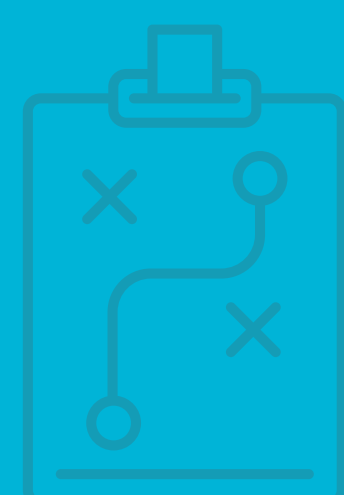


An analysis of the GB statement 2020-21

Suggestions for strengthening the tool



This year is a critical moment for women's rights and gender equality movement globally. While, 2019 marked 40 years of CEDAW, 2020 marks the 25th anniversary of the adoption of the Beijing Declaration and Platform for Action, and the 5-year milestone towards achieving the Sustainable Development Goals (SDGs). The Beijing Declaration was the introduction of 'gender mainstreaming' in public policy, and with it came the initiation of Gender-Responsive Budgeting (GRB) in India through the Ministry of Finance in 2004. With the 2030 Agenda for Sustainable Development, the global community has also adopted the Addis Ababa Action Agenda which provides a roadmap for financing, including, transformative financing for gender equality.

Over the years, line Ministries in India with the Ministry of Women and Child Development (MWCD) as an anchor, have undertaken several gender mainstreaming and GRB efforts. Significant gains have been made to include intersectional and marginalized perspectives into the budgeting processes at national and state level - the most established, frequently used and commendable tool for popularising the GRB exercise being the Gender Budget Statement (GBS – currently the Statement 13 of the Expenditure Profile, Expenditure Budget, Union Budget of India).

The first Gender Budget Statement (GBS) was introduced in 2006–2007. Since then it has become an integral part of the Union budget documents and has been used extensively to analyse and examine the extent of investments on women-related and women-specific programmes in India. Even the states adopting the GRB exercise have used the GBS as one of its important outputs for carrying forward the agenda of gender sensitive policymaking.

However, in the recent past, there has been valid critical outlook towards the quality of the statement as well as the technical practises followed to collate the same. The GB has been criticised as a mere ex-post reporting tool for allocations towards women-related and women-specific programmes thereby providing a quantitative idea of the extent of public provisioning for women in the budgets. While such information becomes crucial to examine and evaluate the programme's efficacy and is much needed, the GBS cannot remain a mere official exercise conducted every year around the budget. The process needs a dynamism that would reflect the ideas around policy planning, programme design and monitoring for women's empowerment.

The presentation shared by the MWCD captures the essence of the problems with the current GBS and provides a detailed analysis of the trends in the number of demands reported in the statement, total allocations in the GB for both part A and part B and the Union Ministries and state governments carrying out the GRB exercise.

This note involves a deeper analysis of the Statement 13 and emphasises on two major issues which need immediate attention in order to improve both reporting on the allocations in the short term as well as achieving better outcomes from programmes directed at women over a longer timeframe. They are as follows:

» **The WCP approach continues to operate while reporting allocations in the GBS:**

Our analysis of the GBS reveals a very important aspect of the GBS not being able to break out of the earlier tradition of the women's component Plan (WCP). The WCP adopted in the Ninth Five-year plan was a strategy of reallocation of a fixed share of 30% of an already allocated plan outlay for the women-related and women-specific programmes rather than extra allocations – basically implying that the expenditure for social sectors directed at women was a fixed share subcomponent of the total Plan outlay.

The GRB was an exercise to break that tradition and allocate expenditures according to the requirements for women within a specific scheme/programme. However, the Table below clearly shows that many ministries still report a fixed share of their allocations to the programmes as part of their reporting exercise to the GB statement (Highlighted in yellow). Such an approach of fixed share allocations merely to fulfil needs of reporting may not achieve the intended outcomes of the programmes. In fact, it is all the more imperative to break from the fixed share reporting patterns, now that there does not exist any Plan allocations for programmes as such in the budget. The expenditures and allocations need to be reported based on actual utilisation and will require a prior analysis of the fund flows, institutional mechanisms for programme implementation and in-depth evaluation of the programmes – evidence and data of these would help in reporting actual figures.

» **Qualitative improvement requires rationale for every entry:**

The GBS could be qualitatively improved if there exists a mechanism for recording rationales for every entry made in the statement, especially in Part B. For example, in the table below, we have shown/highlighted some programmes where the reporting of the allocations are 100 percent, yet the programme does not specify any women-related or exclusively women oriented objective. These anomalies have been noted for several entries. Specific questions for improving the quality of such entries in future GBS has been added in the comments column of the Table. Such a practise of noting down rationale/explanations for every entry can also help in overcoming the first problem of fixed share allocations as well.

» **Quantitative improvement needs meticulous reporting and mechanisms for frequent follow-up with every Union Ministry:**

The GBS needs to be consistent in terms of reporting mechanisms. Otherwise it runs the risk of missing important items, especially in Part B. Some of the important and obvious omissions in the statement 13 of the GBS 2020-21, where allocations have been more than 30% for women but have possibly not been recorded due to lack of data, are the

Ministry of Jal Shakti – Both departments of Water resources and Drinking water and sanitation run programmes which have direct implications for women’s unpaid work and could have been part of the GB statement with prior planning. Data on gender disaggregated beneficiaries and total allocations would be required for such reporting.

Ministry of Finance – The Pradhan Mantri Jeevan Jyoti Bima Yojana and Pradhan Mantri Suraksha Bima Yojana aimed at financial inclusion of unorganised workers including domestic workers between the ages of 18-50 years, implemented by the department of Finances should be included in part B after proper analysis.

Ministry of micro, small and medium enterprises – The Pradhan Mantri Mudra Yojana needs to be reported under part B. Since the inception of the programme, women constitute 70% of the total beneficiaries. More clarity would be available with better data on the programme.

Ministry of Information and broadcasting – Part B should definitely report in the GBS given a large section of the IEC materials refer to women’s safety, sanitation, housing, health and other issues closely related to women’s roles in the economy and society.

Ministry of Law and Justice – A component of the National Mission for safety of women is met by the Ministry. It should be in the Part A of the GB statement

Ministry of tourism – A component of skill and capacity building within the hospitality industry is part of total allocations of ministry of tourism and a substantial section of women are part of the programme. This reporting should be part of the GBS.

Ministry of Statistics and programme Implementation – The MoSPI should be regularly reporting in Part B as gender disaggregated data collection by the MoSPI is a tool used for the situation analysis of the GRB exercise regularly. The Time use survey conducted by the MoSPI in the last year would be useful for a range of GB exercises to understand women’s unpaid work and provide inputs for gender responsive policies.



Gender disaggregated data:

Collection of gender disaggregated data for improving all the above qualitative and quantitative attributes of the GBS by every programmes/schemes by all ministries has become imperative. Being the nodal ministry for implementing the GRB, MWCD needs to proactively encourage ministries to collect and disseminate data for informing gender responsiveness of the policies. It may think of an expert group to help strategise the mechanisms to facilitate data collection and dissemination by other ministries.

The Table below provides a ministry-wise disaggregated share of allocations reported in the GB statement with additional supplementary comments and suggestions for improving the GBS entries.

[Prepared by Sona Mitra and Nidhi Gyan Pandey, IWWAGE – LEAD at Krea University, 26th May, 2020]

Table: Detailed analysis of the Gender Budget Statement, 2020-21

Demand No.	Name of Ministry	Name of Scheme	Total Allocation by the Ministry		Allocation in the Gender Budget		Percentage share of allocations reported in GBS	
			2019-20 (R.E.)	2020-21 (B.E.)	2019-20 (R.E.)	2020-21 (B.E.)	2019-20 (R.E.)	2020-21 (B.E.)
4	Ministry of Ayurveda, Yoga and Naturopathy, Unani, Siddha and Homoeopathy (AYUSH)		1857	2122.08	91.65	86.01	4.9	4.1
59	Ministry of Human Resource Development (Department of Higher Education)	Interest Subsidy and Contribution to Guarantee Fund (Item 14)	1900	1900	665	665	35	35
		Rashtriya Uchchar Shiksha Abhiyan (RUSA) (Item 17)	1380	300	483	105	35	35

Demand No.	Name of Ministry	Name of Scheme	Total Allocation by the Ministry		Allocation in the Gender Budget		Percentage share of allocations reported in GBS	
			2019-20 (R.E.)	2020-21 (B.E.)	2019-20 (R.E.)	2020-21 (B.E.)	2019-20 (R.E.)	2020-21 (B.E.)
83	Ministry of Railways		156084.33	160792	267.64	250	0.2	0.2
1	Department of Agriculture, Cooperation and Farmers' Welfare	Rashtriya Krishi Vikas Yojna (Item 10)	2760	3700	828	1110	30	30
		Pradhan Mantri Krishi Sinchai Yojna-Per-Drop More Crop (Item 11)	2032.2	4000	609.66	1200	30	30
23	Ministry of Earth Sciences	ACROSS	380	440	24	35	5.4	6.2
		Reach out	65	85	17	25	26.2	29.4
		O-Smart	445	567	49	72	11	12.7

Demand No.	Name of Ministry	Name of Scheme	Total Allocation by the Ministry		Allocation in the Gender Budget		Percentage share of allocations reported in GBS	
			2019-20 (R.E.)	2020-21 (B.E.)	2019-20 (R.E.)	2020-21 (B.E.)	2019-20 (R.E.)	2020-21 (B.E.)
57	Ministry of Housing and Urban Affairs	Pradhan Mantri Awas Yojana (Urban) (Item 1)	6853.26	8000	3537.43	2598.17	51.6	32.5
		Deendayal Antodaya Yojana - National Livelihoods Mission (DAY-NULM) (Item 2)	9774	10005	3762.43	2836.67	38.5	28.4
63	Ministry of Labour and Employment	National Child Labour Project including grants in aid to voluntary agencies and reimbursement of assistance to bonded labour	79	120	79	120	100	100
69	Ministry of Minority Affairs		4700	5029	1271.31	1365	27	27.1

Demand No.	Name of Ministry	Name of Scheme	Total Allocation by the Ministry		Allocation in the Gender Budget		Percentage share of allocations reported in GBS	
			2019-20 (R.E.)	2020-21 (B.E.)	2019-20 (R.E.)	2020-21 (B.E.)	2019-20 (R.E.)	2020-21 (B.E.)
97	Ministry of Textiles	Development of Silk Industries	765.45	810	200	200	26.1	24.7
		Comprehensive Handloom weaver's Scheme	19.54	10	5.86	3	30	30
		Yarn Supply Scheme	172.17	155	51.65	46.5	30	30
		Ambedkar Hasthshilp Vikas Yojna	11.5	24	3.45	7.2	30	30
		Design and Technology Upgradation	74.99	74.5	22.5	22.35	30	30
		Marketing Support Service and Export Promotion	55	59	16.5	17.7	30	30
		Research and Development	9.65	9.5	2.9	2.85	30.1	30

		Handicrafts Artisans Comprehensive Welfare Scheme	24.44	31	7.33	9.3	30	30
		Human Resource Development Scheme	26.15	26	7.85	7.8	30	30
		National Handloom Development Programme	445.94	470	36.45	57	8.2	12.1
		Integrated Wool Development	29	20	6	6	20.7	30

Source: GB statement and expenditure budgets of various Union Ministries, Union Budget 2020-21