

Budgeting for Gender Equity

State Level Orientation workshop on Gender Responsive Budgeting for Secretaries to the Government of Gujarat

Venue: Sardar Patel Institute of Public Administration, 16th September, 2006
Organized by: Department of Women and Child Development, Government of Gujarat,
Gender Resource Centre, United Nations Population Fund, United Nations
Development Fund for Women
Time: 10.30 a.m to 2 p.m (For ACS/PS/Secretaries)
10.30 a.m to 5 p.m (For Addl. / Joint / Deputy Secretaries)

Session I:

PANEL: Shri J. S. Rana, I.A.S., Principal Secretary, Women and Child Development Department, Government of Gujarat, Dr. Manjula Subrahmaniam, I.A.S., Additional Chief Secretary, Finance Dept. Government of Gujarat, Ms. Benita Sharma, Consultant -UNFPA, Ms. Nandita Mishra, Deputy Secretary, Ministry of Women and Child Development, Government of India, Firoza Mehrotra, UNIFEM Delhi, Sara Pilot, UNIFEM Delhi.

The session started with Ms. Preeti Oza, Director, Gender Resource Centre welcoming all the panel members and the various Secretaries/Joint Secretaries and Deputy Secretaries, who were present at the workshop. She also expressed her gratitude towards the proactive measures and the initiatives taken by the Department of Women and Child Development, Govt. of Gujarat towards integrating Gender Responsive Budget among their budget. The right measures taken at the right time, felt Ms. Oza, would certainly help reducing gender discrepancies and the differential treatment that is meted out to women.

She also expressed her sincere thanks to Shri Rana, for organizing this sensitization programme for all the Secretaries/Joint Secretaries and Deputy Secretaries of the various departments.

Inaugural speech by Shri J. S. Rana:

Mr. Rana, felt that there was a general mis-conception about Gender Responsive Budgeting (GRB). GRB does not imply a separate budget for women; however it means a conscious budgeting towards ensuring a thrust for Gender Equity and the needs of the women (of the respective target area/community). He also stated that the Department of Women and Child, both at the state and at the central level were taking pro-active measures to bring women into focus, while detailing out budgets. This would help in addressing the needs and priorities of women.

An apex steering committee for the state has also been established for GRB. Ms. Manjula Subrahmaniam has been requested to steer this committee. The committee will also have smaller committees headed by various Principal or Additional Secretaries.

Mr. Rana, also thanked the efforts by the Gender Resource Centre (GRC) which took the effort to educate and sensitize various officials of the state departments about the immediate and urgent need for Gender Responsive Budgeting.

He also expressed his thanks to UNIFEM and to the UNFPA for their invaluable inputs

He also mentioned that GRC would act as the Nodal point for GRB in coordination with the Department of Women and Child Development. It shall both disseminate information and will be responsible for the distribution of material. It will also be responsible for the linkages with several partner agencies like the UNIFEM, UNFPA, etc.

Key Note Address by Ms. Manjula Subrahmaniam:

Addressing all the participants present, Ms. Subrahmaniam stated that GRB does not mean portioning of a part of the budget to the women—it does not mean mere diversion of funds, it means that we need to take time to sit back and think, in fact rethink some of our policies.

- What are our policies?
- Whom are they targeting?
- Are we addressing the various inequalities in society?
- Do our policies and budgets also focus on the priorities of women and the society as a whole?

She also felt that for India, this was not a new concept and also mentioned her visit to Colombo for a course on Gender and Equity. Srilanka is one of the countries that tried implemented GRB. She mentioned that many countries attending the conference had started taking GRB seriously, as each country – even the developed ones, faced problems of differential treatments meted out to women; and in some cases a gross violation of human rights.

She quoted the example of a Class IV employee, in case the employee dies, the widowed wife is provided either with the same job as her husband or helped to obtain some computer course, so that she can obtain a menial job. Is that the kind of equity that we are talking of here? How would such an initiative benefit her and the family that she has to now take care off?

The question is—Are we really addressing the right kind of problems with the right kind of solutions?

Does our system, our society provide an alternative beneficial solution in order to help the holistic development of such women?

We need to realize that women and men equally are responsible for shaping the society and each of our actions/decisions will have an affect on women.

For e.g. The Voluntary Retirement Scheme (VRS). This scheme is at time pushed onto employees, whether they want it or not, in the private sector. At times, when the employee opts for VRS himself, there is hardly any counseling to help him invest his money wisely. Most of the times, the employee wastes away the lump sum amount on frivolous expenses and is left with no money, in the end. The developed countries have started taking such social welfare issues seriously and help employees benefit from such schemes as much as possible.

Hence, there is an urgent need to reorient our schemes, so that both men and women do not get sidelined in our march to economic development. The trick is to step back and introspect, so that at the end of the day we are clear about our goals of addressing the various social inequalities present in society.

Ms. Preeti Oza thanked Ms. Subrahmaniam for her active interest in GRB and then welcomed Ms. Nandita Mishra, Deputy Economic Advisor, Women and Child Development, Government of India to present an overview of the initiatives taken at the centre towards Gender Resource Budgeting.

Why Gender Budgeting: Initiatives taken by Govt. Of India: Ms. Nandita Mishra, Deputy Secretary, Ministry of WCD, GoI

Ms. Mishra started her presentation with a brief definition of Gender Resource Budgeting:

*Gender budget initiatives analyze how governments **raise and spend public money**, with the aim of securing **gender equality in decision-making** about public resource allocation; and gender equality in the **distribution of the impact of government budgets**, both in their **benefits** and in their **burdens**. The impact of government budgets on the most disadvantaged groups of women is a focus of special attention. (adopted by IDRC 2001)*

The above definition clearly states the GRB is:

- An exercise to translate stated gender commitments of the Government into budgetary commitments.
- Entails **affirmative action** for empowering women
- Covers assessment of gender differential impact of Government Budgets and policies (Revenue and Expenditure).

Ms. Mishra, furthered her discussion on the GRB by the taking the integration and implementation of GRB in regular programmes. She talked about the various constitutional provisions for women, the women-specific laws and laws that affect women, Policies (e.g. National Policy for Empowerment of Women) and Public Expenditure Programmes. She also categorically stated that the Tenth Plan had several clauses that showcased its commitment towards GRB and women empowerment.

She also quoted the speech of the Finance Minister and stated that the 2005-06 Union Budget, made it mandatory for all departments of the Government of India, to undertake an overview of the Public Expenditure profile, Conduct beneficiary incidence analysis and recommend specific changes in the operational guidelines of schemes, from a gender perspective.

Efforts made by the Union Budget 2005-06 towards a conscious GRB:

- Allocation of **Rs. 28,737 cr.** for benefit of women
- **Monetary incentive** to encourage education of the girl child
- **24 Demand** for grants in **18 Ministries** and Departments
- **Gender Auditing** to be made mandatory from next year onwards

THE CHALLENGE HOWEVER, IS GOING TO BE THE TRANSLATION OF THESE COMMITMENTS INTO BUDGETARY COMMITMENTS AND ADMINISTRATIVE ACTION AND THE EN-GENDERING OF POLICIES AND PROGRAMMES.

Few of the steps that are required for the Budgeting of Gender Equity:

- Quantification of allocation of resources for women
- Gender Audit of policies of the Government
- Impact assessment of various schemes in the Union and State budgets
- Analyzing schematic and policy initiatives and link with impact on status of women related Macro Indicators
- Institutionalizing the generation and collection of gender dis-aggregated data
- Consultations and Capacity building
- Promote gender equity in participation in decision making
- Satellite Accounts

Ms. Mishra also talked about the various tools that would be required for GRB and felt that the table drawn below, would be a small starting exercise for every department to analyze how much it has integrated GRB.

Scheme/ Programme	Objective of scheme	Budget	Gender Component in Budget	Expenditure	
				Total	For women

In order to analyze the Gender component in each of the schemes and policies few of the steps that have to be followed and put into the table above are:

- List Schemes
- Identify Gender Component based on objective
- Surrogate indicators
- Physical targets
- Key Performance indicators
- Key process indicators

These above steps could then result in the following

- Re-prioritization in Allocations based on inputs from Micro level Gender Budgeting-setting up of the right kind of MIS systems.
- Monitoring Releases and Utilization of Funds and achievement of Physical Targets and outcomes
- Enhancement in Allocation to meet Targeted outcomes for women
- Gender Based Profile of Public Expenditure- Situational Analysis/ Benchmark

Thus Ms. Mishra, provided all participants with an all round understanding of the importance of GRB, its analysis and suggested its possible implementation strategies.

The next presentation was by Ms. Firoza Mehrotra, UNIFEM.

She provided the participants with a small background on the concepts of Sex and gender.

Sex - it is biologically determined

Gender varies across cultures and from time to time, sex does not. Moreover, the construction of gender is a historical process

She furthered the discussion by talking about the various Practical and Strategic gender needs, the difference between equity and equality, etc. She also stated that *'Gender cannot be mainstreamed if those who have responsibility for mainstreaming gender are not given budget allocations with the goal'*.

She stated that a budget is

- Not just an annual statement of receipts and expenditures
- It is an instrument for fulfilling the obligations of the state- A political statement of the priorities set by government in resource allocation

Gender Budgeting involves the analysis and construction of general budgets from a gender perspective, analysis of actual Government expenditure and revenue on women and girls as compared to on men and boys. This helps the government decide how policies need to be made, adjusted and reprioritized.

In 1984 Australia was the first country to analyze gender specific distribution of of impacts of state expenditure with inputs only from the civil society. The government was not involved. Hence, this model failed as both stakeholder the government and the civil society were not equally involved.

A similar experiment was also tried in Srilanka but it took only the government into consultation leaving the civil society out of it, hence this model again failed.

Gender budgeting aims to close the gaps and improve links between policy pronouncements, resource allocation and outcomes on gender equality.

It is one of the tools for good governance as it :

1. Ensures Greater Accountability through budgetary allocations vs. actual expenditure
2. Ensures Greater Efficiency: Gender inequality leads to major losses in economic efficiency and human development
3. Transparency: GB can contribute towards demystification of the budget and greater public participation
4. Equality: Budgets unresponsive to the need of those in poverty esp. women and children, will fail to lead to equality in distribution and equity in output and will fail to address gender-specific discrimination

It can be looked upon from three levels:

Inputs: (a) financial appropriations vs. need

(b) appropriations vs. actual expenditure

(c) sector wise shares of expenditure

(d) revenue side: Eg. shifts in incidence between firms, individuals and households.

Activities: supported by appropriations: public services, delivery costs, income transfers

Outcomes: expected from appropriations vs. actual outcomes including unintended ones: whether the money is being used in a manner that effectively achieves planned outcomes and where it is failing

Gender impact of incidence of taxation and other revenue raising measures: looking at income effects, substitution effects, labour market changes, including time spent by women/men on unpaid work etc.

The DWC ministry next year is planning to remove performance budgets and outcome budgets in order to effectively evaluate various schemes. Gender budget cells will be set up in around 32 ministries/departments.

A Gender Responsive Budgeting exercise was conducted along with the government of Rajasthan for six departments:

1. Health
2. Education
3. Women and Child Development
4. Social Welfare
5. Registration and Stamps
6. Agriculture

It resulted in the following data:

Although 24% of the doctors of all health facilities are women, in the rural areas- PHC's only 12% are female-hence women do not prefer going to these.

Primary education: although 46% of the enrolled children are girls, when it comes to girls the % is dismal 18.64%. The supplementary nutrition schemes for children and pregnant women are reaching to only half the targeted population.

The social welfare dept. discovered that 60% of the pensioners were women-who outlive men, generally and hence there was a need to be sensitive to their requirements.

Few of the Recommendations for all government Departments were:

- MIS must ensure sex-disaggregated data
- Impact assessment of at least 2 key programmes / schemes each year
- Study reasons for gap between Budget Estimates (BE) and Revised Estimates (RE)
- All departments to do GRB every alternate year
- Employ more women, especially in departments dealing more with girls and women, like health, education, agriculture, DWCD & SW

- Construct living quarters (in one area) in bigger villages or block HQ for all female village level staff like ANMs, teachers, AWW, doctors etc.

Lessons Learnt:

- Involve as many stakeholders as possible – Government, researchers, civil society
- Political will a key factor
- Government’s buy-in most crucial
- Capacity building across the board from the start essential – later need to create pool of trainers and manuals
- Need for data and research essential, but not for sake of research, but for advocacy and to base our demands/statements on facts
- MUST BE INSTITUTIONALISED – once in the system, chances are it will stay

Ms. Firoza and Ms. Preeti stated that most of the women, were involved in the **Care Economy** and their contribution to the society as a productive labour force was hardly recognized. Ms. Preeti felt that recognition of their efforts through better infrastructure and the amalgamation of their needs in various policy formulations could act as remuneration, in itself.

An analytical framework was developed and will be forwarded by the GRC to the various government departments, where in they shall list down all their schemes and analyze at least, two of them from a gender perspective, and shall mention both the actual and revised estimates for their schemes

This presentation was followed by Ms. Benita Sharma's Introduction to Gender Responsive Budgeting:

Note: Both Ms. Firoza and Ms. Benita Sharma, during their discussions congratulated the Gujarat Government, on the Chiranjeevi Yojana aims to encourage private medical practitioners to provide maternity health services in remote areas which record the highest infant and maternal mortality and thereby improve the institutional delivery rate in Gujarat. The scheme was finally launched as a one year pilot project in December 2005 in five districts viz., Banaskantha, Dahod, Kutch, Panchmahal, and Sabarkantha. The private empanelled providers are reimbursed on capitation payment basis according to which they are reimbursed at a fixed rate for deliveries carried out by them. The payments are made for a batch of 100 deliveries. This is expected to take care of case-mix differences (i.e., normal or complicated deliveries) and help the providers to keep the costs below the reimbursed amounts. The scheme proposes to use a voucher system to target the people living below poverty line

In her presentation Ms. Benita talked about GRB's as an inclusion of women in pre and post sessions for formulation of budgets- a bottom to top approach. For e.g. the SwarnaJayanti Yojana offers credit to women however without any assets women will not be able to take benefits of such schemes. Hence, a gender perspective at all times is a basic requisite. It is a continual process of planning, implementation and review and one needs to constantly question oneself - WHO IS THE RECIPIENT? How the spending is distributed-What are the implications in the short and long terms for the gender distribution of resources and issue of paid and unpaid work?

Of the Three components of a Nation's Economy (Private, Public and Care) the care economy - i.e. unpaid household and community activities which sustain life, providing a labour force for both the public and private sector, is hardly recognized.

Ms. Sharma also discussed the five steps of Gender Budgeting:

1. Describe the situation of women and men, girls and boys, who are served by a particular sector or ministry, such as agriculture, health etc.
2. Examine government policies and programmes in the sector, to see whether they address the 'gender gaps' - that is, inequalities in the service offered to each group as described in the first step.
3. Examine the budget to see whether sufficient money has been allocated to implement effectively the gender-sensitive policies and programmes
4. Monitor whether the allocated money has been spent and who has benefited from the money - for example, whether funding for health

services reached women or men through clinics, hospitals and extension services

5. Go back to the first step and re-examine the situation, to see whether the budget and its associated programme has improved on what was initially described. If yes, how? If not why? What are the gaps and where do they need to be filled up?

Ms. Sharma also talked about linking budgets to policies, about how CBR could be an effective tool for governance, Beneficiary Assessments, Public expenditure: Incidence Analysis, Revenue incidence analysis, how to analyze the effectiveness of various policies towards GRB through Revised and Actual Estimates, etc.

Gender Budget Cells that can cater to all departments will be set up with the help of the DWCD, in a short span of time.

Mr. Varesh Sinha, Principal Secretary, Panchayati Raj requested Ms. Firoza and Ms. Benita to provide the secretaries with a model example as to how such a budgeting should be done, with the help of any policy, they may seem fit.

Ms. Firoza argued that there did not exist any uniform model for Gender Budgeting.

Mr. Sinha, insisted that any fictitious example would also suffice as that would help the secretaries explain the integration of GRB and its perspectives to their juniors and other stakeholders.

Various secretaries stated that one of that Gujarat is far ahead, when it comes to the implementation and formulation of such gender sensitive schemes. However, they agreed with the facilitators and resource persons, that there was a dearth of pool of trainers, who could keep training and disseminating information to new recruits each year.

Ms. Anita Karwal, Commissioner, SPIPA, stated that SPIPA was developing a publication of the various schemes in different government departments. She stated that there are around 469 schemes out of which 53 target women alone. Hence if even in the existing schemes, if there is effective re-thinking and introspection a great difference can be made towards balancing gender equity. She also asked Ms. Nandita Mishra, what the centre was doing towards gender equity even within government departments, to which Ms. Nandita Mishra said that the ministry is currently in the advocacy role and shall gradually move on.

Mr. Gadvi stated another example which showcased the involvement of women in budgeting. He said that most villages have Pani Samitis. For a Pani Samiti to

be recognized it should have a minimum of 3 women representatives. In most villages, the entire Pani Samiti constitutes of women. Out of the 5000 Pani Samitis -1900 have already commissioned their budgets with women playing an active role. He also said mentioned that primary education was free for girls. Moreover, under the Kanya Kelvani Nidhi-the Gujarat Government has made efforts to increase the girl child education. Under this scheme—each girl enrolling in the first standard will be provided with a bond. As per the bond she will be entitled to Rs. 1000 + interest if she continues her education uptill the seventh standard.

Ms. Mona, from the health department also talked about the various efforts initiated by her ministry in order to empower women of the Dangs. These Adivasi women knew nothing about livestock and milk. A women's group was formed with only 52 members initially. They were trained and capacity built to rear cows (they were provided only with cows) and milk them. Today the membership has grown to 25000 women-each earning around 3000-6000 per month. Thus these women today, are economically independent.

At this point again Ms. Benita emphasized that these were examples that made one realize that it was impossible to generate one universal model. There would have to be district specific models, depending on the need and priorities of the women in that region.

Talking about the State's Gender Equity Policy Ms. Karwal stated that certain departments had been identified

Education

Health

Family welfare

Panchayati Raj

Water supply, etc. A larger framework would be jointly developed.

She also strongly suggested an action plan, wherein each department of the state would be visited, they would be given an orientation programme, which would help them identify and re-think about GRB. After suggested changes, and inputs from other stakeholders, each department will be provided with a **time line to integrate and scale up the processes**. The Gujarat State Gender Equity Policy categorically mentions two-six months time for gender convergence in most programmes.

Most secretaries agreed that during mid-term evaluation of the scheme, even the GRB perspectives could be looked at. The Joint Secretary for Finance said that next year would see performance budgets of various schemes. This would help in both understanding the outreach and increasing the efficiency of the scheme.

Post Lunch Session

The post Lunch session saw brainstorming on the Chiranjeevi Yojana how other schemes could use this scheme as a broad base line for GRB.

Ms. Mona from the department of Health, talked about how the health department has realized that it was essential to keep the woman at the centre, in order to ensure the welfare of the family and the Chiranjeevi Yojana. She also felt that the role of the Aanganwadi workers was essential. Initially they provided the rural women with their pregnancy cards that entitled them to several benefits; however most women tend to loose their cards. Hence, they are provided with them, only in the last tri-mester. The health department is concentrating on Quality care. Private health service providers are targeted only for complicated and caesarian deliveries, but we need to strengthen our system when it comes to normal deliveries. The government has developed a package for every 100 deliveries (84% of which are normal) incentives will be provided. {jigna di I think there is some need for information here}

Ms. Oza felt that society owes women, who provide us with a labour force and contribute to the economy in various ways. She stated that we can repay women their dues by ensuring that each delivery will be safe and provide incentives both for her and her new born.

Ms. Mona and the facilitators felt that scaling up was a must. We need to focus on capacity/quality of the scheme, accountability and transparency. There should be case-wise records of services provided. Periodic studies into funds and scopes, for better infrastructure, greater awareness (e.g. Janani suraksha Yojana) and capacity building of Chief District Health officer.

ONE OF THE MOST IMPORTANT QUESTIONS RAISED WAS-THE CHIRANJEEVI YOJANA FOCUSSES ON WOMEN WHO POSSESS A BPL CARD. WHAT IF A POOR FAMILY DID NOT HAVE ONE? HOW DOES THE DEPARTMENT LOOK INTO THOSE?

Ms. Mona felt that these issues are being looked into and shall be addressed.

Few action points before the next workshop were:

1. NARI GAURAV NITI-at least this scheme could incorporate a GRB perspective. A review of the first set of activities and outputs of the same could be conducted.
2. A table (as mentioned above) which list several schemes and their budget categorizations and the GRB perspective will be circulated through the

GRC to all the developments. This should also include impact assessment of two schemes.

3. An HOD (heads of department) workshop will be held after Diwali

The National Rural Employment Scheme was not discussed as there was no one from the Rural Department.

Mr. M.D. Mehta, Joint Commissioner, DWCD gave the vote of thanks.