



Gender Analysis and Gender Budgeting

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Session Outline

- Concepts: Gender mainstreaming, Gender analysis and Gender Budgeting
- Gender and five year plans in India
- Gender Budgeting: Concept and Evolution
- Conceptual framework of Gender Budgeting
- Examples of gender concerns in various ministries of Gol
- Budget stages and entry Points

Some key terms

- Gender Mainstreaming
- Gender Analysis
- Gender Budgeting



*Five Year Plans and
Gender Initiatives by the
GoI Gender Budget*

Seventh Plan (1987-1992)

Introduced the **monitoring** of 27 beneficiary oriented **schemes for women** by the then Department of Women and Child Development (DWCD).

Eighth Plan (1992-97)

Highlighted need to ensure a definite flow of funds from **general development sectors to women.**

Ninth Plan (1997-2000)

Adopted the **Women's Component Plan** as a strategy to achieve gender equality and women's empowerment and directed both the Central and State Governments to ensure that **“not less than 30 percent of funds/benefits are earmarked for women-related sectors/Ministries/ Depts”**.

The National Policy for Empowerment of Women 2001 states.....

- Action Plan to be prepared by Centre and State Ministries should specifically include ‘... a gender perspective in the budgeting process.’
- The policy made room for collection of Gender Disaggregated Data by all Central and State primary data collecting agencies, development of “Gender Development Indices”, and Gender Auditing and Evaluation Mechanisms.

The Tenth Plan (2002-2007)

Reinforced commitment to gender budgeting to establish its gender-differential impact and to translate gender commitments into budgetary commitments.

Aimed at initiating **immediate action** in tying up the two effective concepts of *Women Component Plan (WCP) and Gender Budgeting to play a complementary role* to each other, and thus ensure both preventive and post-facto action in enabling women to receive their rightful share from all the women-related general development sectors.

Finance Ministry set up an Expert Group which gave recommendation for Gender Budgeting in 2004.

Eleventh Plan (2007-2012)

Approach Paper: “Gender equity requires adequate provisions to be made in policies and schemes across Ministries and Departments...Strict adherence to gender budgeting across the board” .

Sub-Group on Gender Budgeting, as a part of the Working Group on Empowerment of Women.

The Sub-Group recommended the setting up of a gender Budgeting Bureau in the MWCD.

Twelfth Plan (2012-2017)

Emphasizes mainstreaming gender issues and concerns in planning and programme implementation and addressing capacity development issues.

Focus is on the health, education, urbanization and governance.

Gender Analysis

- A ***critical examination*** of issues as they affect women and men, girls and boys
- ***Not*** a way of de-prioritizing men
- Implies giving priority to women's needs and interests

Gender Mainstreaming

Administrators/professionals must have knowledge and awareness of the ways gender affects education, health, workplace policies etc. to address gender issues wherever appropriate and thus make their work more effective.

The process of creating this knowledge and awareness of - and responsibility for - gender among is called "gender mainstreaming".

What is Gender Analysis

- Tells us about the rules, norms and practices of social institutions that keep the divisions of labour and distribution of resources between women and men in place
- Collection, analysis of gender disaggregated data
 - different roles, tasks, responsibilities
 - different needs, interests, capacities
 - differences in access and control of resources and benefits

Responsible Factors for Analysis

- Access
- Prevalent knowledge, beliefs, perceptions
- Practices and participation
- Time and space availability
- Legal rights and status
- Decision making power

Seven Steps for Gender Analysis

- Plan Secondary data collection: How will anticipated results of the work affect women and men differently?
- How will the different roles and status of women and men affect the work to be undertaken? Review the secondary data sources
- Analysis of secondary data
- Identify critical information gaps and constraints
- Develop Primary data collection plan & instruments
- Data analysis
- Constraints analysis

• Source: <https://gender.jhpiego.org/analysistoolkit/seven-steps-to-a-gender-analysis/>

POWER WALK

Activity

Statements

- I can go to doctor and get advice immediately
- I can speak to doctor about my sexual health problems freely
- I will get medicines from the health centre immediately
- I can go the health facility at night
- I can decide which hospital I have to go for treatment
- I can read the pamphlet / names of medicines
- I can any time, freely discuss about terminating unwanted pregnancy of self/partner with my doctor
- I am not bothered about my pregnancy /or of my partner, as I can get termination from government facility immediately
- I will go to a registered doctor for pregnancy related issues
- I can decide if I want to have a child right now

Gender Budgeting

GB is concerned with....

Gender-sensitive formulation of :

- legislation, policies, plans, programmes and schemes;
- allocation and collection of resources; implementation and execution;
- monitoring , review; audit and impact assessment of programmes and schemes; and
- follow-up corrective action to address gender disparities

Why Gender Budgeting...contd.

- **Women under-represented in decision making in most of the sectors**
- **The nature of work and its implications are different for men and women**
- **Women engaged in unpaid work...bearing, rearing and caring**

Gender Budgeting is Not about

- Separate budgets for women, men, girls or boys
- Setting aside X% for gender/women
- Money for women councillors to control
- 50% male:50% female for every expenditure
- all money for children

Not an accounting exercise but an ongoing process of keeping a gender perspective in policy/ programme formulation, its implementation and review

Approach of MWCD to GB

- **In Gender Budgeting, “Gender” usually means women and her empowerment.**
- **To extend the process to all levels of governance- Centre, State, District , town and village and also to Public Sector Units and Autonomous Bodies.**
- **Also extend it to Civil Society and Corporate Sector.**

Actors in Gender Budgeting

- The Ministry of Women and Child Development (nodal ministry at the central level in India).
- The Ministry of Finance (at the Centre and in the States)
- The Planning Department of Planning Commission (at the Centre and in the States)
- Sectoral Ministries: Each and every department and ministry can do Gender Budgeting
- Researchers and economists, Statisticians, CSOs, women's groups etc.

Scope of Gender Budgeting

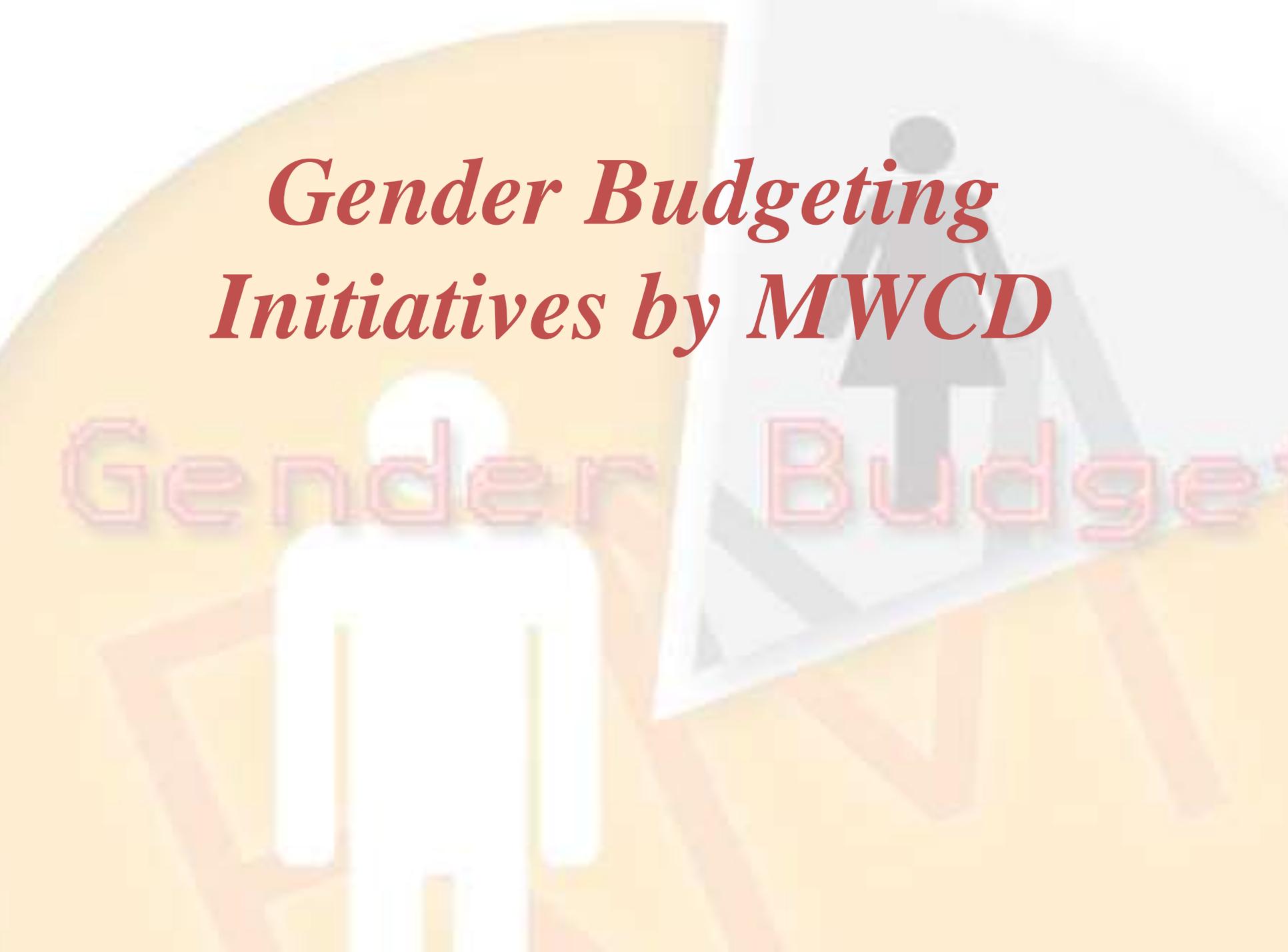
Extends to whole budget

- Impact of expenditure of selected departments or programmes
- Gender sensitive design of new programmes and projects
- Assessment of selected forms of revenue and changes in tax systems
- New legislation

GB initiatives are very diverse

Nature of work differs:

- **Actors:** Government-led / civil society/ parliament-led
- **Focus:** Full budget vs selected sector.
- **Focus:** Sector (e.g. health) / problem (e.g. gender-based violence)
- **Level:** National vs state vs district
- **Timing:** Post-budget analysis vs in-process budget formulation
- **Approach:** Separate gender budget statement or gender integrated throughout main budget documents

The background features a large, stylized graphic of two human figures, one white and one grey, walking towards the right. The white figure is in the foreground, and the grey figure is slightly behind it. The text 'Gender Budget' is written in a large, outlined font across the middle of the image. The overall color scheme is warm, with shades of orange and yellow.

***Gender Budgeting
Initiatives by MWCD***

Gender Budget

In **2004-05**, the Ministry of Women and Child Development adopted a three pronged strategy –

1. Advocating for **setting up of gender budgeting structures/mechanisms** in all Ministries/Departments of the Government.
2. Strengthening internal and external **capacities and building expertise** to undertake gender mainstreaming of policies/schemes/ programmes.
3. Initiating the exercise of **gender auditing** of existing programmes, which would then feed into addressing gaps.

Pursuit Of Gender Concerns With Various Ministries

- **Select any one Ministry**
- **Suggest any measure it can take for gender issues**

Gender Budgeting and Appraisal of Legislation

- MGNREGA provides guarantee at the level of the household and not at the level of the individual. Therefore, the rights of women subsumed under those of the household. An intervention by the Department of Women and Child Development led to the addition of a clause that required that at least one-third of the beneficiaries under NREGA should be women.
- **The National Food Security Act, 2013** under the Food Security Act, every pregnant and lactating mother is entitled to receive maternity benefit of Rs. 6000. The Indira Gandhi Matritva Sahyog Yojana- a Maternity Benefit Scheme launched in 2010 and being implemented in 53 pilot districts- has been recast under the National Food Security Act, 2013. It ensures part compensation for wage loss to pregnant and lactating women before and after delivery of the child.

Why implement Gender Budgeting

Disha: a scholarship scheme of Dept of Science and Technology to provide support to women scientists.

- Helps re-entry of women scientists after a break in their career paths due to social responsibilities.
- UGC runs Day Care Centres for married scholars/ students in universities and colleges for providing day care facility on demand basis for children of 3 months to 6 years of age is another example.
- To establish a fully literate society the Government has been successfully running the Adult Literacy Centres (Sakshar Bharat) throughout the country with focus on female literacy.

Why implement Gender Budgeting

Adult Literacy Centres (Sakshar Bharat): To establish a fully literate society with focus on female literacy.

Bharatiya Mahila Bank Ltd.: and the Pradhan Mantri Jan Dhan Yojana promoting financial inclusion and a catalyst for gender justice and equality.

National Rural Drinking Water Programme (NRDWP): Necessary to relieve women and girls especially from the drudgery of fetching water, address malnutrition, and increase the time available for education and leisure, while also preventing the contamination.

Rajiv Gandhi Gramin LPG Vitrak Yojana (RGGLVY) families are provided with LPG connections.

GENDER CHARTER

Combined Charter of Ministry of Finance and MWCD.

- The Ministry of Finance Issued the Gender Charter on 8 march, 2007 and has mandated the role for GBC. The salient features of the Charter are: -
- To be headed by a Officer not less than the level of a Joint Secretary
- Identification of a minimum of 3 and maximum of 6 largest programmes (in terms of budget allocation) implementation by the Ministry and the major Sub -Programmes.
- Conducting/Commissioning Performance audit (at the field level wherever possible) for reviewing the actual physical/ financial targets of the programme, the constraints if any, in implementation, the need for strengthening delivery systems, infrastructure/ capacity building etc.
- In gender-neutral sectors such as Defence, Power, Telecom, Communications, Transport and Industry, etc., the GBCs may undertake exercise to identify the possibility of undertaking initiatives/ special measures to facilitate/ improve access to services for women and their active participation in the decision making process at various levels.

PURSUIT OF GENDER CONCERNS WITH VARIOUS MINISTRIES

MINISTRY OF FINANCE

- Micro-finance and its regulation to prevent exploitation.
- Including a column on gender outcomes in the Outcome Budget of GOI to ensure that gender concerns are kept in view.
- Gender sensitive review of monetary and fiscal policies.
- Based on recommendations of workshops held by MWCD, Gender Budgeting Charter issued on 8th March, 2007 mandating Ministries to identify 3-6 programmes for Gender Mainstreaming; Conduct/Commission Performance audit; undertake initiatives/special measures to facilitate/ improve access to services for women.

DEPARTMENT OF COMMERCE

- Gender Implications for Women in SEZ projects and WTO agreements.

MINISTRY OF ENVIRONMENT

- **To make available Carbon Emission Reduction (CER) credits under the Kyoto Protocol to women SHGs for income generation purposes.**

MINISTRY OF SPORTS AND YOUTH AFFAIRS

- **Raising participation of women in sports and according them due recognition.**
- **Youth Bodies of NYKS and NSS to propagate against female foeticide. MWCD is drawing a campaign plan.**
- **Declining sex ratio to be part of training programme for 10,000 National Social Volunteers and Nehru Yuva Sahakari.**

MINISTRY OF HEALTH AND FAMILY WELFARE

- **Health Insurance Scheme for women.**
- **Stringent implementation and eventual amendment of the PC and PNMT Act.**
- **Reduce Maternal and Infant Mortality rates, better immunization levels for girls and increasing number of institutional deliveries.**

PLANNING COMMISSION

- **To ensure that Central and State Plans are engendered and identify outcomes for women.**

MINISTRY OF LAW

- **Compulsory registration of marriages.**
- **Harmonization of various laws to make them gender friendly.**

MINISTRY OF EXTERNAL AFFAIRS

- **To set up helpline in embassies/high commissions abroad for deserted wives/trafficked women. Enable immediate shelter, medical and legal aid and repatriation for women in distress.**

MINISTRY OF OVERSEAS INDIAN AFFAIRS

- **Issue of deserted wives of NRI marriages.**
- **Periodical return on the status of the welfare of female domestic servants in foreign country (especially gulf) by employer.**
- **Tighter immigration measures.**

MINISTRY OF URBAN DEVELOPMENT

Jawahar Lal Urban Renewal Mission: -

- **Safe housing; crèches, health Care Centers and Maternity Centers; hygienic road side public toilets for women; Shelters for women in need of protection; Proper street lightning and transport facilities which are gender friendly.**

MINISTRY OF AGRICULTURE

- **National Gender Resource Centre in Agriculture (NGRCA) serves as a focal point for convergence of all gender related issues in agriculture.**
- **Develop women friendly farm implements, access to credit, better seeds, fertilisers, market linkages etc.**

MINISTRY OF DEFENCE

- **NCC youth body to be involved in campaign against female foeticide. Training workshops by MWCD.**
- **Services Wives Welfare Association to take up issues of female foeticide.**
- **Awareness generation on PNDT for medical personnel of armed forces.**
- **Gender inclusion and non-discrimination in armed forces.**
- **Contract to War widows SHGs to supply to Canteens**

MINISTRY OF PANCHAYATI RAJ INSTITUTIONS

- **Advocacy and sensitization on child sex-ratio and PNDT Act, child marriage, dowry prohibition, domestic violence etc.**
- **Elected women representatives to counsel expectant mothers and families on nutrition, pre and post natal care, safe delivery etc.**
- **To organize SHGs, adolescent groups etc on preventing social evils.**
- **To organize competitions among school students, street plays and IEC material.**

MINISTRY OF INFORMATION TECHNOLOGY

- **Developing information on basic health, child health, reproductive, education and social issues like rights of women etc;**
- **e-governance kiosks to be allotted to women;**
- **Training of Self Help Groups in software solutions;**
- **Developing simple modules to promote computer literacy;**
- **Core group to take stock of inventory of gender oriented technology.**

MINISTRY OF RURAL DEVELOPMENT

- **NREGA norms to be made gender friendly; flexible work norms; women friendly tools and appliances; adequate facilities at work site such as medical aid, drinking water, crèche and toilet facility.**
- **In SGSY to contain IEC on social evils like dowry, female foeticide.**
- **In PMGSY the benefits to women workers such as field facilities, crèches etc.**

MINISTRY OF NEW AND RENEWABLE ENERGY RESOURCES

- **Improved *Chulhas* (stoves) have been scientifically designed and have a thermal efficiency of 20 to 30 percent.**
- **A scheme where solar lanterns are provided to girls studying in the 9th and 10th classes, so that they don't drop out of school.**
- **SHGs trained as women entrepreneurs so that they can be engaged in repairs, maintenance and the sale of renewable energy devices.**
- **Aditya solar shops are also being run exclusively by women.**
- **Test projects on village energy security especially in remote villages, which are inaccessible and cannot be reached by the grid.**

DEPARTMENT OF ATOMIC ENERGY

- **Nuclear Medicine for treatment of thyroid, uterine , ovarian cancer etc**
- **Energy requirements for women**

MINISTRY OF EARTH SCIENCES

- **Crab and lobster tracking technology for elderly and widowed fisherwomen where cages are left in the water. Ensure good catch a good catch and income has gone up from Rs. 300 to Rs. 2000 over a period of time.**

DEPARTMENT OF SPACE

- **Village Resource Centre broadcasts through space on malnutrition, health etc.**
- **EDUSAT & GRAMSAT taking information and education to remote areas.**

DEPARTMENT OF SCIENCE AND TECHNOLOGY

- Earmark funds for undertaking research and technology innovation on health and nutrition of women and children.
- Prepare a directory of technological innovations which have gender impact.

What technology means for Women :

- A bus designed without seats to carry vegetables, goats etc.
- Cotton cloth designed for different uses- Cradle, Carry seeds, fodder etc.
- Low cost disposable sanitary napkins
- Women friendly protective shoes in salt brines

DEPARTMENT OF FOOD

- Accessible and affordable PDS system
- Setting up of Grain Banks in vulnerable areas

DEPARTMENT OF POSTS & TELECOM

- Promotion of Small Saving facilities at Post offices
- Postal Life & Crop Insurance
- SHGs to set up PCOs

MINISTRY OF HOME AFFAIRS

- Setting up of Women *thanas* wherever possible.
- Setting up of women and child help desk in every *thana*.
- Gender sensitization exercises and training for police on women's issues/laws.
- Recruitment of more women police.

Questions-each Ministry/Department must address

- What are the Goals and Objectives that the Ministry/Department seeks to achieve? How do they contribute to the larger National Goal of achieving Gender Equality?
- What are the needs and priorities of women, especially those who are poor, in my Ministry/Departments domain of work?
- Are these presently included and addressed in the Ministry/Department's Policies, Plans, Programmes and Schemes?
- What activities will the Ministry/Department undertake this year that will reduce gender gaps?
- What difficulties does the Ministry/Department face in enabling its services to reach women and girls?
- How can these challenges be addressed?

Budget Stages & Entry Points

Conceptual framework

Entry Points for Gender Budgeting

Pre-requisites for Gender Budgeting

- **Gender orientation and sensitization** of government and non-government stakeholders.
- **Orientation to the concept and tools of GB** – Develop an understanding on “how to” undertake Gender Budgeting for all concerned government officials and policy makers.
- **Gender Relevant Database** –
 - Essential for identifying women’s priorities, developing gender-sensitive programmes/schemes, prioritizing allocations of resources from a gender perspective

Gender Aware Policy Appraisal..contd

Cabinet Notes: are central to policy making and successful execution.

Handbook on writing Cabinet notes, September 2014 explicitly mentions that the aspects of innovation and public accountability would extent relevant, be incorporated.

- **EFC/PIB Memorandum:** All new programmes, projects and schemes (PPS) for which funds are requested should be viewed through a gender.

Gender aware policy Appraisal

Gender Budget Statement (popularly known as statement 20) introduced in Union Budget 2005-06.

A reporting mechanism used by Ministries / Departments programmes from a gender lens and tool for presenting information allocation for women.

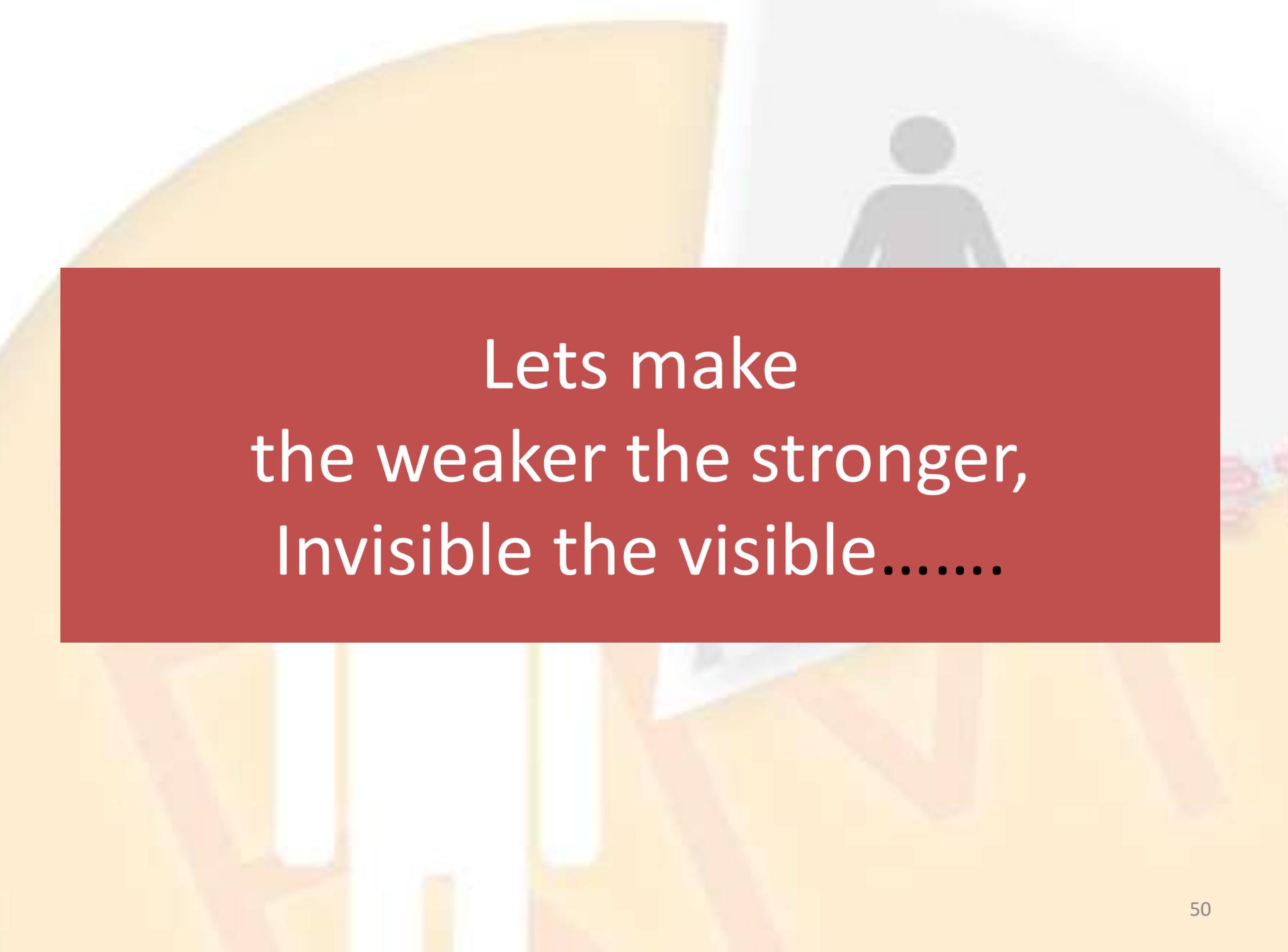
Gender Aware Policy Appraisal..contd

Outcome Budget: Progress card on how Ministries have used the outlays or funds announced in Annual Budget.

Important step was to institutionalize Gender in Outcome Budget Guidelines in 2007-08

Results Framework Document: to improve Government's performance with two purposes

- i. Shift focus of Ministry/Dept from process oriented to result orientation
- ii. Provide objective, fair process to evaluate performance at the end of year



Lets make
the weaker the stronger,
Invisible the visible.....

The background features a logo for 'Gender Budge' with stylized human figures in orange and white. A grey silhouette of a woman is also visible in the upper right. The text 'Gender Budge' is faintly visible in the background.

Thank you