents, Gender Budget Statements of various years

## (ii) Women's Education

Table no. 4.5 gives the total allocation on Education (elementary and higher education), as contained in Gender Budget Statement of the last five years Budget Documents (Part A and B taken together). The detailed Gender Budget Statements may be seen at Appendices II to VI.

It may be observed that education gets a major portion of the Gender Budget component. Closer look at the Statements of various years reveal that the major chunk of budget for women's education has been allocations to Sarva Shiksha Abhiyan (SSA). Although, education gets the largest share of funds targeted at women, it can not be concluded that the funds are sufficient. Mishra and Jhamb, (2009), report that the allocation in the sector is only about 3.3% of the GDP, which is highly insufficient. Considering the low literacy levels of women in the country and the high dropout rates (at 73 per cent in classes I-VIII, according to the 2001 Census), the prioritisation of education is still insufficient to ensure better outcomes for the girl child. The outlay for Sarva Shiksha Abhiyan (SSA) and Mid Day Meal (MDM) schemes were increased in 2008-09. However, many studies have shown that even with these increases, allocation for both the schemes remained inadequate to address the requirement of resources in elementary education in the backward states. The allocation for SSA and the MDM scheme have remained almost stagnant in the budget 2009-10. Other women and girl specific schemes like Mahila Samakhya (MS) has continued to get low priority and small budget allocations.

It is important to recognise that enrolling and retaining girls in schools requires a serious and focused approach. SSA was conceptualised with this focus. However, concerted efforts are still needed on part of the State – for first providing sufficient sensitization about gender issues and then designing better programmes, including addressing concerns about girl child learning in the traditional environment of biased mind sets. Primary focus of the

programmes has to be elementary education; however secondary education need not be totally ignored. The stage is really not yet set for much more emphasis on higher education in rural areas.

**Table No. 4.5**

**Allocations for some Major Schemes  
(Women's and Girl's Education)**

**(Revised Estimates)**

(Rs. Crore)

SCHEME	YEAR				
	2005-06	2006-07	2007-08	2008-09	2009-10
Mahila Samakhya (MS)	24	26	34	38	42
Sarva Shiksha Abhiyan (SSA)	3593	5060	-	6026	6026
Mid Day Meal scheme (MDM)	1572	2044	-	3040	2796.42
KVS	241.39	257.25	510.20	435.30	727.63
NVS	187.46	222.05	464.11	681.94	737.52

Source: Government of India, Ministry of Finance, Union Government Budget Documents, Gender Budget Statements of various years

**(iv) Women's Employment Schemes**

As per the National Sample Survey Organisation (NSSO) data [cited by Mishra and Jhamb] ,(2009) , the unemployment rate among rural males has increased from 5.6% in 1993-94 to 8% in 2004-05, and among rural females it has increased from 5.6% to 8.7% during the same period. With this state of unemployment, concerted efforts need to be made to improve women's participation in the workforce as well as the productivity of their work. As per the details available in the Gender Budget statements, skill development and employment generation gets only about 0.5 % of the Gender Budget component. This definitely requires a more focused approach. Budgetary provisions for promoting the creation of small and medium scale enterprises and other schemes for the upliftment of overall economic development significantly affect the economic wellbeing of women. Unless women become



financially independent, their decision-making power can not improve significantly. In a society filled with bias and traditional/conservative mindsets, it is of utmost importance that women attain economic independence. For looking into the Employment scenario in Gender Budget Statements, the allocations for Swarnajayanti Gram Swarozgar Yojna (SGSY) and Sampoorna Grameen Rozgar Yojna (SGRY) schemes of the Department of rural development may be accounted for. For 100 per cent allocation for women's benefits, support to training and employment programmes such as STEP, Rashtriya Mahila Kosh, and Swayamsidha receive the major sum. However, Table No. 4.6 Shows that in the 2009-10 budget, there have been a reduction in allocation for many schemes and a near stagnation in others. The scrutiny of the Gender Budget statements, especially for MWCD, reveals that 'Swayamsidha', the integrated scheme of the Ministry, aimed at holistic empowerment of women, has seen a reduction in allocation. In the union budget 2009-10, the finance minister announced that the corpus of the *Rashtriya Mahila Kosh (RMK) be increased ' in recognition of its role as an instrument of socioeconomic change and development ' to Rs 500 crore over the next few years, but allocations for RMK have declined from Rs 31 crore to Rs 16 crore. Allocations for Support to Training and Employment Programme (STEP) have gone down by 64% and allocations for Hostels for Working Women have gone down again by about 64% (from 2008-09 BE).*

The National Rural Employment Guarantee Act / Scheme (NREGA) is a major flagship scheme of the Government for women's employment, as has also been observed during the rural study visit to the villages of Jaisalmer district. It may be seen from the Gender Budget statements that with the introduction of this scheme, share of employment has gone up in Gender Budget Statements. As per the statistics available, more than 48% of the total person days of work generated have been by women. However, while discussing about the modalities of the scheme and the implementation aspects with the village women folk, it came to our notice that there are many of the concerns of women participating in the NREGA which need immediate attention of policy makers and those who are responsible for its implementation. Some of the issues are - low wages, no facility for other civic amenities near by the

work site, no arrangement for the care of small children at workplace etc. Other research studies further corroborate these observations/limitations of the scheme which practically hamper the greater participation by women.

Table No. 4.6 reflects the share of budgetary allocations for some of the important women's employment schemes, as included in the Gender Budget statements over the last five years. Almost all the schemes need thorough relook in the wake of observations/objections raised by the womenfolk and other women activist groups as well as the feedback received by the policy makers about flaws in implementation of the schemes.

**Table No. 4.6**

**Allocations for Some Major Schemes (Women's Employment)  
(Revised Estimates)**

(Rs crore)

SCHEME	YEAR				
	2005-06	2006-07	2007-08	2008-09	2009-10
STEP	13.5	16	20	27	15
Swayamsiddha	18.5	30	24.90	50.08	0.05
Rajiv Gandhi National Crèche Scheme for working mothers	41.40	51.40	-	50.94	50.03
Hostels for working women	4.5	5	5	11	10
RMK	0.01	10	12	31	16
NREGS	-		3996	9990	13020
SGRY	1650	900	1140	-	-
SGSY	400	480	720	940	940
SSRY	29	75	103.20	151	151
Priyadarshini scheme	-	1	10	23	1.22

Source: Government of India, Ministry of Finance, Union Government Budget Documents, Gender Budget Statements of various years

From the above detailed analysis it can be seen that the Gender Budget did not undergo very major or significant changes in terms of allocations to various schemes during last five years. Some new schemes were introduced, some old ones were merged with the new and accordingly allocation modified.

Taking into account the basic needs of a human being, one can see that education, health, livelihood / employment and food security with nutrition are the priority areas in the allocations for women. With these sectors taking the major share of the allocations, not much is left for sectors such as women's protection, trafficking, disaster concerns etc.

#### **4.2.1 Marginalised Women and women in difficult circumstances**

Most of the schemes of the Government are conceptualized considering all women at par. However, the ground realities are different. Women are not a homogeneous group. There are women in certain sections which face discrimination in the society. Problems of tribal women are different from those of dalit or muslim women. They need support of the society and the government. It is the responsibility of the State to take care of all such marginalized and destitute women by properly framing appropriate policy framework for them. It is, therefore, important that Gender Budget statement of the Budget should have some considerable share for such women in its kitty.

In the light of the above, it will be a worthwhile exercise, if the present Gender Budget analysis attempts to assess how far budgets and policies have tried to address specific needs of the marginalised women, including dalit women, tribal women etc.

The demands of Ministry of Social Justice and Empowerment, Ministry of Minority Affairs and Ministry of Tribal Affairs incorporate the budgetary needs of such women in the 'Statement 20' in the Expenditure Budget. The detailed demands may be seen in the Gender Budget statements at Appendices II to VI.

A closer look into these statements reveals that allocations for most schemes have gone up from 2005-06 levels but in the recent years there appears to be stagnation. The Ministry of Minority Affairs set up in 2006 has started reporting in the Gender Budget Statement only from 2009-10. The allocation for the pilot scheme for 'Leadership Development of Minority Women' has

been placed in the Gender Budget Statement. The Annual Report, 2007-08, of the Ministry mentions that the 'National Minorities Development and Finance Corporation' catered to around 85% women beneficiaries and the scholarship schemes run by the Ministry earmarked 30% scholarships for girls. Besides looking into the women component of the schemes of these Ministries, it is prudent to look into the budgetary allocations for SCs and STs from the Union budget. Further allocation for women comes only after ensuring that enough funds are available for SCs and STs from the pool of resources of the Government. An in-depth scrutiny of the demands of Ministry of Social justice and Empowerment and that of Ministry of Tribal Affairs reveals that Plan allocations earmarked for SCs and STs in the Union Budget continue to be very low and far below what was promised in the Special Component Sub- Plan and Tribal Sub-Plan norms of 16% and 8% respectively. From this already small size of the pie, whether women can expect and get something is a real question.

Table No. 4.7 depicts the plan allocation for SCs and STs from the Union budgets during last five years. The figure no.II gives the picture about the trends in allocation.

**Table No. 4.7**

**Plan Allocation Earmarked for SCs and STs from the Union Budget**  
(Rs Cr)

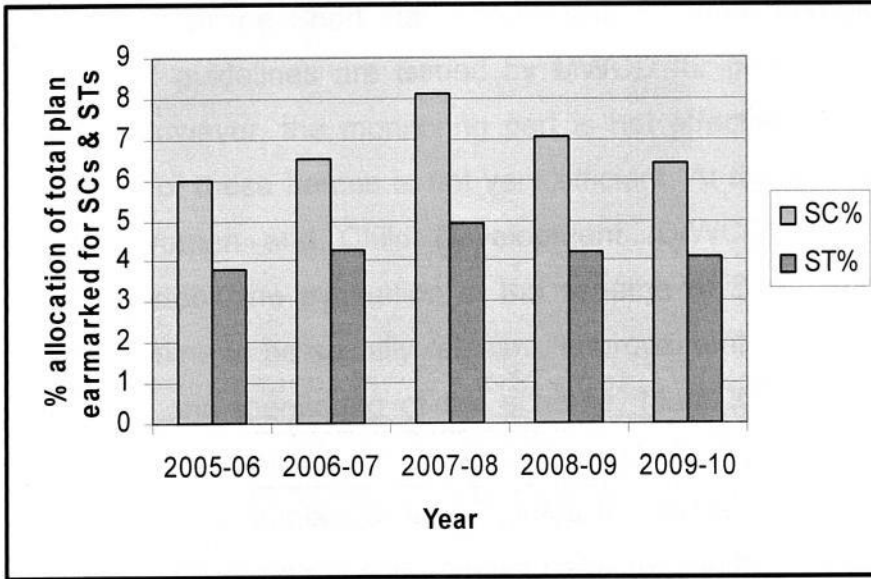
	2005-06 RE	2006-07 RE	2007-08 RE	2008-09 RE	2009-10 BE
Total Plan Exp for SCs	6,578	8,473	12,367	14,727	15,831
Total Plan Exp for STs	4,175	5,564	7,446	8,771	9,995
Total Plan Exp of union government (excluding Central Assistance to State and UT Plans)	1,09,900	1,29,804	1,52,313	2,08,252	2,43,893
Proportion of total plan allocation earmarked for SCs (%)	5.99	6.53	8.12	7.07	6.4
Proportion of total plan allocation earmarked for STs (%)	3.80	4.29	4.89	4.21	4.10

Source: Centre for Budget and Governance Accountability, (2009)

"Is the new Government committed or Complacent? Response to the Union Budget 2009-10"

Figure No. II

Trends in the allocations for SCs & STs from the Union Budget



Source: Centre for Budget and Governance Accountability, (2009)

“Is the new Government committed or Complacent? Response to the Union Budget 2009-10”

Lastly, it will be a meaningful exercise if allocations for some schemes for women in difficult circumstances, who need protection from state, also get due attention in this analysis. As such the vulnerability of women makes it implicitly clear that policy makers must take pro-active legislative and executive action in protecting women from the perceived dangers of society. There are schemes such as Swadhar, short stay homes, scheme for rescue of victims of trafficking etc in the budgetary allocation of MWCD to provide temporary shelter to women and girls who are in social and moral danger due to family problems, mental strain, violence at home, exploitation etc. However, the kind of institutional structure that is required across the country to address the needs of women in difficult circumstances cannot be developed with small budgetary allocations, as can be seen from the demands of MWCD in the Gender Budget Statements. The number of functional Swadhar homes which are meant for women in distress remains very low. As per the Annual Report of the MWCD, number of such homes is 318 across the country, which comes to not even one per district. Similar is the case with Short Stay Homes, the number of which is much lesser.

Evaluation reports on these schemes conducted by the Department indicate that these are really functionally important schemes. The budgetary allocation is not sufficient to run the Short stay homes and Swadhar homes in good conditions. Detailed guidelines are issued by MWCD for providing grant for these schemes. However, the monitoring part is not effective and therefore the administration of these homes is not very efficient. At the instance of the Department of Women and Child Development (D/WCD), the Planning Commission undertook the evaluation of the scheme of Short Stay Homes and found the scheme to be socially relevant. Improvements were suggested in implementation and monitoring of the scheme. More involvement of the state Government and less cumbersome process of fund release were other recommendations. The number of such homes is definitely not sufficient to cater to the need of all those who require help. In another such study by CBGA, it is observed that the homes are concentrated in very few states and are not distributed evenly across the country. States such as Tamil Nadu, West Bengal and Andhra Pradesh have the highest number of Short Stay Homes, while majority of the Swadhar Homes are concentrated in Andhra Pradesh and Orissa. There is a need for more allocation from the Government to establish more such homes.

#### **4.3 Institutional Mechanism**

While concluding the analysis, let us see whether creation of an independent 'Ministry of Women and Child Development (MWCD)' in 2006 has helped the Government in taking the task of gender Budget ahead from the angle of resource allocation. From the budget details it has to be deduced if the move of converting the Department into a Ministry has resulted in any significant increase in the allocation of resources for women and girl child. Table No.4.8 gives a comparison of the allocations made by the Department vis-a vis that made by the Ministry, after its formation in 2006.

Table No. 4.8

## Comparative Allocation of DWCD and MWCD

(Rs. Crore)

When it was a department (DWCD)		When it became a 'Ministry' (MWCD)			
2003-04	2004-05	2006-07	2007-08	2008-09	2009-10
Total allocations					
2,203	2,454	4,898	5,853	6,919	7,428
Total expenditure of the union government					
4,74,255	5,05,791	5,81,637	7,09,373	9,00,953	10,20,838
Share of women and children in total expenditure of the government					
0.46	0.49	0.84	0.83	0.77	0.73

Source: Government of India, Ministry of Finance, Union Budget - Budgets at a Glance and Expenditure Budget, Vol. II, Various Years

Table No.4.8 reveals that the creation of MWCD has resulted in increase in allocations for women and children but by a very small proportion, from 0.49 % to 0.84 % (maximum value). Allocations for women and children have gone up in absolute numbers but in relative terms it is a marginal increase and is still very low, at less than 1%. The Union Budget, 2009-10, shows a further decline in resources for women. It can, therefore, be inferred that the change has not made any remarkable difference in resource allocation. However, more legislative and executive freedom coupled with administrative powers may help in providing a more conducive environment for taking the task of gender Budget ahead.

With this critical analysis of the Gender Budget statements of the five year's budget documents it can be said, without any doubt, that the priority for women continues to be very low in the entire budgetary exercise. This clear message seems to be coming from similar researches across the nation. The fact that women have begun to figure in the annual financial exercise of the Government is a welcome initiative, but there still remain too many gaps between what is done and what needs to be done. If the government is inclined to take the task of Gender Budget ahead with some corrective measures, Gender Budget statements may become a more powerful tool in times to come.