

Review of Central Budget in the Context of Gender Justice (2006-2012)

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Abstract: *The present study is significant as because women are neglected half in Indian society and women is always given secondary treatment. Hence, gender justice is a significant and challenging research area in the new world. Gender justice is based on social and economic environment credited through infrastructure economic provisions as well as opportunities give to women for development. Gender justice is aimed to empower women not only throw microfinance and self help groups but also through the development of new schemes for women's all-round development in the various fields of national life, such as agriculture, industries and education. This brief research provides a glimpse into the nature of Indian scholarship on gender and is, perhaps, marked by what we have not been able to include here. If we confine ourselves to work published in English alone, work, employment, and wages; theorizing and constructing valid indicators of empowerment and development; work on consequences of development; religions/religious communities and gender; gender in the construction of nations; gender outcomes of the partition of India; communities and individuals as political actors; gender and the environment; women's histories and cultural customs; and dalit feminism are among some of the major themes that were not discussed here. If we broaden our perspective to include work based on a social justice model, the themes would multiply, as they would if we considered the broader field of "women's writing." Even a quick examination of the Web site of one feminist press - Kali for Women - illustrates the variety of work being done.*

Keywords: *Central budget, Gender justice, religious communities, Budgets garner resources.*

I. Introduction

Budgets garner resources through the taxation policies and allocate resources to different sections of the economy. The Budget is an important tool in the hands of state for affirmative action for improvement of gender relations through reduction of gender gap in the development process. It can help to reduce economic inequalities, between men and women as well as between the rich and the poor.(NCAS, 2003). Hence, the budgetary policies need to keep into considerations the gender dynamics operating in the economy and in the civil society. There is a need to highlight participatory approaches to pro-poor budgeting, green budgeting, local and global implications of pro-poor and pro-women budgeting, alternative macro scenarios emerging out of alternative budgets and inter-linkages between gender-sensitive budgeting and women's empowerment. Serious examining of budgets calls for greater transparency at the level of international economics to local processes of empowerment. There is a need to provide training and capacity building workshops for decision-makers in the government structures, *gram sabhas*, parliamentarians and audio-visual media¹.

Budgets affect all of us. Businesses analyse budget policy in order to make investment decisions that impact on growth and employment. As citizens, we depend on the State to provide crucial services and infrastructure. Whether new roads will be built, whether our children will have schools to go to and whether clinics can adequately cater for the health care needs of the population depends, to a large extent, on the way government raises revenues and allocates money to meet various competing and sometimes conflicting needs².

II. Methodology

Research Approaches: Fieldwork And Method

Methodological approaches to research in the area of gender in India emerge from a wide variety of disciplines, including sociology, history, and economics. These multidisciplinary bases, as well as the various sources of gender theory described above, lead to the use of a variety of approaches for studying gender. Though some of the work reflects the same dilemmas voiced by gender scholars in Euro-America (including insider-outsider and power issues in research, different context of research means that the salient issues appear differently. Two issues are highlighted in this section: fieldwork, especially the dilemmas of objectivity, action, and the position of researcher, and the methods used for gathering data and information. These discussions

provide the background for understanding what is written about specific gender topics and the type of data that is used for drawing conclusions³.

Fieldwork

While fieldwork and ethnography are often used synonymously in the United States, in India, the terms include varying degrees of participant observation, includes structured or semi structured interviews, and may involve survey interviews for quantitative analysis. Fieldwork entails the active involvement of the researcher in the production of knowledge, and this process often upholds power differences between the researcher and researched. Power is discernible in at least two interrelated dimensions⁴. First, there are power differences stemming from the different social locations of the researcher and the researched (not simply in terms of gender and class but also in caste, religion, nationality, life chances, and rural/urban backgrounds). Second, there is power exerted during and after the research process, such as defining the research relationship, having unequal exchanges and exploitation, and defining what constitutes “peoples’ voices.”

III. Method

The methods used for gender research in India can be categorized into three broad, somewhat overlapping, streams. The first stream, historical analysis, has focused on the changing construction of gender relations and, therefore, relied on particular events or on historical secondary documents (such as Butalia 1993; Chakravarti 1993, 1996; Omvedt 1998; Rao 1999; Suresh 1998; Talwar 1999). A second approach is the analysis of specific cases, such as the caste-based atrocity in Sirasgaon described by Anupama Rao (1999) or Kalpana Kannibiran’s (1996) analysis of a particular rape in the book *Embodied Violence*. Quantitative analyses form the basis for the third approach. The third approach has dominated two areas of research: demography and feminist economics, especially the impacts of microfinance projects on women’s status⁵.

Women’s Movement Scholarship In India

This section focuses on women’s movement scholarship produced by activists and scholars writing and living in India. Most of the authors are activists and/or activist/scholars themselves, and their analysis tends to be movement driven rather than a literature-driven analysis, and the objective, as pointed out in previous sections, is to collect grounded data to construct meaningful theory. The discussion that follows is based on the following books: Datar (1993), Dietrich (1992), Gandhi and Shah (1992), Kumar (1993), Omvedt (1993), and Sen (1990).

Movement-Driven Analysis

The analysis in most of these works is driven, implicitly or explicitly, by a search for meaningful categories that can facilitate the organizing effort of the movement. The lack of explicit dialogue between academic literature and movement scholarship might seem problematic from a U.S. academic perspective. However, it frees the authors to develop organic analytical categories that are more likely to feed back into the movement. This is even the case for scholars who do engage the academic literature, such as Omvedt, Dietrich, and Sen⁶.

Omvedt (1993), for example, used the new social movements perspective, but it gets completely transformed in her intersectional analysis of the nationalist and socialist roots of the Indian women’s movements, along with the anticaste, farmer’s, and environmental movements. Her main argument is that these “new” social movements present a challenge to both nationalist and Marxist visions of change in India and, in the process, are reinventing revolution. What makes them new is that “they have been explicitly antisystemic in their ideologies, looking towards a casteless, nonpatriarchal, nonlooting, sustainable society; they are involved, in their own view, in inherent conflict with the social order”

Academic Analyses

Most of the academic analyses of violence against women, which are from a feminist perspective, focus on the cultural and structural context of violence. The research varies from case studies to analyses of data from quantitative surveys. Some scholars provide a complex analysis based on a combination of sociocultural-, economic-, and individual-level factors (Kelkar 1992; Prasad 1990; Sinha 1989). Some analyze the historical roots of violence as condoned by the ancient texts, scriptures, and religion (Kumari 1989; Sood 1990). In general, violence is explained in terms of a patriarchal Indian society as a method of controlling women who have subordinate status. For example, one analysis of rape explains it in terms of the strict controls over women’s sexuality that are necessary to protect patriarchy and patriarchal property rights (Agnes 1990); others may point to mass rapes of lower caste women by upper caste men (Maydeo 1990) or of rural and tribal women by policemen and army personnel as multiple methods of subduing women (Kelkar 1992).

The Gender and Development (GAD) framework

The Gender and Development (GAD) framework focuses on ensuring that all policies and programmes are designed to take into account the different gender roles and needs of women and men, girls and boys. It is a shift away from the Women in Development (WID) approach that addressed women's rights and needs through separate and special development programmes. The WID approach tended to focus on increasing women's capabilities and economic opportunities through special interventions like income-generating activities, child care literacy and hygiene projects. The GAD approach recognises that culturally defined roles of women and men reinforce unequal relations between them resulting in marginalisation of both sexes, although women's marginalisation is more common. It therefore seeks not only to integrate women fully in the development process through mainstreaming gender issues in policies, programmes and budgets, but to transform unequal gender relations as well. The GAD framework is used as a tool to analyse the extent to which programmes or projects address the needs of women and men^{7,8}.

IV. Results And Discussion

Priority for Women in the Union Budget

The Gender Budget Statement was introduced levelling the Union Budget in the year 2005-06 and this practice has been sustained till date. Apart from listing those schemes where 100% provisions are meant for women in Part A, the statement in its current form also includes those schemes in which at least 30% provisions are meant for women in Part B. Even a preliminary assessment of the GBS over the last few years reveals that the total allocations earmarked for women as proportion of the total union government expenditure have been in the range of 5-6%, which by any standard is significantly low. After stagnating at 5.5% of the Total Expenditure over the last two years, Union Budget 2010-11 has increased the proportion of the GBS to 6.1%. The year 2010-11 has been an improvement in real terms, because this increase is neither due to an increase in the number of ministries/departments reporting in the GBS nor due to any significant methodological changes⁹.

Further analysis of the total magnitude for the years 2008-09 to 2010-11 (Refer to Figure 1) reveals that the increase in the per capita allocation has been rather insignificant – it has only risen from Rs. 900 in 2008-09 and Rs. 1000 in 2009-10 to Rs. 1190 in 2010-11. It must be noted however that in the context of high inflation of 13.33% (Consumer Price Index, April 2010), this increase is nominal.

How is Gender Budgeting helping in achieving the different MDGs for women?

Table 1: presents specific schemes reported in the GBS for the last three years, which helps assess the quantum of allocations for women vis-à-vis the MDGs.

Schemes Covered in the Gender Budgeting Statement	Allocations Earmarked for Women in these Schemes (in Rs. Crore)	MDGs Addressed
Mahatma Gandhi National Rural Employment Guarantee Scheme, Swarna Jayanti Shahri Rozgar Yojana, Swarnajayanti Gram Swarozgar Yojana, Indira Awaas Yojana, Mid Day Meal Scheme, Rashtriya Mahila Kosh, ICDS, STEP, Swayamsiddha, Indira Gandhi Matritava Sahoyog Yojana, National Food Security Mission, Village Grain Bank Scheme, Nutrition Education Scheme, SCA to SCP, SCA to TSP and Self Employment Scheme for Liberation and Rehabilitation of Scavengers.	2008-09 RE 26746.14	Goal 1: Eradicate extreme poverty and hunger Target 1(a) Reduce by half the proportion of people living on less than a dollar a day Target 1(b) Achieve full and productive employment and decent work for all, including women and young people Target 1 (c) Reduce by half the proportion of people who suffer from hunger
Sarva Shiksha Abhiyan, Mid Day Meal Scheme, District Primary Education Programme	2009-10 RE 8822.42	Goal 2: Achieve universal primary education Target 2a: Ensure that all boys and girls complete a full course of primary schooling
Rashtriya Mahila Kosh, Support to Training and Employment Programme, Swayamsiddha, Swarna Jayanti Shahri Rozgar Yojana, Mid Day Meal Scheme, Mahatma Gandhi National Rural Employment Guarantee Scheme, Swarnajayanti Gram Swarozgar Yojana, Post Matric Scholarship for SCs, Rajiv Gandhi National Fellowship for SCs, Top Class Education for SCs, Boys and Girls Hostels for BCs, Post Matric Scholarship for BCs, Self Employment Scheme for Scavengers, Share Capital to SC, SCA to SCP, Finance and Development for Weaker Sections, Employment of Physically Challenged, National Handicapped Finance & Development Corporation, Rajiv Gandhi Scheme for Empowerment of Adolescent Girls, Girls	2010-11 BE 20960.07	Goal 3: Promote gender equality and empower women Target 3a: Eliminate gender disparity in primary and secondary education preferably by 2005, and at all levels by 2015. 1 3(1) Ratios of girls to boys in primary, secondary and tertiary education 1 3(2) Share of women in wage employment in the non-agricultural sectors 1 3(3) Proportion of seats held by women in national parliament

Hostel for SCs, National Empowerment Mission, Hostels for Working Women, Priyadarshini, Swayamsiddha, Conditional Cash Transfer Scheme for Girl Child, Rajiv Gandhi National Crèche Scheme, National Child Labour Project, Schemes Ministry of Micro, Small & Medium Enterprises, Schemes under Dept of Biotechnology, Schemes under Dept of Information Technology, Schemes under Ministry of Home Affairs, Schemes under Ministry of Textiles, Schemes under Ministry of Tribal Affairs, Schemes under Department of School Education, Schemes				
Ministry of Home Affairs, Schemes under Ministry of Textiles, Schemes under Ministry of Tribal Affairs, Schemes under Department of School Education, Schemes under Ministry of Minority Affairs, Schemes under Department of Higher Education	2008-09	2009-10	2010-11	
	RE	RE	BE	
Reproductive and Child Health Project	3066.01	3431.37	3850	Goal 4: Reduce Child Mortality Target 4a: Reduce by two thirds the mortality rate among children under five
Indira Gandhi Matritva Sahyog Yojana, Reproductive and Child Health Project, Rural Family Welfare Services, Urban Family Welfare Services, Mission Flexible Pool, Contraception	7369.18	9438.92	11517.54	Goal 5: Improve maternal health Target 5a: Reduce by three quarters the maternal mortality ratio Target 5b: Achieve, by 2015, universal access to reproductive health
National TB Control Programme, National Vector Borne Diseases Control Programme, National AIDS Control Programme and Contraception	1178.99	944.52	1160.37	Goal 6: Combat HIV/AIDS, Malaria and other diseases Target 6a: Halt and begin to reverse the spread of HIV/AIDS Target 6b: Achieve, by 2010, universal access to treatment for HIV/AIDS for all those who need it Target 6c: Halt and begin to reverse the incidence of malaria and other major diseases
No relevant schemes have been listed in the GBS.				Goal 17: Ensure Environmental sustainability Target 7(a): Integrate the principles of sustainable development into country policies and programmes; reverse loss of environmental resources Target 7b: Reduce biodiversity loss, achieving, by 2010, a significant reduction in the rate of loss Target 7c: Reduce by half the proportion of people without sustainable access to safe drinking water and basic Sanitation. Target 7d: Achieve significant improvement in lives of at least 100 m
	2008-09	2009-10	2010-11	
	RE	RE	BE	
No relevant schemes have been listed in the GBS.				Goal 8: A global partnership for development

Table 1 shows that the allocations for women with respect to Goal 1 (reducing poverty and hunger) have gone up from Rs. 26077.87 crore in 2008-09 to Rs 33871.1 crore in 2010-11 which is an increase of approximately 30%. This increase can be mainly attributed to the introduction of Indira Gandhi Matritva Sahayog Yojana in 2010 and increase in allocations for Indira Awaas Yojana (IAY) and Special Central Assistance to Tribal Sub Plan and Scheduled Caste Sub Plan. This figure however is an overestimation of the actual funds meant for women since a heavily funded scheme like the Indira Awaas Yojana is listed under Part A of the statement which implies that 100% of its provisions are meant for women.

It must be noted that, although 80% of houses constructed under the scheme are registered in the name of women, the remaining 20% are jointly held by husband and wife (Ministry of Rural Development 2009-10), thereby making its inclusion in Part A, incorrect. Another important concern is the exclusion of important schemes such as Public Distribution System and National Programme for Adolescent Girls which have a significant impact on women from the GBS¹⁰.

Allocations for Goal 2 (universal primary education) have registered a moderate increase in the last three years on account of a rise in budgetary allocation for Sarva Shiksha Abhiyan. As far as Goal 3 is concerned (promoting gender equality and women's empowerment), allocations for 2008-09 in comparison to 2010-11 do show a notable increase of 39%. However, the increase in allocations in the last two years has been a moderate 17%. That too is mainly due to the introduction of two new schemes – Rajiv Gandhi Scheme for

Empowerment of Adolescent Girls and the National Empowerment Mission. There has also been a prominent increase in schemes such as Priyadarshini, Scholarship schemes meant for Scheduled Castes and Scheduled Tribes and overall budget of the Department of School Education and Literacy and the Ministry of Minority Affairs¹¹.

Key areas such as water and sanitation, environment and sustainable development and improvement in the living conditions of the urban poor do not find a mention in the gender budgeting statement. Important schemes like Accelerated Rural Water Supply Programme, Total Sanitation Campaign, JNNURM, National Slum Development Programme are significant omissions. Therefore, we do not see any allocations for Goal 7.

Allocations for addressing child mortality (Goal 4) have registered only a marginal increase in the last three years. From the year 2008-09, the allocations have increased to a meagre Rs. 3850 crore from Rs. 3066.01 crore. With regard to Goal 5 which aims at improving maternal health, there has been an increase in allocations for schemes like the Rural Family Welfare Services and Urban Family Welfare Services. A new scheme aimed at providing conditional benefits to pregnant women has also been introduced¹².

Allocations for Goal 6 have registered a slight decline from Rs. 1178 (2008-09 RE) to Rs. 1160 crore (2010-11 BE). This has been mainly on account of a decline in allocations for contraception. If we look at the trend in allocations for the MDGs from 2008-09 to 2010-11 (refer to figure 2), it is evident that the largest chunk of funds earmarked for women are for schemes addressing Goal 1. This can be attributed to the fact that large schemes such as Mahatma Gandhi National Rural Employment Guarantee Scheme (MGNREGS), Integrated Child Development Scheme (ICDS), IAY and Mid Day Meal Scheme. This is followed by allocations for Goal 3 and Goal 2.

Allocations for MDGs in 2010-11

Further analysis of allocations in 2010-11 BE for Goal 3 reveals that education received the largest pool of funds followed by wage employment (refer to figure 3). This includes allocations for schemes aimed at improving ratio of girls to boys in the primary, secondary and higher education (Indicator 1) and promoting women's employment in the non-agricultural sector (Indicator 2). However, with regard to indicator 3 i.e. increasing the proportion of seats held by women in national parliament, no noteworthy steps have been taken by the government. As we know, a critical legislation like the Women's Reservation Bill is still pending in the Lower House. However, it must be mentioned that a few efforts to enhance the capacity of women leaders at the grassroots have been taken by the Ministry of Panchayati Raj. The schemes under the ministry do not feature here because the indicator squarely mentions increase in the number of women legislators at the national level¹³.

Per Capita Allocations for the Different MDGs in 2010-11

If we take the projected population of females for 2011, i.e. 570206000, an indicative estimate of the per capita allocation for girls/women vis-à-vis the different MDGs can be drawn up. As figure 4 reveals, this year the government has allocated Rs. 594 per woman to address Goal 1 i.e. poverty and hunger, while only Rs. 202 has been allocated per capita to address maternal health.

V. Summary And Conclusion

The above analysis reveals that the allocations for women vis-à-vis the MDGs are mainly aimed at improving the ratio of girls to boys in the primary, secondary and higher education and promoting women's employment in the non-agricultural sector. However, there are larger concerns that remain unaddressed. Some of these are:

- (a) The overall allocations for women as proportion to the total Union Government expenditure remain abysmal.
- (b) There are many bottlenecks which impede the delivery of services to women.
- (c) The manner in which certain schemes have been conceptualized may result in reinforcing gender stereotypes and inequalities, instead of challenging them. It is important to remember that the creation of an enabling environment for women cannot be limited to certain schemes which address women's immediate concerns and needs but should also challenge insidious and unequal power relations and structural inequities in our society. Once these challenges undertaken, the spirit of gender budgeting understood and practised in India has the potential to become an effective tool not only in fulfilling the Gender specific MDGs 3 and 5 in the country, but also in addressing the gender related concerns underlying all the MDG targets and placing them specifically in the national and regional context.

This brief research provides a glimpse into the nature of Indian scholarship on gender and is, perhaps, marked by what we have not been able to include here. If we confine ourselves to work published in English alone, work, employment, and wages; theorizing and constructing valid indicators of empowerment and development; work on consequences of development; religions/religious communities and gender; gender in the

construction of nations; gender outcomes of the partition of India; communities and individuals as political actors; gender and the environment; women's histories and cultural customs; and dalit feminism are among some of the major themes that were not discussed here. If we broaden our perspective to include work based on a social justice model, the themes would multiply, as they would if we considered the broader field of "women's writing." Even a quick examination of the Web site of one feminist press - Kali for Women - illustrates the variety of work being done.

The writing on gender is not confined to women, though they make up the bulk of the authors. Nor is it confined to English, though, given India's population, the English-language publication market is large enough for publishers such as Sage Publications and Oxford University Press to consider the subcontinent a separate market. However, the writing in regional languages, which commands less global attention, is equally important and provides insightful sources for understanding how the intersection of global, national, and local processes affects people's gendered lives (excellent examples of such work are by Mahasweta Devi, Nabaneeta Deb Sen, or Chitra Deb). Many regional languages have very vibrant debates, controversies, research reports, and activist writings on gender, and their roots can be traced through centuries.

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