

Women in Budget 2014-15

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Abstract

Gender Budget Statement (GBS) presented in interim budget 2014-15 was tenth of its kind and it presents in black and white the extent of government seriousness towards upliftment of women in India. This paper makes an analysis of this year's GBS statement using descriptive statistical analysis and finds out that total allocations under GBS in current budget were highest so far as their magnitude in concerned but in percentage terms they are just 5.53 of total expenditure, which is very low considering the fact that women constitute about half of population in India. Some methodological deficiencies that persist in this statement are pointed out and unbalanced sectorial allocation in the composite pool has been revealed.

Key Wards: Budget, Women, Gender, Government.

Introduction

In India women constitute 48.46 percent (Census 2011) of total population and are engaged in a wide variety of occupations especially in unorganized sector. In rural areas, besides routine home engagements they are associated with harvesting, weaving, transplanting, handloom work and producing handicrafts mostly as low paid wage earners or unpaid family workers. They are also engaged in producing and selling a wide variety of goods such as vegetable fruits, flowers, groceries etc. Despite all these economic roles women in India are undermined by asymmetrical power relationships in decision making, personal and social rights, access to resources and entitlement. All this had culminated into weak socio economic development indicators for women in India compared to their male counter parts. In fact terms like Shining India, Bharat Nirman, Feel Good, National building process and Good governance are irrelevant unless we ensure the empowerment of this fair but exploited sex. As a means to this end a fiscal innovation under the name 'Gender Responsive Budgeting' (GRB) was introduced in India that aimed at making the Indian budgets gender responsive, so that provisions to address women issues will be made through budgetary allocations. It is in this context Gender Budget Statement (GBS) was integrated with main budget document in 2005-06 and became its integral part since then. This paper attempts to assess the GBS presented in interim budget document 2014-15 from women perspective.

Gender Budget Statement 2014-15

The GBS in interim union budget 2014-15 presented as statement number 20 was tenth of its kind. Since its inception it has assumed importance, at least, for those who are interested in women issues in India. It reveals in black and white the gender responsiveness of annual budget and hence government's seriousness to accomplish its commitments towards women empowerment. Pertinently, UPA government had spelt out empowerment of women; politically, educationally, economically and legally as one of the six basic principles of its governance. To have a broader assessment of this year's GBS, this paper examines the different aspect of the statement under different headings in subsequent sections followed by conclusion at the end. All the data used in this paper has been collected from Union budgets of Government of India published since 2005-06, economic surveys and simple descriptive statistics has been used to assess the figures.

Source Dimensions

All the contributory components of Gender Budgeting Statements (GBS) basically stem from the demands made by various Ministries, Departments and Union territories. As such number of demands considered in GBS from overall budget gives a fair idea of the extent to which gender budgeting exercise has percolated in to Indian budgetary process. However, since 2006-07 budgets these demands are presented separately under part A and part B of GBS. Part A includes the demands which are exclusively for women while under part B those demands are enlisted which have a minimum of 30 per cent of total allocations meant for women. Figures pertaining to number of demands are presented in table (01).

Table-1

| | 2005-06 | 2006-07 | 2007-08 | 2008-09 | 2009-10 | 2010-11 | 2011-12 | 2012-13 | 2013-14 | 2014-15 |
|--------|----------------|---------|---------|---------|---------|---------|---------|---------|---------|---------|
| Part A | (10) | 17 | 21 | 20 | 22 | 22 | 22 | 20 | 22 | 23 |
| Part B | No bifurcation | 13 | 21 | 20 | 26 | 26 | 29 | 27 | 29 | 31 |

Source : Budget documents since 2005-06

As clearly depicted in table (01) number of demands had continuously increased. In the interim budget of 2014-15 we have one addition under part A in the form of demand Number 13 that is from department of posts that has appeared for the first in GBS of union budget. Similarly number had increased to 31 under part B with two more departments joining the Gender budgeting exercise. Demand number 12 from department of industrial policy and promotion and demand number 91 from department of disability affairs showing due concern towards women issues have added these two units under part B. Taking care of double entry of some demands in GBS the net number of demands in current budget has increased to 39 (covering various ministries, departments and union territories) from 10 in 2005-06 when this exercise actually commenced. The continuous increase in number of demands under both parts is encouraging from view point of women empowerment. because on one hand it implies that more and more ministries/departments are coming with increased number of schemes exclusively for women upliftment, while on other hand it amounts to growing realization within the government about the relevance of this exercise, which in the long run may help in accomplishing the objective of Gender budgeting– inclusive growth through women empowerment. It is also encouraging that number of demands under part B have increased to 31 and are more than number of demands under part A. because it means that our budgetary process is being moulded in a manner where responsibility of women empowerment has not been restricted just to historically perceived “women related” ministries but is getting extended to ministries/departments like Ministry of earth sciences, department of electronics and information technology and others that earlier were perceived as aliens to women issues. In this context, Inclusion of department of posts, department of disability affairs and department of industrial policy and promotion in current budget in a welcome step.

Magnitude

“Hon’ble Members will be happy to know that I propose They will also be happy to find that the gender budget has `97,533 crore ...”
 (Budget speech 2014-15)

This statement conveys that for current fiscal the amount of money that is targeted at women is Rupees 97,533 crore, comprising of allocations exclusively for women and those meant partly for them. Information pertaining to this final figure is summarized in table (02). As is evident from table, total magnitude of gender budget has gone up from Rupees 85495.42 crore (RE) for 2013-14 to Rupees 97532.98 crore in 2013-14. In percentage terms this amounts to a rise of 14.07 percent compared to increase of 13.75 percent in overall

budgetary expenditures for the same period. Thus increases in women related funds are almost at par with overall increase in budgetary allocations. However digging a bit down one finds out that actually there had occurred only 9.16 percent increase in allocations under part A while part B allocations had increased by 16.03 percents. Thus there is a need to balance this increase under two parts and priority should always be for allocations under part A as they are exclusively for women upliftment. Further, GB allocations in 2014-15 as percentage of total expenditures (5.53) had decreased compared to 2013-14 (5.83). Taking cognizance of 2011 census figures which report that women constitute 48.46 of total population efforts should be made to significantly increase the budgetary allocations for both parts of GB statement which currently constitute just 5.53 percent of total expenditure.

Table (02) (crore Rupees)

| GB statement year | | Allocations under part A | Allocations under Part B | Total allocations (A+B) | GB allocations as % of total expenditures |
|----------------------------|----|--------------------------|--------------------------|-------------------------|---|
| 2013-14 | BE | 27248.19 | 69885.51 | 97133.7 | 5.8328 |
| | RE | 24285.11 | 61210.31 | 85495.42 | 5.5156 |
| 2014-15 | BE | 26511.06 | 71021.92 | 97532.98 | 5.5315 |
| percentage increase | | 9.1659 | 16.02934 | 14.079 | |

Sectoral Analysis

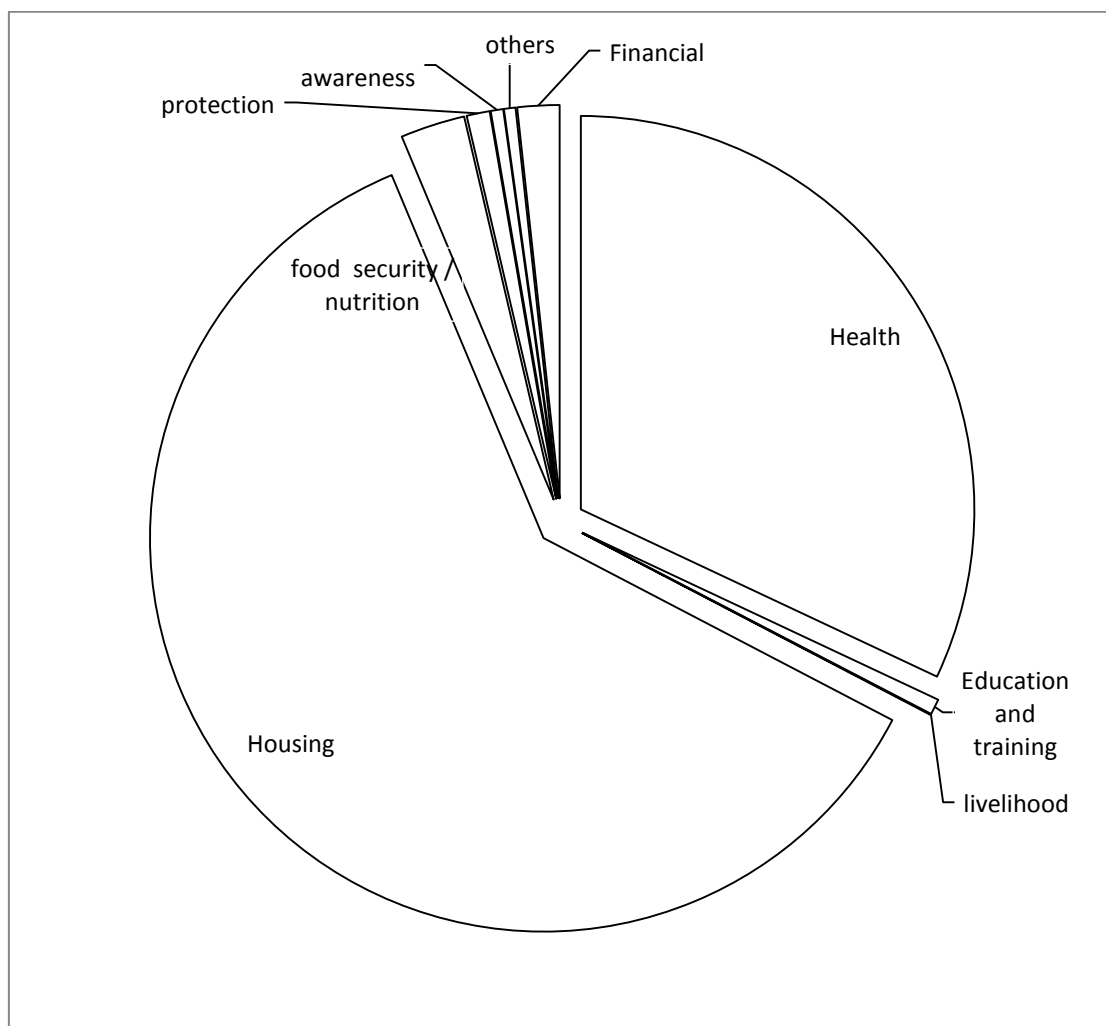
In order to broaden the analytical framework to assess the current budget from women perspective, we take a sectoral view of pool of rupees 26511.06 crore allocated under part B. Since funds under Part B do not have any clear cut methodology associated with them we leave that portion from this part of analysis. In order to understand the priorities of allocation in terms of different sectors schemes in GB statement (part A) have been categorized under different heads:

- Education and training includes schemes that promote education directly or indirectly.
- Livelihood includes those schemes that aim at income generating activities for women and those aimed at imparting technical education.
- Health includes health related schemes.
- Housing includes schemes meeting shelter needs of women.
- Protection includes schemes for women in different circumstances and victims of rape, domestic violence etc.
- Awareness generation includes schemes and expenditures on bodies that raise women issues at different platforms and strive for their rights.
- Finance includes schemes which involve direct cash transfer to women.
- Food relates to schemes for meeting the nutritional requirements of women.

The percentage share that goes to different sectors as per above categorization is summarized in table (03). From table it is clear housing had occupied the maximum share this is due to the Indra Awas Yojna (IAY) scheme, which is further discussed under heading Methodological deficiencies in this paper. Education is lagging far behind the health sector for the reason that in current budget, for schemes mentioned under part A of last budget no allocation has been made .so there is need to enhance allocation for schemes in education sector that fall in part A of GBS.

Table (03)

| Health | Education and training | livelihood | Housing | food / nutrition | protection | awareness | Financial | others |
|---------|------------------------|------------|---------|------------------|------------|-----------|-----------|----------|
| 31.9855 | 0.641412 | 0.02780 | 61.0376 | 2.65202 | 0.94715 | 0.51093 | 1.723819 | 0.473615 |



Methodological Deficiencies

So many changes have been made in the components of GBS so as to cull out a fair figure from total budgetary allocations since 2005-06. For example, ICDS that earlier appeared under part A has been shifted to Part B after realisation that it was not specifically meant for women and had caused huge bias towards Part A, because of its enormous allocations. However, some methodological deficiencies still linger on with this statement that need to be corrected for so that final GBS amount will give a clear idea about the

gender sensitiveness of the budget. Demand number 84 from department of rural development shows allocation of 16000 crore rupees for Indra Awas Yojna scheme. This is infact the largest entry under part A, but it needs to be considered that houses built under this scheme are for whole family and they are only recorded under the name of female and as such is a poverty alleviation scheme in general and not a women specific scheme. If this component is dealt with wisely it will significantly influence the GBS. A good number (31 in total) of demands appears under part B. but none of the ministries/Department comes out with a methodology whereby the calculate that a minimum of 30% of such allocations are for women. Demand number 30 by ministry of earth sciences shows a total amount of 75 crore rupees for atmospheric processes and modeling and services, ocean science and services and ocean technology. Taking a minimum of 30% of such allocations needs some methodological explanation. Further, notion of GBS is perceived, at least by common man, as budgetary effort for Indian women. So there is a need that demands by Ministry of external affairs (no. 32 in 2014-15 interim budget) should be treated wisely by incorporation allocations meant for women in foreign countries under a separate heading (say part C).

Ministry of Women and Child Development

This Ministry has played a pioneer role in integrating the exercise of gender budgeting with general process of budgeting in India and even at present provides support for organizing workshops and disseminating the concepts, strategies and tools of Gender Budgeting to the Central Government Ministries/Departments, State Govt. Departments, and State Commissions for Women, State Institutes of Rural Development etc., and preparation of resource / training manuals for facilitating adoption of Gender Budgeting by various stakeholders. Further it is perceived to be “women related” and an assessment its budget is considered necessary in this paper to have much clear picture of current budget from women perspective. Tables (4 a,4b) provide summary of the budget for this ministry.

Schemes mentioned under part A of GB statement from this ministry have reported an increase of 46.39 which is encouraging sign considering the fact that all these schemes are exclusively for women. Highest increase in percentage terms is reported allocations for “Swadhar” which was introduced in 2001-02 and is meant to address the requirements of women in difficult circumstances. The objective of the scheme is to comprehensively rehabilitate widows, victims of trafficking, victims of natural calamities, mentally challenged and destitute women. This will surely help in bringing more and more beneficiaries under its umbrella so as to serve the basic purpose of gender budgeting. The allocations for the component “gender Budgeting” had remained unchanged which is undesirable keeping in view the need to improve the gender sensitiveness of budget. Since this scheme provides support for organizing workshops and disseminating the concepts, strategies and tools of Gender Budgeting to the Central Government Ministries/Departments, State Govt. Departments, and State Commissions for Women, State Institutes of Rural Development etc., and preparation of resource / training manuals for facilitating adoption of Gender Budgeting by various stakeholders, allocations should not be let stagnant at this time when Gender sensitiveness has not been achieved significantly and women continue to lag in different development parameters. Further for schemes under part B the total allocations have been increased by 12.91 percents which is significant considering the fact that overall budgetary allocations have increased by 13.75 percent.

Table (4a)

| components | BE 2013-14 | RE 2013-14 | BE 2014- 15 | percentage increase |
|--|------------|------------|-------------|---------------------|
| Part A | | | | |
| 1. Hostels for Working Women | 20 | 15 | 25 | 66.6666667 |
| 2. Support to Training & Employment programme (STEP) | 20 | 10 | 20 | 100 |
| 3. Central Social Welfare Board | 70.85 | 71.95 | 80.91 | 12.4530924 |
| 4 Rashtriya Mahila Kosh | 20 | | 20 | |
| 5 One Stop crisis centre . | | | 20 | |
| 6 Swadhar | 75 | 55 | 115 | 109.090909 |
| 7 Restorative justice to Rape Victims | 85 | | 30 | |
| 8 National Commission for Women | 19.13 | 18.38 | 19.95 | 8.54189336 |
| 9 Gender Budgeting | 1 | 1 | 1 | 0 |
| 10 Conditional Cash Transfer for girl child with Insurance cover (Dhanlakshmi) | 10 | 5 | 5 | 0 |
| 11 Comprehensive scheme for combating trafficking (Ujjawala) | 13 | 13 | 16 | 23.0769231 |
| 12 Priyadarshini Scheme | 15 | 13.5 | 15 | 11.1111111 |
| 13 Rajiv Gandhi Scheme for Empowerment of Adolescent Girls (SABLA) | 650 | 585 | 700 | 19.6581197 |
| 14 Assistance for construction of shelter homes for single women /destitute and widows | | | 20 | |
| 15 Assistance to States for implementation of Protection of women from Domestic Violence Act | | | 50 | |
| 16 Women's Helpline | | | 10 | |
| 17 Indira Gandhi Matritva Sahyog Yojna (IGMSY) | 500 | 300 | 400 | 33.3333333 |
| 18 National Mission for Empowerment of Women | 55 | 31 | 90 | 190.322581 |
| Total | 1553.98 | 1118.83 | 1637.86 | 46.3904257 |

Table (4b)

| Component | BE 2013-14 | RE 2013-14 | BE 2014 15 | percentage increase |
|---|------------|------------|------------|---------------------|
| Part B | | | | |
| 1 Rajiv Gandhi National Crèche Scheme | 55 | 49.5 | 62.5 | 26.2626263 |
| 2 Scheme for the Welfare of Working Children in need of care & Protection | 5 | 4 | 5 | 25 |
| 3 Integrated Child Development Scheme(ICDS) | 10443 | 9624.08 | 10735.05 | 11.5436488 |
| 4 Integrated Child Protection Scheme(ICPS) | 150 | 135 | 200 | 48.1481481 |
| 5 National Nutrition Mission | 150 | 100 | 150 | 50 |
| 6 National Institute of Public Cooperation & Child Development | 15.37 | 14.58 | 17 | 16.5980796 |
| 7 National Commission for the Protection of Child Rights | 6.5 | 6.5 | 7.5 | 15.3846154 |

| | | | | |
|--|----------|----------|----------|------------|
| 8 Central Adoption Resource Agency | 5.45 | 4.17 | 5.99 | 43.6450839 |
| 9 Innovative Work on Women & Children | 1.5 | 0.5 | 1.5 | 200 |
| 10 Nutrition Education Scheme (Food & nutrition board) | 13 | 9.6 | 18 | 87.5 |
| 11 World Bank ICDS-iv project | 73 | 60 | 98 | 63.3333333 |
| Total | 10917.82 | 10007.93 | 11300.54 | 12.9158577 |

Conclusion

Gender Responsive Budgeting is a fiscal innovation that aims at backing the gender commitments by necessary budgetary allocations so as to ensure practical benefits for the fair but exploited sex of human population in India. It had put to an end the era of gender neutral public expenditure that had resulted in to unbalanced benefit incidences when viewed through gender lens. GBS in the latest budget was in fact tenth of its kind in row and had highest allocation so far as short history of GBS is concerned. It implies that this concept has now been institutionalized in Indian budgetary process and hence is laudable. In 2014-15 budget net number of demands had increased to 39 from 10 in 2005-06 which is a good sign however care should be taken in future towards increasing the number of demands under part A which are continuously lagging behind to number of demands under part B. Although women constitute about half of total population but budgetary allocations under both parts of GBS amount to only 5.53 per cent of total budgetary expenditure that could be possible cause for continued dismal development indicators for women in India As such there is need to increase GBS allocations both in absolute and Relative terms. Drastic reduction in allocations pertaining to education sector in current budget had reduced its share that may have long term repercussions if not revived in future budgets. Again the inclusion of IAY scheme under part A is creating large bias in favour of housing sector although its benefits are for whole family. So, some methodological revision to fix place of this scheme in GBS is also necessary. Budget of ministry of women and child development that works towards same end has been given a significant increase in this fiscal however allocations under heading 'gender budgeting' had stagnated and need some increase in future budgets so as to widen and deepen the roots of Gender budgeting in the field of Budgeting in India.

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