Gender responsive budgeting: Achievements & challenges
A strategy **adopted in Beijing** as the primary tool for promoting gender equality worldwide.

“... governments and other actors should promote an active and visible policy of mainstreaming a gender perspective in all policies and programmes so that, **before decisions are taken**, an analysis is made of the effects on women and men, respectively.” (Beijing Platform for Action, 1995, para 79)
In July 1997, **UN ECOSOC** defined it as:

- "the process of assessing the implications for women and men of any **planned action, including legislation, policies or programmes, in any area and at all levels.**"

- a strategy for making the concerns and experiences of women and men an integral part of the **design, implementation, monitoring and evaluation of policies and programmes in all political, economic and societal spheres.**
Some common MISCONCEPTIONS
MYTH-1

- GRB means a separate budget for women.
MYTH-2

- GRB is about spending same on men and women.
MYTH-3

- GRB interventions can be copy-pasted

“Yes, we are committed. Give us the recipe/the methodology and we will do it.”
GRB is an end in itself:

“If we put gender in the budget circular, we will have done GRB”.
MYTH-5

- GRB is a luxury in a country facing pressing economic problems:

“We are dealing with big problems related to unemployment/education/etc. We should prioritize those, and cannot work on GRB as the wealthy countries”
MYTH-6

- GRB is primarily about economics:
  “We don’t have capacity to work on GRB; we are not economists.”

- Only accountants/budget officers need to be concerned about GRB.
MYTH-7

GRB is the responsibility of the gender machinery and women’s non-governmental organizations.
GRB is only about those schemes that are entirely meant for women.
Why should governments be concerned about gender issues in budgets?

1. Enhancing Accountability and Transparency

WSSD, BPFA, ICPD, CEDAW-- Key obstacle is the inadequate allocation of and ineffective and inequitable use of public resources

"Your budget decisions really show your policy priorities. You can say your priority is poverty, but it's your budget decision that shows whether that priority is matched by spending". Ms. Pregs Govender, South African MP

2. Economic Efficiency Argument

Gender inequality has an economic cost.

GRB Initiatives can improve budgetary performance and optimize the use of limited resources

3. Women’s Rights Argument
Economic efficiency argument
A range of technical tools have been proposed for carrying out gender responsive budget analyses.

The GRB approach does not provide a single blueprint that fits every context.

The challenge is choosing the appropriate tools to meet the requirements of a given context and people involved.
Debbie Budlender’s Five Step Framework

▶ Analysis of the situation of women, men, girls and boys in a given sector.
▶ Assessment of the extent to which policies address the gendered situation. **Budget Speak: Activities**
▶ Assessment of whether budget allocations are adequate, in order to implement gender-responsive policies. **Budget Speak: Inputs**
▶ Assessment of short-term outputs of expenditure, in order to evaluate how resources are actually spent, and policies and programmes implemented. **Budget Speak: Outputs**
▶ Assessment of the long-term outcomes or impact expenditures might have. **Budget Speak: Outcomes**
Diane Elson’s Tools

- **Tool 1:** Sex-disaggregated Public Expenditure Benefit Incidence Analyses.
- **Tool 2:** Sex-disaggregated Beneficiary Assessments of Public Service Delivery and Budget Priorities.
- **Tool 3:** Sex-disaggregated Analyses of Budget Impact on Time Use.
- **Tool 4:** Gender-Aware Budget Statements.
Institutionalizing GRB in India

WHAT HAS HAPPENED SO FAR?
Official Acceptance/Political Commitment: Endorsement Phase

**Indicators:** GRB endorsed in State Policy for Women (a clear GRB strategy) & other official instructions issued to this effect

Orientation of Key Players & Consultative Dialogue to operationalize GRB

**Indicators:** GRB consultation Workshops for senior Officials and decisions taken

Institutional Structure for GRB: The Nodal agency, Gender Budget Cells, Oversight Responsibilities (clear defined constitution, roles and mandate) & Technical experts

**Indicators:** GBCs or equivalent constituted with clear mandate, Technical experts engaged

Endorse GRB Tools: The Gender Budget Statement & Budget Circulars

**Indicators:** Format of the Statement, clear instructions to Budget Officials, trainings for filling formats
<table>
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<tr>
<th>Plan Period</th>
<th>Description</th>
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<td>Eighth Plan (1992-97)</td>
<td>Government of India (GoI) acknowledged the need for committed resources to advance GE and WE measures. No reference to how this could be achieved- silent on strategy.</td>
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<td>Ninth Plan (1997-2002)</td>
<td>Introduced the Women’s Component Plan (WCP)- both the Centre and State governments to ensure that not less than 30 per cent of the funds/benefits from all development sectors flowed to women’s programmes. Recognized not only the importance of committed investments but also indicated the minimum criterion.</td>
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<td>Tenth Plan (2002-07)</td>
<td>Linked the concepts of WCP and GRB. Charted another major shift to look beyond 30 per cent allocations and beyond plan outlays. GRB was officially adopted and institutionalized by the GoI in 2005-06, with the introduction of the Gender Budget Statement (GBS). The GBS reflects the quantum of budgetary allocations for programmes/ schemes that substantially benefit women.</td>
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<td>11th Plan (2007-12)</td>
<td>Centre staged GRB as an important strategy for gender equality. GRB should happen across the board and across sectors. State governments were also directed to institutionalise GRB. The WCP was eventually replaced by GRB.</td>
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<td>12th Plan (2012-17)</td>
<td>Underscores the need for institutionalizing GRB with greater visibility. Highlights the need for GA.</td>
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I. Producing the Gender Budget Statement (GBS)

- A Gender Budget Statement was introduced in the Union Budget in 2005-06.
- The GBS is divided into two parts:
  
  **PART A**: Details schemes in which 100 percent allocations are for women.
  
  **PART B**: Reflects schemes where the allocations for women constitute at least 30 per cent of the provisions.
Allocations in Part A of GBS as a proportion of the Union Budget and GDP

Source: CBGA, 2015
II. Establishing Gender Budget Cells


- Act as nodal agency for all GB initiatives.
- Identifying of minimum 3 programmes and conduct an analysis of gender issues addressed by them.
- Organise meetings/consultations of GBCs of related departments.
- Identify possibilities of introducing special measures.
- Chapter on gender perspective in that sector in outcome/performance budget/annual report.
- Guide and undertake collection of sex-disaggregated data.
- Guide GB initiatives in departments as well as in field units implementing programmes.
- Conduct gender-based impact analysis, beneficiary needs assessment and benefit incidence analysis.
EFFORTS AT THE STATE LEVEL
Some overall trends

1. Official adoption of Gender Budgeting

- 19 States & UTs adopted gender budgeting.
- **Official adoption**: Mention in state policy/budget speech. Formal processes followed much later (Odisha, UP, Karnataka)
- **Kerala’s WCP at the local level**: Guidelines to allocate at least 10% of the plan resources specifically for women.

- **Nodal agencies for GB usually**: Department of Women & Child (38%) closely followed by Department of Social Welfare (31%) and Department of Finance (25%).
- **Department of Planning & Coordination** is the nodal agency for GB only for Nagaland.
- Gender Budget Cells formed mostly in the nodal agencies (J&K, HP, MP, Gujarat, Karnataka, Maharashtra, Nagaland).
3. Key strategies: research and capacity building

- Gender appraisals of select departments (Rajasthan), gender analysis of budgets (Gujarat), independent assessments of gender budgeting efforts at the state level (CBGA, UN agencies).
- Several capacity building workshops by MWCD on GB.
- Some states have produced manuals, brochures etc., on GB, in local languages.

4. Institutionalised processes

- **State level committees** constituted (Rajasthan, Nagaland, Karnataka)
- **Gender Budget Cells** formed in line departments (Himachal Pradesh: 52 Departments, Tripura: 18 Departments, MP).
- **Gender desks** in every department (Rajasthan).
- **Nodal officers** designated for gender budgeting (Gujarat).
- **No formal mechanism**: Uttar Pradesh, Jharkhand, Manipur, Lakshadweep, Sikkim.
5. GBS: the most commonly used tool

**Gender Budget Statements** being produced as part of the state budget every year (11 States).

Framework of the Union Government followed by most states (MP, Karnataka, Bihar, Chhattisgarh)

**Rajasthan**

- Part A: Schemes in which 100% allocations are for women
- Part B: At least 30%
- Part A: >70% provisions for women
- Part B: 30-70% provisions for women
- PART C: 10-30% provisions for women
- PART D: <10% provisions for women
6. GB interventions mapped out on the budget cycle

- Pre Budget Consultations (Odisha, Jharkhand)
- Engendering Budget Call Circulars -- Gender Budget Statements (10 states)
- Assess new policies for gender EFC-- (Odisha)
- Participatory budgeting (Pune)

✓ Audit of gender budget statements by C&AG
✓ Gender Audits (Union level in select ministries)
✓ Gender markers in performance audit (Karnataka)

✓ Collection of sex disaggregated data.
✓ Performance budget, Annual Reports
✓ Using tools such as social audits, PETS, citizens report cards etc. (CSOs)

✓ Analysis and demystification (Budget work organisations)
✓ Legislative questions and Debates
✓ Influencing the media (CSOs)
7. Some efforts:

Gender Sub Plans at District level: Rajasthan
- Gender Sub Plans at the District level were prepared for Pali and Ajmer on a pilot basis. The modalities of developing gender sub plans for all districts is underway.
- High level committee in 2009: Headed by the CS with PS – Finance, Planning, WCD.

Coordinated effort: Karnataka
Gender Budget Cell, Department of Finance prepares the Gender Budget Statement. The Department of Planning monitors the implementation of schemes using Monthly Programme Implementation Calendar – a planning and expenditure monitoring tool. The DWCD in collaboration with the Planning Department monitors Karnataka Mahila Abhivruddhi Yojane and GB.

Monitoring and Coordination of gender budgeting initiatives: MP:
A Monitoring Committee formed in January 2014 to oversee and coordinate GB efforts. Comprises following members: PS/Secretary of Departments of Planning, Finance and DWCD. The Commissioner, Directorate of Women Empowerment serves as the Secretary with the Additional Chief Secretary, Department of Rural Development and Panchayati Raj as the chair.

Engendering Planning: Kerala
Workshop on Gender Budgeting-Making it Feasible through Plan Write-ups in October 2009 to provide Department officials with guidelines for making gender sensitive write-ups in respect of schemes in women related and unrelated sectors. One major scheme planned for 2010-11 is “Women Friendly Infrastructure”, both physical and social, cutting across many Departments - Transport, PWD, Power, Police, IT, Science and Technology, Housing, Health and Social Welfare (Rs.40 cr). No. of depts. with women specific schemes went up from 10 in 2009-10 to 17 in 2010-11.
8. Going forward

5 concrete proposals:

❖ Purposive gender planning
❖ Lets explore other tools
❖ Expanding efforts from state to district and local levels (Fourteenth Finance Commission)
❖ More effective monitoring of GB
❖ Linking to outcomes is important.
Thank you!