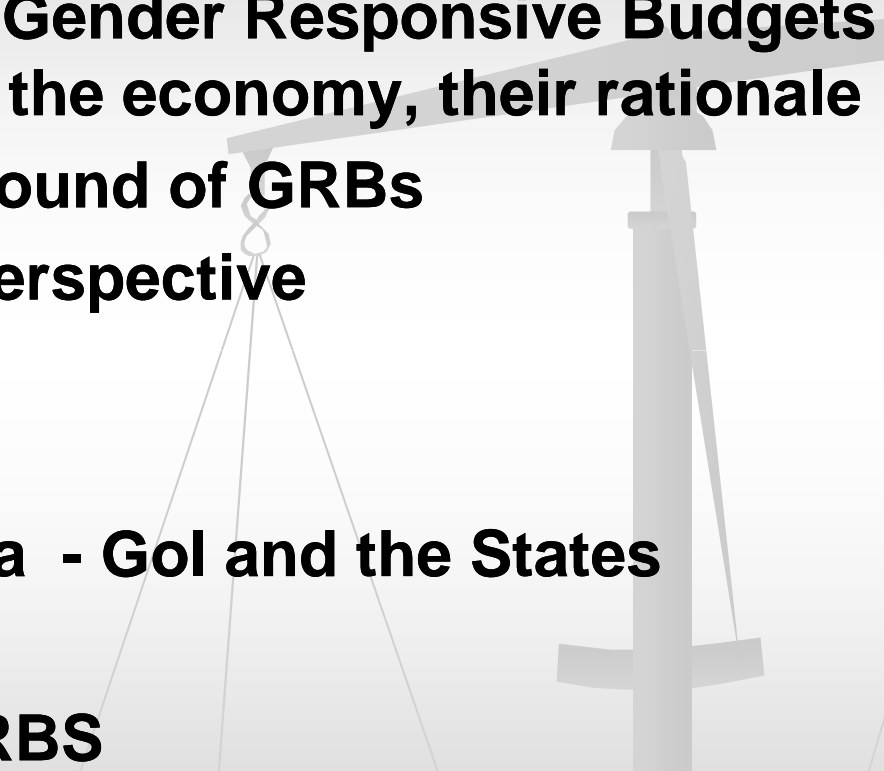


# **Gender Responsive Budgets (GRBs):**



**Sarojini Ganju Thakur  
Bangalore 7.9.2012**

# Structure of Presentation

- **A recap – What are Gender Responsive Budgets (GRBs)/gender and the economy, their rationale**
  - **History and Background of GRBs**
    - **An international perspective**
    - **In India**
  - **Who does GRBs**
  - **Experiences in India - Gol and the States**
  - **Lessons Learned**
  - **Looking beyond GRBS**
- 

# Gender and the Economy

## Financing Gender Equality..... not only

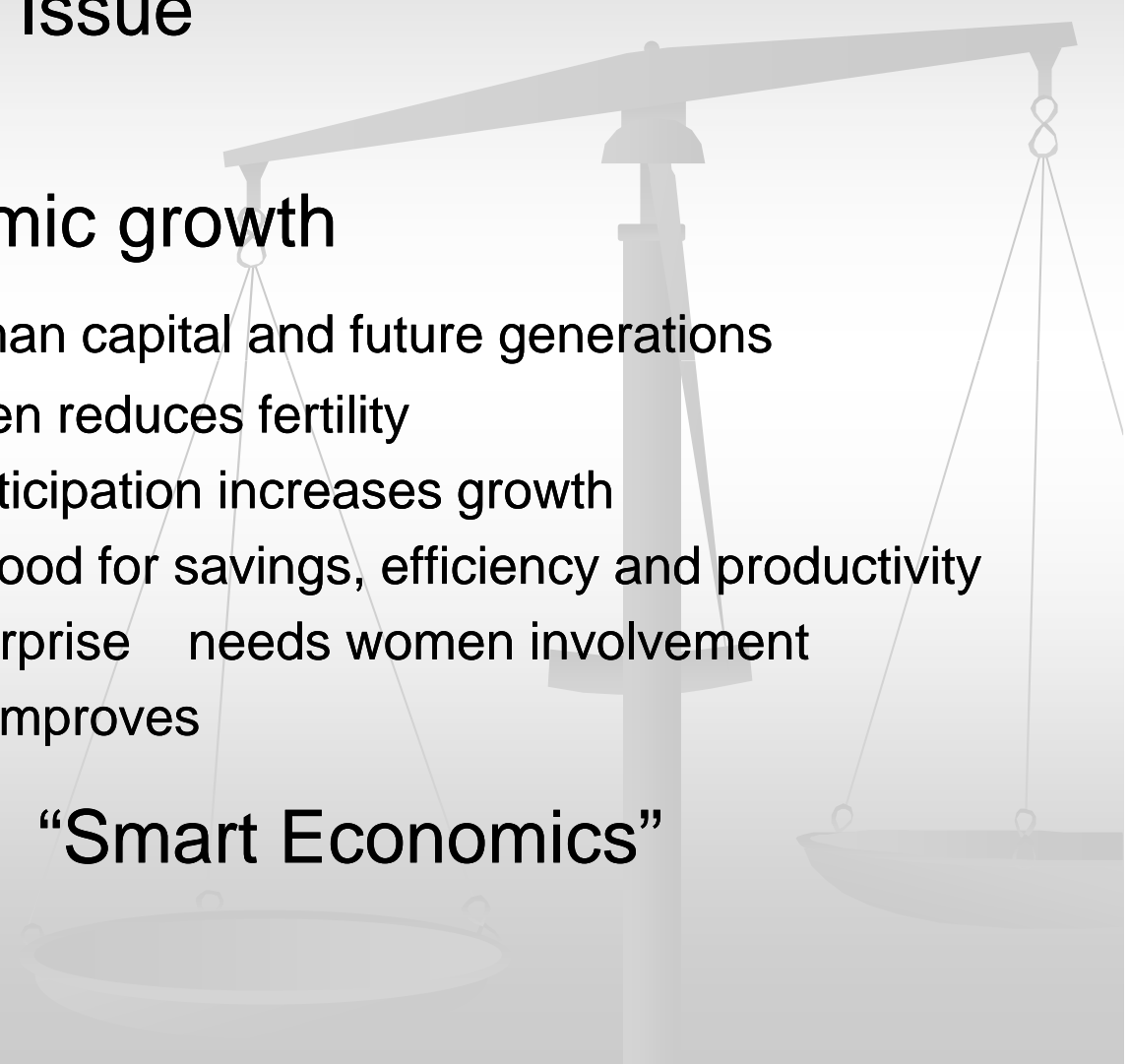
- A Human Rights Issue

but also

- Linked to economic growth

- Investment in human capital and future generations
- Education of women reduces fertility
- Labour market participation increases growth
- Wage equality is good for savings, efficiency and productivity
- Business and enterprise needs women involvement
- Rural productivity improves

Financing women is “Smart Economics”

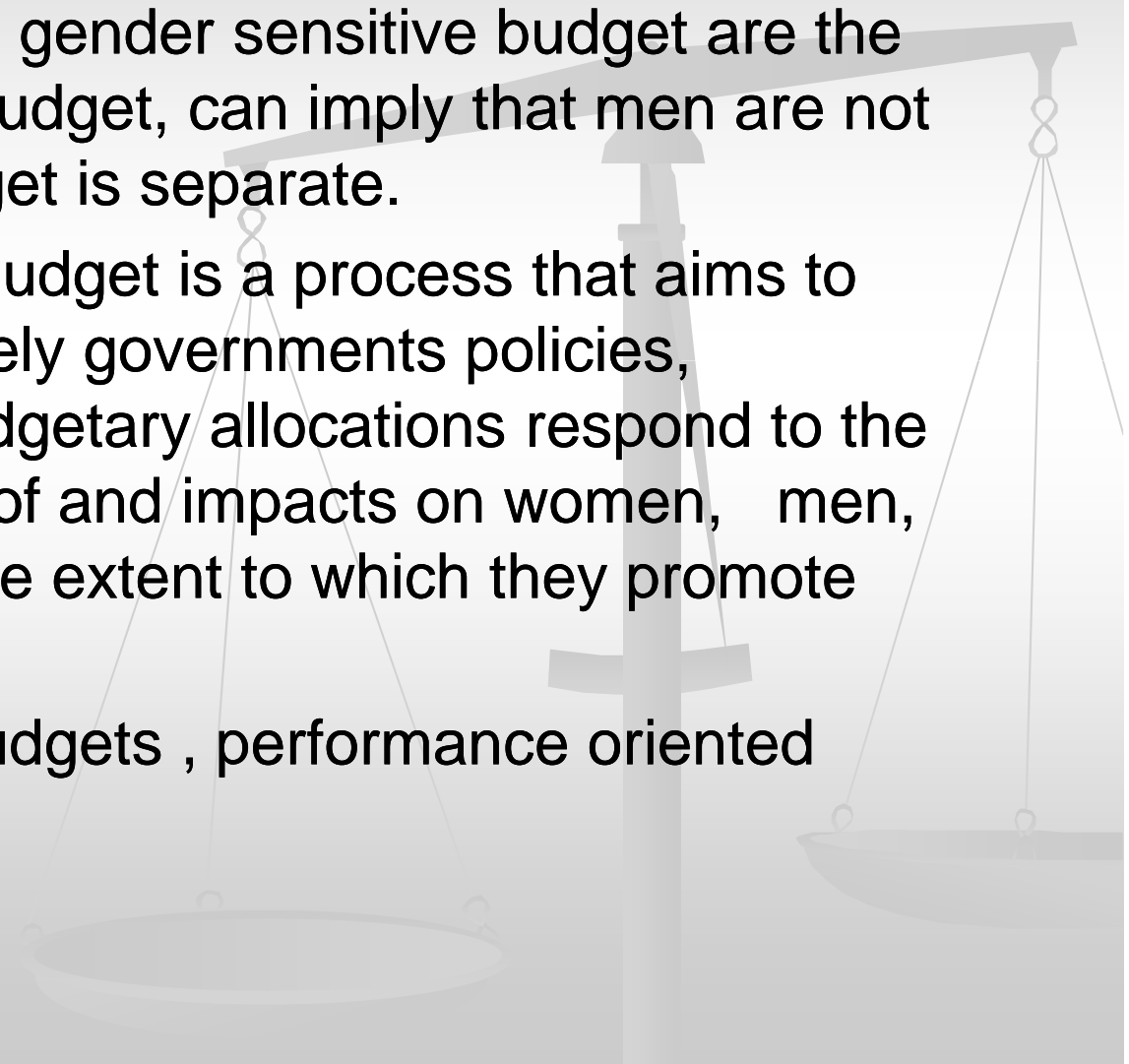


# Background

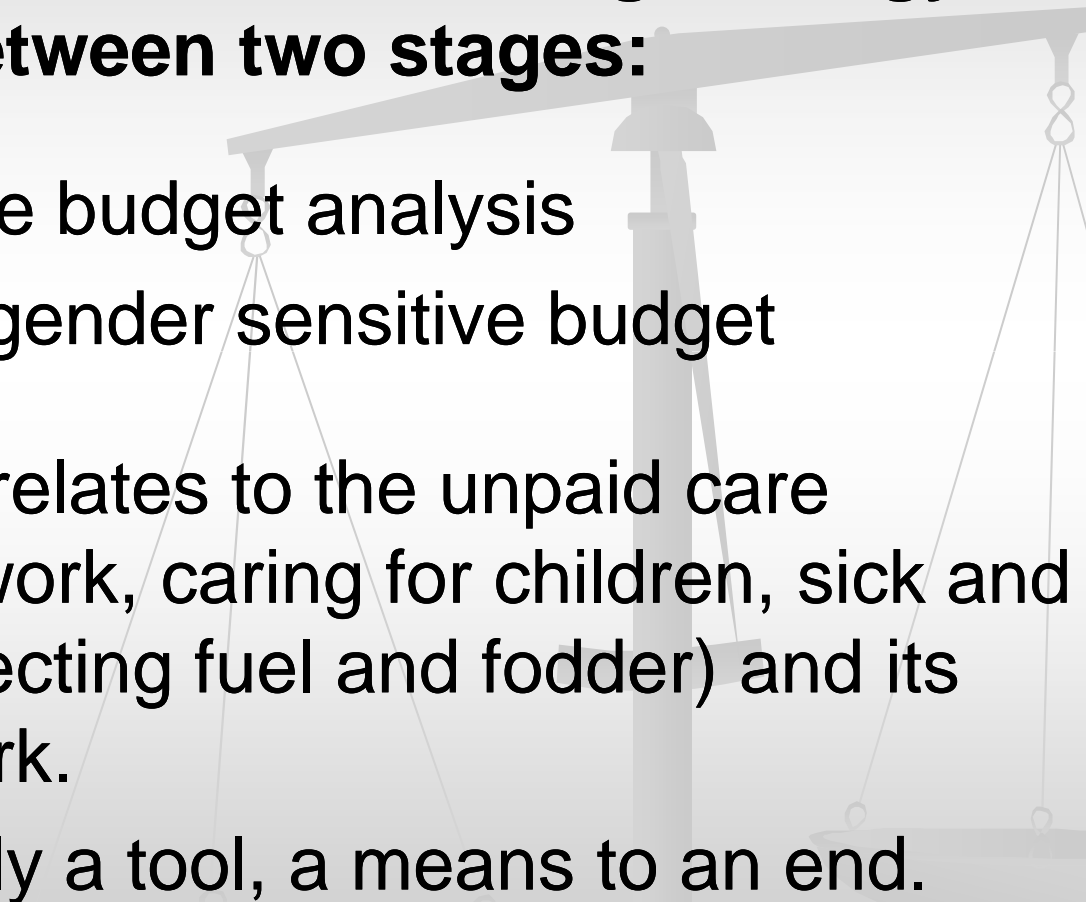
- Budget is a political tool , outlines priorities of resource allocation -Primary impact of budgets, secondary macroeconomic impacts
- Substantive equality and formal equality – special rights
- Enabling legislations, MDGs, National Policy for Empowerment of Women, Beijing Platform for Action, CEDAW but . .

# What are GRBs

- Terms such as GRB, gender sensitive budget are the same but women's budget, can imply that men are not considered and budget is separate.
- Gender responsive budget is a process that aims to analyze how effectively governments policies, programmes and budgetary allocations respond to the differentiated needs of and impacts on women, men, girls and boys and the extent to which they promote gender equality.
- Link with outcome budgets , performance oriented budgeting



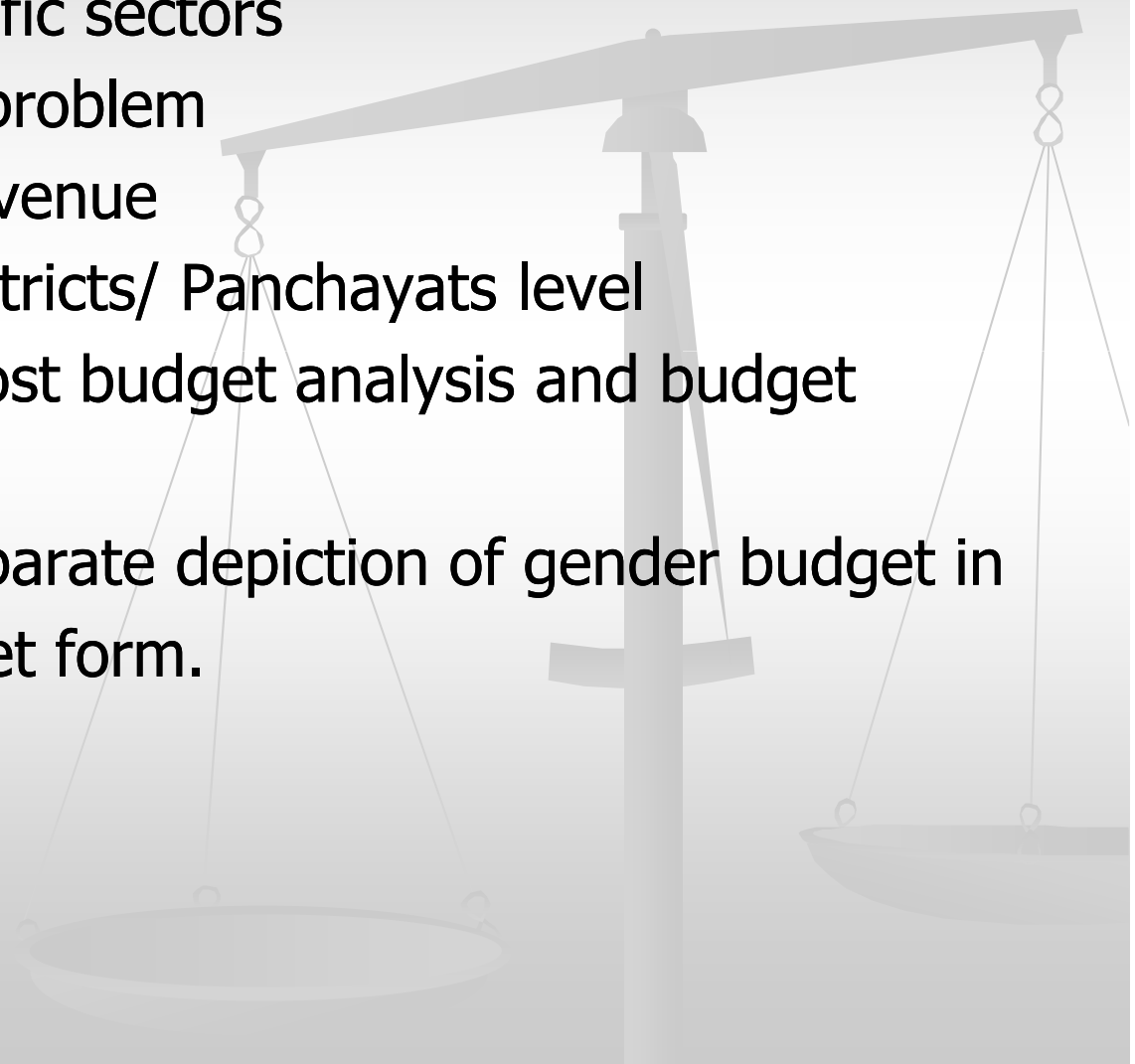
## What are GRBs-(II)

- **GRBs are a gender mainstreaming strategy. Distinguishes between two stages:**
    - i. Gender sensitive budget analysis
    - ii. Formulation of gender sensitive budget
  - Important aspect relates to the unpaid care economy (housework, caring for children, sick and aged people, collecting fuel and fodder) and its recognition as work.
  - GRBs are basically a tool, a means to an end.
- 

## What are GRBs-(III)

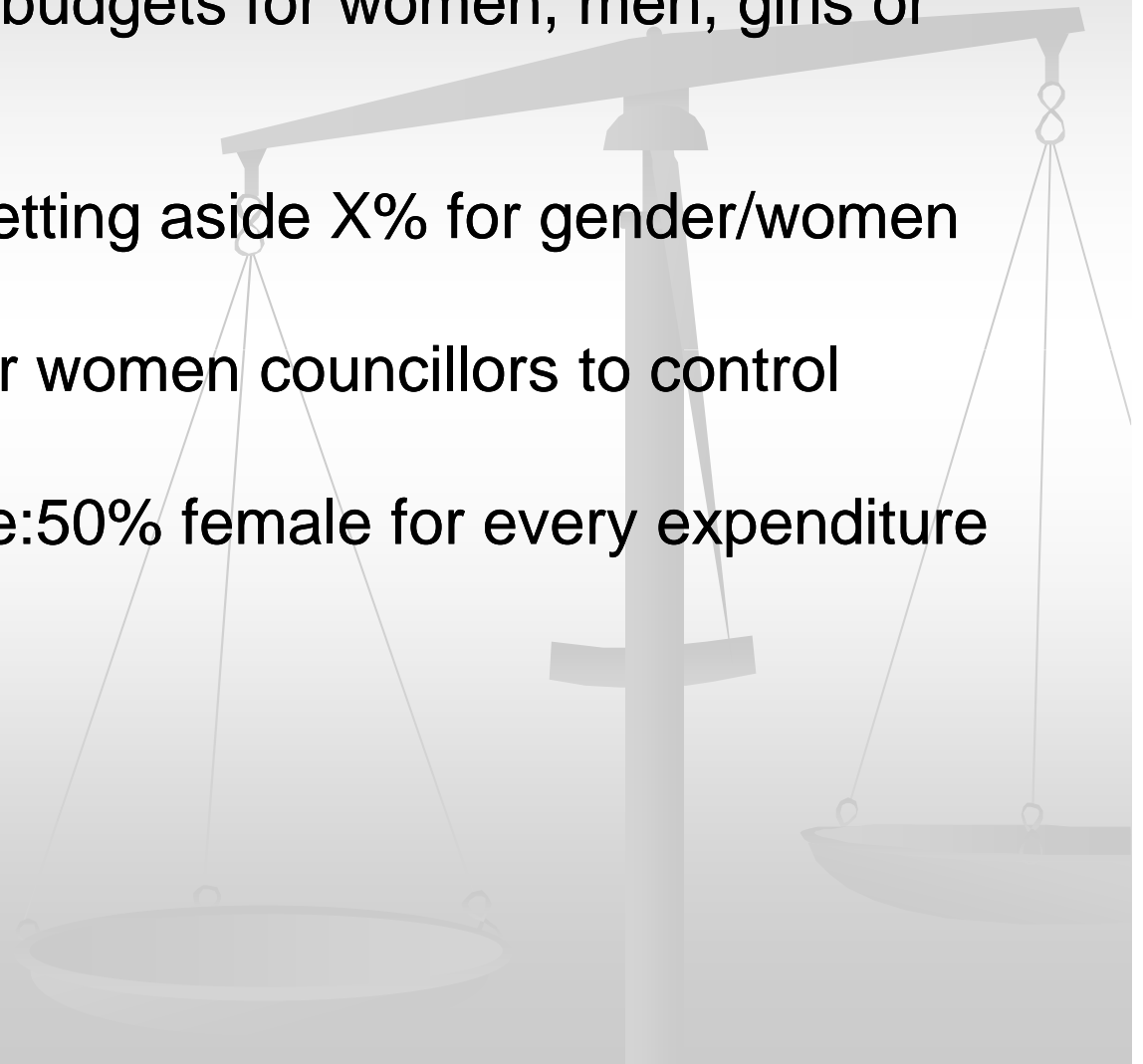
### ■ GRBs can focus on

- Full budget or specific sectors
- Sectors or specific problem
- Expenditure and/revenue
- National/ State/ Districts/ Panchayats level
- Can include both post budget analysis and budget allocation.
- Usually involves separate depiction of gender budget in Statement or budget form.



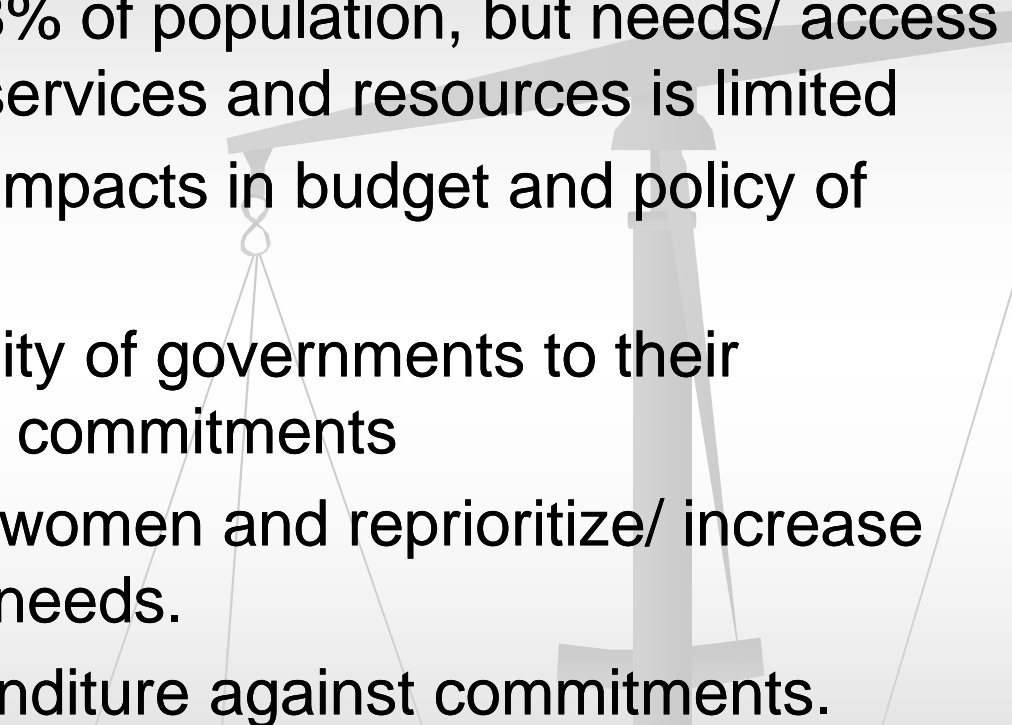
## What GRBs are not

- NOT about separate budgets for women, men, girls or boys
- NOT (for us) about setting aside X% for gender/women
- NOT about money for women councillors to control
- NOT about 50% male:50% female for every expenditure



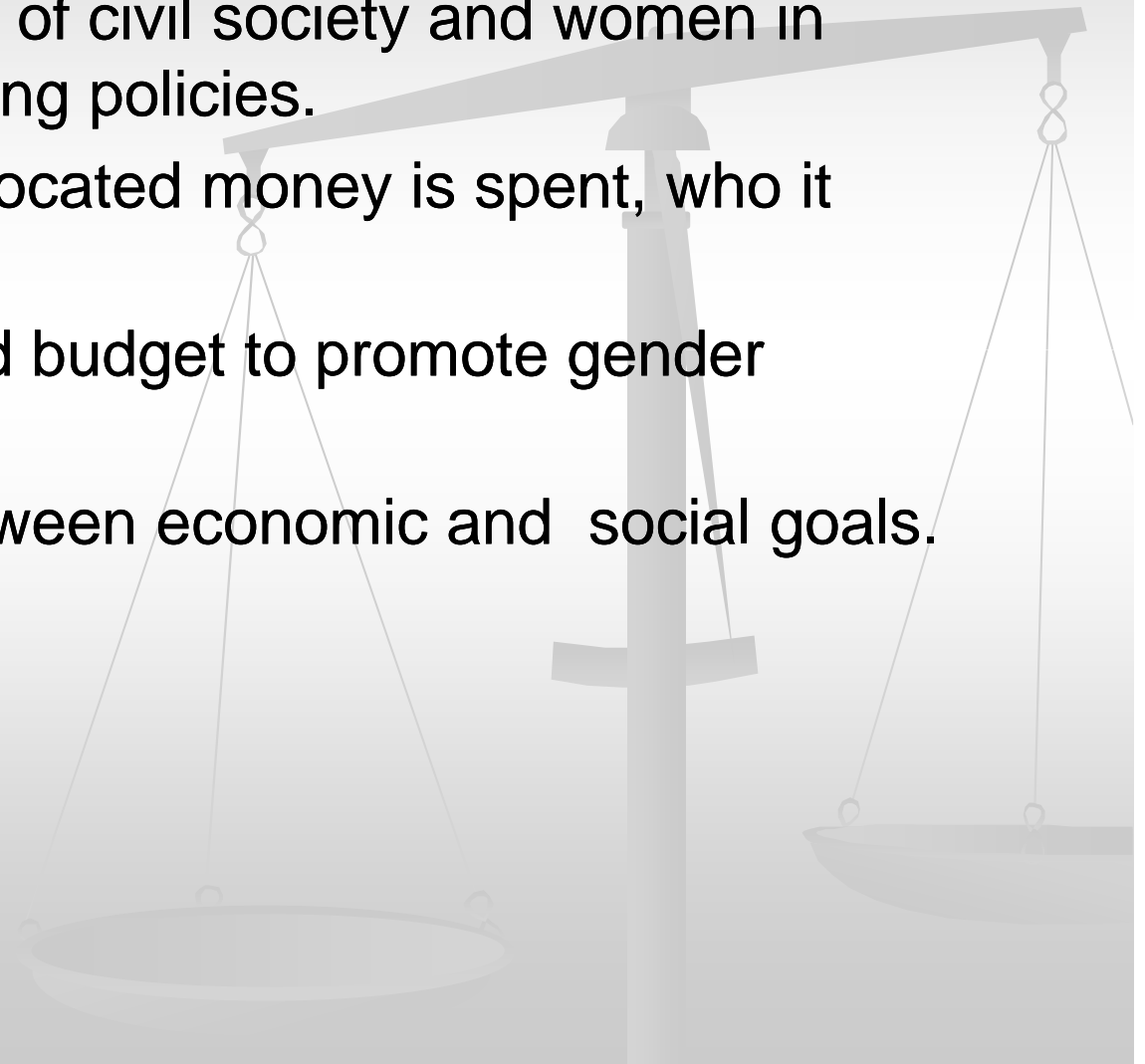


# Why Gender Responsive Budgets

- Women represent 48% of population, but needs/ access to and control over services and resources is limited
  - Raise awareness of impacts in budget and policy of gender issues.
  - Enhance accountability of governments to their budgetary and policy commitments
  - Identify felt needs of women and reprioritize/ increase expenditure to meet needs.
  - Tracking public expenditure against commitments.
- 

# Why Gender Responsive Budgets

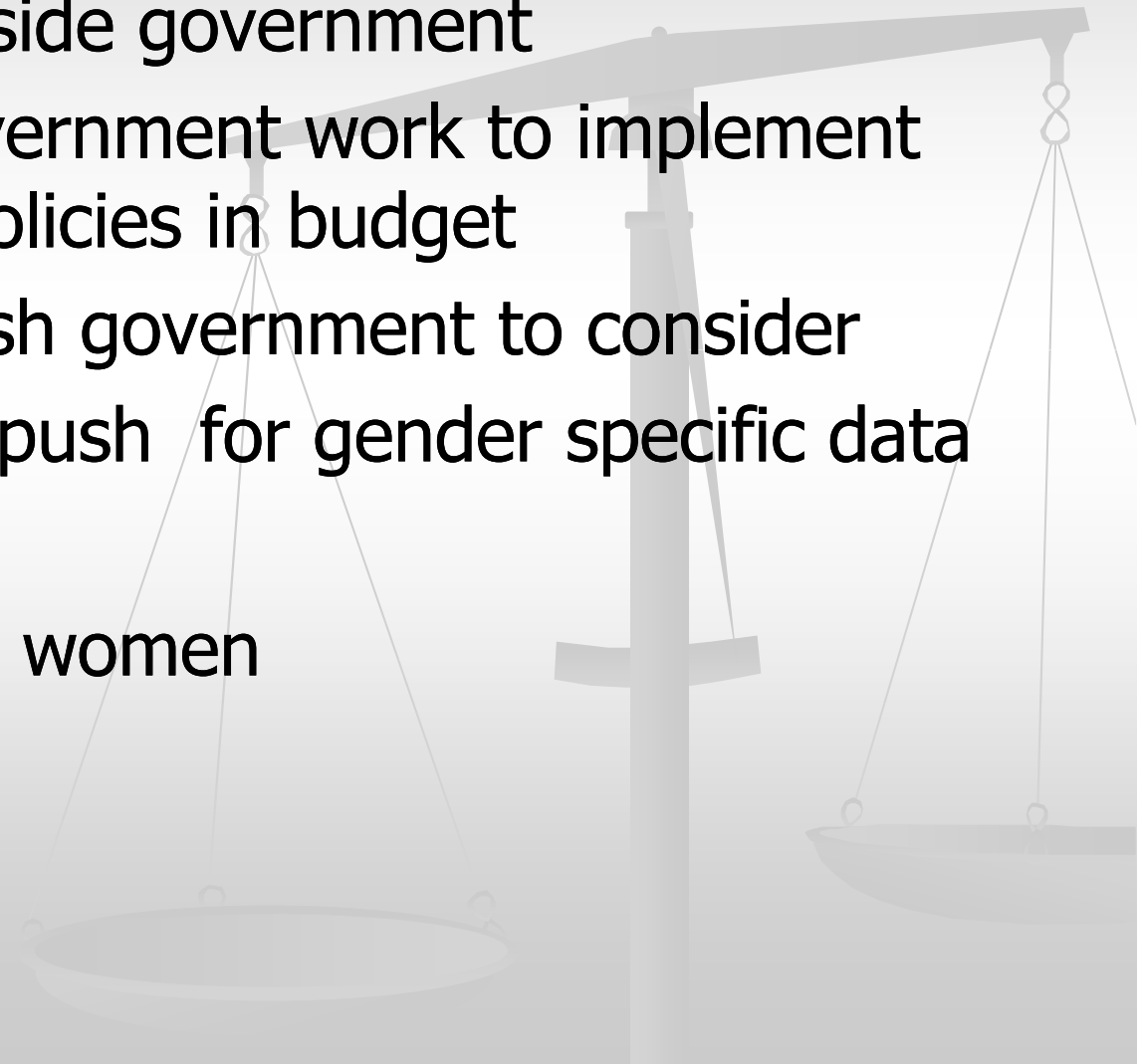
- Improve participation of civil society and women in planning and budgeting policies.
- To check whether allocated money is spent, who it reaches.
- To change policy and budget to promote gender equality.
- Enhance linkage between economic and social goals.



# Who does gender budgets

Both within and outside government

- People inside government work to implement gender analysis policies in budget
- Activists/CSOs push government to consider
- Communities can push for gender specific data
- Academics
- Citizens- men and women



# GRB Analytical Tools



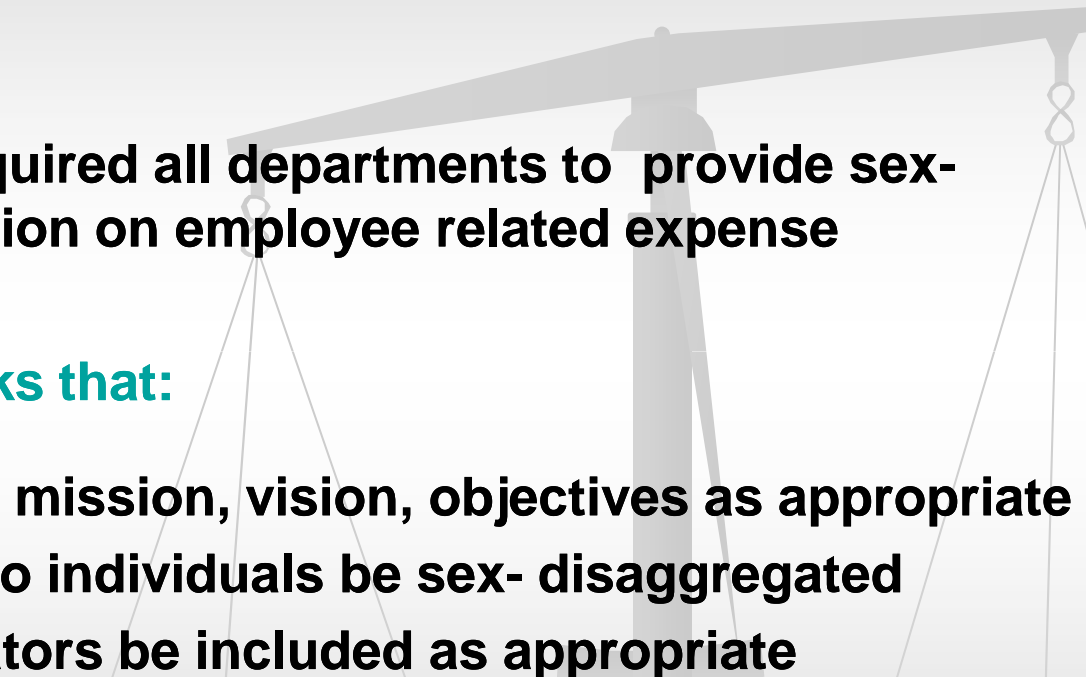
- Gender aware policy appraisal
- Beneficiary/needs assessments
- Public expenditure/ revenue incidence analysis
- Gender disaggregated analysis of impact on time use
- Gender responsive Budget statement –share of expenditure to GE programmes
- Impact on equal opportunities
- Gender aware planning exercise ( 5 Yr plan)

# History and Background of GRBs

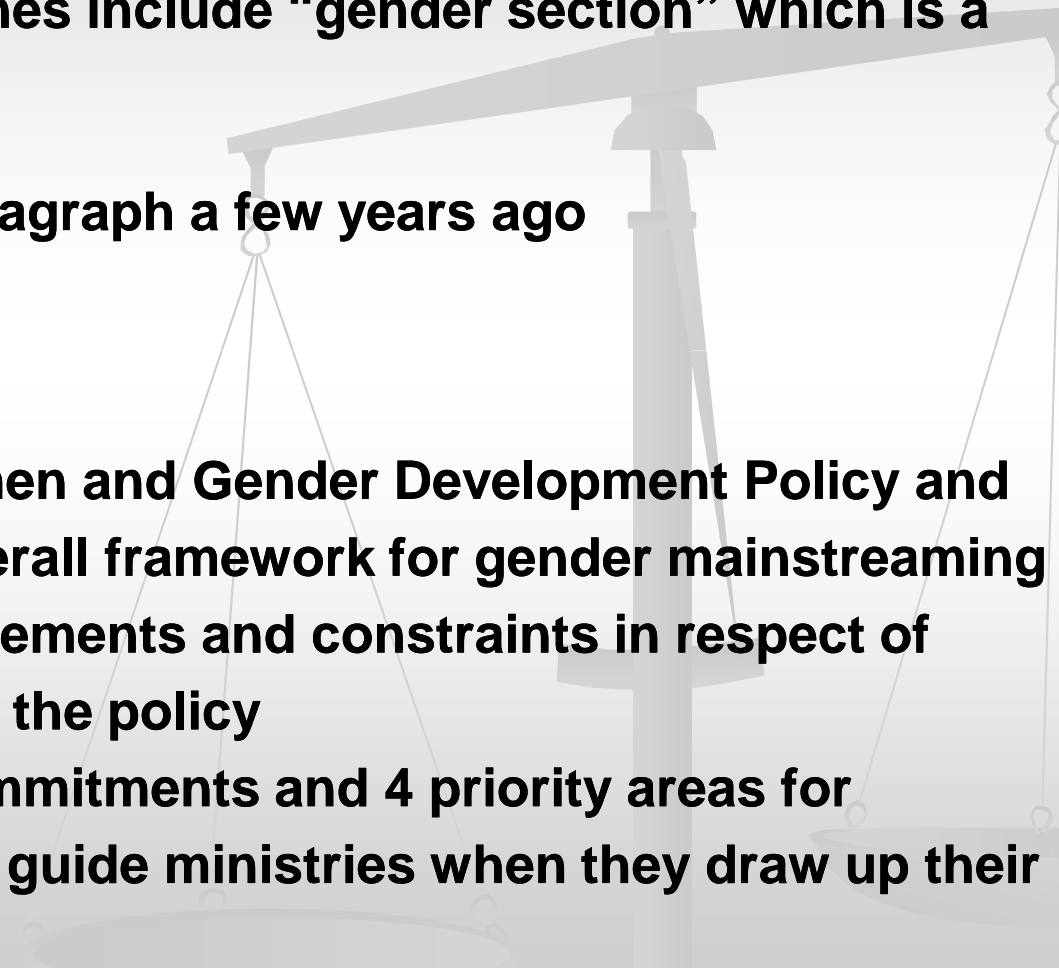
## An International Perspective

- Initiatives in Australia and South Africa in 1980s.
  - Development of analytical frameworks, commonwealth secretariat leads.
  - East African initiatives Tanzania & Uganda.
  - Women's budget group in UK.....
  - Biennial reporting by Finance Minister of all Commonwealth countries on progress in GRBs.
  - Over 60 countries are working on GRBS in some form
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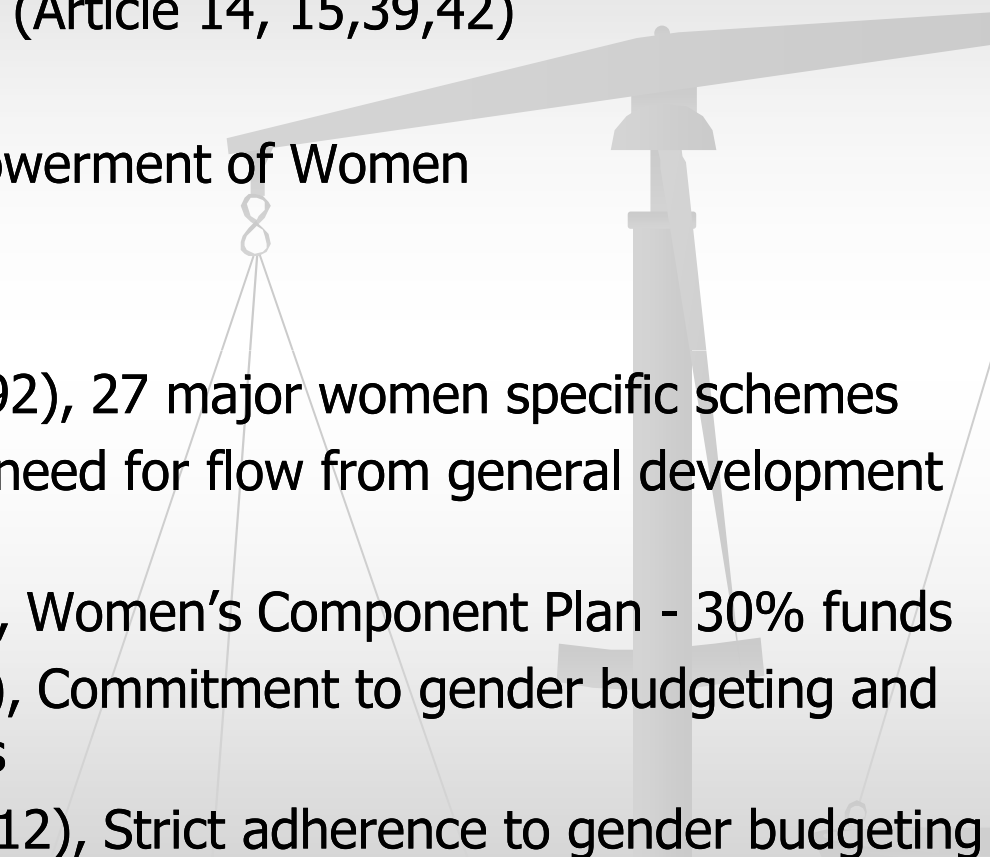
# Call circular in PAKISTAN

- **Punjab province:** Recently introduced medium-term budget framework (MTBF)
  - **2006/07 call circular required all departments to provide sex-disaggregated information on employee related expense**
  - **2007/08 call circular asks that:**
    - **Gender be included in mission, vision, objectives as appropriate**
    - **All indicators related to individuals be sex- disaggregated**
    - **Gender- related indicators be included as appropriate**
- 

# Call circular in TANZANIA

- 2006/07 budget guidelines include “gender section” which is a page long
  - Increased from one paragraph a few years ago
  - **Gender section:**
    - explains that the Women and Gender Development Policy and Strategy provides overall framework for gender mainstreaming
    - describes both achievements and constraints in respect of achieving the goals of the policy
    - ends with 5 policy commitments and 4 priority areas for resource allocation to guide ministries when they draw up their budgets.
- 

# History and Background of GRBs

- Provisions of constitution (Article 14, 15,39,42)
  - National commitments
    - National Policy for Empowerment of Women
    - CEDAW, CRC, SAARC
  - Five Year Plans
    - Seventh Plan (1987-1992), 27 major women specific schemes
    - Eighth Plan (1992-97), need for flow from general development sectors.
    - Ninth Plan (1997-2002), Women's Component Plan - 30% funds
    - Tenth Plan (2002-2007), Commitment to gender budgeting and linking of WCP with GRBs
    - Eleventh Plan (2007-2012), Strict adherence to gender budgeting
- 



# History and Background of GRBs

## In India

“Women’s groups have met me and urged me to consider gender budgeting... This means that budget data should be presented in manner that the gender sensitivities of the budgetary process are clearly highlighted... I hope I will be able to implement some of the [ of the Expert Group on classification system of government transaction] in the Budget for 2005-2006.”

*Hon’ble P. Chidambaram, Minister of Finance, India Budget Speech 2004-2005*

“Last July, I promised to consider gender budgeting. Hon’ble Members will be happy to note that I have included in the Budget documents a separate statement highlighting the gender sensitivities of the budgetary allocations under 10 demands for grants... Although this is another first in budget-making in India, it is only a beginning and, in course of time, all Departments will be required to present gender budgets as well as make benefit in incidence analyses.”

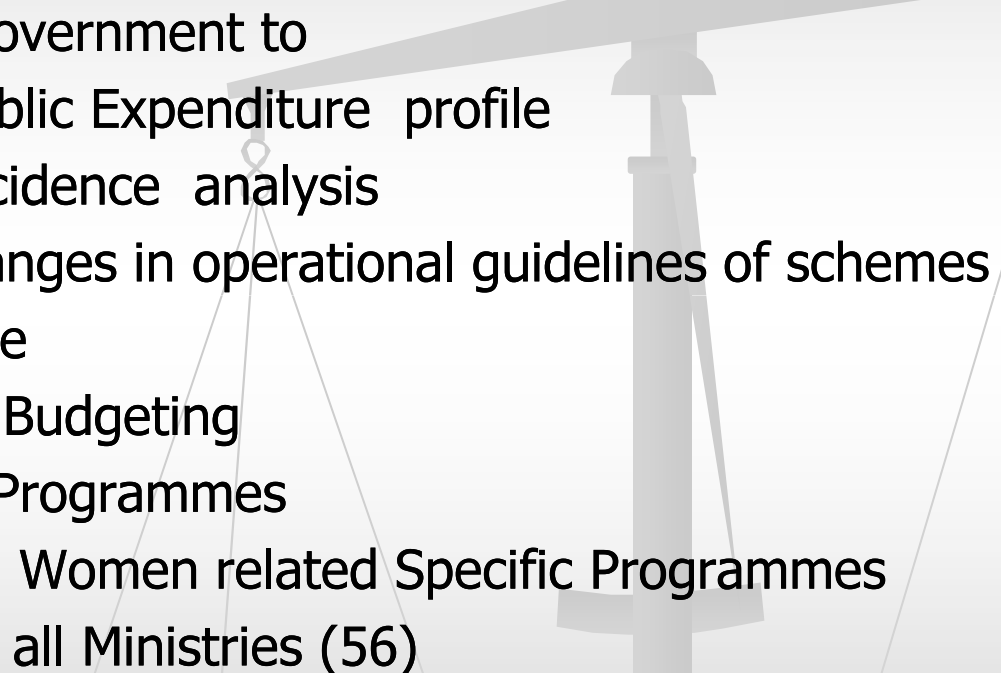
*Hon’ble P. Chidambaram, Minister of Finance, India Budget Speech 2005-2006*

“Last year while introducing the concept I made a statement highlighting the gender sensitiveness of the budgetary allocations and was able to cover 10 demands, This time, I have been able to enlarge the statement to include schemes where at least 30% of the allocation is targeted towards women, and am covering 24 demands.”

*Hon’ble P. Chidambaram, Minister of Finance, India Budget Speech 2006-2007*

# Role of Ministry of Finance

## Commitment in budget

- Departments in Union Government to
    - Undertake review of Public Expenditure profile
    - Conduct beneficiary incidence analysis
    - Recommend specific changes in operational guidelines of schemes from a gender perspective
  - Statement 20 on Gender Budgeting
    - 100% Women Specific Programmes
    - Over 30% allocation to Women related Specific Programmes
  - Establishment of GBCs in all Ministries (56)
- 

# Two-two categorization of Government of India

## Two categories:

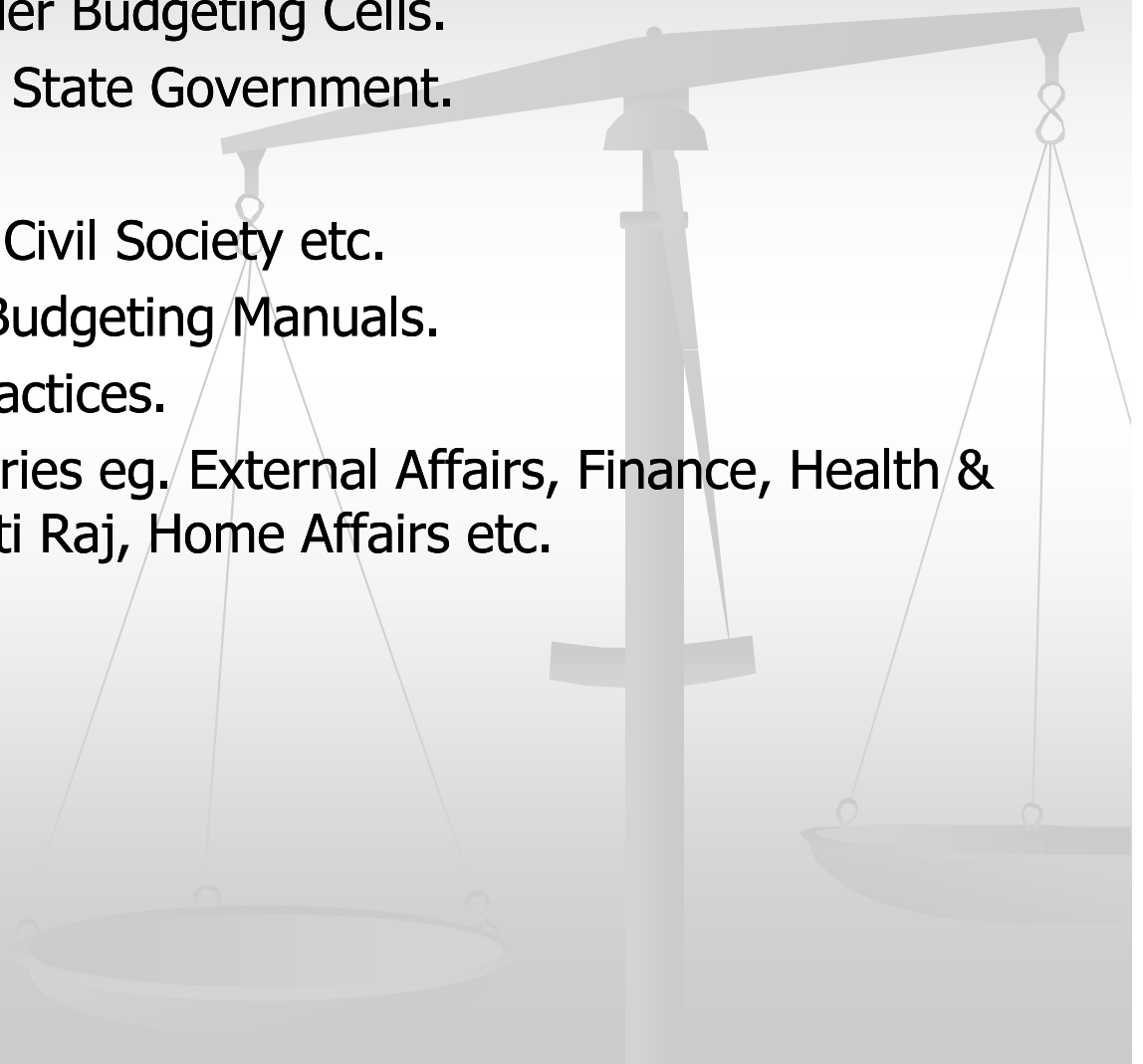
- (i) **Pro- women allocations, where 100% of the allocation is meant for women**
- (ii) **Pro- women allocations where 30%-99% of the allocation is meant for women**

**Over time, statement 20 can be improved through addition of physical targets**

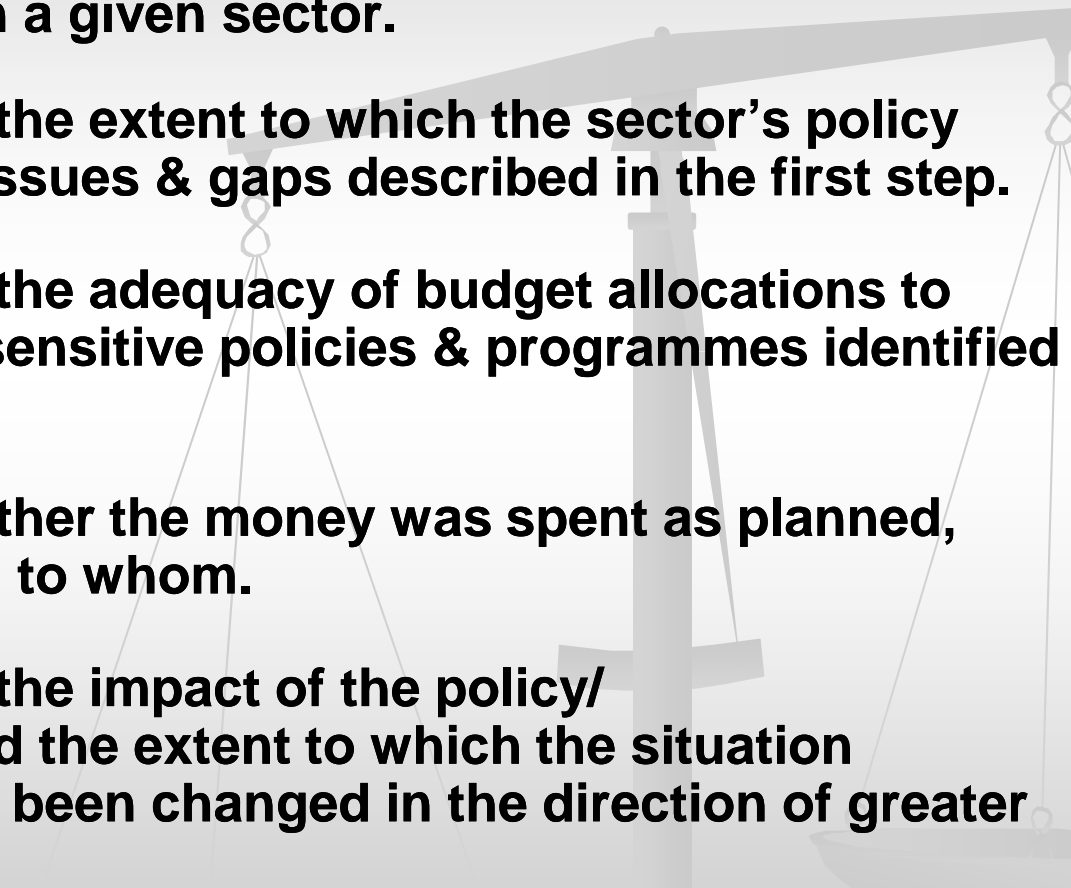
**Conceptual framework in other countries( Diane Elson) includes expenditure on equal employment opps**

# Role of MWCD

- Capacity Building of Gender Budgeting Cells.
- Regional Workshops with State Government.
- Training for Trainers.
- Extend to Public Sectors, Civil Society etc.
- Development of Gender Budgeting Manuals.
- Dissemination of Best Practices.
- Reviews of Several Ministries eg. External Affairs, Finance, Health & Family Welfare Panchayati Raj, Home Affairs etc.



# The five steps framework for Gender Budgeting

- **Step 1:** Analysis of the situation of women & men girls & boys (& different sub-groups) in a given sector.
  - **Step 2:** Assessment of the extent to which the sector's policy addresses the gender issues & gaps described in the first step.
  - **Step 3:** Assessment of the adequacy of budget allocations to implement the gender sensitive policies & programmes identified in step 2 above.
  - **Step 4:** Monitoring whether the money was spent as planned, what was delivered and to whom.
  - **Step 5:** Assessment of the impact of the policy/ programme/scheme and the extent to which the situation described in step 1 has been changed in the direction of greater gender equality
- 

# Participative planning and budgeting

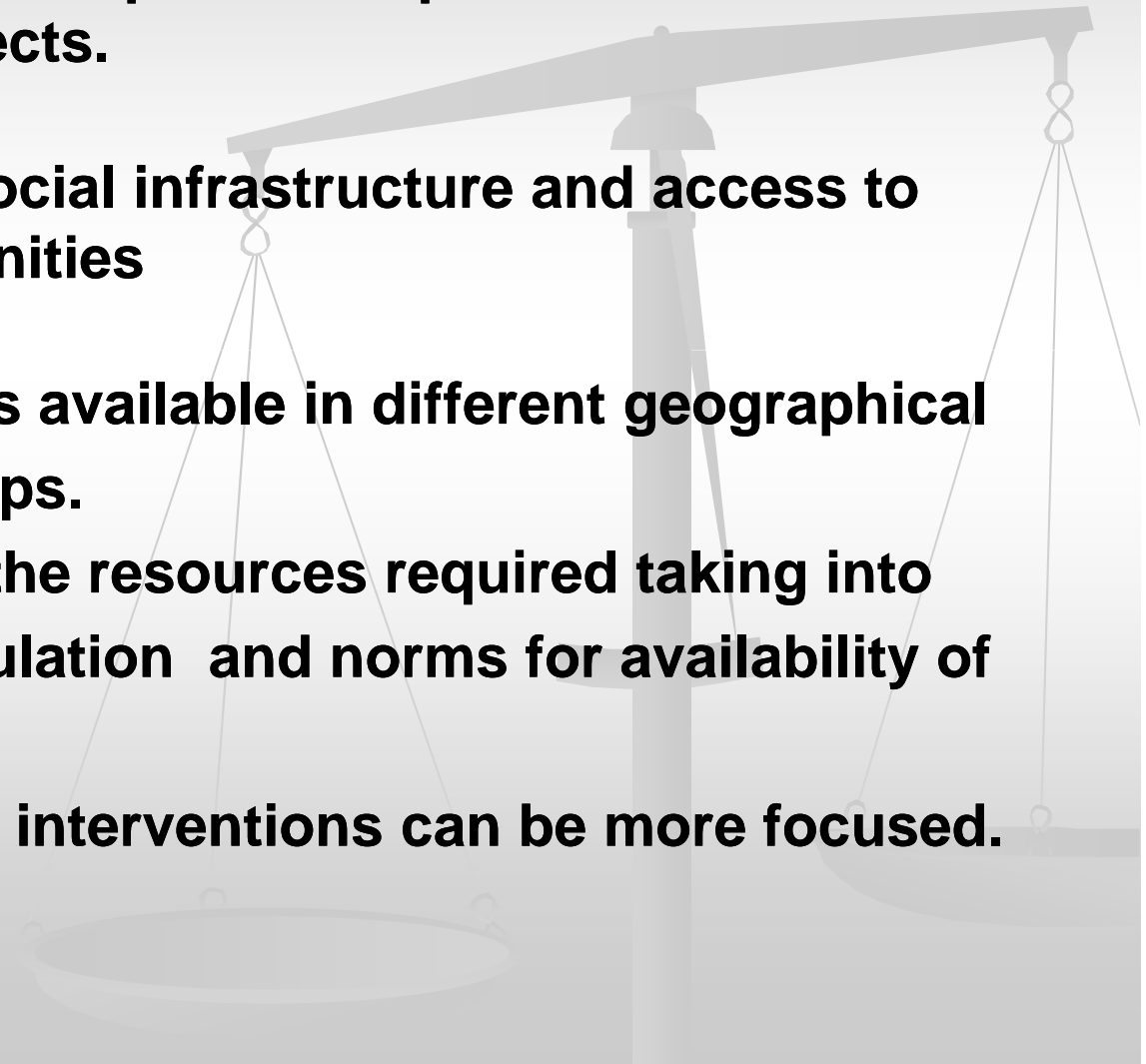
(Can happen at all 5 steps)

- It is not enough to say that women's needs and concerns have been taken into account.
- Women must be treated as equal partners in decision making and implementation rather than only as beneficiaries.
- May require capacity building to ensure active involvement in decision-making & budgeting:
  - of elected women representatives
  - of women members of community-based organizations & self-help groups.

# Spatial mapping

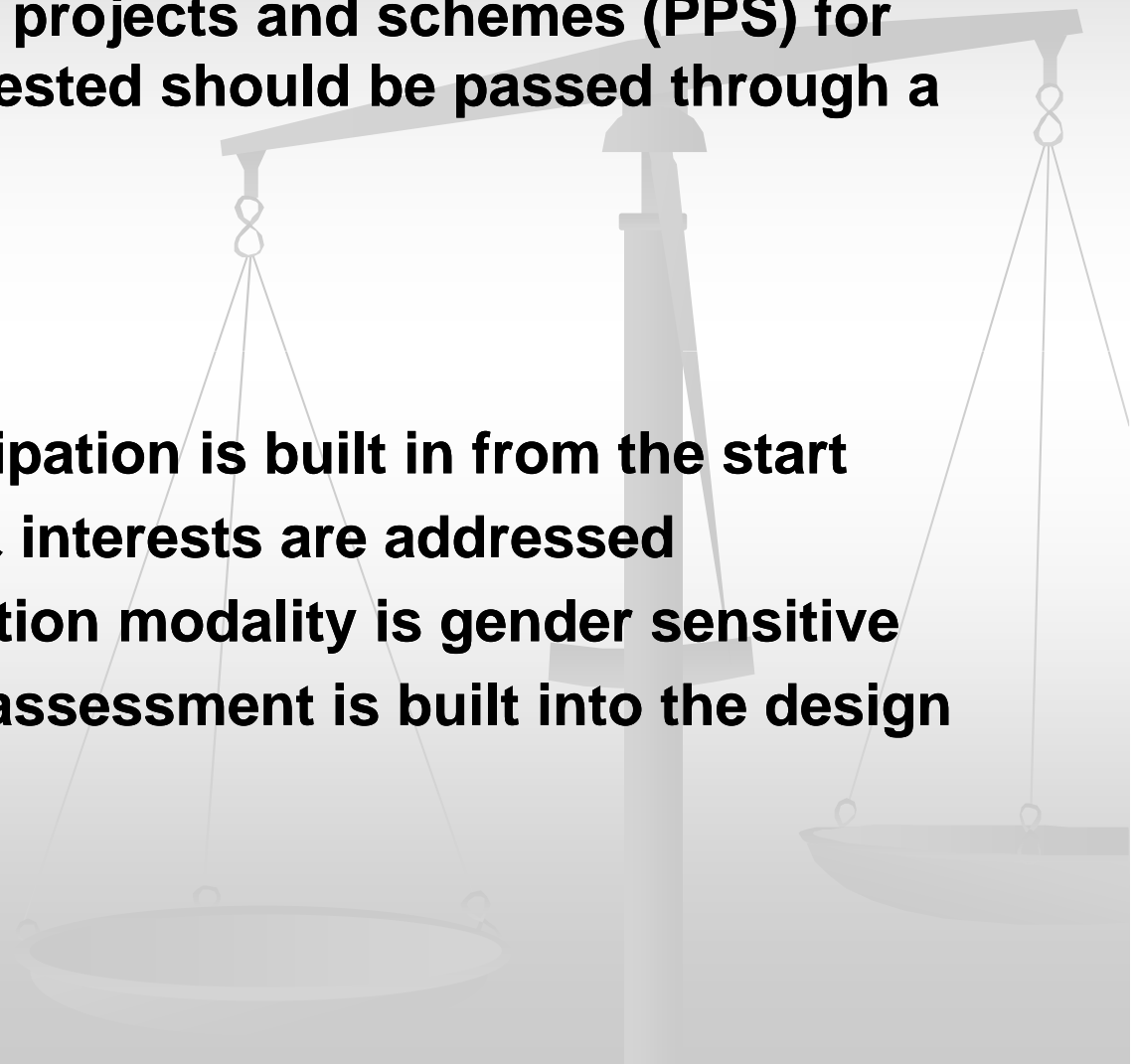
(Corresponds to Step 1)

- **Women's empowerment has many aspects- social, economic, political - & requires adequate resource allocation for all aspects.**
- **Spatial mapping of social infrastructure and access to employment opportunities**
  - **highlights resources available in different geographical areas and overall gaps.**
  - **helps in assessing the resources required taking into account size of population and norms for availability of facilities.**
- **Result: Allocations & interventions can be more focused.**



# Gender appraisal of new programmes, projects & schemes

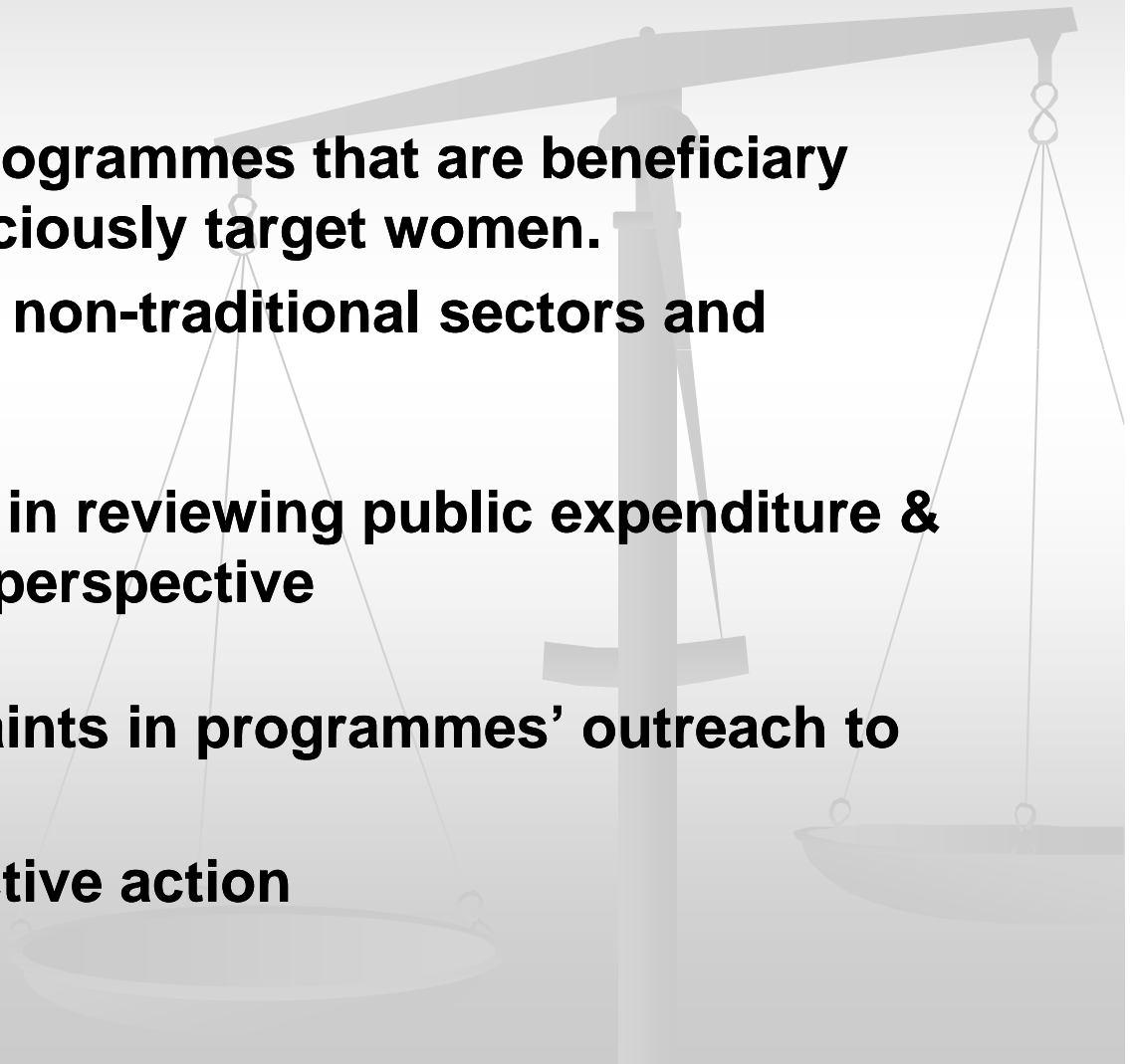
- All new programmes, projects and schemes (PPS) for which budget is requested should be passed through a gender lens.
- **This will ensure:**
  - that women's participation is built in from the start
  - that gender needs & interests are addressed
  - that the implementation modality is gender sensitive
  - that gender impact assessment is built into the design





# Gender sensitive review of public expenditure and policy

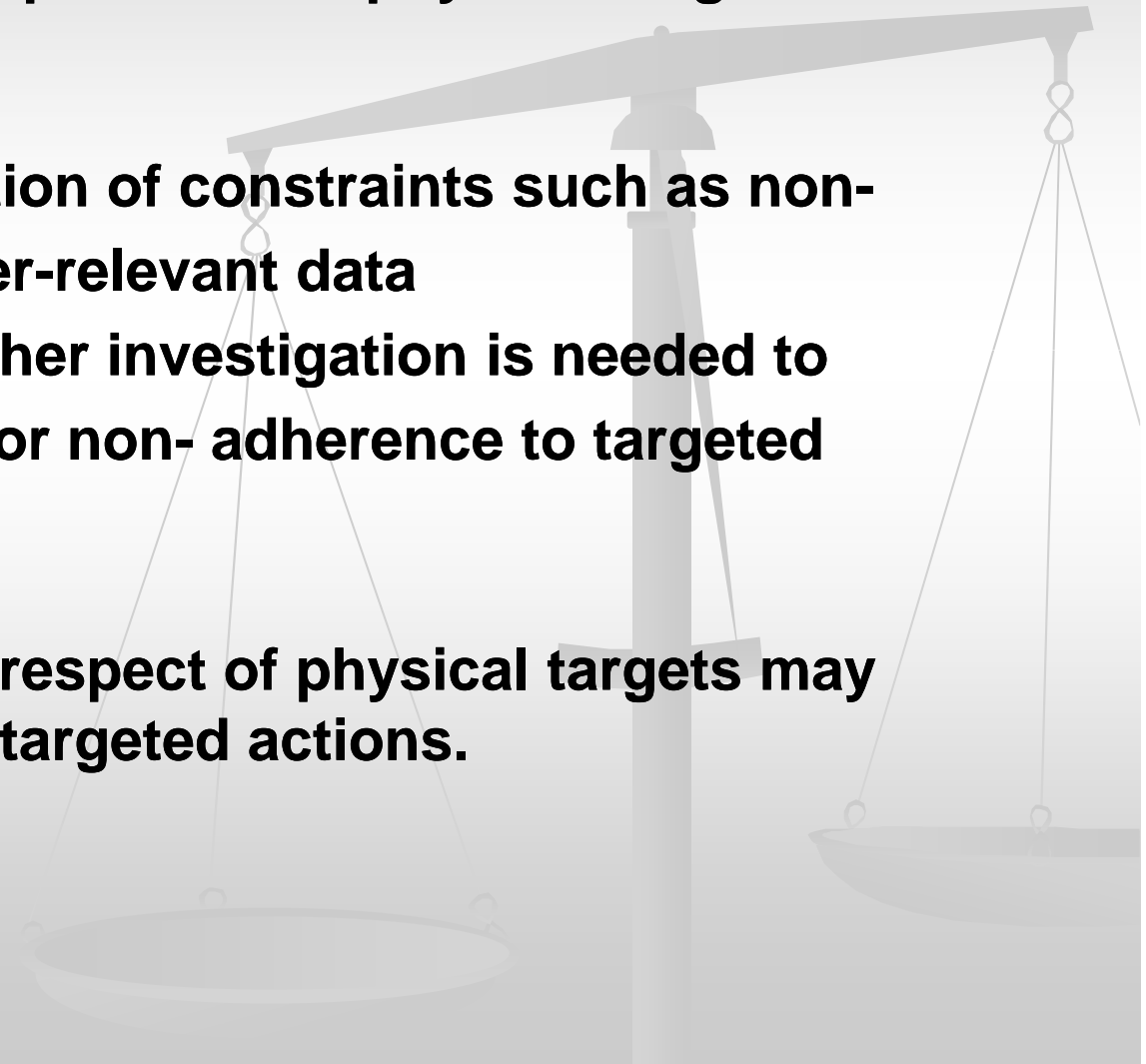
- MWCD has formulated guidelines in the form of *Checklists I and II*.
  - *Checklist I* is for programmes that are beneficiary oriented and consciously target women.
  - *Checklist II* covers non-traditional sectors and programmes.
- The guidelines assist in reviewing public expenditure & policy from a gender perspective
  - To identify constraints in programmes' outreach to women
  - To facilitate corrective action



# Gender based profile of public expenditure

(Corresponds to step 3)

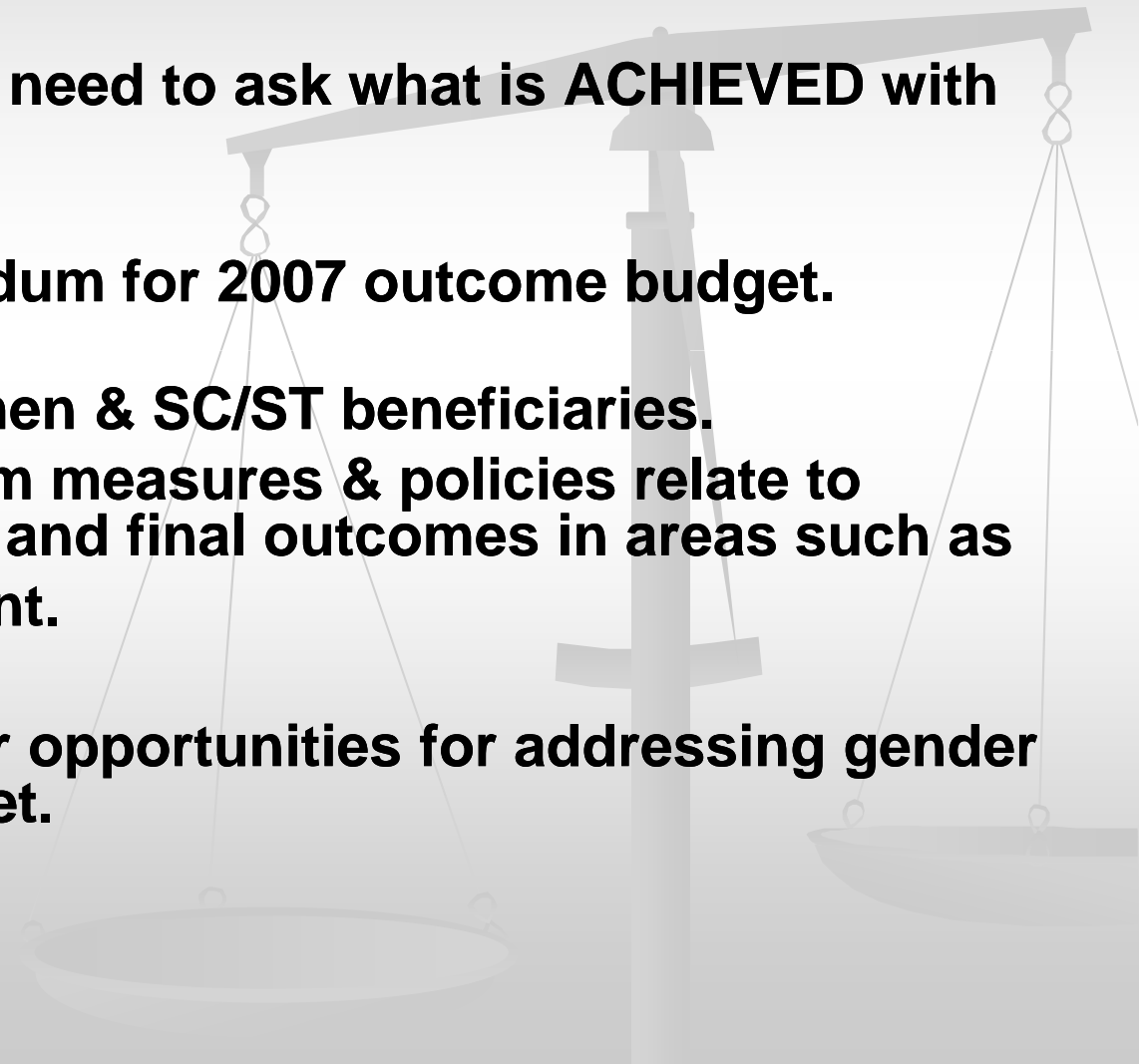
- Preparation of the profile highlights the gender component of both expenditure & physical targets.
- **The profile**
  - gives a clear indication of constraints such as non-availability of gender-relevant data
  - indicates where further investigation is needed to determine reasons for non-adherence to targeted expenditure
- Poor performance in respect of physical targets may indicate the need for targeted actions.



# Outcome budget

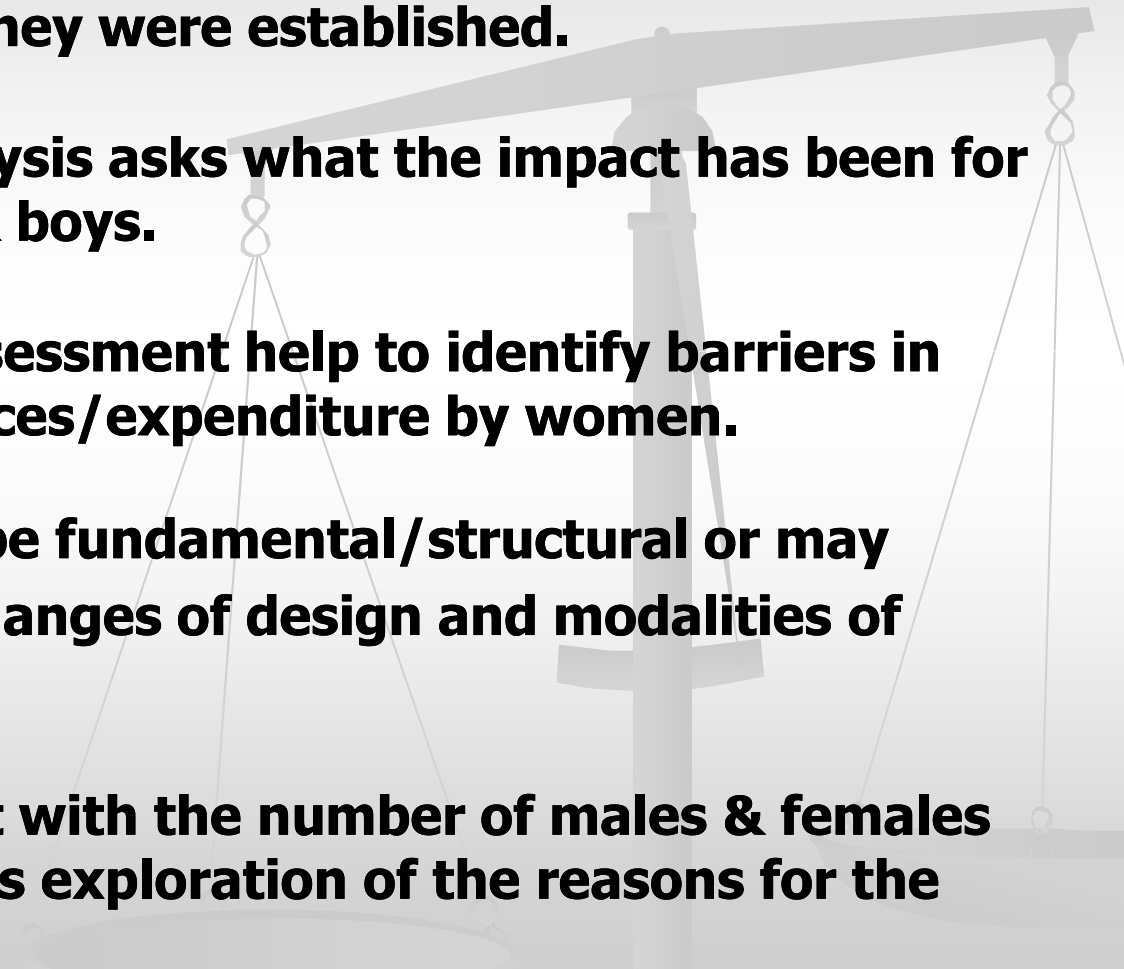
(Corresponds to Steps 4 & %)

- In 1969 Gol moved budgeting beyond book keeping to ask what is done with the money - performance
- Later Gol recognized need to ask what is **ACHIEVED** with money i.e. outcome.
- **MoF office memorandum for 2007 outcome budget.**
  - **sub-targets for women & SC/ST beneficiaries.**
  - **must say how reform measures & policies relate to intermediate outputs and final outcomes in areas such as gender empowerment.**
- **There are also further opportunities for addressing gender in the outcome budget.**

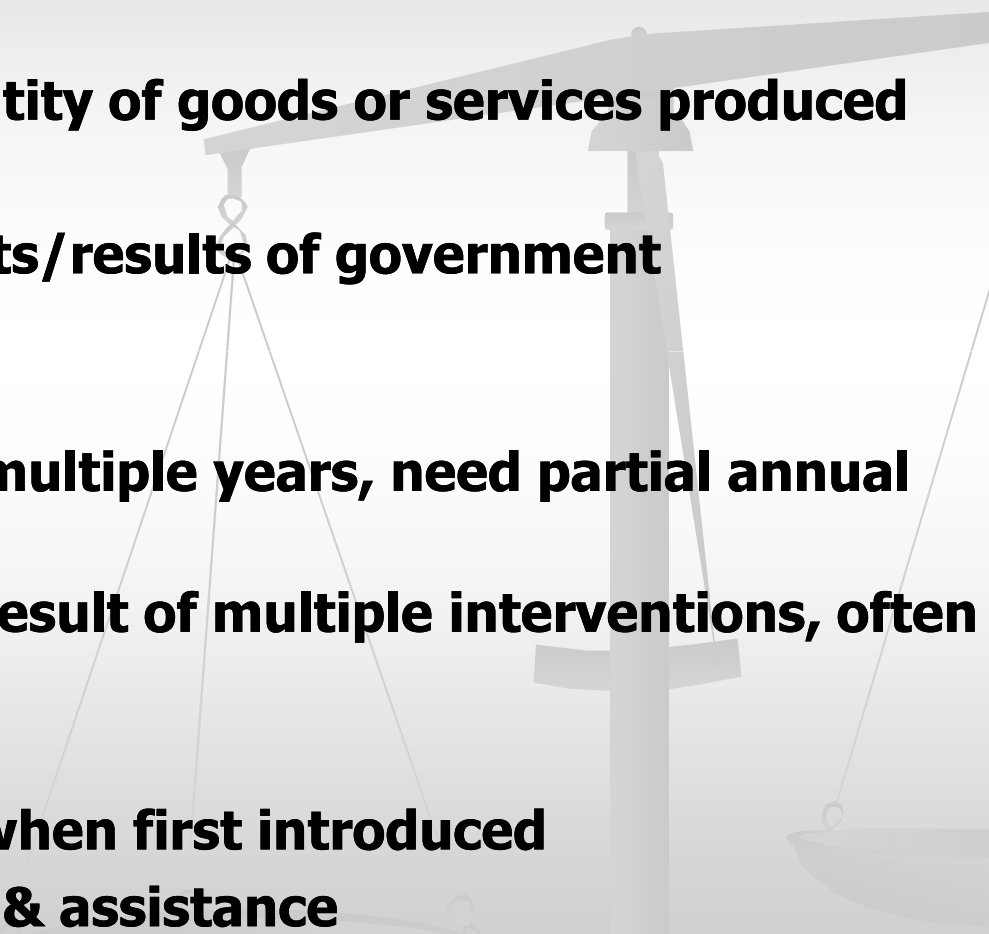


# Impact analysis through assessments, evaluations & surveys

(Corresponds to Step 5)

- **Impact analysis asks if programmes & schemes are meeting the objectives for which they were established.**
  - **Gender-sensitive analysis asks what the impact has been for women & men, girls & boys.**
  - **Findings of impact assessment help to identify barriers in accessing public services/expenditure by women.**
    - **These barriers may be fundamental/structural or may require only minor changes of design and modalities of implementation**
  - **Assessments can start with the number of males & females reached but also needs exploration of the reasons for the patterns.**
- 

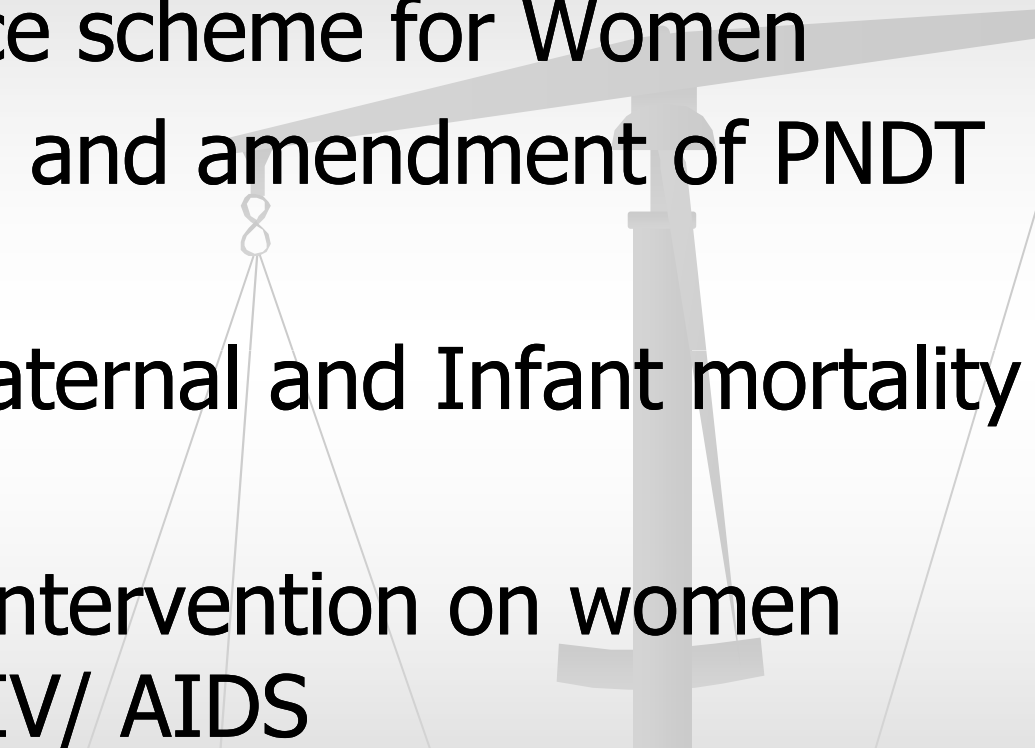
# Outcome budget terms

- **Outlays:** Finance resources deployed
  - **Outputs:** Physical quantity of goods or services produced
  - **Outcomes:** End products/results of government interventions
    - where outcome takes multiple years, need partial annual outcomes
    - Usually outcomes are result of multiple interventions, often from different sectors
  - Concepts are difficult when first introduced
    - need capacity building & assistance
- 

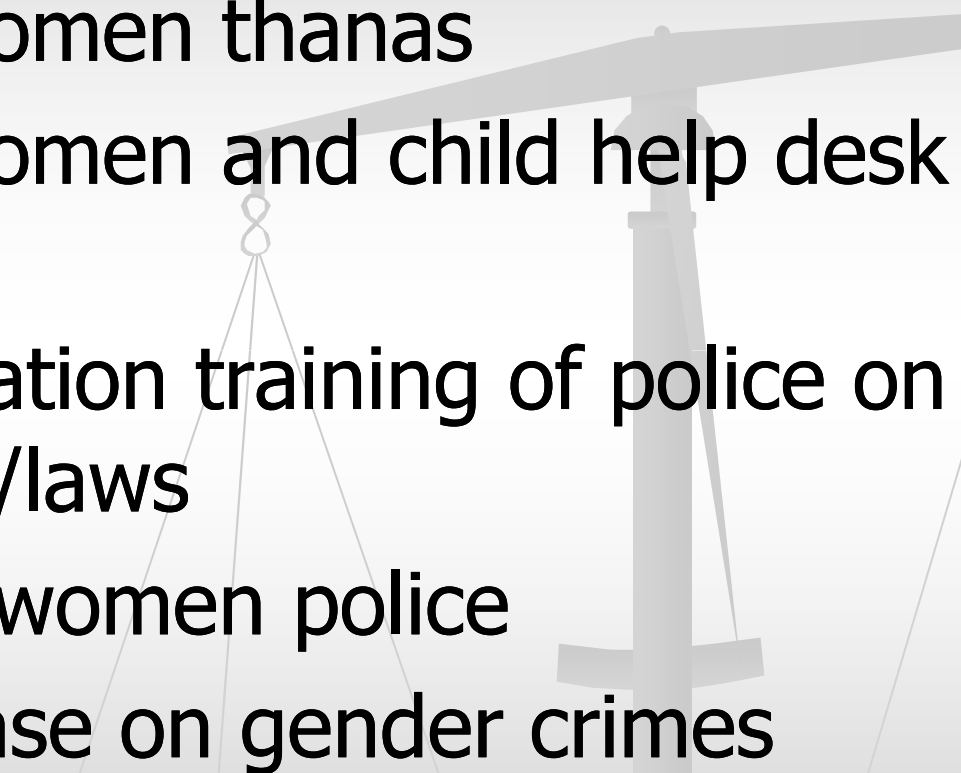
# Secondary Educ & Literacy Outcome budget 2007/08

- **Executive summary mentions gender in:**
    - **NPEGEL, Later provides output figures.**
    - **Secondary education: Environment & dropout rates sex disaggregated.**
    - **Assistance to NGOs to run hostels for girls.**
    - **Literacy: No mention of gender but main text says priority to areas with female literacy below 30%.**
  - **Mid-day meal said to have gender equality as objective, but no gender measures.**
  - **Gender not mentioned at all in some areas- teacher training, ICT, vocational training education for disabled.**
  - **Inconsistent sex disaggregation for non gender- targeted interventions.**
- 

# MWCD – Ministry of Health

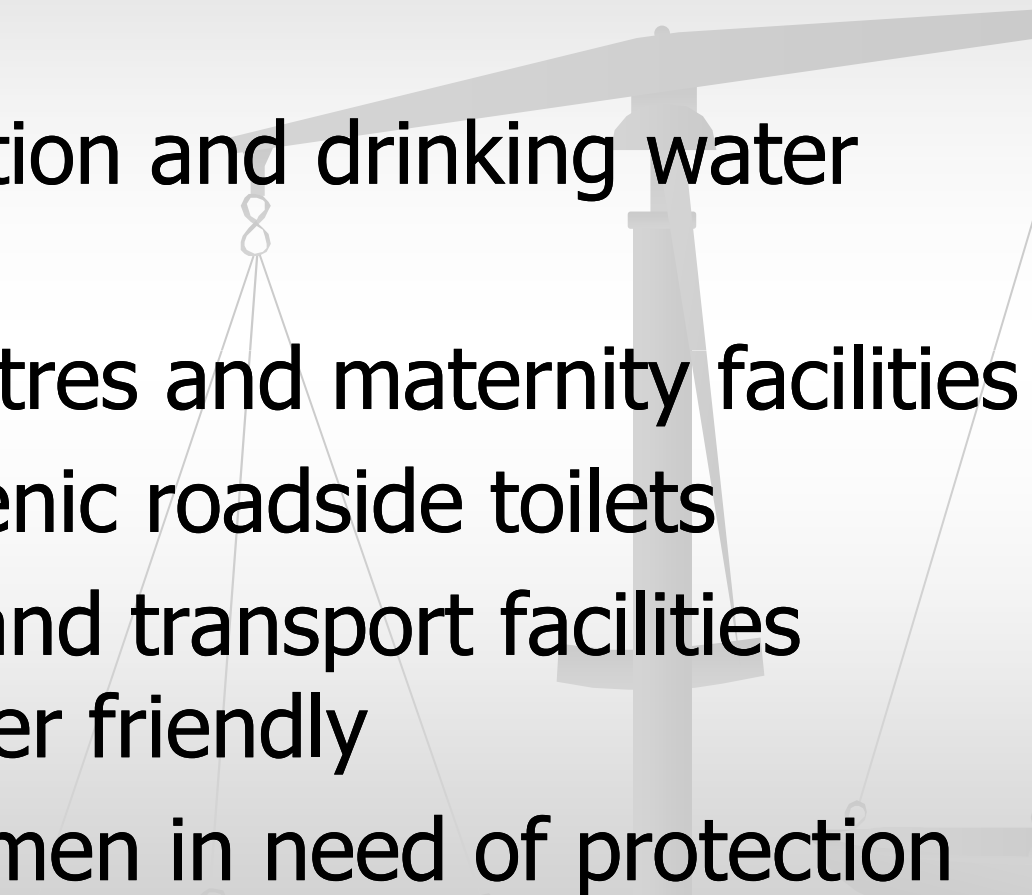
- Health Insurance scheme for Women
  - Implementation and amendment of PNDT Act
  - Reduction of maternal and Infant mortality rates
  - NACO focused intervention on women infected with HIV/ AIDS
- 

# Ministry of Home Affairs

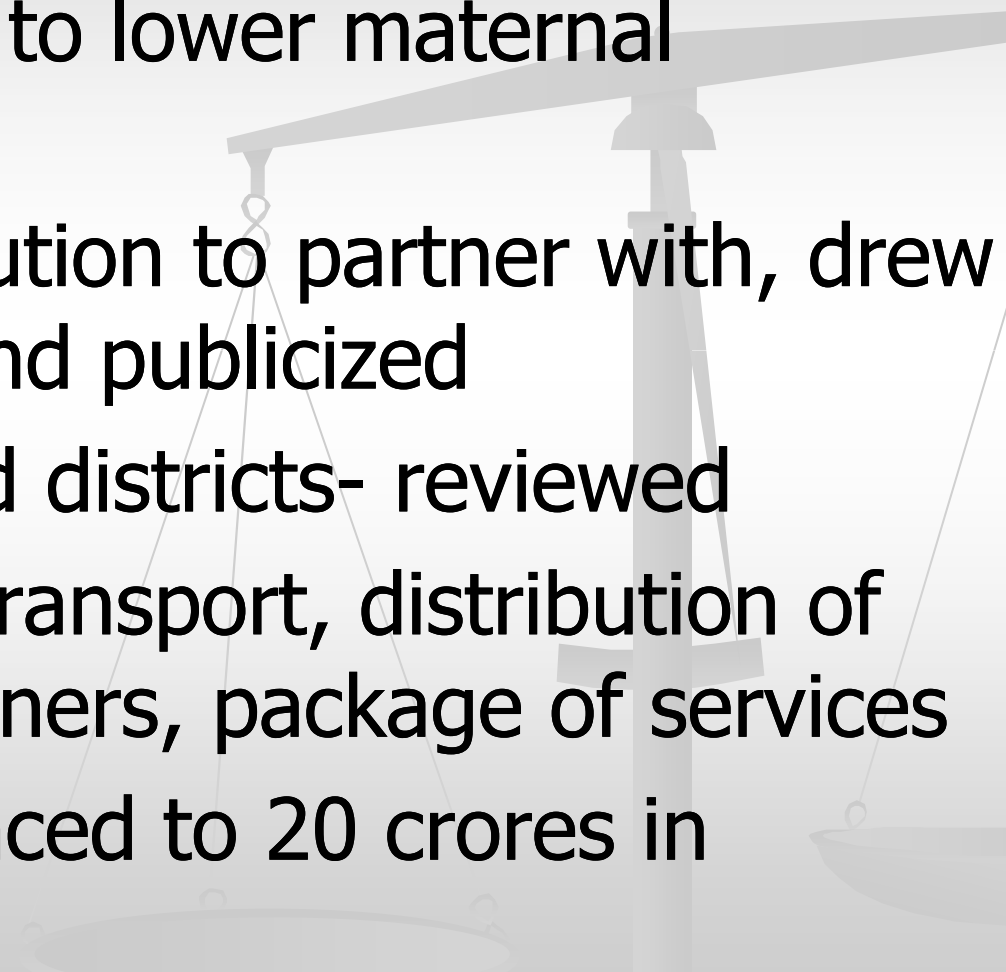
- Setting up of women thanas
  - Setting up of women and child help desk in every thana
  - Gender sensitisation training of police on women's issues/laws
  - Recruitment of women police
  - Maintain database on gender crimes
- 



# Ministry of Urban Development

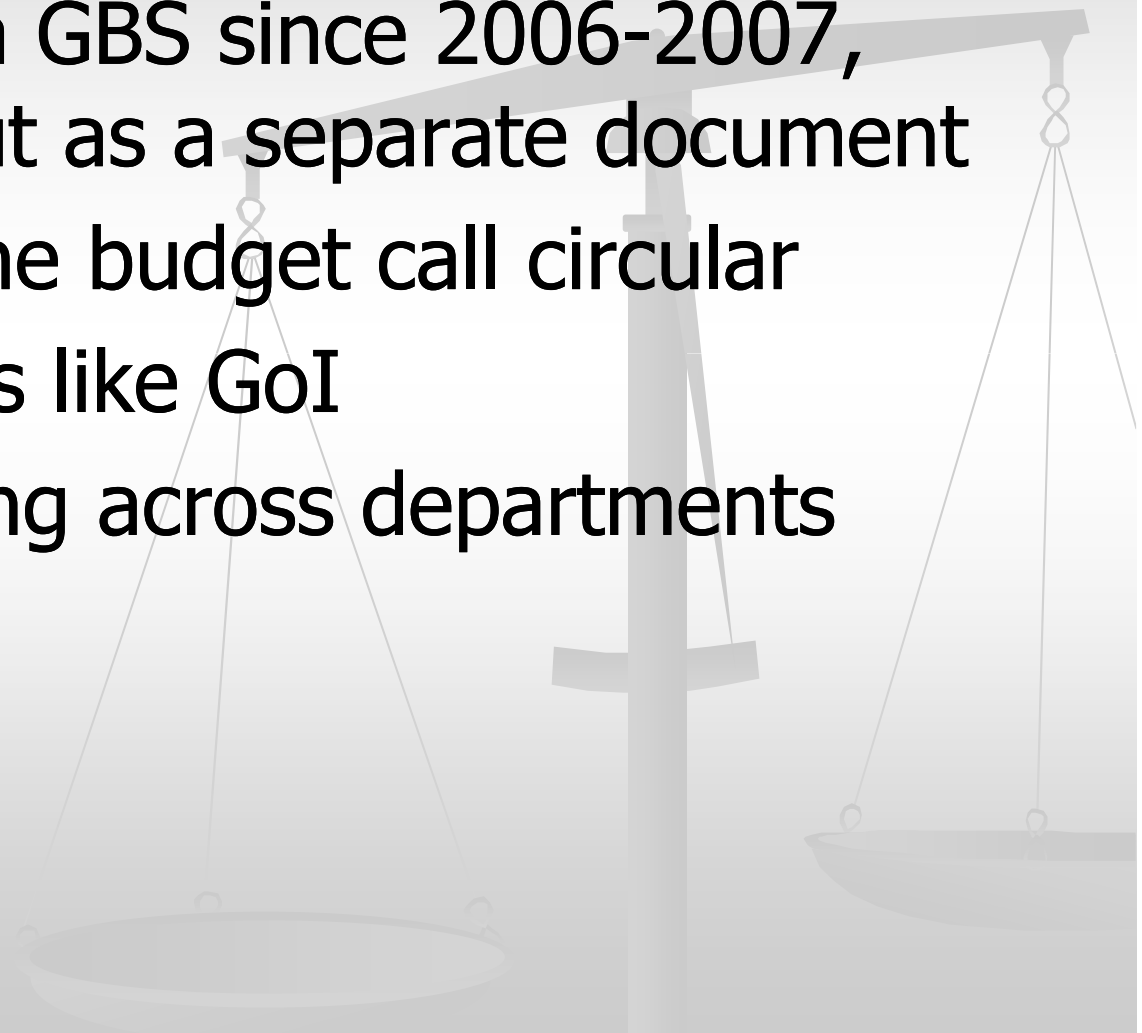
- Safe housing
  - Creches, sanitation and drinking water facility
  - Health care centres and maternity facilities
  - Clean and hygienic roadside toilets
  - Street lighting and transport facilities which are gender friendly
  - Shelters for women in need of protection
- 

# Chiranjeevi Yojana Scheme

- Gujarat's vision to lower maternal mortality
  - Identified institution to partner with, drew up guidelines and publicized
  - 5 worst affected districts- reviewed
  - Issues around transport, distribution of private practitioners, package of services
  - Provision enhanced to 20 crores in 2007/08
- 

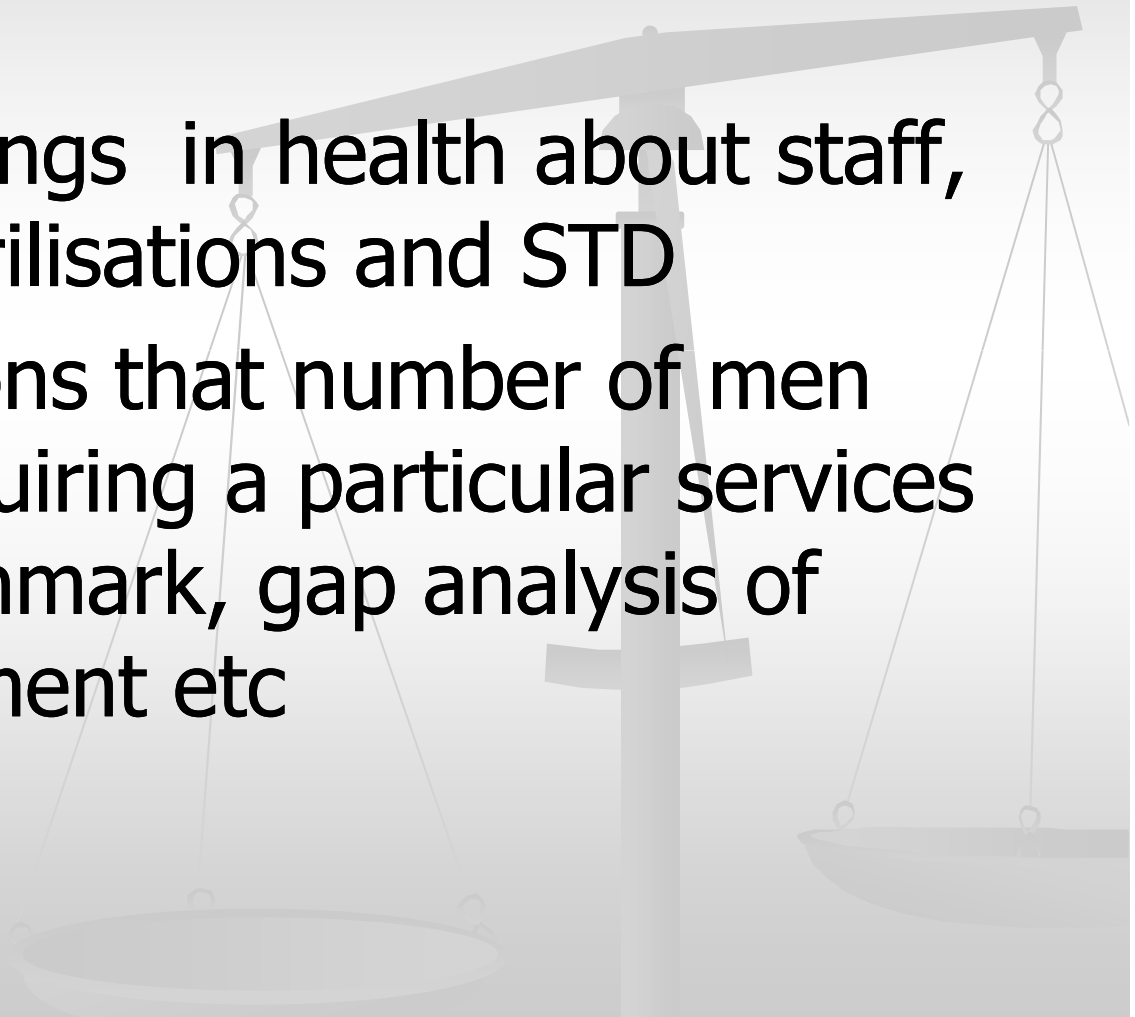
# Karnataka and GRBs

- Karnataka has a GBS since 2006-2007, which comes out as a separate document
- Forms part of the budget call circular
- Categorisation is like GoI
- Capacity building across departments
- Impact???

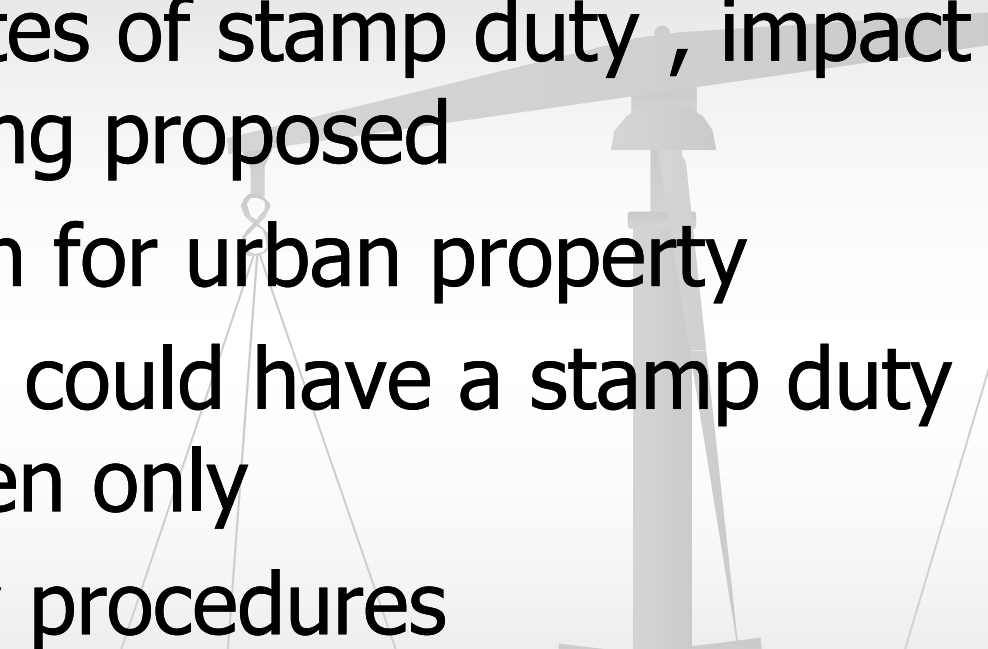


# GRB in Rajasthan

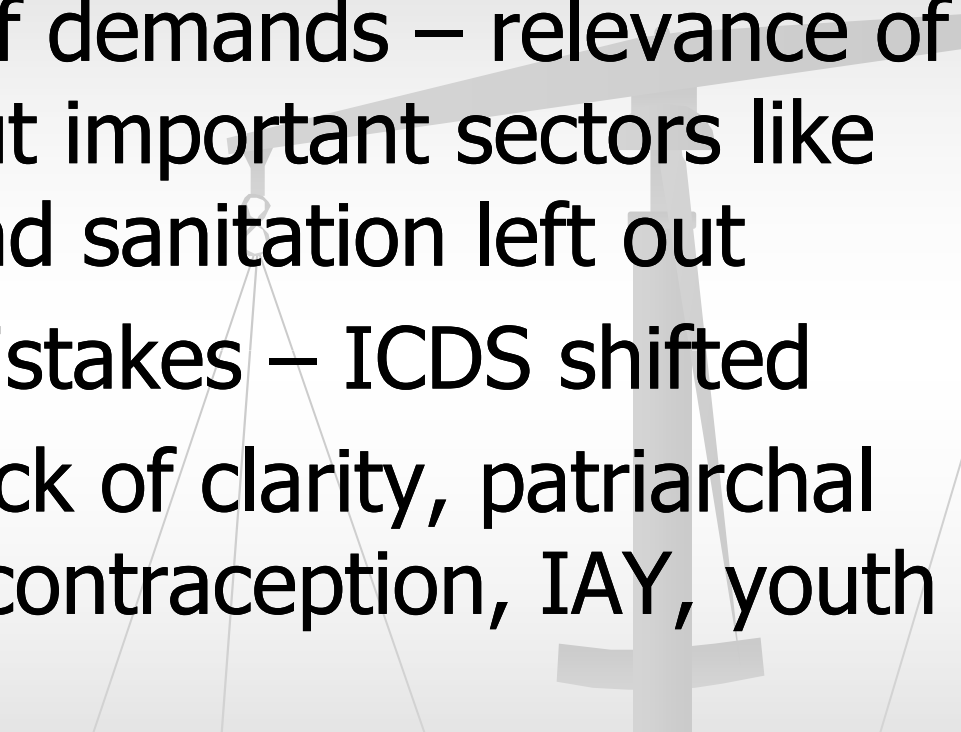
- Six sectors
- Interesting findings in health about staff, OPD usage, sterilisations and STD
- Recommendations that number of men and women requiring a particular services should be benchmark, gap analysis of services, equipment etc



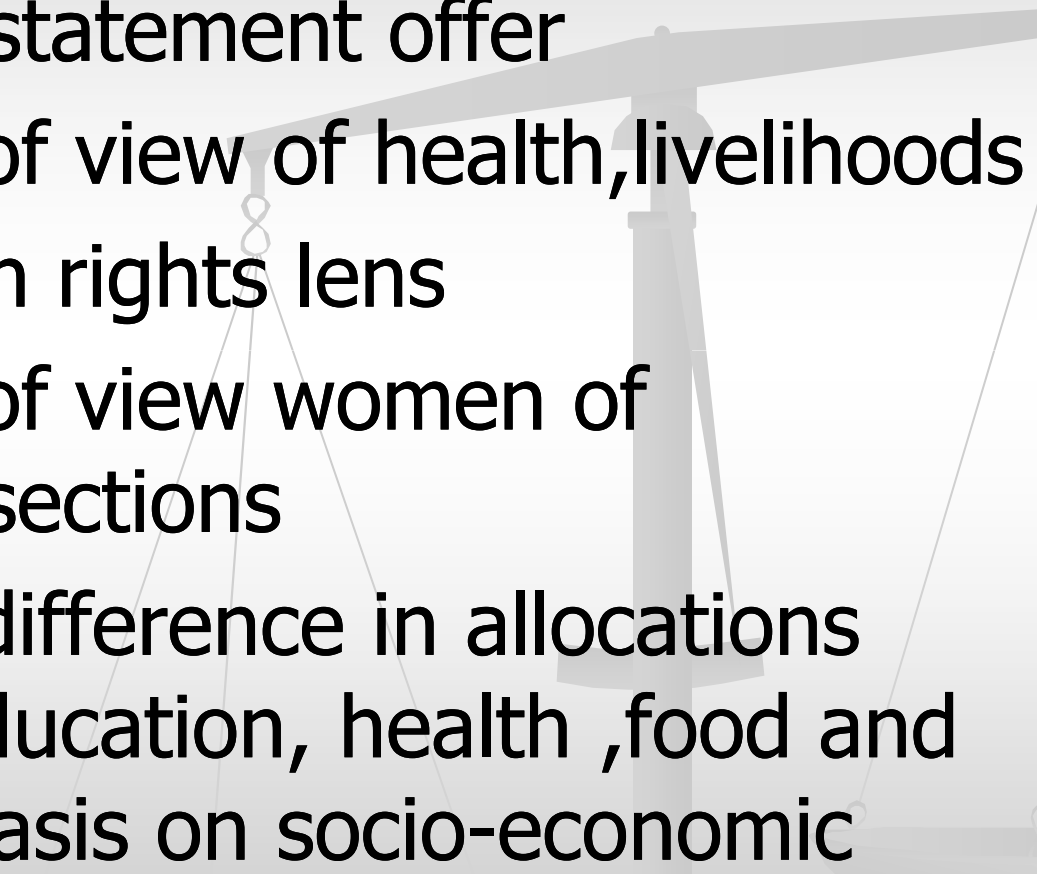
# Registration and stamps

- Reduction in rates of stamp duty , impact assessment being proposed
  - Similar provision for urban property
  - Joint ownership could have a stamp duty less than for men only
  - Women friendly procedures
- 

# Gender budgeting statement - 2007/8 – only a first step

- Expanding no of demands – relevance of the exercise, but important sectors like water supply and sanitation left out
  - Admission of mistakes – ICDS shifted
  - Errors due to lack of clarity, patriarchal assumptions – contraception, IAY, youth and sports
- 

# Looking beyond the gender budget statement

- What does the statement offer
    - from the point of view of health, livelihoods
    - from the human rights lens
    - from the point of view women of disadvantaged sections
  - No significant difference in allocations and focus on education, health, food and nutrition, emphasis on socio-economic
- 

# Looking beyond the gender budget statement

- No focus on violence against women
- Women not a homogeneous group – IMR, illiteracy rates amongst ST
- Where jumps took place – Minority Affairs, no schemes for women

Gender budget statement is just a beginning and cannot be seen in isolation, and the impact of public policies is critical



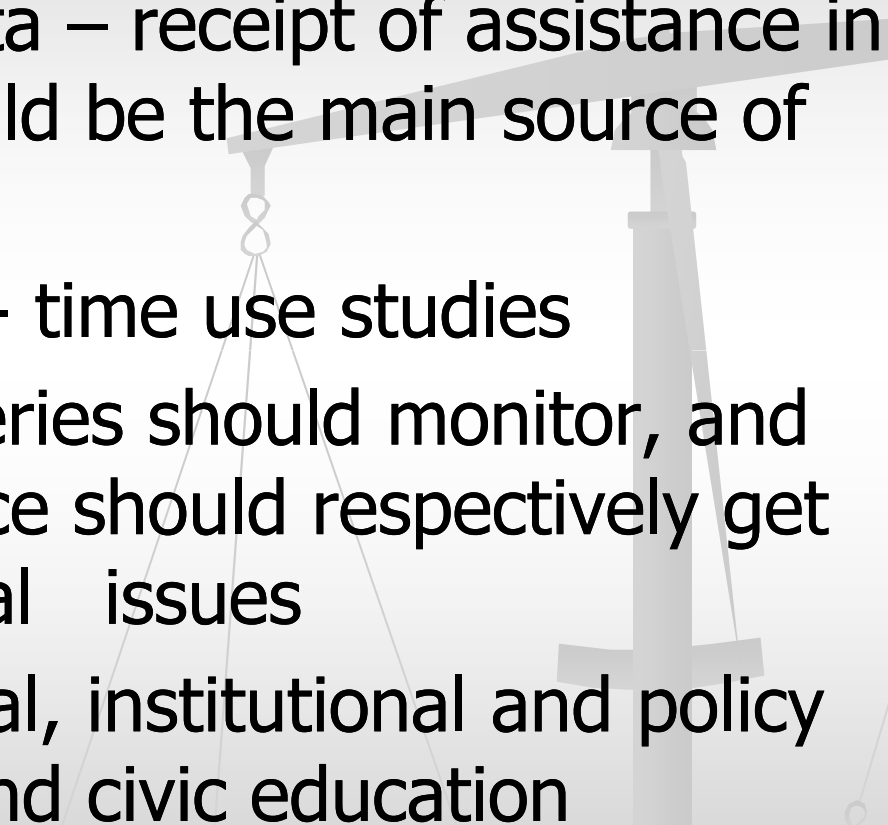
# Where are we- progress/change

- Indian federal experience – technician, focus on budget statement, quantitative rather than qualitative data
- Kerala model, developing schemes to meet women's needs, Gender Friendly infrastructure, innovative housing scheme, safety and welfare of women workers, skill enhancement of women, women survivors of violence – a counselling room, transport costs, gender trg of police

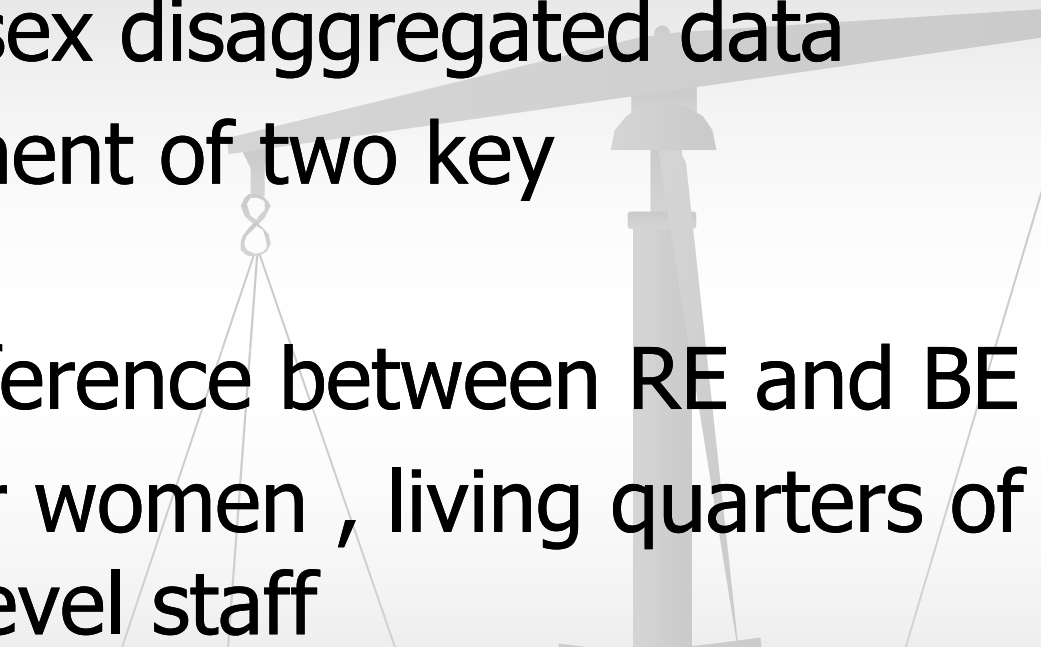
# Budget reform

- Budget reform should follow policy, not only financial reforms but outputs and outcomes
- Divorce between planning and finance
- Difference between expenditure and allocation
- Gender gaps in employment
- What do expenditure cuts mean – attendance of skilled personnel in child birth , availability of creches

# Monitoring, indicators and statistics

- Administrative data – receipt of assistance in agriculture – should be the main source of output indicators
  - Unpaid care work- time use studies
  - Women's machineries should monitor, and MWCD and Finance should respectively get training in financial issues
  - Investment in legal, institutional and policy reforms – voter and civic education
- 

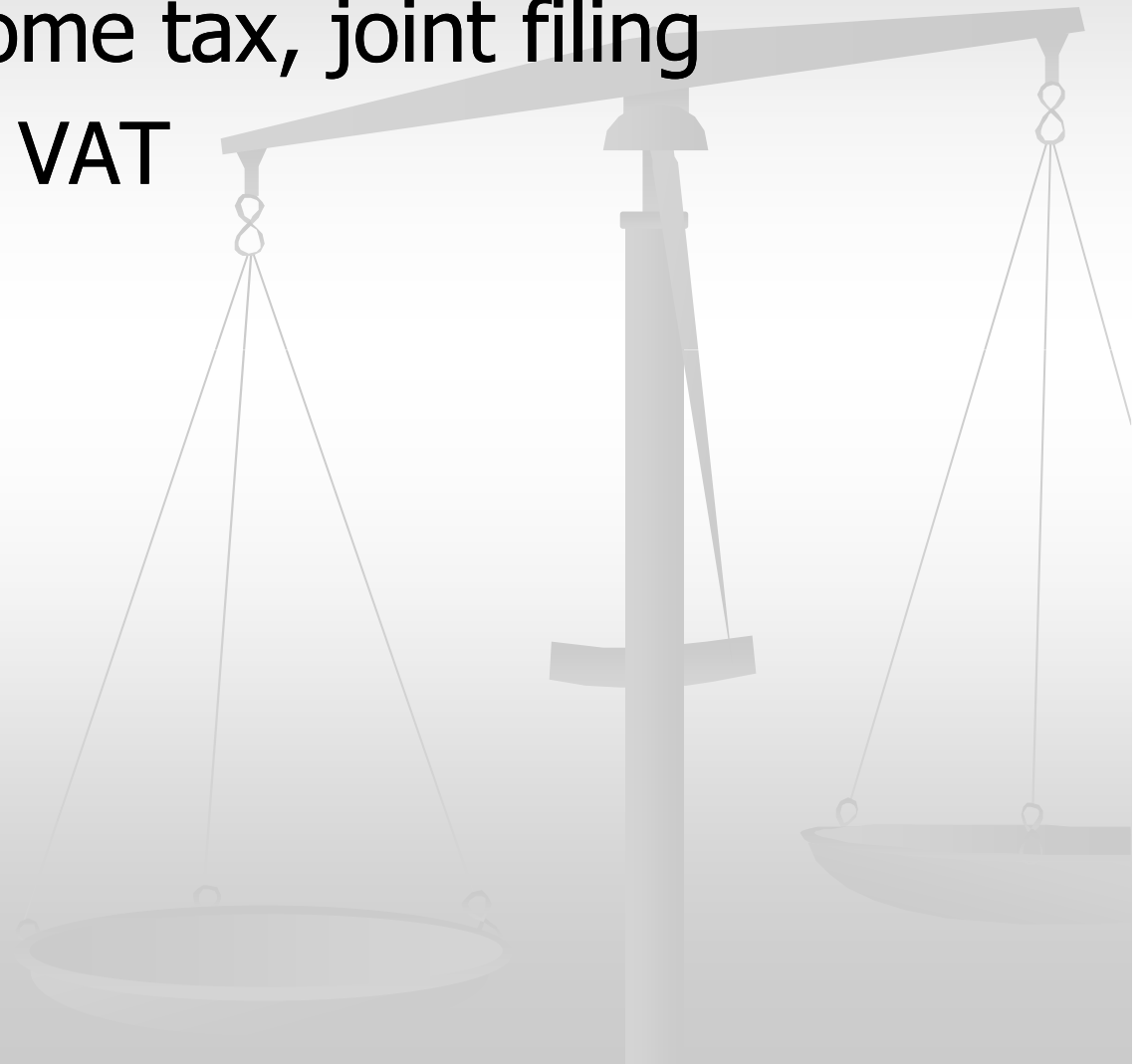
# Monitoring etc

- Importance of sex disaggregated data
  - Impact assessment of two key programmes
  - Reasons for difference between RE and BE
  - Employment for women , living quarters of female village level staff
- 

# Revenue side of the budget

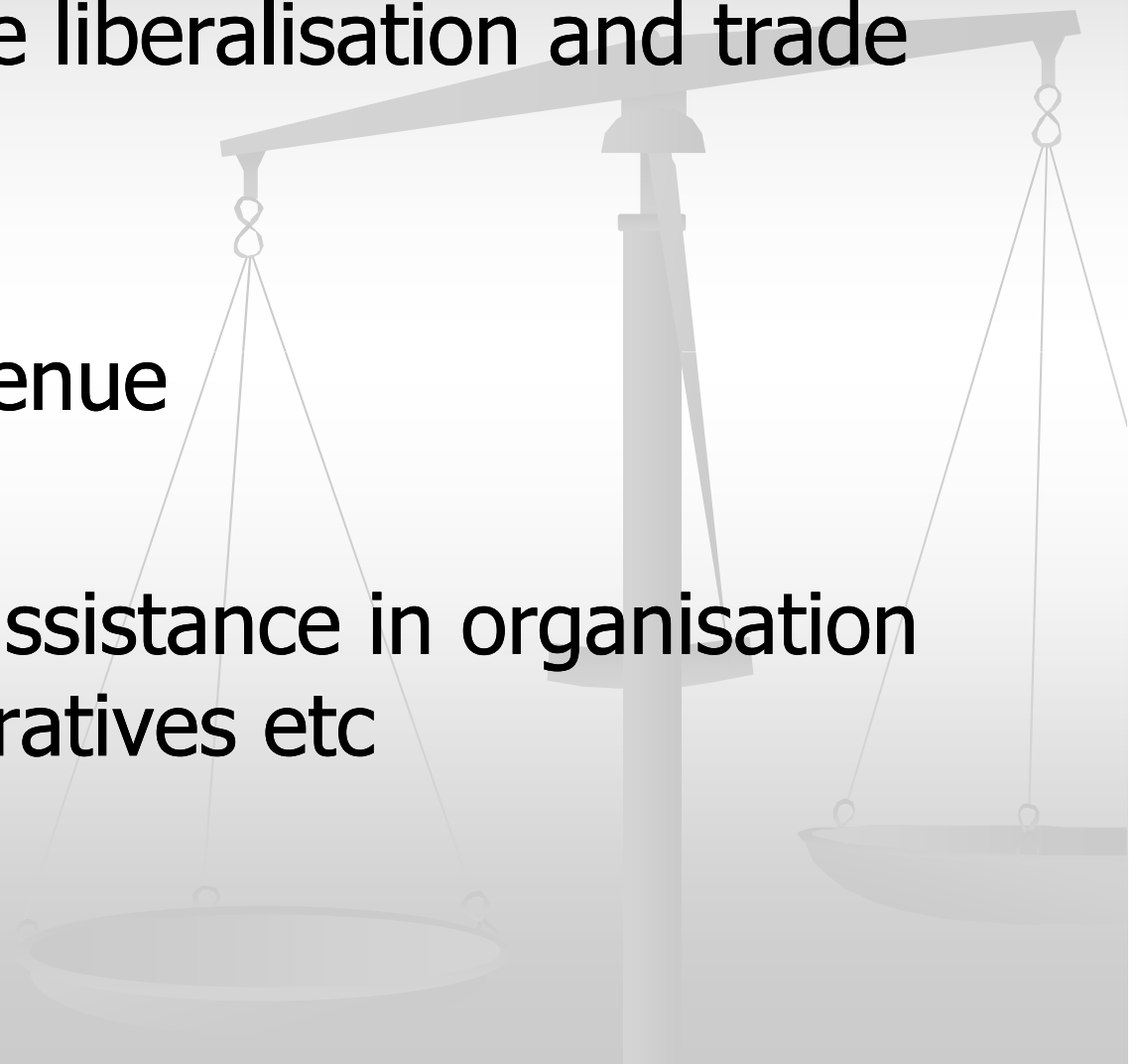
- Direct tax – income tax, joint filing
- Indirect taxes – VAT
- User fees

▪

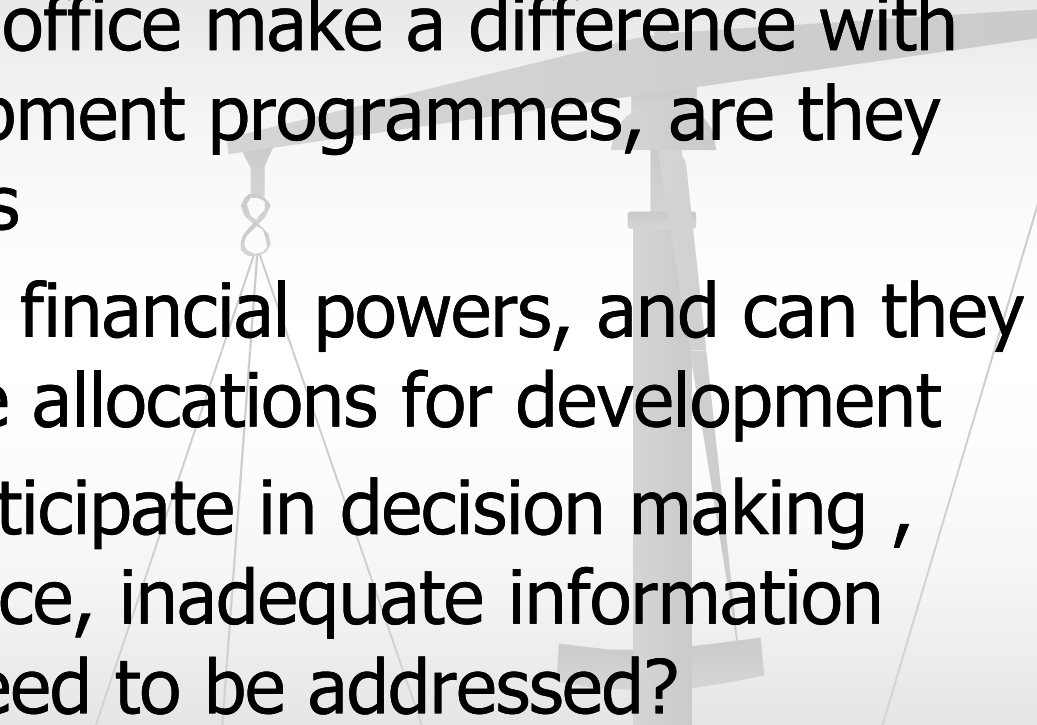


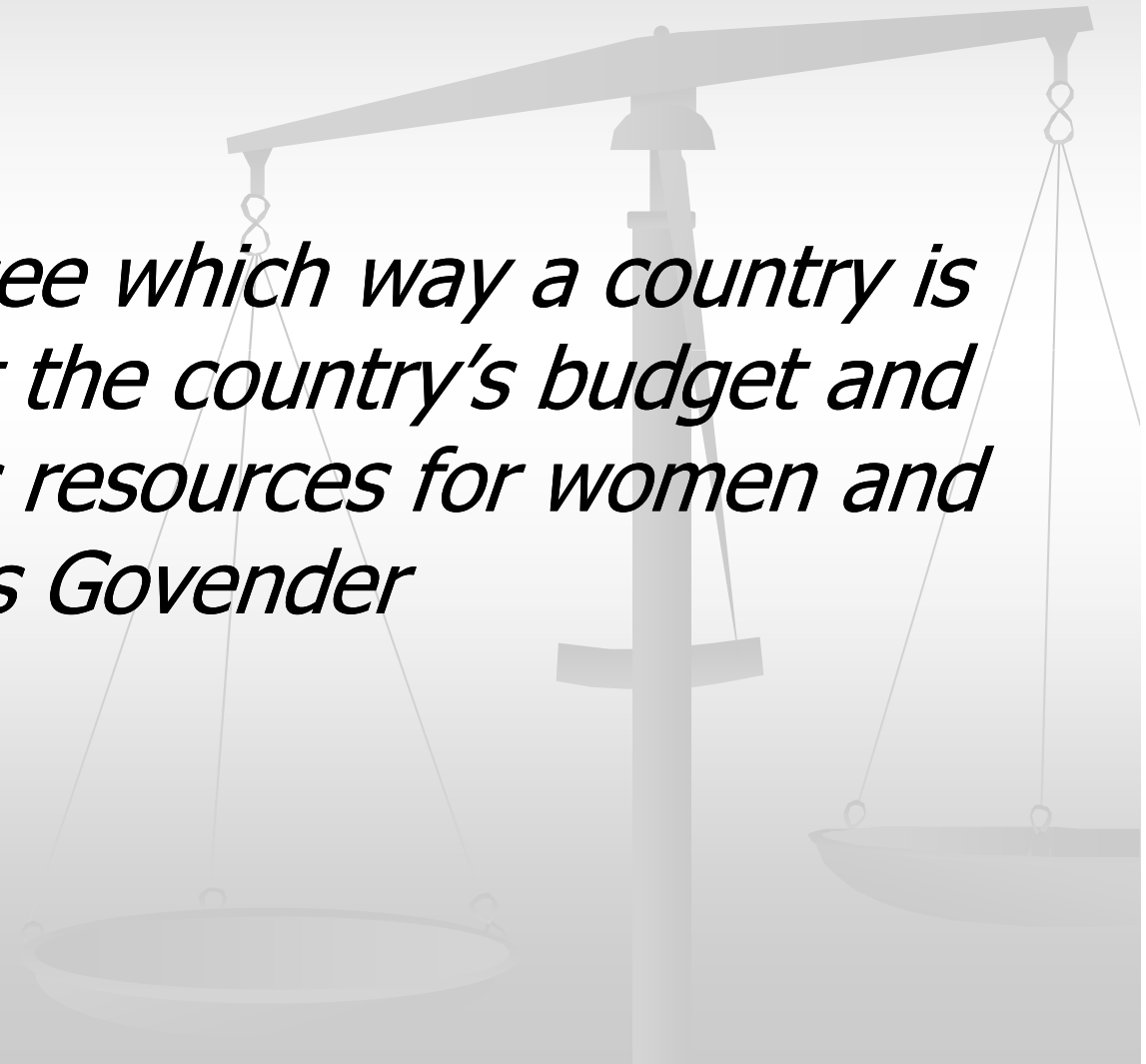
# Looking beyond – financing gender equality

- Impacts of trade liberalisation and trade agreements
  - employment
  - income and revenue
  - Prices
- Microfinance - assistance in organisation as SHGs, cooperatives etc



# GRBs – tool for empowering the PR system

- Does a woman in office make a difference with respect to development programmes, are they the same priorities
  - Are they aware of financial powers, and can they influence resource allocations for development
  - Do they really participate in decision making , and do inexperience, inadequate information and knowledge need to be addressed?
- 



*If you want to see which way a country is headed, look at the country's budget and how it allocates resources for women and children – Pregs Govender*





**Thank you**