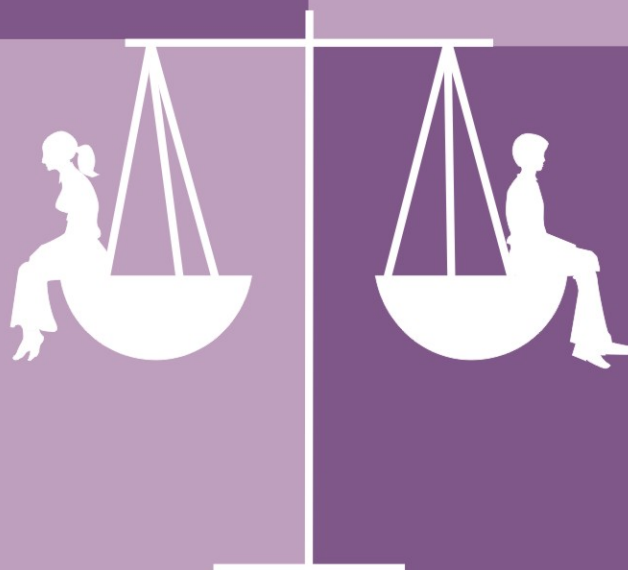


# GENDER BUDGETING MANUAL

for

**TRAINERS OF  
GOVERNMENT OF INDIA  
MINISTRIES & DEPARTMENTS**



Ministry of Women and Child Development  
Government of India  
2007





**GENDER BUDGETING MANUAL**  
for  
**TRAINERS OF GOVERNMENT OF INDIA**  
**MINISTRIES & DEPARTMENTS**



Ministry of Women and Child Development  
Government of India  
2007







भारत सरकार  
महिला एवं बाल विकास मंत्रालय  
शास्त्री भवन, नई दिल्ली – 110001

GOVERNMENT OF INDIA  
MINISTRY OF WOMEN & CHILD DEVELOPMENT  
SHASTRI BHAWAN, NEW DELHI-110001

Website : <http://www.wcd.nic.in>

**ANIL KUMAR**

SECRETARY

Tel. : 23383586, Telefax : 23381495

E-mail : [secy.wcd@nic.in](mailto:secy.wcd@nic.in)

## FOREWORD

'Equality for all', is enshrined in the Indian Constitution, yet almost half of the population, comprising women is bypassed in terms of benefits and services. In order to achieve a holistic approach to development which is gender inclusive, it is imperative to use 'Gender Budgeting' as a tool for gender development and women empowerment.

The Ministry of Women and Child Development recognised Gender Budgeting as an important tool for women's empowerment and addressing inequality. The Ministry of Women and Child Development adopted 'Budgeting for Gender Equity' as a mission statement, and framed a strategic framework of activities to implement this mission. Gender Budgeting is a process that entails incorporating a gender perspective at various stages-planning/policy/programme formulation, assessment of needs of target groups, allocation of resources, implementation, impact assessment and reprioritization of resources. The Ministry of Finance created an enabling environment in this initiative and mandated all Ministries/Departments to set up gender budgeting cells by January, 2005. On 8<sup>th</sup> March, 2007, the Ministry of Finance released the Charter for Gender Budget Cells and this coincided most appropriately with the International Women's Day

The Gender Budgeting Manual for Trainers of Government of India Ministries and Departments was conceived of and executed with the intention of imparting trainings to Ministry officials representing their respective Gender Budgeting cells. The aim is to ensure consistent and uniform understanding of concepts and application of Gender Budgeting across government Ministries and Departments.

The Gender Budgeting Manual for Trainers of Government of India Ministries and Departments is the outcome of close cooperation between, Ministry of Women and Child Development, UNDP, UNIFEM, IFES, IIPA and International experts. I am sure that the Training Manual will help form a core group of trainers and resource persons who will help in taking forward Gender Budgeting.

*Anil Kumar*  
(Anil Kumar)

UNITED NATIONS



NATIONS UNIES

NEW DELHI, INDIA

Resident Coordinator's Office

## Message

I am very pleased that the Ministry of Women & Child Development, Government of India has prepared a Training Manual on Gender Budgeting. This manual is a practical tool which can help government and civil society to assess the extent to which gender issues are being addressed through budgetary allocations and expenditure statements.

The Manual demystifies the concept of gender budgeting and codifies norms and procedures, based on global good practices customized for the Indian context. I am especially pleased that the exercise draws upon prior experiences of Malaysia and South Africa as well as the work in India with women members of Panchayati Raj Institutions. It is of tremendous value as it helps central ministries undertake gender budgeting and build capacity of their gender budgeting cells. We are very pleased that leading international and national experts have contributed to this exercise. The fact that this exercise was undertaken with support and substantive inputs from UNFEM and UNDP is an excellent example of UN system collaboration, and our credo of "working as one".

I once again felicitate the Ministry of Women & Child Development for this initiative, and look forward to effective use of this manual to hold budgets accountable for gender equity.

A handwritten signature in cursive script, appearing to read "Maxine Olson".

Maxine Olson  
UN Resident Coordinator

55, Lodi Estate, New Delhi - 110 003, India

Telephone: 24628877 Fax: 24627612 E-mail: fo.ind@undp.org <http://www.undp.org.in>



Fax No. : 23381495  
Fax No. : 23381800  
Fax No. : 23381654  
Telegrams : WOMEN CHILD

भारत सरकार  
महिला एवं बाल विकास मंत्रालय  
GOVERNMENT OF INDIA  
MINISTRY OF WOMEN & CHILD DEVELOPMENT  
शास्त्री भवन, नई दिल्ली-110 001, दिनांक  
Shastri Bhawan, New Delhi-110 001, Dated

### Acknowledgements

The Gender Budgeting Manual for Trainers of Government of India Ministries and Departments is a companion volume to the Gender Budgeting Handbook for Government of India Ministries and Departments. The training manual was prepared with the intention of training and mentoring of officials who are responsible for Gender Budgeting in the Ministries and Departments as well as those who will form a core group of trainers.

The Training Manual is an outcome of close cooperation between the Ministry of Women and Child Development, UNDP, UNIFEM, IIPA, IFES and draws heavily on the Training of Trainers Workshop held on 30th October-1st November 2007 at the Indian Institute of Public Administration.

I gratefully acknowledge the assistance of international expert Ms. Debbie Budlender for so efficiently putting together this manual. I would like to thank the members of the task force, Prof Aasha Kapur Mehta (IIPA), Ms Benita Sharma (IFES-USAID), Ms Firoza Mehrotra (UNIFEM), Ms Nandita Mishra (MWCD), Dr. Suraj Kumar (UNDP) and his team Ritu Mathur and Nishu Nirula as also Radha Kamath (MWCD) who helped put the Training Manual together.

Last but not the least thanks are also due to all the participants of the Training of Trainers Workshop for their active participation and suggestions.

*Manjula Krishnan*

(Manjula Krishnan)  
Economic Advisor





# CONTENTS

<b>Introduction</b>	<b>1</b>
<b>General Tips on Training</b>	<b>3</b>
Participatory approach	3
Presentations	3
Group work	4
Buzz groups	5
Daily summaries	5
Evaluation	5
<b>Training Sessions</b>	<b>7</b>
Designing workshops on Gender Budgeting	7
1. Introductory session	10
2. Gender Budgeting in India	13
3. Gender concepts	16
4. What is Gender Budgeting? Presentation	20
5. Country case studies	23
6. Causes, consequences, solutions	25
7. Entry point tools for Gender Budgeting	29
8. Gender appraisal of new programmes	32
9. Designing indicators	42
10. Impact analysis: Group work & presentation	44
11. Outcome Budget: Presentation & group work	48
<b>In Conclusion</b>	<b>51</b>
<b>Annexes</b>	<b>53</b>
Annex 1 Gender Budgeting Workshop Evaluation form: DATE	53
Annex 2 Gender Budgeting in India	55
Annex 3 What is Gender Budgeting?	58
Annex 4 Global Experiences in Gender Budgeting <sup>1</sup>	61
Annex 5 Entry Point Tools for Gender Budgeting	67
Annex 6 Check list for integrating gender / Gender Budgeting into new programmes, projects and schemes (PPS)	69
Annex 7 Addressing Maternal Mortality through Gender Budgeting	72
Annex 8 Gender Budgeting: The Case of HIV/AIDS	74
Annex 9 Case Studies of Gender Budgeting	76
Annex 10 Gender Budgeting & Outcome Budgets	80



---

# INTRODUCTION

---



## 1

# Introduction

This manual is intended for use by those who will assist officials of Ministries and Departments of Government of India in taking forward Gender Budgeting (GB). The manual is intended as a companion volume to the Gender Budgeting Handbook for Government of India Ministries & Departments (hereafter 'the Handbook') which has been prepared for the officials themselves. This manual describes exercises and presentations that can be used in training and mentoring of officials. It is accompanied by a cd-rom that contains the PowerPoint presentations, handouts and evaluation forms discussed in this manual.

The manual draws heavily on the training of trainers workshop held on 30 October - 1 November 2007 at the Indian Institute of Public Administration under the auspices of the Ministry of Women and Child Development, with support from the United Nations Development Programme, United Nations Development Fund for Women and IFES. The manual should be read in conjunction with the report from that workshop as many of the presentations and exercises described here were tested there. We also take this opportunity to thank all participants in the workshop for their active participation and suggestions. A thank you is also due to the various participants at the workshop, whose presentations form the basis for the presentations described in this manual.

The manual begins with a short session that provides general tips on training. This is followed by the main body of the manual, which describes different sessions which could be included in a workshop or mentoring session. A single workshop is unlikely to include all the sessions described here, and on the other hand, a particular workshop may well include sessions that are not described here. The sections below are thus intended as ideas that can be used to 'pick-and-mix' in a manner that a facilitator-trainer will choose those sessions that are most appropriate for a particular audience, purpose and time, and adjust them as appropriate. A later section of this manual makes suggestions as to the sessions one might want to include in a particular type of training or mentoring event but, as always, these are intended as suggestions rather than prescriptions.



---

# GENERAL TIPS ON TRAINING

---





# 2

## General Tips on Training

### PARTICIPATORY APPROACH

This manual emphasises a participatory approach to training and mentoring rather than a lecture-based approach. The participatory approach is proposed because it has been shown that people are much more likely to learn and retain more when they participate actively in the learning process and are exposed to practical exercises. The participatory approach is also well suited to a situation where the learners have knowledge about the topic, but the nature and extent of knowledge differs across participants. A participatory approach encourages a situation of mutual learning, where participants learn from each other as well as from the facilitator, and in turn, the facilitator learns from the participants. This is especially appropriate for the GB training exercise, where the government officials who participate know a lot more than the facilitator about the government activities for which they are responsible. Also, participatory approaches are far more fun than lectures!

For the facilitator, a participatory approach means giving up some power and control - and sharing power and control with participants. This can create anxiety, but should, in fact, be liberating as it means that you share responsibility with participants.

### PRESENTATIONS

Using a participatory approach does not mean that you, as facilitator, should not provide any inputs. There will be some new knowledge that you will want to share with the participants. For this, you might need to use Powerpoint presentations. To keep the participatory approach dominant, you can:

- Keep the Powerpoint presentations short. You should not have more than about 15 slides in any presentation.
- The 'presentation' should not exceed 20-25 minutes. Most people cannot concentrate on listening for longer than this. Leave an extra ten minutes, as the minimum, for discussion.

- Avoid having two consecutive presentations in the programme. Intersperse more participatory sessions between presentations.

## GROUP WORK

Group work is one of the standard tools of the participatory approach. Group work encourages participation of all participants, including those who might be too shy or hesitant to speak in plenary. Group work also provides participants a chance to practise tackling a task by using concepts and knowledge that they gain through earlier sessions. Group work also allows you to cover a greater number of examples in the workshop as different groups can work on different examples.

Group work is not, however, a fool-proof method. Too much group work can be boring for participants. Group work, because it is less structured than plenary inputs, can also make it difficult for participants to extract the key learnings. Sometimes groups lose their way. This can happen because they do not understand the task they have been given, because the task is too difficult, or because they wander off the topic. In some cases, one or more people might also dominate the group work. Finally, report backs are often long and boring, with the lessons to be learnt unclear.

To avoid boredom, try to avoid having two sets of group work one after the other. Try also to create different groups for different sessions, unless a particular group work session builds directly on the previous group work session. Having different people in groups each time means that participants have a chance to learn from a greater number of peers. It also means that if there is a dominant person, the negative consequences are shared among participants.

To avoid groups wandering off their task, ensure that the task you give is clear and manageable. Limit the number of questions you want the participants to discuss in the group. Write these questions up clearly on a board or flipchart, or give them to participants in the form of a handout. Then, as the groups are about five minutes into the activity, walk around to each of the groups in turn checking that they are confident that they understand the task and have a plan for doing it.

Some facilitators favour placing resource persons in each group to guide the discussion. The danger here is that the resource person may dominate. An alternative approach is to ask each group to elect their own facilitator, recorder and rapporteur. To avoid boring and lengthy report-backs, give each group a maximum of two pieces of flipchart paper and tell them that they have a maximum of  $x$  (e.g. five) minutes to report back. Enforce this limit strictly in the first group report-backs and the participants will quickly get the message!

In the report back, allow time for other group participants to add after their rapporteur has reported. Also allow time for participants to comment or ask questions about the group reports. In some cases you can do this after each group reports. In other cases it is better to do it after all groups have reported.

You, as facilitator, also need to comment in some way on what the groups report. This should not turn into a long 'expert lecture' by the 'teacher'. However, you need to indicate to participants where you disagree with what they have reported if this will affect how they take Gender Budgeting forward. For example, if you feel that their report reflects gender insensitivity, you need to say so and explain why you feel so. It will also assist participants' learning if you summarise the main similarities and differences you see between the reports from the different groups.

## BUZZ GROUPS

In addition to using full-scale groups, you can encourage participation through buzz groups. Instead of allocating participants to three or four groups, you can ask participants to discuss ('buzz') with the people sitting next to them about particular questions or issues. One advantage over this approach when compared to full-scale group work is that no time is wasted setting up their groups. Buzz groups are also especially useful if you want participants to have several small discussions on different questions, interspersed with plenary input. In contrast, groups work better when the task allocated will take some time and requires a more comprehensive feedback from each group.

## DAILY SUMMARIES

When planning the workshop, you will have some logic in deciding which sessions to include and in what order. This logic might not always be clear to participants, especially if much of the material is new for them. It is therefore useful to keep reminding participants of the logic so that they are better able to fit their new knowledge together and understand what it means for their own responsibilities. You should first explain the programme at the beginning of the workshop. If the workshop is longer than one day, you can also start each day with a quick summary of what was covered the previous day. The summary should not be detailed. Rather, the emphasis is on showing the logical link between the sessions - reminding participants what they have done so far, and explaining how you will build on that during the coming day.

## EVALUATION

As a trainer, evaluations will help you improve your approach. They will also help you understand which sessions work best for different audiences. In every workshop, there will be diverse participants, and some will like one session better while others will prefer another session. If we rely only on those who tell us spontaneously what they like and don't like, we might get a biased picture. Evaluations help us see the overall pattern of responses, so that we can focus on common trends.

If the workshop is for more than one day, it is best to do an evaluation at the end of each day while the sessions for that day are fresh in the minds of participants. Ideally, the evaluation form should ask questions about each and every session, so that you get a clear picture of what works and what does not work. For the evaluation on the final day, you can also include some general questions about the workshop, such as accommodation, venue, food, facilitation style, etc.

The evaluation form (Annex 1) is an example of a relatively quick mode of evaluation. It will take 5-10 minutes for each participant to complete the evaluation, it allows anonymity, and asks for quick scoring and also leaves space for qualitative comments.

---

# TRAINING SESSIONS

---



# 3

## Training Sessions

This section of the manual includes guidance on a range of sessions that you might want to include in your training and mentoring events. Where appropriate, the manual also includes materials for the sessions, such as handouts. You will also receive, together with this manual, a cd-rom containing copies of the Powerpoint presentations.

Remember that the ideas presented below are not cast in stone - you should adapt the ideas to suit your particular purpose and set of participants. You can also add presentations and materials that are not in this manual. These additions will become increasingly important as you get deeper into the specifics of a particular ministry or department, or a particular task. To get more information on the budget for a particular ministry or department, you can go to the website of the Ministry of Finance, [www.minfin.gov.in](http://www.minfin.gov.in), and follow the links to the budget. You can also go to the website of the particular ministry or department itself to find out more about its activities. All these are hosted on Government of India's official website, [www.india.gov.in](http://www.india.gov.in).

### DESIGNING WORKSHOPS ON GENDER BUDGETING

To assist thinking about how the programmes for different workshops might be structured, the following table shows which sessions you might want to include for different kinds of workshops:

- A. A multi-day introductory workshop for gender budget cells
- B. A workshop for gender budget cells on developing the Outcome Budget
- C. An awareness-raising and commitment building workshop for the senior officials in ministries and departments
- D. A half-day session for parliamentarians alerting them to their oversight role

Workshop 'B' above is given as an example of a workshop that focuses on a particular budget-related task that occurs at a particular time of the year. You might also want, at

other times of the year, to hold workshops focusing on Statement 20 or on project appraisal, for example, for workshops 'C' and 'D' listed above, you will probably only be able to get participants to attend for a few hours, so the programme will need to be much shorter and more focused. You will probably use an 'input' based approach and a less participatory method for these events. Nevertheless, even these senior officials will not be able to listen to input for several hours without some break in the rhythm and some opportunity for them to contribute. Finally, the format of the sessions will need to be adapted for the individual events. For example, for a short event of two to three hours, the introductory session will need to be kept to a minimum.

## SUGGESTED SESSIONS TO BE INCLUDED IN DIFFERENT KINDS OF WORKSHOPS

	Sessions	Category of workshop			
		A (Multi-day introductory workshop for gender budget cells)	B (Workshop for GBCs on the Outcome Budget)	C (Awareness-raising and commitment building workshop for senior officials)	D (Half-day session for parliamentarians alerting them to their oversight role)
1	Introductory session	✓	✓	✓	✓
2	Gender budgeting in India	✓			
3	Gender concepts	✓			
4	What is gender-responsive budgeting?	✓		✓	✓
5	Country case studies	✓			
6	Causes, consequences, solutions	✓	✓		
7	Entry points	✓	✓		✓
8	Gender appraisal of new programmes	✓			
9	Designing indicators	✓			
10	Impact analysis	✓			
11	Outcome budget	✓	✓		



The description of each session in this manual begins by stating the purpose of the session, the expected duration, and materials needed. The duration is only indicative. The actual time will vary depending on the number and variety of participants, and the extent to which they engage actively. The materials exclude the obvious materials needed for any session, such as flipchart paper, markers in strong colours, and a projector for sessions that include a PowerPoint presentation.

## 1. INTRODUCTORY SESSION

---

<b>OBJECTIVES OF SESSION</b>	<ul style="list-style-type: none"> <li>• Clarify the purpose and programme of the training/mentoring event</li> <li>• Allow participants and facilitators to introduce themselves to each other</li> <li>• Agree on ground rules</li> </ul>
<b>ESTIMATED DURATION</b>	45 minutes (more if <i>Story of Sarpanch</i> is used)
<b>MATERIALS</b>	<ul style="list-style-type: none"> <li>• Participant labels</li> <li>• Handout of <i>Story of Sarpanch</i></li> <li>• Participant handbooks</li> </ul>

Every training course will need some sort of introductory session. This would be very short in some cases, for example where you are facilitating a second or third course for a group of participants with whom you have worked previously. In other cases, the session would need to be longer to allow for participants to introduce themselves, as well as to explain the purpose of the training in more detail.

This manual focuses on Gender Budgeting training that aims to provide practical assistance to government officials to ensure that Government of India's initiative in this respect continues to grow stronger. The training will thus usually not constitute a high-profile event, and a full-scale inaugural session will not be appropriate. Nevertheless, in some cases it may be useful to get a senior official to open the proceedings. The senior person's input can help to convince participants of the importance and seriousness of the topic.

In most workshops you should also provide an opportunity for participants to **introduce themselves**. This might not be necessary if you are working with a small group of people who work together regularly in their day-to-day work. You should not, however, assume that because participants all come from a single Ministry, they all know each other. So it is better to err on the safe side and allow time for introductions. If most participants are unknown to each other, you might want to provide labels on which they can write their names. If you do this, ensure that the labels are relatively large and that you ask participants to write in large, clear letters.

For the introductions, ask people to give their name and designation. You can also, in a first workshop, ask them to say if they have prior experience of gender or Gender Budgeting. Do not ask for too much information as this encourages people to speak for a long time. Other participants can become irritated and bored, making a bad start to the workshop. One trick to encourage short to-the-point introductions is to start yourself to 'model' a short concise introduction, or to get someone you know who will be concise to start.

The introductory session also needs to cover the **purpose of the workshop**, and will give an outline of the programme. This helps to set participants at their ease and lets them feel less 'at the mercy' of the facilitator.

You can also have a short session in which you set **ground rules** for the workshop. You can do this by asking participants for their ideas so that you encourage participants to feel that the rules have been democratically agreed on. But you might also need to add some that are important for an effective workshop. These include:

- Cellphones should be turned off or put on silent mode except during breaks
- Participants should arrive punctually for the first session each day and after breaks, and not leave before the end of each day
- Participants must attend all sessions of the workshop as there is a logical flow to the design and each session builds on previous sessions
- Participants should behave respectfully towards each other and each other's views.

Finally, if this is a session for Gender Budget Cells or other officials who will be taking Gender Budgeting forward in their Ministries and Departments, you should hand out copies of the Handbook. Either at this point, or later in the workshop, you should set aside time for taking participants through the handbook and explaining the different sections.

If there is enough time in the agenda, and if many participants are likely to have thought very little about gender, you may want to include an exercise that **challenges gender-stereotypical assumptions**. The *Story of the Sarpanch* is one way to do this.

For this exercise, you first hand out copies of the story printed below. Ask participants to take turns in reading paragraphs aloud until you have read together through the full story. Then ask participants to discuss in groups the answers to the questions. Request participants who have previously done this exercise not to 'let the cat out of the bag' before other participants have attempted to answer the questions. Finally, reconvene in plenary and ask for answers.

In each case, the 'solution' of the enigma is that the person did not fit the stereotype. For example, the neurosurgeon, farmer, shopkeeper and sarpanch were women, while the staff nurse was a man. Sum up by telling participants that the story alerts us to the fact that unthinking stereotypical assumptions can have serious consequences.

## Handout : The Story of the Sarpanch

One day a matador van was going on Vadodara Super Express highway from Ahmedabad to Vadodara. There were about 30 travellers on board. These travellers included one couple, children, farmers and some rural as well as urban families. The van driver was driving at a very high speed and consequently lost control of the vehicle. It crashed against the divider and turned upside down. Many passengers were injured, and a child was critically injured. The child's father died on the spot, and it was obvious that the child required immediate medical attention, probably surgery. The neurosurgeon who was present was asked to give an opinion. One farmer was also injured seriously but was conscious. The injury was on the stomach and therefore also required immediate surgery, so the general surgeon and staff nurse who were present were engaged in the treatment. One farmer and one shopkeeper sustained minor injuries on their private parts.

When the child was being taken into the operating theatre it was realised that the child's father had died. Therefore, the form giving consent for the operation was signed by the neighbour. Upon starting the operation the surgeon's hands started trembling and, putting the scalpel down, the surgeon said, "I can not do this operation, this is my own child."

In another operating theatre, agitation arose as permission to operate on the farmer was not given. The farmer stated that, "I myself will give permission for my operation, and so the doctor should not delay any further." The doctor did not pay heed to this and instead asked a responsible person accompanying the farmer to give permission. The Sarpanch of the village was also present in the van and agreed to give permission. However, the doctor did not accept this and said that the Sarpanch can not be considered a responsible person.

When the family members of the farmer and shopkeeper requested treatment for their injuries on their private parts, the hospital manager stated that there was no appropriate staff and asked them to go to another hospital. The family members requested the staff nurse to provide some pain relief, but the manager angrily stated: "The present staff nurse is not qualified to provide this service."

Let's try and find out what is going on in this hospital by attempting to answer a few questions:

- Why did the neurosurgeon lose confidence at the last moment, claiming the child, when we have already been told that the father died at the accident site?
- Why did the general surgeon refuse to accept the written consent of the village Sarpanch or the farmer for the operation?
- Although there was a qualified staff nurse on duty, why did the hospital management not consider the staff nurse fit to treat a minor injury?

## 2. GENDER BUDGETING IN INDIA

---

<b>OBJECTIVES OF SESSION</b>	<ul style="list-style-type: none"> <li>• Provide participants with an overview of the development of GB in India</li> <li>• Show participants that their role in GB will contribute to a larger initiative that is in line with Government of India's national and international commitments</li> </ul>
<b>ESTIMATED DURATION</b>	45 minutes
<b>MATERIALS</b>	Powerpoint presentation on Gender Budgeting in India (Annex 2) Copies of Statement 20

This presentation provides the motivation for Gender Budgeting in India, as well as recording progress to date. You can also refer participants to chapter 3 of the Handbook, which gives more information on Gender Budgeting in India.

You may want to emphasise the following points in relation to the various slides:

### Constitutional Provisions

The Constitution is the supreme law of the country. Government of India's commitment to promote gender equality is thus firmly based on the law of the land.

### National Policy for Empowerment of Women

In addition to a range of laws addressing gender issues, Government of India has formulated a policy on women's empowerment. This policy highlights issues that are important and need to be addressed if the country's women are to advance and discrimination is to be eliminated. The issues span the social, economic and protective sectors. This suggests that the government, all Ministries and Departments have a role to play in achieving gender equality.

### International Commitments

In addition to national law and policy, Government of India has ratified a range of international instruments that commit the country towards promoting gender equality and addressing unfair discrimination.

## Seventh Plan

This slide shows the first conscious funding by Government of India of women-specific schemes. This can be considered as an early form of Gender Budgeting.

## Eighth Plan

The advance shown in this slide is the recognition that targeted women-specific schemes need to be funded along with funding in general development programmes for women's development. This, in effect, was recognition of the need for gender mainstreaming, with affirmative action (the women-specific schemes) alongside.

## Ninth Plan

The slide introduces the Women's Component Plan, which envisaged that at least 30% of the funds of a ministry or department should be ear-marked for women. At this point, the focus was still on 'women-related' Ministries and Departments.

## Tenth Plan

The Tenth Plan explicitly highlighted the link between the Women's Component Plan and Gender Budgeting. There is still reference to 'women-related general development sectors'.

## Approach Paper to Eleventh Plan

For the Eleventh Plan, the focus is expanded across all Ministries and Departments. There is also emphasis on 'strict adherence' to Gender Budgeting.

## Ministry of Finance Commitment in Union Budget 2005-06

In line with the gender mainstreaming approach, the Ministry of Women & Child Development has to work with Ministry of Finance on Gender Budgeting, as the core responsibility for budgeting lies with the Ministry of Finance. While all Ministries and Departments do budgeting, it is the Ministry of Finance that sets the framework and rules within which they do so. This slide shows that Ministry of Finance has recognised its responsibility in this respect, with an explicit commitment to analyse public expenditure from a gender perspective.

## Union Budget takes Gender Budgeting Forward

This slide explains the two categories of Statement 20, namely (Part 'A') allocations for schemes that are 100% for women or girls (women-specific), and (Part 'B') allocations for schemes and programmes in which at least 30% benefits women or girls. The slide covers Statement 20 in terms of reporting both number of ministries and the budget provisions for schemes.

You can hand out copies of Statement 20 at this point, and explain to participants how to read it. You can download Statement 20 from [www.minfin.gov.in](http://www.minfin.gov.in) by following the budget links.

## Summary of Allocations for Women

This slide covers Statement 20 for the three financial years, 2005-06, 2006-07 and 2007-08. The slide shows a decrease in the amount allocated for 2006-07 when compared to 2005-06. You should explain to participants that this does not mean that there was diminishing attention to gender issues by Government of India. Explain that the estimates for 2005-06 were, in fact, over-estimates in that they included some schemes - for example schemes for children - that were not really women-oriented. The 2006-07 Statement 20 was thus an improved and more accurate reflection of allocations for women.

## MWCD's Mission Statement

End the presentation with the Ministry of Women & Child Development's mission statement. The fact that the Ministry has Gender Budgeting as its mission statement reflects the importance it attaches to this initiative.

### 3. GENDER CONCEPTS

---

<b>OBJECTIVES OF SESSION</b>	Ensure participants understand basic gender concepts in the same way so that they do not 'talk past each other' during the workshop
<b>ESTIMATED DURATION</b>	45 minutes
<b>MATERIALS</b>	Pieces of paper with gender concepts written on them

Many ministry officials may not have been exposed to gender training. Many may not be familiar with gender concepts and gender analysis. The main focus of the training covered by this manual is gender budgeting. However, in order to do good gender budgeting, officials need to understand some basic concepts.

The exercise described here is an interactive way of helping participants understand some of the key gender concepts. The intention is to 'demystify' these concepts rather than to teach complicated theory. The interactive method has some advantages over the lecture-style approach. First, as facilitator, you can gauge the existing levels of understanding of participants. Second, as it is interactive, it will be more interesting and engaging for participants. Third, some participants are likely to offer responses that are not completely correct but which reflect understandings that are shared by other participants. An interactive approach to this exercise allows you and other participants to challenge the 'incorrect' perceptions in a relatively gentle manner and yet get the message across.

The following is a suggested list of concepts to use for the exercise. You do not need to use all of these concepts – choose the ones that seem most relevant for the particular audience and purpose of the workshop. Do not use more than about ten concepts, as the exercise takes more time than you might think!

- Sex vs gender
- Gender division of labour
- Unpaid care work
- Practical gender needs vs Strategic gender needs
- Gender equality vs Gender equity
- Feminism



- Gender mainstreaming
- Gender analysis
- Sex-disaggregated data
- Gender-sensitive vs Gender-blind vs Gender-neutral
- Discrimination

Write each of the concepts in big letters on a separate piece of paper. Hand out one paper to randomly selected participants. For example, if you have ten concepts and about 30 participants, give a paper to every third person.

Tell participants that you will give them five minutes to discuss with other participants sitting next to them what the concepts mean. Reassure them that for most of the concepts there are different understandings. The purpose of the exercise is not to come up with a 'perfect' answer. Instead, the purpose is to ensure that everyone understands the concepts in more or less the same way so that you can engage with each other in a meaningful way during the workshop.

After the allotted five minutes are up, ask each participant with a paper in turn to present their understanding of the concept they were given. After they have explained their understanding, ask other participants to add to, or disagree with, what was said. After several people have contributed, summarise with the understanding that you would like participants to use for the workshop. After the exercise is complete, you can also, hand out a paper giving concise explanations of each concept you used. A sample handout for this purpose is provided below:

## Handout: Gender concepts

### Sex and gender

- Sex refers to the biological differences between male and female people. Sex is fixed and does not change over time, across countries, and across cultures.
- Gender refers to the social differences between men and women, girls and boys. It is what society tells different men and women, girls and boys from different social groups about their roles and responsibilities.

### Gender division of labour

The gender division of labour refers to who (women or men, young or old) does what in terms of different types of work such as *productive* work in factories, offices and on the land, *reproductive work*, cooking, cleaning and caring for family members, and *community* activities such as attending community meetings.

## Practical and strategic gender needs

- Practical needs are needs related to daily activities and responsibilities. Practical needs are linked to helping women and men with the roles they are given by society.
- Strategic needs are needs related to changing the relationships, roles and responsibilities of women and men in society. Strategic gender needs are sometimes referred to as strategic gender interests.

## Gender equality

Gender equality is often understood as equality of opportunity. This means that women and men, girls and boys, are not discriminated against in access to opportunities.

## Gender equity

Gender equity is about equality of outcome or result. This is a stronger concept than equality of opportunity. It means that women and men, girls and boys, have an equal chance of reaching the finishing line rather than only an equal chance at the starting line. Gender equity is about fairness. It takes into account the different situation of women and men, girls and boys.

## Feminism

Feminism is a social movement that questions gender inequalities and tries to change them. Feminism is not about only focusing on women.

## Gender mainstreaming

Gender mainstreaming is about considering gender in all policies, planning, budgets and monitoring instead of addressing gender as a separate issue through separate programmes.

## Gender analysis

Gender analysis is about analysing the situation of women and men, girls and boys and the relations between them. Gender analysis also considers other social divisions, such as rich and poor, caste and tribe, urban and rural, educated and less educated, and how these affect relations between women and men.

## Sex-disaggregated data

Sex-disaggregated data are data that show the differences between the situation of women and men, girls and boys. Sex-disaggregated data are necessary for good gender analysis.

## Gender-sensitive

A gender-sensitive policy addresses the different situation, roles, needs and interests of women, men, girls and boys.

## Gender-blind

Gender-blind policy ignores the different situation, roles, needs and interests of women, men, girls and boys.

## Gender-neutral

Gender-neutral policy is not affected by, and does not affect, the different situation, roles, needs and interests of women, men, girls and boys. In reality, very few policies are gender-neutral. When policy-makers claim a policy is gender-neutral, they are usually being gender-blind!

## Discrimination

Discrimination means treating people with different characteristics (such as male and female people) differently. Discrimination can be unfair, but is sometimes appropriate, because when the situation of different groups is different, they need different treatment to achieve equal outcomes ('positive discrimination'). Discrimination is sometimes explicit. At other times it is implicit because it does not, for example, say male and female will be treated differently, but instead uses characteristics that are more common for male or female to discriminate. Both implicit and explicit discrimination can be unfair.

## 4. WHAT IS GENDER BUDGETING? PRESENTATION

---

<b>OBJECTIVES OF SESSION</b>	To expose participants to the purpose of, and main concepts relating to Gender Budgeting
<b>ESTIMATED DURATION</b>	45 minutes
<b>MATERIALS</b>	Powerpoint presentation on What is Gender Budgeting? (Annex 3)

The slides in this presentation cover the main concepts and ideas which are useful for participants to have. They are the 'bare bones' which you will then build on in later sessions of the workshop.

Although there are only a few slides, many of the ideas that they introduce may be new to participants, and/or will make them think about Gender Budgeting in a new way. You need to reassure participants that even if they feel a bit confused, or overwhelmed, by this introduction, later sessions will make the concepts more concrete.

The presentation sometimes uses the term 'gender-responsive budgeting' (GRB). This is the term that is often used internationally. Government of India prefers to use the term 'Gender Budgeting' as the actions that government and others take in this direction, but the ultimate goal of Government of India's Gender Budgeting is to have a gender-responsive budget.

You can emphasise the following points in the presentation slides:

### What is Gender Budgeting (GB)?

Emphasise that our main interest is in government budgets, because these involve public money. Emphasise the importance of looking at gender alongside other social characteristics, such as caste, class, age and geographical location. This is especially important in a country with a population as diverse as that of India. It is also important given the size of the country's population, which means that government action will often need to be targeted at particular sub-groups.

### Sex, gender & government

This slide repeats the difference between sex and gender which will probably have been covered in an earlier session. The slide also notes, for each concept, what this implies for government actions.

## What is GB? (continued)

This slide says that while GB is about budgets and money, the emphasis is on how this money is used in relation to policy.

## What GB is not

This slide addresses a number of common misconceptions as to what GB is about. The point about it not being about 50%:50% is related to the fact that our aim is to achieve gender equity - equality at the finishing line - rather than gender equality at the starting line. The point regarding children is especially important in the Indian context because a single Ministry is responsible for both child development and gender equality. This, together with women's predominant role in child-rearing, can encourage classification of all money spent on children as addressing women's needs and interests.

## Different terms

This slide is intended to address possible confusion that might be caused by participants having heard a range of terms used in discussing Gender Budgeting. The slide confirms that several of the terms have the same meaning. It also highlights that some of the terms can be misleading. When presenting this slide, you can emphasise that Government of India sees Gender Budgeting as a tool to achieve a gender-responsive budget.

## Unpaid care work

This slide is included to emphasise unpaid care work, as the unequal burden carried by women and men in respect of this work underlies much of gender inequality. Because budgets are often thought of as economic instruments, and economists are trained to focus on money, it is easy for unpaid care work to be ignored in policy-making.

## 3 categories of GB analysis

This slide presents the three categories for analysis that were developed by Rhonda Sharp for the South Australian government in the mid 1980s.

## Dangers of 3 category approach

This next slide highlights the dangers of focusing on the first two categories. After presenting these, you can emphasise the conclusion that analysis of the third category is the most important. You can make the link to the 100% and 30%-plus categorisation in India, and point out that analysis needs to move beyond the 100% category.

## 5 steps of GB

This slide presents the five steps that underlie policy and budget-making, including a clear gender element in each. The slide also illustrates the budget jargon that is relevant for

each step. The later steps which look at physical outputs and outcomes alongside finances open the way for focusing on Government of India's Outcome Budget.

## **Benefits of doing GB**

This slide illustrates the fact that Gender Budgeting can contribute in a range of ways beyond possible changes in money allocations. Particular Gender Budgeting initiatives may focus on one element more than another.

## **GRB initiatives are very diverse**

This slide takes this further by showing a range of other ways in which GB initiatives may differ from each other. The Government of India Gender Budgeting initiative focuses on government as an actor, it aims to cover the full budget and currently focuses on expenditure, and is most developed at national (Union) level. The suggested entry points cover both post-budget analysis and in-process budget formulation. Government of India does develop a separate gender budget statement, but simultaneously tries to integrate gender in main budget documents such as the Outcome Budget.

## **Lessons from other countries**

The final slide emphasises the need for patience in taking forward Gender Budgeting in any country as a gender-responsive budget cannot be developed overnight and in one step. This is especially true in a country as large as India, and with so many ministries.

## 5. COUNTRY CASE STUDIES

<b>OBJECTIVES OF SESSION</b>	<ul style="list-style-type: none"> <li>• To reassure participants that India is not the only country doing Gender Budgeting - that it is a world-wide phenomenon</li> <li>• To show participants that the nature of gender-responsive budgeting differs between countries due to a range of factors</li> <li>• To assist participants in thinking about the appropriate strategy for successful Gender Budgeting in India</li> </ul>
<b>ESTIMATED DURATION</b>	75 minutes
<b>MATERIALS</b>	Global Experiences in Gender Budgeting: Country case studies (Annex 4)

For this exercise you should choose an even number of country case studies equal to double the number of groups into which you intend to divide participants. Alternatively, you can choose half this number so that each case study is discussed by two groups. The case studies included in the handbook are primarily examples that relate to gender-responsive budgeting initiatives from inside government. These are considered appropriate for training of government officials. The examples do, however, include a few that have non-government involvement. At least one of these should be chosen to highlight the fact that government need not be the only role-player. The handbook points to particular aspects highlighted by each of the country case studies.

You can, of course, make your own case studies beyond those in the handbook. You can, for example, get more up-to-date information on government initiatives within Commonwealth countries in *Gender-Responsive Budgets in the Commonwealth Progress Report: 2005-2007*, downloadable from <http://www.gender-budgets.org/content/view/472/153/>. If you choose to develop your own case studies, try to ensure that the case study is relatively short - ideally a page maximum - so that it does not take too long to read. Avoid including too many unnecessary names, acronyms and other details in the case study. The idea is to give a broad-brush picture of the initiatives in different countries.

Divide participants into three or four groups and give each group case studies from two countries. Try to allocate the countries in a way that gives each group variety - for example,

a more developed and less developed country for each group. Give participants 45 minutes in which to read and discuss the two case studies. Their task is to answer one question on each country, namely: *What can we in India learn from this country?* Remind participants that other groups will not have read the case study. Their report back must thus explain enough of the background for other participants to understand the lessons that they draw from the case.

After the allotted 45 minutes are up, reassemble in plenary. Give each group a chance to report, with time for questions and discussion after each pair of countries.



## 6. CAUSES, CONSEQUENCES, SOLUTIONS

---

<b>OBJECTIVES OF SESSION</b>	<ul style="list-style-type: none"> <li>• To give participants a method of thinking logically through the connections between situation analysis and development of solutions to problems</li> <li>• To give participants a way of 'thinking outside the box' about programmes and budgets, by starting with the problem rather than starting with the programmes and budgets that already exist.</li> <li>• To expose participants to a non-academic method of gender analysis</li> </ul>
<b>ESTIMATED DURATION</b>	90-120 minutes

The first of the five steps of Gender Budget analysis is to understand a problem. The second of the five steps is to come up with solutions. The third of the five steps is prioritisation - deciding which of the solutions are most important for government to fund.

Many GB initiatives begin by analysing existing budgets of particular ministries of government. The advantage of this approach for an outside-government initiative is that when you do your advocacy, government can easily see where the changes you propose fit into their existing ways of working. The advantage of this approach for an inside-government initiative is that officials get a better understanding of what existing programmes and budgets mean for women and men, girls and boys in the country. The disadvantage of the approach is that it is sometimes difficult to see beyond 'what is' to 'what should be' because the current approach sets blinkers on your thinking.

Another way of doing GB work is to start with a 'gender problem' and see - without too much of a blinker of 'what is' - what would be the best way of solving this problem. The 'causes-consequences-solutions' exercise is a good way of doing this. The 'causes-consequences-solutions' exercise also promotes what we can call 'joined-up thinking': *thinking about a complicated problem in an intelligent way that includes all the most important facts and excludes the less important facts*. Finally, the tool helps us assess which are the most important things for government to do, and which things can be done by other roleplayers.

The causes-consequences-solutions exercise has a number of steps.

At the outset, it is essential to identify a problem or issue. This step is important to avoid basing policy on fuzzy thinking. By insisting on a clear explanation of how this causation happens, this step also avoids a tendency to blame everything on concepts such as 'globalisation', or 'gender bias', or 'culture' without specifying which aspects of these big concepts cause the problem.

The second step is to describe the consequences. This is important so that policy makers are aware of the consequences of not addressing the issue. In this step it is again important to avoid listing big concepts, such as 'poverty', as consequences. By specifying the consequences more exactly, the analysis will show the link between the problem and the consequences more clearly.

The third step is to suggest the solutions to the problem, and determine who is responsible for implementing the solutions. Ideally solutions should address the causes, or root, of the problem. But sometimes this is not possible, at least in the immediate future. In these cases, government might want to address some of the consequences so that they are less severe.

The causes and consequences steps correspond to the first step of the five-step approach - analysing the situation of women and men, girls and boys in relation to a particular problem. The solutions step corresponds to the second step of the two-step approach - deciding what programmes and projects will address the situation and improve gender equality.

Often the causes-consequences-solutions exercise comes up with a fairly long list of solutions. From a budget perspective, it might be impossible for government to implement all of these solutions. And from a practical perspective, government might not be the most appropriate implementer. For example, with gender problems 'awareness-raising' is often offered as a solution. Government is often not the best implementer for this action. Community groups, religious leaders and institutions, and others might be better. This step therefore helps in prioritising where government should allocate resources, and who it should work with to do what it will not itself do.

If there is time, you can take the exercise further by suggesting which part of government should be responsible for particular solutions. When you do this, you might find that a range of agencies have a role to play. This is another advantage of this approach to GRB work because an approach that focuses on a particular ministry and its programmes tends to miss out on the inter-agency linkages and synergies. These linkages and synergies are very important in areas such as violence against women or an area such as health.

Because the causes-consequences-solutions tool has several steps, it is best first to demonstrate it in plenary. For the plenary discussion, choose a problem which all participants will agree is a problem. If the participants all come from a small number of ministries, try to choose a problem that is relevant for them. The problem should consist of a simple statement. For example, the problem could be:

'There is a high level of domestic violence in the country.'

'The maternal mortality rate is very high in India.'

'Female foeticide rate in India is very high.'

'Women are less likely than men to participate in the paid workforce.'

When doing the example in plenary, ask participants to offer ideas of causes, then consequences, then solutions for the named problem. Write up their suggestions as they name them. Encourage participants to be as specific as possible. For example, 'poverty' is too unspecific an issue to name as a cause (or consequence), but 'decreased income as a result of ill-health' would explain the particular aspect of poverty more clearly. Also, if the link between the cause and problem is not very clear, ask participants to explain what they see as the link between the two.

For the group work which follows, each group should work on a different problem. It is best to choose these problems beforehand, as otherwise the groups may spend too much time deciding on the problem they want to address.

After listing the problems for the groups, if possible let participants choose which group they want to join. However, if one group is much bigger or smaller than the rest, ask for volunteers who are prepared to change their group so that they are more balanced in size.

During the report-back, query any examples in which you do not see clear links showing good 'joined-up thinking'.

Other tips for the feedback on the group work are as follows:

- None of the items under causes, consequences or solutions should be vague and general. For example, 'poverty' is not adequate as a 'cause', 'gender inequality' is not adequate as a consequence, and 'awareness-raising' without specifying awareness-raising about 'WHAT' is not adequate as a solution.
- Interrogate all uses of jargon such as 'globalisation' as often people use these broad terms to mean different things. So you should ask participants to specify what aspect of globalisation they are referring to.
- Beware of examples that mix causes and consequences. Check the logic that is being used. In some cases there is a vicious circle where something is both a cause and a consequence of the same problem. However, usually by becoming more specific the cause and consequence can be more clearly distinguished from each other.
- Beware of examples that say that government is responsible for all solutions. For some activities, such as awareness-raising, government is probably not the most effective actor. Budget work is about prioritising because no government has enough money to do everything it could do. So it is better to prioritise for government those activities at which it will be most effective.

- Beware of examples that say that the 'community' must do something without considering who will bear the burden and cost of doing this activity. Often the 'community' is shorthand for 'women', and putting actions on the community adds to women's unpaid labour burden.
- Avoid solutions phrased as 'allocate budget'. Every activity given to government will need a budget and this exercise assumes that if an activity is decided upon, adequate money will be allocated to do it. If participants feel that the current budget for a given activity is not sufficient, the solution can be phrased as 'increase level of activity in doing X'.

## 7. ENTRY POINT TOOLS FOR GENDER BUDGETING

---

<b>OBJECTIVES OF SESSION</b>	To expose participants to the different entry point tools preferred by the Ministry of Women & Child Development (MWCD), and explain how they relate to the five steps of Gender Budgeting
<b>ESTIMATED DURATION</b>	60 minutes
<b>MATERIALS</b>	Powerpoint presentation on Entry point tools for Gender Budgeting (Annex 5)

This presentation covers a range of different entry points. Some of the tools may be covered in more detail in other sessions of the workshop. For those that are not covered, in particular, you should encourage questions from and discussion by participants.

The following are points you may want to highlight in relation to the slides.

### The five steps framework for Gender Budgeting

This slide is included to remind participants of the five-step framework, and the importance of remembering where each Gender Budgeting intervention fits into this. Each of the entry point slides that follow also points out to the corresponding step of the five steps framework.

### Participative planning and budgeting

This entry point relates to the process of planning and budget making more than the content. However, the process - and the nature of the actors in that process - will affect the content. Women thus need to be involved alongside men in all steps - in describing the situation, formulating policy, programmes & schemes, implementing and monitoring and in evaluating what happens. It is especially important that poor and disadvantaged women who need government assistance the most are also involved.

### Spatial mapping

Spatial mapping is more relevant at the state and district level than at the Union level. It is nevertheless useful to think about this entry point even at the level of Government of India because it raises the question of relative disadvantage of different geographical areas. Given the vastness of India, very few government initiatives will reach all areas. It is therefore important to assess where the need is greatest and target assistance there.

## Gender appraisal of new programmes, projects & schemes

This entry point attempts to ensure that programmes, projects and schemes are gender-responsive from the outset, so there is less need to add gender elements later. It is also of limited use to focus on budget allocations if the underlying programmes, projects and schemes are not gender-sensitive.

## Gender sensitive review of public expenditure and policy

This entry point relates to existing programmes, projects and schemes. It needs to be applied even to those schemes that were appraised when they were first formulated, as some gender issues could have been missed or misunderstood at the point of formulation. Refer participants to the two checklists devised by MWCD that are in the handbook. Explain that the first should be used for beneficiary-oriented schemes i.e. schemes that target individuals. The second should be used for other schemes and programmes. Some sectors, such as education, consist primarily of beneficiary-oriented activities. Some sectors, such as energy, consist primarily of non-beneficiary-oriented activities. Some sectors include both types. For example, the water sector mostly provides water to households and businesses, which are neither male or female, but it might also provide bursaries for studies in engineering, with affirmative action for female students.

## Gender based profile of public expenditure

This entry point brings together both monetary and physical measures of the budget to give a clearer picture of what the budget means in gender terms. The tool is easiest to use in respect of beneficiary-oriented schemes and programmes where the physical measure is the number of male and female beneficiaries. Refer participants to the format in annex 5 of chapter 5 of the Handbook. Note that this format can only be completed after the financial year has ended as it is only then that Ministries and Departments will know the number of women beneficiaries as well as the total number of beneficiaries. Ministries and Departments will also know these numbers only if they have set up the necessary systems to collect the data.

## The two-way categorisation of Government of India

This slide refers to the current approach of Government of India to present a gender-based profile of public expenditure in Statement 20. Physical measures are not included in the current approach, but are instead implicit. Thus the first category covers allocations where 100% of beneficiaries are women or girls. The second category covers allocations wherein 30% - 99% of beneficiaries are expected to be women or girls. Unlike the gender based profile format in annex 5 of chapter 5 of the handbook, this format is prepared at the start of the financial year. Ideally, one also needs to check at the end of the financial year that between 30% and 99% of beneficiaries were, indeed, women or girls.

## Outcome Budget

The Outcome Budget is Government of India's current method of reporting, among others, on what was done with the budgeted money in physical terms, as well as what 'outcomes' were achieved. 'Outputs' measure the performance of the Ministry and Departments in physical terms. The number of girls and boys enrolled in public schools constitutes an output. 'Outcomes' measure the extent to which government activity has changed the situation in the country. The literacy rate is, thus, an outcome, as is the maternal mortality rate. This manual describes a separate, practical session on the Outcome Budget. Inform participants if that session is included in their workshop.

## Impact analysis through assessments, evaluations & surveys

This entry point goes beyond measuring outcomes to investigate the reasons for patterns in respect to outputs and outcomes. This requires qualitative investigation alongside collection of quantitative measures. A range of different research methods can be used. The important point is that gender questions should be asked at all points of the research.

## Gender Budgeting - From policy to outcomes

The final slide illustrates the links between policy formulation, budget formulation and monitoring and auditing of budget. One of the points to be emphasised is that the planning-budgeting-auditing cycle consists of a number of sub-processes, each of which has a 'product'. A second important point is that gender issues need to be considered in all the sub-processes. A third point illustrated by the graphic is the difference between a narrow interpretation of Gender Budgeting, which would think only in terms of budget compilation, and the broader view, which sees all the sub-processes as Gender Budgeting. Government of India subscribes to the broader view.

## 8. GENDER APPRAISAL OF NEW PROGRAMMES

<b>OBJECTIVES OF SESSION</b>	<ul style="list-style-type: none"> <li>• To give participants practical experience of appraising proposals for new social services and infrastructure projects.</li> <li>• To introduce participants to the checklist</li> </ul>
<b>ESTIMATED DURATION</b>	90 minutes
<b>MATERIALS</b>	<p>Handouts of project proposals</p> <p>Checklist for integrating gender/ Gender Budgeting into new programmes, projects and schemes (Annex 6)</p> <p>Copy of actual project proposals of Ministries and Departments concerned (optional)</p>

Divide participants into four groups. Ask two of the groups to work on the infrastructure project proposal for model villages, and the remaining two groups to work on the social services proposal for medical services. Tell the participants that the proposals are based on actual project proposals developed by governments in South Asia, but the originals have been slightly adapted and shortened for the purposes of this project. If you have copies of actual project proposals from Government of India, you can ask participants to look at them and point out the similarity in headings in the proposals used for this exercise and those used by Government of India. You could also use actual examples from Government of India for this exercise instead of the examples provided below.

Ask the groups to discuss and answer three questions:

- Where is gender/women reflected in the project proposal?
- Where could gender/women be added to the project proposal?
- Are any modifications necessary to the project proposal to make it gender-sensitive?

For the plenary report-back, let both groups report on a particular project before taking questions and discussion from the floor. After participants have contributed, you can add points that you feel have been left out. Some suggested points for the two projects are given below. Do not, however, feel that you must make all these points. It is more important for the participants to feel empowered to be able to make these points.



For the Model Village project you could note some of the following points:

- The proposal notes that beneficiary households will be responsible for operation and maintenance. The tasks, and who (women or men) is likely to do them needs to be spelled out. The proposal should also state what will happen to individuals and households who cannot afford the contribution.
- The project is intended to address water, sanitation, education and health services, as well as link roads. All of these have different implications for women and men given their position and condition. These can be described, among others, in the 'justification' section, and in the section discussing benefits.
- The project repeatedly uses generic words such as 'community' and 'people'. In some cases, it should differentiate in terms of the current and expected roles and situation of women and men. Who, for example, will participate in the 'collective initiatives', and what will these initiatives entail? Whose time and labour will be saved? Whose expenditure will be reduced and income increased? Who will be linked with markets and rural credit organizations?
- The proposal should explain what criteria were used in selecting the constituencies for the pilot. Was gender taken into account? Was relative need taken into account?
- The project proposes covering a wide range of possible infrastructure. There will probably not be enough money to provide everything within a single village within the one-year period of the project. Who (women or men, officials or ordinary people) will decide which infrastructure is prioritized?
- The proposal says that the project will enhance the ability of villagers to make collective decisions and implement projects. It also refers to the benefit of social mobilization, especially for disadvantaged members of society. It refers to village and grassroots institutions. Are women members of these institutions on an equal basis with men? If not, what will be done to ensure equal participation by women?
- The proposal says that the 'community' will also participate in construction, operation and maintenance activities. Will this work be paid for? Will both women and men participate in these activities? What assistance will women need to be able to participate on an equal basis with men?
- The proposal notes that provision of safe drinking water through schemes will spare time for women to engage in income-generating activities, and facilities for schools are especially beneficial for girl students. It would be good to see more examples of this type of awareness of gender issues in respect of other infrastructure.

For the Social Services Medical Project you could note some of the following points:

- The proposal should refer to the role that women, in particular, play in caring for ill people in the households and helping prevent illness.

- The proposal focuses on the 'needy and deserving' and should note that women, in particular, are likely to belong to this group.
- The proposal emphasizes beneficiaries utilizing their own resources. It needs to discuss the burden this might place on them in terms of time, money, etc. It also needs to elaborate what is meant by 'resources'.
- The proposal includes plans for awareness-raising on the social causes of diseases. This should include reference to the gender-related causes, as well as gender constraints to addressing the problems.
- The proposal emphasizes community participation to identify needs and problems. It needs to say how the project will ensure that women's voices are adequately heard given that women are less likely to come to meetings, and also often reluctant to speak in front of men.
- The proposal states that populations of the areas are homogenous. This is not true in respect of all characteristics, for example gender.
- The proposal should distinguish between women and men when describing level of education, employment and migration because patterns differ and this can affect health and the success of the project.
- The project is proposed for remote areas, and women generally face greater mobility constraints than men.
- The proposal wisely proposes having both male and female social welfare officers, but can two persons adequately perform all the listed tasks?
- The proposal states that women and youth, in particular, will benefit. It also refers to mother and child health services. However, the list of tasks for the social welfare officers lacks this focus.
- There are no indicators in the social benefit section, and no indication under employment generation whether men or women will be employed.

After discussion of the XYZ project proposals, ask participants to turn to Annex 6. Request participants to take turns in reading the sections of this checklist aloud. Ask participants if they have questions about any parts of this checklist and/or if they have anything to add to it.

## Handout: Government of XYZ: Planning Commission—Infrastructure Project Proposal

### 1. Name of the Project

Pilot Project for Model Village Development.

### 2. Plan Provision

**If the Project is included in the Five Year Plan, specify the allocation.**

Not included in the Plan

**If the Project is not included in the Five Year Plan, justify its inclusion and propose how it will be accommodated.**

The Five Year Plan highlights poor village level physical infrastructure services such as drinking water, sanitation, education and health services, link roads, in many parts of XYZ. The proposed project aims to improve village level physical infrastructure services in an integrated manner by utilizing the experiences and expertise of local implementing partners.

### 3. Project objectives and its relationship with sector objectives

The proposed project aims to improve the living standard of the people through integrated physical infrastructure services. The overall project objectives are:

- Provide rural communities with suitable living atmosphere to reorient their thinking to undertake collective initiatives.
- Create social cohesion and awareness among the people to undertake socio-economic progress.
- Enabling villagers to have better health and education services and live in a cleaner environment.
- Save time and labour of the community thus reducing their expenditures and increasing their income.
- Create linkages of villages with market mechanism, growth centres and rural credit organizations.

### 4. Describe justification, technical parameters and technology transfer aspects

**Describe the project and indicate existing facilities in the area and justify the establishment of the project**

The proposed project will be implemented initially in 20 districts across four states on a pilot basis. It will cover one village in each district. Each village will have 100-150

households (800-1000 population). The villages have been selected by the state governments. The number of districts state-wise is:

State 1	10
State 2	4
State 3	4
State 4	2
<b>Total</b>	<b>20</b>

The benefits of infrastructure projects implemented in a village are multi-faceted. These model villages would help in improving both social and economic conditions of the beneficiaries. The integration of all or some of the sectors can produce immediate results and help in alleviating poverty in the villages. The improved access of villagers to social and economic facilities primarily depends on better infrastructure facilities like roads, pavements and tracks etc. Provision of a link road for a village provides access to better economic, educational and health facilities, whereas improved sanitation in the village promotes hygienic environment and thus results in improved health of people. Combination of facilities will help in multiplying the potential benefits. Provision of clean drinking water coupled with the other facilities will further supplement this impact. Similarly, investment in improving irrigation system would be more beneficial if the community has access to a market for availing cheaper and timely inputs and marketing of their surplus agricultural products.

These facts on the ground give rise to the thought of adopting an integrated approach starting from the grassroot level like a village and expanding the same both horizontally and vertically.

## 5. Capital cost of estimates

**The basis of determining the capital costs should be provided. It should include market survey, schedule rates, estimation on the basis of previous work done etc.**

The cost and estimates are based on the concept paper developed. Each model village will have items like drinking water supply scheme, sewerage system, street pavement, waste water collection/stabilization tank, household latrines, sanitation, electrification, etc. Each model village will get Rs.5.0 million plus a 9.5% fee for implementing partners.

Item	Amount (Rs)
Total capital cost of 20 projects @ Rs. 5,000,000 per project	100,000,000
NRSP/RSPs/ RSPN charges 9.5%	9,500,000
<b>Total</b>	<b>109,500,000</b>

The estimates of the individual projects will be prepared as per actual market rates of a particular area.

### **Provide year-wise estimation of physical activities**

The project will be completed in a one-year period.

### **Phasing of Capital Cost**

The Government of XYZ will provide upfront its total share to the implementing partners. All the funds will be utilized in one year.

## **6. Annual operating and maintenance cost after completion of the project**

Annual recurring expenditure after the completion of the projects is expected to be 2% of individual project cost. The respective community will be responsible for the operation and maintenance costs. It will collect and use the maintenance funds as and when required. The implementing partner will provide technical guidance and necessary training to the community members for the proper operation and maintenance of the projects. The community will incur 2% of the total cost for operation and maintenance of the sub-projects.

## **7. Benefits of the project and analysis**

The integrated village physical infrastructure project will play an important role in poverty alleviation and upliftment of the area. It would also be linked later with growth centers to create employment opportunities on sustainable basis. The model village projects would help in the following ways:

- Strengthening village/grassroot institutions and enhancing the capacity of villagers to make collective decisions and to undertake actions in implementing development projects
- Enhancing the resource base of the rural poor through improvements in sanitation, irrigation systems, land development, and easy accessibility and approach
- Enhancing the marketing of agricultural products
- Improving access of the poor to basic infrastructure for improving their livelihood
- Efficient and productive use of local human, natural and economic resources
- Enhancing the productivity of villagers' physical assets and increasing their incomes
- Improving living conditions by providing basic infrastructure
- Improving health and hygiene conditions
- Drinking water supply schemes would provide safe drinking water; and spare time for women to engage in income generating activities

- Irrigation schemes increase cultivated area, bring new land under cultivation, improve crop yields and enhance livestock productivity resulting in more employment opportunities and thus contribute significantly towards poverty alleviation
- Transportation schemes such as link roads, bridges, culverts and causeways reduce costs and save time
- Sanitation schemes enable better health and hygiene conditions and provide smooth and dirt free streets to the villagers creating easier mobility in streets and a decrease in epidemic breakouts
- Promoting education by building schools, adding rooms to existing schools and providing sanitation facilities. This is especially beneficial for girl students. Keeping in view the social system in XYZ, school building with sufficient classrooms, toilets and a boundary is a prerequisite for promoting education especially girls' education
- Availability and approach to rural credit and skill development

One of the features of the project is to achieve the full participation of the community in construction, operation & maintenance after completion. Effective involvement and participation of the beneficiaries have been considered as the most important element for successful execution of any development project.

The concept of social mobilization emerged from the recognition that a genuine participatory approach to development is essential for success and sustainability. Engaging people requires efforts and mechanisms that can empower all, but especially involves engaging the disadvantaged members of society, to participate effectively in the development processes. Social mobilization is an approach and tool that enables people to organize for collective action, by pooling resources and building solidarity required to resolve common problems and work towards community advancement. It is a process that empowers women and men to organize their own democratic self-governing groups or community organizations, which enable them to initiate and control their own personal and communal development. With this view social mobilization will be carried out under the project through field staff to prepare people to execute the projects.

## Handout: Government of XYZ: Planning Commission—Social Sector Project Proposal

### 1. Name of the Project

Establishment of Social Services Medical Projects in five locations

### 2. Plan Provision.

**If the project is included in the Five Year Plan, specify allocation.**

The project is included in the current Five Year Plan.

**If not included in the current plan, what warrants its inclusion and how is it now proposed to be accommodated.**

N.A.

### 3. Project objectives and its relationship with sectoral objectives.

One of the objectives of the Social Welfare Sector is to identify social needs and resolve social problems and assist needy patients in overcoming their diseases through self-help approaches. There is a need for projects at hospitals across the country to provide the requisite services to the needy and deserving patients.

The Social Services (Medical) Project aims at assisting needy and deserving patients to return to their normal life by utilizing their own resources, which they are not in the position to fully utilize.

#### Objectives of the project

The project aims at establishment of Social Services Medical Projects in five locations, namely A, B, C, D and E. In order to create awareness among needy patients in particular and the community in general about the social causes of diseases, their prevention and amelioration an organized effort will be made to ensure large-scale community participation in the process of (health) needs/problems identification. Therefore the specific objectives of the project are as follows:

- To help the community assess their needs and organize the people to plan programmes to provide services in order to meet the needs of the needy patients.
- To create social awareness amongst the needy patients in particular and community in general about the social causes of diseases, their prevention and amelioration.
- To organize groups of individuals to educate them to utilize available resources and tap resources to meet the needs of the patients.
- To assist in disability prevention and rehabilitation.

#### 4. Description, justification and technical parameters

These are remote areas and the populations of the areas are homogeneous. The level of education is low. Most of the people are involved in farming, business as shopkeepers, merchants or transporters, etc. A significant number of people of these remote areas are also in big cities of the country involved in different occupations and earning their livelihood. Access to the project area by road is possible.

These are remote areas and there is a dearth of medical services/facilities in the field of social welfare. This project will provide medical services to the people of these areas by helping them to assess their needs and in organizing them to plan programmes to provide services in order to meet the needs of the patients. It will create social awareness in the needy patients particularly and the community in general about the social causes of diseases, their prevention and amelioration and will help to assist in disability prevention and rehabilitation.

The project will be managed by two Social Welfare Officers (one male and one female) for each project. They will be responsible for implementing various programmes to be undertaken under the project, such as:

- Preparing case histories of the patients.
- Home visits of the patients.
- Formulation of patients' welfare society to deal with problems of needy patients.
- Assisting the needy and deserving patients in procurement of drugs, artificial limbs and financial support.
- Enabling voluntary hospital visiting committee.
- Establishing drug bank for providing free medicine to poor patients.
- Helping patients in getting employment.
- Visiting patients from out-station whom no one comes to visit.
- Writing letters for patients.
- Establishing a patients' library to provide reading materials for patients.
- Collecting blood donations for poor patients.
- Providing artificial limbs and eye glasses for needy patients.
- Casework with chronic patients.
- Helping patients in getting compensation from their employers.

The needy and deserving patients will be provided with the required assistance. In order to fulfil this obligation the project would involve philanthropists to participate actively and contribute towards the cause.



## 5. Capital cost estimates

Rs. 2.737 million (for each project)

## 6. Annual operating and maintenance cost after completion of the project

Rs. 0.888 Million (see annex for details)

## 7. Demand and supply analysis

These are remote areas and medical activities are required to be undertaken. There is a dearth of medical services/facilities in the field of social welfare. Generally, people in the area and patients particularly lack awareness in the medical field. There is also lack of organized effort to fight against diseases and undertake other preventive measures.

Through Social Services Medical Project, the needy and deserving patients will be provided with the required assistance. An estimated population of 2,000 patients per annum area will be benefited and the following indirect benefits will also be secured.

- Health status of the women, youth and destitute will be improved.
- Awareness in the medical field will be raised among the people.
- The people will be organized in their effort to combat diseases by utilizing available resources and will also learn to tap resources to meet the needs of the patients.
- The development expenditure burden on the Government exchequer will be reduced/ shared.

## 8. Project benefits and analysis

### Social benefits with indicators

This project will provide services to the people of this area in the medical field. Mother and child health services, disability prevention and rehabilitation will improve and will result in a healthy society which will participate productively in the overall socio-economic development of the country.

### Employment generation (direct and indirect)

The project will provide direct jobs to 6 persons in each project.

## 9. DESIGNING INDICATORS

---

<b>OBJECTIVES OF SESSION</b>	To introduce participants to the data needs associated with Gender Budgeting
<b>ESTIMATED DURATION</b>	Group work & report back: 60 minutes Presentation & discussion: 30 minutes
<b>MATERIALS</b>	Report back sheets from Causes, Consequences, Solutions exercise

Officials - and gender advocates - often complain that they are hampered by the absence of sex-disaggregated and other gender-relevant data. This session is intended to explore the extent to which this complaint is justified, and start thinking about how to address any shortcoming. In many cases, the session will reveal that some useful data are already available, and more data could become available relatively easily.

Remind participants about the five steps of Gender Budgeting. Point out that data are useful for at least three of these steps:

- In step 1, situation analysis, we need indicators of the situation of women and men, girls and boys.
- In step 4, we need delivery (output) indicators, for example the number of women and men, girls and boys reached through services.
- In step 5, we need outcome/impact indicators - the change that the projects, programmes and schemes have effected.

In a large country such as India, comparison of the numbers indicating needs in step 1 and the numbers benefiting, in step 4, is particularly important as there is a risk that programmes, projects and schemes will only reach the tip of the iceberg.

Tell participants that you want them to work on the analysis they prepared for the previous exercise on Causes, Consequences, Solutions. In this session, you would like them - in the same groups - to see what data could be used as evidence for (a) the various causes, (b) the various consequences, and (c) delivery (output) of the various solutions. For each of these categories, they should specify both the indicators, and a likely source of this information. For each specified indicator, they should indicate whether they think it is

currently available, what enhancements might be needed (for example, some data might be available but not in sex-disaggregated form), and what the source of the data might be. Ask participants to prioritise 'official' sources of data i.e. those generated by Government of India and its agencies.

The table below gives one example of each type for the 'problem' of domestic violence.

Item	Indicator	Available?	Source
(a) Cause			
Women have less power in the household because they are less likely to earn, or earn less than men	Employment rate by sex Mean earnings by sex	Yes	NSSO
(b) Consequence			
Increase in number of cases filed under the Protection of Women from Domestic Violence Act	Number of cases filed under the Act	Yes	Court records
(c) Solution			
Protection orders for abused women	Number of orders issued	Yes	Court records

In the report-back, encourage participants to discuss how data availability could be improved. Emphasise that Gender Budgeting does not require a long list of indicators for each scheme or programme. Sometimes only one indicator of each type is required. The purpose of indicators is to 'indicate' where there might be a problem. Where this seems to be the case, more extensive investigations can be implemented.

Care must be taken to ensure that indicators are SMART:

S - Specific

M - Measurable

A - Available and Appropriate

R - Reliable

T - Time-bound

## 10. IMPACT ANALYSIS: GROUP WORK & PRESENTATION

<b>OBJECTIVES OF SESSION</b>	<ul style="list-style-type: none"> <li>• To assist participants to think of questions to ask when analysing impact from a gender perspective</li> <li>• To assist participants in developing recommendations on the basis of gender-aware impact analysis and evaluation</li> </ul>
<b>ESTIMATED DURATION</b>	Group work & report back: 75 minutes Presentation & discussion 1: 45 minutes Presentation & discussion 2: 45 minutes
<b>MATERIALS</b>	Powerpoint on Chiranjeevi Yojana (Annex 7) Powerpoint on Gender Budgeting: The Case of HIV/AIDS (Annex 8) Case studies (Annex 9)

Assessing impact is one of the weakest links in the governmental development process. It is, however, very important to evaluate programmes, projects and schemes and measure their impact.

This session interprets 'impact analysis' broadly to include general assessment and evaluation of government initiatives to address women's needs and interests. In the first part of the session, participants work in groups on short case studies of initiatives across various sectors. After plenary report back, you can present the Chiranjeevi Yojana case study, which illustrates how an evaluation study resulted in improvements in a scheme addressing maternal mortality. Alternatively, or in addition, you can use the Powerpoint on 'Gender Budgeting: The Case of HIV/AIDS'. Your choice of the parts of this session that you will use would depend on the nature of the participants and the purpose of the workshop.

Chapter 6 of the Gender Budgeting Handbook contains five case studies. Divide participants into groups, and allocate one case to each group. The case studies included in the handbook are:

- Gender Budgeting in Agriculture
- HIV & AIDS
- Tackling anaemia through nutrition
- What does technology mean for women
- The Sundarbans experience: Using technology to assist rural women

You do not need to use all the studies - choose as many as is appropriate for the size of the group. You can also choose cases according to the nature of the participants in the group. For example, the technology case studies will be especially relevant if you are working with officials from non-traditional sectors where gender issues are less obvious. The text for each of these cases is about a page long, which makes it suitable for reading within the groups. Each case study includes a small number of questions. The task of the groups is to answer these questions.

For the report back, remember that participants from other groups will not have read the case study. If possible, allow time for each case study to be read aloud before the relevant group reports back so that other participants can appreciate the responses of the group.

The Chiranjeevi Yojana case study is presented as a good practice. You can emphasise the following points for each of the slides.

## 5 steps to GB

This slide is included to reinforce the idea that GB involves five steps, although particular entry points may focus on fewer than five. This particular presentation focuses most attention on monitoring and impact assessment.

### The situation

This slide presents the situation that the Government of Gujarat hoped to address. It thus spans steps 1 and 2.

### Objective of Chiranjeevi Yojana

This slide expands on the first by noting that the Government of Gujarat focused its attention on poor families, as they were the ones least able to access services, and thus those most likely to suffer maternal deaths.

### Designing the scheme

This slide covers step 2, i.e., formulation of the scheme. It describes how Government of Gujarat planned to provide services given that it was unable to provide on its own. It also notes the need for informing potential beneficiaries of the new scheme.

### Allocations for implementation

This slide covers step 3, i.e., allocation of budget. It also records that the scheme was piloted in worst-affected districts. You can at this point commend the Government of Gujarat for looking beyond simple gender issues to think about which women were most affected - namely those who were poorest, and those in the districts that were least well-served.

## Monitoring & impact assessment

Here we move on to steps 4 and 5. Utilization patterns, for example, represent step 4, while accessibility represents step 5. Implicit in this slide is the fact that the private providers were required to keep statistics on what they did under the scheme, and report to Government.

## Methodology for study

This slide is included to emphasise that the design of an evaluation study must attempt to avoid bias. This was done in this case first by including the best and worst performing districts so as to have both ends of the spectrum. Second, by interviewing all relevant role-players, the study allowed for triangulation - for getting different viewpoints on the same topics. You can note, in particular, that the study covered those who had not accessed the service. This is important as there is often bias in who has access in comparison to those who do not have access.

## Issues

This slide highlights some of the problematic findings of the evaluation study. The slide points, in particular, to problems that can arise in public-private partnerships where private providers find ways of cutting their own costs and passing them on to beneficiaries.

## Recommendations

The recommendations suggest how some of these problems can be addressed, and involve a repeat of step 2. The presentation thus emphasises that the five steps occur as a repetitive cycle.

## Budget 2007-08 for CY

The final slide highlights that, after the evaluation, the Government of Gujarat expanded the pilot to cover all districts. The slide covers both step 3 (the budgeted amount) and step 4 (physical measure of numbers reached by the service).

Gender Budgeting: The Case of HIV/AIDS is based on the same research work as the case study in Chapter 6 of the Handbook. This is a useful case study to highlight (a) unpaid care work (in the form of care for ill members of the family); (b) the fact that in some cases Gender Budgeting is about re-prioritising allocated funds rather than asking for more funds; and (c) the fact that the 'solution' to a particular problem sometimes spans the work of several ministries and departments. In relation to the latter, the presentation shows that people affected by HIV/AIDS need water and sanitation services along with health services. They also need assistance with income generation.

You can emphasise the following points when showing the various slides.

## The Poverty Context

This slide emphasises that ill-health has far more serious consequences for those who are poor than for the wealthy. Ill-health can also push those who were not previously poor into poverty. This slide is useful in emphasising that in Gender Budgeting, the focus is on gender alongside other social divides.

## HIV/AIDS and the Budget

This slide emphasises that statements about issues are not enough. It is only when we see money allocated to match the statements, and spent to achieve good outcomes, that we can be satisfied.

## HIV/AIDS and Care Needs

These three slides point out the different kinds of care that may be needed by people affected by HIV/AIDS. You can also emphasise that when we talk about people 'affected' by HIV/AIDS, we include more than those who are infected or ill. In particular, we include other members of their family. These other members will be affected in many ways, including having to allocate household resources to deal with the illness, having to provide (unpaid) care, and being at risk of infection themselves.

## The Macro - Micro Disconnect

The previous slides have highlighted the impact of the epidemic on those who are affected. This slide suggests that there are several sources of funding for HIV/AIDS, and the total amount allocated is substantial. Nevertheless, it suggests that the care needs of the affected—and of poor women in particular - are not being adequately met.

## Re-prioritising Expenditure to meet Needs

The final two slides suggest how available resources should be spent. The first slide focuses primarily on different aspects that will address the more medical aspects. The second slide suggests ways of spending money that move beyond the Ministry of Health to other sectors. Both slides include some suggested areas of funding that will help relieve the burden of unpaid care work. Community care homes and hospices will relieve those looking after ill people at home. Provision of safe water and toilet facilities will make the tasks of cooking, cleaning and providing for ill people less arduous and time-consuming.

## 11. OUTCOME BUDGET: PRESENTATION & GROUP WORK

<b>OBJECTIVES OF SESSION</b>	To explore possibilities for using the Outcome Budget for Gender Budgeting.
<b>ESTIMATED DURATION</b>	Presentation, questions & discussion: 45 minutes Group work: 60 minutes Plenary report back and discussion: 30 minutes
<b>MATERIALS</b>	Powerpoint on Gender Budgeting and Outcome Budgets (Annex 10)

The Outcome Budget is a standard part of Government of India's budget process. Currently the instructions in respect of the Outcome Budget contain a few references to women. There are also other ways, not explicitly mentioned, in which the Outcome Budget can be made gender-responsive. This session is intended to encourage participants to take advantage of these possibilities.

The session has two parts. In the first part, the facilitator makes a presentation on the Outcome Budget. In the second part, participants examine actual Outcome Budget documents, find areas where they are already gender-sensitive, and give ideas for further enhancing the gender responsiveness.

You will need to get copies of some Outcome Budgets before the session. Ideally, you should have Outcome Budgets from ministries and departments that are most relevant for the participants. For the group work, you can try to ensure that each group includes some participants from the ministry or department whose document is worked on by that group, while other participants should come from outside that particular agency. This mix will allow the insiders to provide clarification if some things about the agency are unclear, while the outsiders bring 'fresh eyes'.

The Outcome Budget documents are long, and there will not be sufficient time for participants to read through them during the workshop. At the end of the previous day, you should therefore distribute copies of the document and ask that participants read through before the session the next day. Reassure the participants that they will not be tested on the document, and do not need to study every word. Instead, they should ensure that they have a good sense of what is covered in each of the different sections of the Outcome Budget. Ask them to focus, in particular, on Chapter II (financial outlays, physical outputs



and projected/ budgeted outcomes) and Chapter III (performance of individual programmes/ schemes with scope and objectives).

The presentation is slightly longer than other presentations because of the potential of the Outcome Budget for Gender Budgeting. You may want to emphasise the following points when presenting the slides:

## 5 steps of GRB

This slide is included to strengthen the links between different parts of the training, and to emphasise the logic and concepts underlying Gender Budgeting.

## Graphic

This graphic emphasises that budget should follow policy objectives, rather than vice versa. The graphic also illustrates the definition of the three E's (economy, efficiency, effectiveness) that traditional budget theory says underlie good budget-making. You should acknowledge that all three of these E's are important, but that the conventional approach ignores the fourth E of equity. This E is found across all stages of budget-making, unlike each of the other E's which is only found at one point. You can also emphasise that most budget-making involves trade-offs between the E's. For example, a policy maker might be economic in paying teachers low salaries, and be efficient in having many children in one classroom, but these strategies will undermine effectiveness in producing well educated children. Similarly, one might sometimes need to make concessions in respect of some of the other E's to promote greater equity.

## History of Outcome Budget

This slide will be useful if some participants are confused about how the Performance and Outcome Budgets are related. The simple answer is that from 2006-07, the Government of India has mandated that there should be one single document - the Outcome Budget - that incorporates what was previously in the performance budget. The other point to emphasise is that the Outcome Budget reflects a realisation by government of the need to report on, and link, financial and physical performance. And, in order to measure and report on physical performance, they will need to have good information systems to collect, collate and report data.

## Gender in Outcome Budget

This slide highlights the two places in which the guidelines for the Outcome Budget explicitly mention gender or women. Emphasise to participants that the absence of explicit mentions elsewhere in the document does not mean that gender and women cannot be discussed. The slide also raises the question of who should be included in the team responsible for the

Outcome Budget to ensure that gender issues are integrated. One possibility in this respect is that the nodal officer assigned to work on the Outcome Budget could coordinate with the Gender Budget Cell for the Ministry concerned.

## Outcome Budget terms

This slide presents the definitions of key terms contained in the guidelines for the Outcome Budget. You can emphasise in the presentation that these terms and concepts may seem simple, but are not always simple to implement. Thus, developing good Outcome Budget documents is something that will take several years to accomplish. Our aim is to ensure that there are improvements each year.

## Health & Family Welfare PB, Tamil Nadu 2006/07 Secondary Education & Literacy Outcome Budget 2007/08 Food & Public Distribution Outcome Budget 2006/07

These three slides are based on performance and Outcome Budgets that were available on the web in mid-2007. Two of them relate to ministries that deliver services to individuals (education and health), while the third relates to a ministry that delivers to households or groups, rather than individuals. For each document, the slide highlights where gender or women is explicitly referred to as well as examples of where the document could be made more gender-sensitive.

## Gender & Equity manual in UGANDA Call circular in TANZANIA Call circular in PAKISTAN

The final three slides illustrate how other countries have tried to enhance the gender sensitivity of budget documents. Other countries do not have an Outcome Budget that is directly equivalent to the Outcome Budget of Government of India. Instead, these slides look at instructions for the relevant documents that report on performance and policy. The slides are intended to get participants thinking about ways in which they can make the Indian Outcome Budget more gender sensitive. They also suggest ways in which the instructions for the Outcome Budget can be more explicit in telling ministries and departments how to make the document gender-sensitive. The Tanzania slide is useful in suggesting that governments might want to prioritise particular gender issues in a particular year or plan period.

---

**IN CONCLUSION**

---



# 4

## In Conclusion

Finally, we emphasise that the aim of this manual is to present ideas that you can build on, adapt and improve. The Ministry of Women & Child Development will be organising regular events where it will bring together all of those who are assisting by acting as GB trainers and mentors for Ministries and Departments. At these events, you will be asked to share your experiences, and your learnings about 'what works' as well as 'what does not work so well'.

Please do keep notes of what you do during sessions with Ministries and Departments. These will help you as you plan later sessions. It will also help your fellow trainers and facilitators. Furthermore, it will assist in taking forward Gender Budgeting in Government of India.



---

# ANNEXES

---





Annex 1  
**Gender Budgeting Workshop**  
**Evaluation form: DATE**

Your name (optional)

--

**Title of session (e.g. Entry points: Presentation & discussion)**

How useful was this session for you?

Very useful	Useful	Undecided	Not very useful	Not useful at all
-------------	--------	-----------	-----------------	-------------------

How new was this topic for you?

Completely new	Fairly new	Undecided	Already knew most of it	Knew all of it before
----------------	------------	-----------	-------------------------	-----------------------

How well do you understand the topic after this session?

Very well	Well	Undecided	Not well	Very little
-----------	------	-----------	----------	-------------

Please add any other comments you have on the session


**Title of session (e.g. Gender appraisal of new programmes: Small groups & plenary)**

How useful was this session for you?

Very useful	Useful	Undecided	Not very useful	Not useful at all
-------------	--------	-----------	-----------------	-------------------

How new was this topic for you?

Completely new	Fairly new	Undecided	Already knew most of it	Knew all of it before
----------------	------------	-----------	-------------------------	-----------------------

How well do you understand the topic after this session?

Very well	Well	Undecided	Not well	Very little
-----------	------	-----------	----------	-------------

Please add any other comments you have on the session


**Title of session (e.g. Impact analysis based on Chiranjeevi Yovana Case)**

How useful was this session for you?

Very useful	Useful	Undecided	Not very useful	Not useful at all
-------------	--------	-----------	-----------------	-------------------

**How new was this topic for you?**

Completely new	Fairly new	Undecided	Already knew most of it	Knew all of it before
----------------	------------	-----------	-------------------------	-----------------------

**How well do you understand the topic after this session?**

Very well	Well	Undecided	Not well	Very little
-----------	------	-----------	----------	-------------

**Please add any other comments you have on the session**

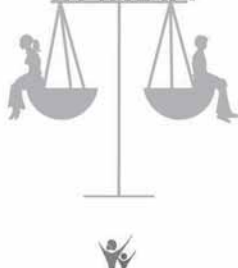

**THANK YOU FOR YOUR TIME AND FEEDBACK**

Source: Gender Budgeting Handbook for Government of India Ministries & Departments, MWCD 2007

## Annex 2

### Gender Budgeting in India

## GENDER BUDGETING IN INDIA



1

## Constitutional Provisions

- Article 14** Equal rights and opportunities in political, economic & social spheres
- Article 15** Prohibits discrimination on grounds of sex
- Article 15(3)** Enables affirmative discrimination in favour of women
- Article 39** Equal means of livelihood and equal pay for equal work
- Article 42** Just and humane conditions of work and maternity relief
- Article 51(A)(e)** Fundamental duty to renounce practices, derogatory to dignity of women

2

## National Policy for Empowerment of Women

- **Objectives:**
  - advancement
  - development & empowerment
  - elimination of discrimination
- **Themes and issues:**
  - judicial legal system
  - economic empowerment
  - social empowerment (including protection from violence)
  - decision making
  - girl child

3

## International Commitments

- **UN Convention on Elimination of All Forms of Discrimination against Women (CEDAW)**
- **UN Convention on the Rights of the Child (CRC)**
- **SAARC Convention**
- **UN Protocol on Trafficking**
- **Millennium Development Goals**

4

## Evolution of Indian Initiatives



5

## Seventh Plan (1987-1992)

- **1985** Ministry of Human Resource Development set up; Department for Women and Child Development constituted in HRD Ministry
- **2006** Independent Ministry of Women and Child Development
- **27 major women specific schemes** identified for monitoring to assess quantum of funds/benefits flowing to women

6

## Eighth Plan (1992-97)

- Highlighted the need to ensure a definite flow of funds from general development sectors to women
- It commented:
 

*“... special programmes on women should complement the general development programmes. The latter in turn should reflect greater gender sensitivity”.*

7

## Ninth Plan (1997-2002)

- Women's Component Plan
- 30% of funds to be earmarked in all women-related sectors
- Special vigil to be kept on the flow of the earmarked funds/benefits
- Approach Paper of Tenth Plan reports that 42.9% of gross budgetary support in 15 women-related Ministries/Departments went to women under Ninth Plan

8

## Tenth Plan (2002-07)

- Reinforced commitment to gender budgeting to establish gender-differential impact and to translate gender commitments into budgetary commitments.
- Aimed to link the two concepts of Women Component Plan (WCP) and Gender Budgeting to play a complementary role in ensuring both preventive and post-facto action in enabling women to receive their rightful share from all the women-related general development sectors.

9

## Approach Paper to Eleventh Plan (2007-12)

- Gender equity requires adequate provisions to be made in policies and schemes across Ministries and Departments.
- Strict adherence to gender budgeting is required across the board.

10

## Ministry of Finance

### Commitment in Union Budget 2005-06

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—

11

## Union Budget takes Gender Budgeting forward

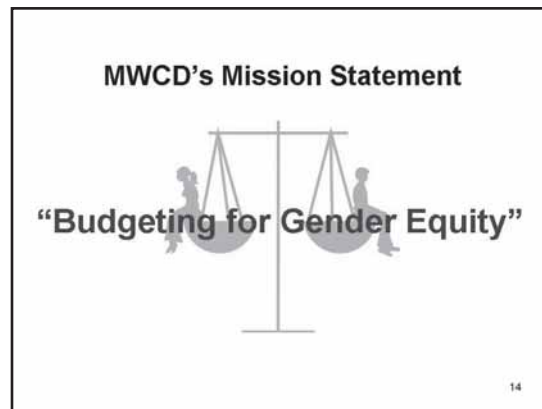
- Statement 20 on Gender Budgeting
- 100% Women Specific Programmes
- 30%+ Women Specific Programmes.
- 2007-08:
  - 14 Ministries/Departments indicate Rs.87955 Million as 100% allocation
  - 13 Ministries indicate Rs.223825 Million as 30%+ allocation.

12

**Summary of Allocation for Women  
(Union Budget)**

Year	No. of Ministries (No. of Demand)	Total magnitude of Gender Budget (Rs in Million.)
Gender Budgeting in 2005-06	9 (10)	242405 (Exp.) (4.77%)
Gender Budgeting in 2006-07	18 (24)	222514 (Exp.) (3.8%)
Gender Budgeting in 2007-08	<u>27 (33)</u>	311778 (BE) (4.9%)

13



Source: Gender Budgeting Handbook for Government of India Ministries & Departments, MWCD 2007

## Annex 3

## What is Gender Budgeting?

## What is Gender Budgeting?

### What is GB?

- GB analyses the *government budget* for *impact on women & men, girls & boys*
- Ideally, GB goes beyond simple male-female to look at location, age, ethnicity, class (rich/poor), caste, religion, etc

### Sex, gender & government's role

- **Sex (Biological differences)**
  - Differences difficult to change because we are born female or male
  - Sex differences exist thru' history and across cultures
  - Government policies respond to sex differences in any area to do with the physical body (e.g. childbearing and prostate disease)
- **Gender (Social differences)**
  - Differences can be changed because determined by our society
  - Gender roles differ in different societies and at different times in history
  - Government policies can either reinforce gender roles or attempt to change them

### What is GB? (continued)

- GB = **policy analysis**
  - that goes beyond words on paper
  - checks money is allocated to implement the words
  - checks whether money is spent as allocated
  - checks who money reaches
  - checks whether money changes 'bad' gender patterns in society
- GB says
  - Budget = most important policy of government because without money no policy will work

### What GB is 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
- NOT about all money for children

### Different terms

- Many terms are used to mean more-or-less same thing:
  - **Gender-responsive budget:** This is what we are aiming for. Not yet achieved completely anywhere!
  - **Gender budget:** Can imply separate budget
  - **Women's budget:** Can imply that girls & males not considered. Also implies separate budget
  - **Gender-sensitive budget:** Same as gender-responsive
  - **Gender budget statement:** Summary description of aspects of budget e.g. 100% & 30%+ women schemes

## Unpaid care work

- Gender (& GB) also about new concepts eg **unpaid care work**
  - = housework, cooking, caring for kids, aged and sick people, etc
- System of National Accounts (SNA) says that unpaid care work is 'work'...
  - even though not counted in GDP
- If unpaid care work is not done...
  - society will be less efficient & less healthy and happy
- If government does not deliver health care services or water & fuel, women in household do so instead

## 3 categories of GB analysis

- **1: Targeted gender-based expenditures**
  - Women's health programmes
  - Special education initiatives for girls
- **2: Equal employment expenditure on gov employees**
  - Training for clerical officers or women managers
  - Provision of crèche facilities
- **3: General budget expenditure judged for impact on male and female**
  - Who needs adult education & how much spent on it?
  - Who are users of contraceptive services?

## Dangers of 3 category approach

- 1<sup>st</sup> category easiest to identify:
  - important as affirmative action/positive discrimination BUT
  - Danger of focusing on crumbs
  - Can give misleading picture e.g. Pakistan expenditure on girls' schools
- Some interpret 2<sup>nd</sup> category as % of salaries & allowances going to women:
  - Important question because large % of budgets is salaries
  - Can be important in countries with strict gender roles (e.g. lady doctors & teachers)
  - Danger of focusing on relatively privileged government officials vs poor people in communities

## 5 steps of GB

- Describe situation of women & men, girls & boys (and different sub-groups) in the sector
- Check whether policy is gender-sensitive i.e. whether addresses situation described [Budget speak: '**Activities**' ]
- Check that adequate budget is allocated to implement gender-sensitive policy [Budget speak: '**Inputs**']
- Check whether expenditure is spent as planned [Budget speak: '**Outputs**']
- Examine impact of policy & expenditure i.e. whether it has promoted gender equity as intended [Budget speak: '**Outcomes**' or '**Impact**']

## Benefits of doing GB

Improved **accountability** of governments and representatives towards gender equality, women's needs and empowerment and women's rights as in CEDAW/CESR, Beijing PFA and ICPD

Improved **efficiency** by ensuring that those who need it most benefit from public expenditures

Improved **transparency** and reduced corruption.

Informed **participation** of women in planning and budgeting policies (if this is part of GRB approach)

## GB initiatives are very diverse

- By 2002, 60 countries had done GB work, but the nature of work differs:
  - **Actors:** Government-led vs civil society-led vs parliament-led
  - **Focus:** Full budget vs selected sector.
  - **Focus:** Sector (e.g. health) vs problem (e.g. gender-based violence)
  - **Focus:** Expenditure vs revenue
  - **Level:** National vs state vs district
  - **Timing:** Post-budget analysis vs in-process budget formulation
  - **Approach:** Separate gender budget statement or gender integrated throughout main budget documents



### Lessons from other countries

- Key lessons:
  - GB cannot be done overnight
  - GB works best when linked to performance budgeting
  - Need country-specific adaptation
  - Need step-by-step institutionalisation
  - Pilot good way to start, but danger of getting stuck before institutionalised

Source: Gender Budgeting Handbook for Government of India Ministries & Departments, MWCD 2007



## Annex 4

### Global Experiences in Gender Budgeting<sup>1</sup>

#### Australia

The first Australian women's budget started in the mid-1980s soon after the Labour Party came into power. At one stage there were women's budgets at federal level and in each of the territories and states of Australia.

The Australian women's budgets were produced inside government. They were coordinated by the women's machinery, but required a lot of work from all other ministries. The role played by "femocrats" (feminist bureaucrats) in managing the women's budget had both advantages and disadvantages. On the plus side, the femocrats' commitment ensured that the work was done and the frameworks developed. On the negative side, their capable management of the process weakened participation by women in civil society.

In the late 1980s the Australian Federal Women's Budget statements was about 300 pages long. To attract more readers, the statement was also issued in a shorter form, with illustrations. In most cases the women's budget documents were put out on budget day, as official budget documents. The State of Victoria decided to issue their document separately so that it would not be "lost" among all the other budget information, and so that the women's machinery could have more control.

The documents were thick because they included a full statement from each ministry on what their budget meant for women. The statements were prepared according to standard formats. Standard formats are good when sector officials do the work as they know what questions to ask. But the thickness of the document and the format were not user-friendly. The reader also had to keep wide awake to find the gaps, because most sector officials did not want to criticise their own policies openly.

After the change in government in Australia in the mid-1990s, the new government was not so interested in women and gender. By 2001, only the Northern Territory still had a women's budget. But the seven-page Appendix A of South Australia's Budget Statement for 2000/1 still described the impact of the budget on families, while the nine-page Appendix B described the impact on women.

#### Philippines

The Philippines gender and development (GAD) budget takes place inside government. It is led by the gender machinery, which is called the National Commission on the Role of Filipino Women (NCRFW). The GAD budget was introduced in 1996 and is very specific about what government must do. It states that every government-related agency must allocate at least 5% of its budget for gender and development. A few years later the GAD budget was extended to local councils as well.

Members of the NCRFW Management Committee members attend the technical budget hearings of the Department for Budget Management where all agencies must answer questions about their budget plans. They also attend Congress meetings where agency officials defend their budgets.

NCRFW monitoring of the GAD budget showed that in the first years most of the GAD money was for women-specific projects responding to practical needs. The second most common type of allocation was for institutional mechanisms for GAD such as focal points. The smallest amounts went for mainstreaming. Many of the more than 300 national agencies still do not report on their GAD budget. Even more do not reach the 5% minimum. Further, some of the allocations are for strange things, such as ballroom dancing lessons for female civil servants.

The NCRFW has tried to help agencies to understand what they should do, particularly for mainstreaming. At first they tried to be gentle and make suggestions. Now they are being stronger, and saying that some types of allocation are simply not allowed.

The NCRFW is larger and stronger than the gender machinery in many other countries. But it is still too small to help all the central agencies, let alone the local councils. So in 2000, the Asia Foundation decided to help NGOs and people's organisations in a few areas to look at local budgets from a gender perspective and then to develop advocacy on the issues. The Asia Foundation partners are not looking only at the 5% GAD budget. They are saying that unless they know how the other 95% of the budget is spent, the 5% cannot be spent properly.

<sup>1</sup> Source: UNDP Asia Pacific Regional Training of Trainers Manual for Gender Sensitive Budgeting

The Asia Foundation worked with organisations in three different municipalities. In two of the municipalities they worked with NGOs that focused on women in politics. Before the gender budget initiative, both of these NGOs had done a lot of work preparing women to stand for local government elections, and assisting them after they were elected. Both organisations saw that the gender budget work would make them and the women councillors more effective by giving them a better understanding of the budget. Having politicians involved sometimes created challenges, especially where the politicians were from opposition parties. But having politicians involved also meant that the researchers had good background information about who to approach and what questions to ask.

### South Africa

The idea of looking at budgets from a gender perspective was raised during the negotiations that led up to South Africa's first democratic elections in 1994. The Women's Budget Initiative (WBI) was set up in mid-1995 by the Parliamentary Committee on Finance and by two policy research NGOs. The founders hoped that by linking researchers and members of parliament (MPs), the researchers would know that their work would be used in advocacy and the MPs would have facts to support their advocacy. The Parliamentary Committee and two NGOs drew in many other people as researchers and advisors over the years since. And they have worked with people with many different skills and knowledge, not only economists.

In the first year the WBI analysed six national departments (ministries), as well as public sector employment and taxation. The departments included both social and economic sectors to show that there were gender issues everywhere. By the end of the third year, the WBI analysed all 26 departments of the national budget, as well as some related issues. In the fourth year it did five case studies of local government, and looked at donor funding, and budgets for job creation. In the fifth year it looked at different forms of revenue, and how national, provincial and local government interacted in making health policy and budgets.

As well as longer reports, the WBI put out simpler and shorter versions of the research so that people with lower education and less English skills could read them.

The WBI also worked with trainers and educators to make a set of workshop materials to spread the ideas.

After seeing what the WBI was doing, other groups started to look at the impact of the government budget on other groups, such as children and the disabled. One big difference between these groups and the WBI is that the others use a 'special interest group' argument - they ask for 'more' for children or people with disabilities. The WBI does not argue simply for 'more for women'. It says that traditional economics, and especially its blindness to unpaid labour, is one of the main reasons why policy and budgets are not gender-responsive.

### Tanzania

An NGO, the Tanzania Gender Networking Programme (TGNP) was the first to work on gender budgets in that country. In September 1997, TGNP organised a workshop for themselves and their allies in the other organisations that make up the Feminist Activism Coalition. They also invited some gender activists from government.

Since that workshop, TGNP has done research on four national sectoral (delivery) ministries, on the Finance Ministry and Planning Commission, and on the budget process. It has also done some research on local budgets in two districts. For most of the research TGNP made up a team of a government official from the sector with a non-government researcher. In this way they reached key actors and built alliances. TGNP has produced a simpler version of some of the research that it translated into Kiswahili.

In 1998, the Swedish International Development Cooperation Agency (SIDA) started funding inside-government gender budget work in the Ministry of Finance. The work went slowly at first, but went quicker from beginning of 2000. In that year SIDA and the government recognised that TGNP would be an effective local consultant to the Ministry of Finance on Gender Budgeting. They chose six pilot ministries and organised workshops and backstopping on how to put gender into the new medium term expenditure framework (MTEF).

For the first few years the government work was coordinated by the Budget Division of the Ministry of Finance. Later government agreed that the work should expand to auditing, macroeconomic planning, donor funding and taxation. So far TGNP has worked with

government mainly on macroeconomic planning. They have looked at how gender can be incorporated into the macroeconomic model of government. They have already succeeded in disaggregating the labour part of one of the models into male and female. But they have realised that the macroeconomic model will not be properly gender-sensitive until it reflects unpaid labour. And it can only reflect unpaid labour when time use data is available. So the National Bureau of Statistics has plans to do a time use study.

TGNP has discussed the danger that they will be coopted if they work too closely with government. So far, they have been successful in staying independent even while working closely with government.

## Uganda

Gender budget work in Uganda is led by an NGO, Forum for Women in Democracy (Fowode). Fowode was set up by women MPs and is linked to the "special interest groups" caucus in parliament that brings together representatives of women, people with disabilities, youth and workers as well as women elected in 'open' (non-quota) seats.

Before starting the gender budget project in mid-1997, Fowode did some training, policy dialogues and short publications on gender and macroeconomics. Since 1997, Fowode has done budget research on the ministries of Education, Health, Agriculture and Finance and Economic Planning at the central level. In 2000, they also started doing research in a few districts.

The national research was done by gender researchers from Makerere University with support from officials in the ministries concerned. This approach built a new relationship between activists and government. Fowode's work was made easier by changes introduced by government to increase participation in the budget process. For example, government set up sector working groups that include civil society representatives. However, the draft budget and policies must still be approved by the World Bank and International Monetary Fund before they go to cabinet and parliament.

The founders of Fowode were members of the Constitutional Assembly where they achieved a one-third quota for women in local government. Fowode then used the local GRB research to support the women elected as local councillors and make sure they have the skills and knowledge to use their power.

By focusing on a few districts, Fowode was able to increase its knowledge, create allies, and gain respect from different players. Today it runs regular workshops for local government officials as well as councillors in the districts in which it works.

## United Kingdom

The UK Women's Budget Group (WBG) was established in 1989. Most of the founders were academic feminists. Some of the members worked for organisations such as trade unions. For the first eight years, WBG members met each year to comment on the budget at the time it was tabled. The Conservative Government of the time did not respond to these comments. So the group concentrated on writing briefing papers for opposition parties.

In 1997 New Labour won the elections. The new government was interested in consulting with citizens, including women. A few months after the election, the Cabinet Office's Women and Equalities Unit (WEU) helped arrange a meeting between the WBG and Treasury. Later the WBG started having regular meetings with Treasury. It also organises seminars and roundtable meetings which the Treasury attends. By working with the WEU and similar bodies, the Group gets easier entry-points into government. By working with the WBG, the WEU and other bodies increase their economic and gender analysis skills.

The WBG has concentrated most of its work on taxes and benefits rather than on expenditure. Focusing on taxes and benefits has some advantages. Firstly, there are fewer taxes and benefits than spending programmes. Secondly, many taxes and benefits apply to individuals. This makes gender analysis easier. But there are also disadvantages to working on taxes and benefits. Many taxes and benefits are based on assumptions about the roles of women and men. In particular, policy makers usually assume that the money that comes into a household is shared equally, no matter who earns it. They therefore assume that it makes no difference who pays particular taxes or receives particular taxes. Often the policy makers do not even realise that these are (incorrect) assumptions rather than 'facts'. Policy makers may not want to question their assumptions or change the way they would like society to be.

The WBG includes professional economists and policy analysts who can speak to government officials in a

language they understand. The WBG's research-based approach fits in with the value government places on 'evidence-based' policy analysis. The Group uses the government's stated objectives to argue for gender-responsive policies. For example, it refers to the government's objectives of raising labour productivity and reducing child poverty. It points out that helping women economically will help achieve these objectives because money in the woman's "purse" is more likely to be used for the welfare of the family than money in the man's "wallet". Many policy makers are more easily convinced by these economic efficiency arguments than by arguments about equity and justice. Because of the WBG's arguments, from 2003 child credits have been paid to the main carer (usually a woman) instead of to the main earner (usually a man).

The WBG has mostly influenced the policy-making process through senior public officials and ministers. It has not done much work with members of parliament nor with grassroots women. But the WBG can reach some grassroots women through the organisations from which its members come.

## Scotland

In 1999 Scotland got its own independent parliament and executive for the first time. The new government is responsible for, among others, health, education, justice, rural affairs, and transport. Other functions remain the responsibility of the parliament in London.

The budget process of the new government was designed to promote participation, transparency and a bigger role for Parliament. Women's groups in Scotland took advantage of the new opportunities. The women's movement was very active in the pro-"devolution" campaigns between 1997 and 1999. Because of this involvement, many women had good contacts with the decision makers in the new government. The small size and high urbanisation in Scotland also made networking easier. The women activists used their contacts to get access to other policy makers.

A lot of the new parliament's work is done through committees. In November 2000, after a widespread consultation process, the Equal Opportunities Committee published a plan for achieving equality - equality with regard to race, disability and gender. However, the Equal Opportunities Law in Scotland also outlaws discrimination in respect of age, sexual

orientation, religion, and travelling people (Roma). The EOC's plan talks about developing ways to assess the equality impact of budgets. This point was included because of the campaign of the Engender Women's Budget Group (EWBG).

Engender is an information, research and networking organisation for women in Scotland. The organisation has more than 300 members from different backgrounds. Engender started its budget work in 1999, when the Finance Department produced a consultation document on the next two years spending. Some Engender members wrote a response which commented on specific proposals as well as on the budget process. The Minister of Finance referred to Engender's submission in his first budget speech.

Engender was then invited to give evidence before parliamentary committees and to meet with the Minister for Finance. In the meeting with the Minister, he promised to set up an advisory group to help the executive to take things forward.

Engender began establishing networks of contacts, gathering literature and developing expertise on GRB. In May 2000 it formed the Engender Women's Budget Group (EWBG). It linked the group with Engender to build on Engender's credibility.

In its first twelve months the EWBG mainly reacted to what was happening. Because most members were not paid for their work, the Group did not take on too many activities. EWBG also used these first months for workshops to build members' capacity. For example, representatives attended meetings of the London Women's Budget group to learn from their experience.

In 2001, Oxfam agreed to give money to the EWBG so it could pay for a part-time worker. Getting funding is sometimes more difficult in developed countries, but Oxfam has given support to GRB work in both England and Scotland. This funding will make it possible for EWBG to be more proactive and to take on more work.

## Mexico

In 1994, about 80 women's organisations, feminists and academics who had worked together around the Cairo Population and Development Conference established a network called Foro. Foro's main objective was to ensure that governments put the agreements of Cairo into action.

In 1999, researchers from Foro analysed federal programmes and spending on reproductive health. They found that spending decreased by 33% between 1993 and 1996. Case studies in four states of Mexico revealed large inequities in access to birth control and general health care and in maternal mortality. In the same year, Equidad, one of Foro's members, organised public finance workshops for women leaders around the country.

Also around this time, there were changes inside government that provided opportunities for gender-responsive budgets. For example, government established state and federal committees on gender and equity. And the Department of Social Development introduced a rule for anti-poverty programmes that said that 50% of resources must go to women.

In 2000, Equidad and Fundar, a budget think tank, started a joint project on gender budget analysis. With these two partners, the project combined the advocacy skills of women's organisations and the technical skills of a budget research centre. The project operated at federal level, as well as in four states. In the first year the project focused on 21 anti-poverty programmes. At state level, it looked at a World-Bank funded programme of basic health extension to poor communities. At federal level it looked at the large Progresá programme, which focuses on health, education and nutrition.

The research found that half of the programmes were cut back between 2000 and 2001. The amount spent on women was difficult to estimate due to the lack of gender-disaggregated information. Both programmes relied on the unpaid work of women for their operation.

In early 2001, Foro and Equidad had a three-day consultation forum with the Department of Health. The main purpose was to come up with proposals for the six-year programme of the Department. The Minister of Health attended some of the sessions. During the final session, participants agreed on the need for gender budget analysis. Several working groups were set up, including one on a gender-sensitive budget. However, the workshop happened soon after a change in government and many of the officials were new. They were therefore not confident to change the programme structure or budget in any important ways in the short term despite analysis showing that this was needed.

In late 2001, government and civil society organised a workshop on Women and Health. Participants did practical exercises based on information on the population, their socio-demographic profile and their health status. After the workshop, the Department of Health published a handbook with case studies and other documents on gender-sensitive budgets. During 2002, this handbook was distributed to every head of a directorate, state-based department and institute, and local-level officials.

## Austria

In 2001 some NGO women formed a Women and Budget Group. The main aim of the Group in the first years was to make the concept of Gender Budgeting known in Austria, and to encourage government and NGOs to take the issue further. The Group published a book called 'Women Make Budgets: Government finance from a gender perspective'. This book first explains the concept of Gender Budgeting and discusses initiatives in some other countries. It then looks at the overall macroeconomic strategy in Austria and its impact on women, as all as at government revenue and a few areas of public expenditure (education and research, labour market policy and funding for women's organisations). The analysis does not cover all areas, but demonstrates how to do gender budget analysis. The expenditure analysis of education and research is guided by the Swiss example and methodology. The book argues that government must introduce gender-sensitive budgeting. It also gives specific recommendations on how to change policies to achieve more gender equality.

There was a good response to the book and public events to launch it, especially from women activists and NGOs. Women from some political opposition parties also showed interest. Many women active in local level politics wanted to find ways to use Gender Budgeting in their political work. Most of these women wanted a ready-made recipe on how to do Gender Budgeting. They were disappointed when they discovered that there is no quick, easy recipe.

In response to the demand for practical assistance, the Women and Budgets Group decided to develop a handbook on Gender Budgeting for regional and local level. This handbook will be published in mid-2004. The Group also plans to design a workshop for training

of political activists and other groups. The Group will work together with Women in Development Europe (WIDE) Austria when they develop the training, because WIDE already has experience in economic literacy workshops.

Austria has a conservative government which follows neo-liberal policies, including tight budgets. But the government has taken some small steps in Gender Budgeting. In 2002, the Ministry of Finance published an analysis of income taxation with the title 'Is the Austrian tax system in fact 'gender neutral'?' The study shows, among others, that men benefit more from tax breaks than women. However, the government is not using the findings in its current tax reform project. Instead, the reforms will strengthen the gender bias.

The Austrian Federal government has, however, recently decided to implement Gender Budgeting. In May 2004 the Ministry of Health and Women's Affairs set up a Gender Budgeting working group as part of its gender mainstreaming process. It seems that these steps have been taken largely as a result of the work of the Women and Budgets Group as well as promotion of gender-responsive budgeting by the European Union and European Council. Some members of the Women and Budgets Group are assisting government officials. They hope that by helping in this way they can influence the scope of the exercise and get it institutionalised.

### The Netherlands

Since 1985, the emancipation of women and gender equality has been an important part of the Dutch government's policy. Since 1994, the government has produced reports every year that apply methods developed by women's studies researchers to evaluate policies. In 1998, government developed and published information on how to conduct budget evaluations from a gender perspective at local and provincial levels.

In 2001, a report on government's emancipation policy noted the wish of the Dutch Lower House of Parliament to identify each department's expenditure on emancipation. A cabinet position paper on gender mainstreaming also said that a tool must be developed to analyse spending from a gender perspective. The paper said that the tool must show how much money is (explicitly) spent on emancipation, as well as the extent to which government money is spent on women and men.

In January 2001 government set up an Interdepartmental Working Party on Mainstreaming. The steering group for this Working Party was made up of directors-general. There were also two working groups. One of the two working groups was asked to focus on equal opportunities spending. In 2001 and 2002 the group did pilot studies to identify departmental expenditure related to equal opportunities.

The pilots focused on three ministries - the Ministry of Finance, the Ministry of Social Affairs and Employment, and the Ministry of Housing, Spatial Planning and the Environment. It found that targeted spending on equal opportunities made up between 0.01% and 0.6% of the departmental budgets in the three ministries. The pilot studies also looked at the gender aspects of some general policies in these three ministries - the tax reviews of 2000 and 2001, the benefit law and the Rent Support Act.

The reviews of the tax system were done by researchers from the University of Utrecht (2000) and the University of Amsterdam (2001). These reports included suggestions for amendments to the Income Tax Act, some of which were accepted. The report noted that there were not good data to judge the effects of taxes on women and men, and said that this needed improvement.

## Annex 5

# Entry Point Tools for Gender Budgeting

### ENTRY POINT TOOLS FOR GENDER BUDGETING

#### 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

(Corresponds to Step 2)

- 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

(Corresponds to Step 2)

- 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.

### Two-way 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.

### Outcome budget

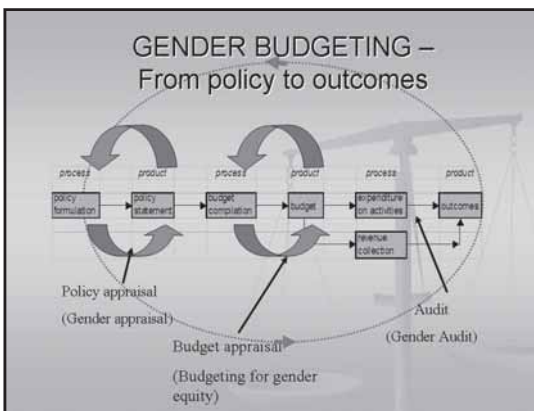
(Corresponds to Steps 4 & 5)

- In 1969 GoI moved budgeting beyond bookkeeping to ask what is done with the money
- Later GoI recognized need to ask what is ACHIEVED with money i.e. outcome
- MoF office memorandum for 2007 outcome budget:
  - need sub-targets for women & SC/ST beneficiaries
  - must say how reform measures & policies will promote 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.





## Annex 6

### Check list for integrating gender / Gender Budgeting into new programmes, projects and schemes (PPS)

This check list should be used for all new programmes, projects and schemes.

Participation	Response to questions
Has the PPS been developed in a participatory way involving all stakeholders, especially women? Women's involvement should not be tokenism but they should be encouraged to participate and contribute by creating an enabling environment. Their participation and contribution should be at all stages - planning, implementation, monitoring as well as participatory evaluation.	
<b>I. Background and justification</b>	
1. Is gender part of the context analysis of the PPS?	
2. Does this section include arguments for gender mainstreaming and gender equality?	
3. Are the data quoted in the background sex-disaggregated?	
4. Have the different needs and concerns of men and women, girls and boys been identified?	
5. Is the language of the PPS gender sensitive and does it avoid gender stereotypes?	
<b>II. Goal / Objective:</b>	
1. Does the goal or objective reflect the needs of women and men?	
2. Does it aim to meet practical gender needs (PGN) of women or strategic gender interests (SGI) (that will seek to change gender relations and address gender inequality and promote women's rights and control over her body and her life?)	
<b>III. Target Group / Stakeholders:</b>	
1. Are women and men both going to benefit from the PPS?	
2. Is there need for affirmative action (quotas or reservation) to ensure women are benefited?	
<b>IV. Strategy and Activities:</b>	
1. Is there a better, more women-friendly and yet cost-effective way of achieving the objectives? Can it be considered?	
2. Are the strategies and activities of the PPS gender sensitive?	
3. What are the constraints to women benefiting? Does the PPS address the constraints in order to reduce them?	

Contd...

4. Have possible constraints on women benefiting been addressed? For example, are the activities planned for times when women are free from household chores?	
5. Will the PPS entail an additional burden on women? If so, what steps will the PPS take for men to share the burden of women's traditional roles?	
6. If technology is involved, is it women friendly and appropriate for women?	
7. Who will implement the PPS? Are they sufficiently gender sensitive? Do they need gender orientation? (e.g. health service providers, teachers, cooperative department staff should be sensitized if necessary)	
8. Do implementation mechanisms use existing networks or organisations of women (e.g. self help groups, mother's groups in Integrated Child Development Scheme (ICDS))	
9. If there is an information / IEC component, will women be involved in developing it and field testing it to ensure its gender and cultural sensitivity, comprehensibility and efficacy?	
<b>V. Budgeting for equality:</b>	
1. Has sufficient budget been allotted for each of the components of the PPS?	
2. Has the PPS budgeted for gender training?	
3. Is the budget sufficiently disaggregated to ensure that gender concerns are adequately addressed?	
4. Has the PPS budgeted for monitoring?	
<b>VI. Indicators for measuring outcomes and outputs:</b>	
1. What are the indicators for measuring progress on outcomes and outputs? Are they sex-disaggregated and gender sensitive?	
2. Are the indicators SMART - specific, measurable, accurate, relevant and time-bound?	
3. Do the indicators measure progress in achieving strategic gender interests (SGNs) as well as practical gender needs (PGNs)?	
<b>VII. Monitoring:</b>	
1. Has the PPS built in participatory on-going monitoring, involving women? What is the frequency? And are the monitoring tools (formats, visit timings etc) women friendly?	
2. Does the monitoring strategy look at both content and process? Both are important.	

Contd...

<b>VIII. Evaluation:</b>	
1. Has the PPS provision for a mid-term (after 2 or 3 years) and an end-term (if the PPS is for a fixed duration) evaluation? This is essential.	
2. Does the evaluation design allow for (a) the differential impact of the PPS on men and women to come out clearly; (b) women to be part of the evaluation team; and (c) perspectives and feedback from women beneficiaries to be obtained first-hand and not through male family members?	

Source: Gender Budgeting Handbook for Government of India Ministries & Departments, MWCD 2007

## Annex 7

## Addressing Maternal Mortality through Gender Budgeting

## Addressing Maternal Mortality through Gender Budgeting – a case study (Chiranjeevi Yojana scheme)

### 5 steps to GB

1. Describe the situation of women & men, girls & boys in the sector
2. Examine sectoral government policies & programmes to see whether they address the 'gender gaps'
3. Examine the budget to see whether sufficient money has been allocated to implement the gender-sensitive policies & programmes
4. Monitor whether the allocated money has been spent and who has benefited from the money
5. *Go back to the first step and re-examine the situation, to see whether the budget and its associated programme has improved the original situation.*

### The situation

- The Government of Gujarat in its Vision Document 2010 indicated that within 10 years it would lower the infant mortality rate from 60 to 30 per 1,000 live births and reduce maternal mortality from 389 to less than 100 per one lakh live births

### Objective of Chiranjeevi Yojana

- To address the high maternal mortality rate among the Below Poverty Line (BPL) families who do not have access to public health facilities nor funds for institutional delivery

### Designing the scheme

- State unable itself to provide the interventions required, therefore focused on building public-private partnership.
- State identified institutions & private hospitals who would be willing to provide institutional delivery, and MOU was signed.
- Health department drew up guidelines for partners.
- Electronic & print media and panchayats used to publicize the scheme in the intervention districts.

### Allocations for implementation

- Scheme started in December 2005 in five worst affected districts: Kutch, Banaskanta, Sabarkantha, Godhra & Dahod
- Rs 93.5 million allocated for first year to provide delivery services to an estimated 58,637 pregnant women
- Average cost of delivery & transportation = Rs 1,795

### Monitoring & impact assessment

- Six months into the scheme the Ministry of Health undertook a rapid qualitative study.
- Aim of the study was to:
  - Examine increased accessibility of services
  - Understand utilization pattern of services & client satisfaction
  - Get views of programme managers & service providers on administration of scheme
  - Suggest ways of improving uptake & expanding package of services

### Methodology for study

#### Compare best & worst performing districts:

- Panchmahal – 3,395 deliveries
- Kutch – 1,214 deliveries

#### Interviews with:

- Programme Managers-District and selected blocks
- Service Providers-Contracted Institutions
- Opinion leaders & field health functionaries
- Beneficiaries
- Non-beneficiaries
- Potential future beneficiaries

### Issues

- Skewed distribution of private practitioners across talukas
- Problems with transport reimbursement and payment to person accompanying the woman – women had to hire costly private transport
- Duration of hospitalization following normal delivery – usually less than a day
- Registered private providers referring complicated deliveries to District
- Kutch – patients had to buy medicine privately

### Recommendations

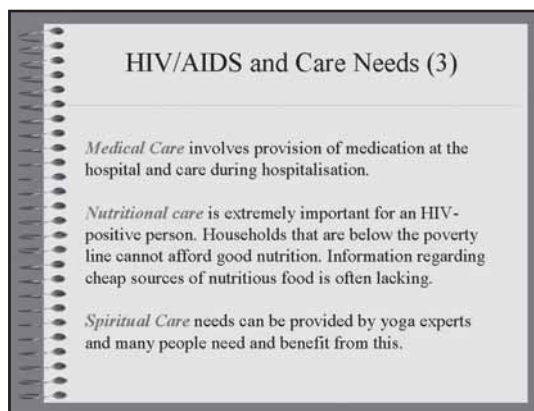
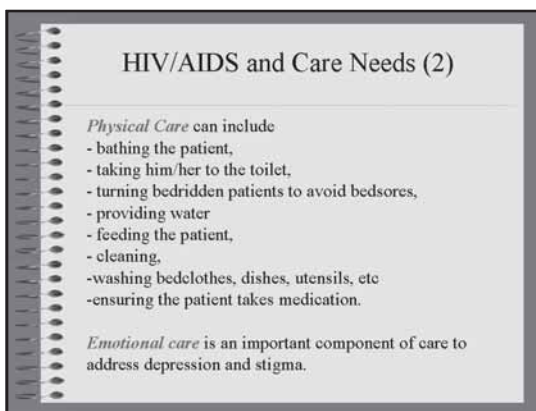
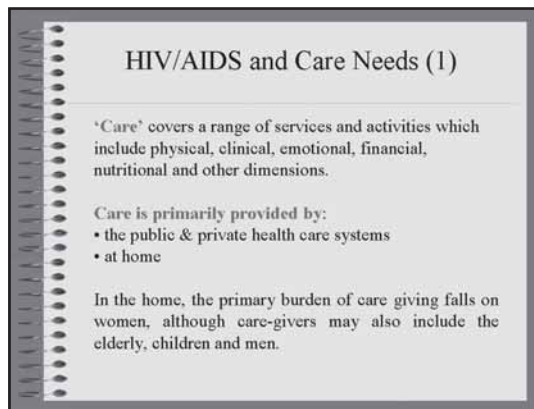
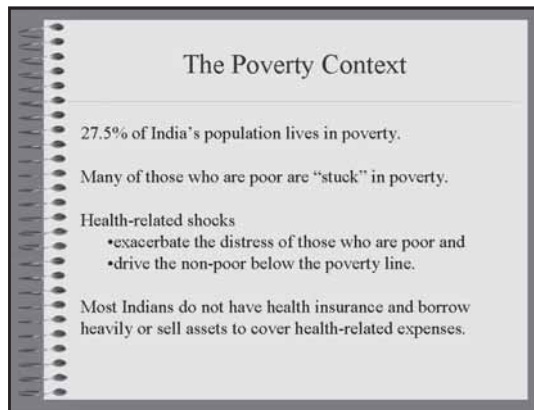
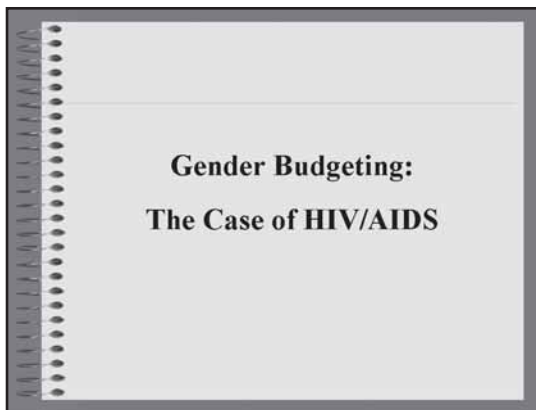
- Expand package of services and include sterilization & new-born care
- MoU must explicitly state details of elements covered & not covered
- Change payment modality from advance payment to reimbursement of private providers
- Improve dissemination of information, especially through Family Health Workers

### Budget 2007-08 for CY

- Scheme expanded to whole state
- Total allocated:
  - Rs. 20.00 crores
- Total expenditure till September 2007:
  - Rs. 7.97 crores
- Total deliveries under CY till Sept 2007:
  - 40,573

## Annex 8

### Gender Budgeting: The Case of HIV/AIDS



### HIV/AIDS and Care Needs (4)

*Financial Care* is especially important, for example:

- When the ill person is no longer able to work, and income decreases very suddenly.
- When status is discovered and the person may lose their job
- Because health care costs increase with illness
- When meagre assets are sold in distress and the family is left without shelter.

When all funds are exhausted, a woman who has never before worked outside the home may take casual work in order to earn some money to feed the children.

### The Macro – Micro Disconnect

Funds are available for HIV/AIDS:

- Domestic public and private funds
- Bilateral and multilateral funds
- The Global Fund

In 2007-08 the allocation for the national AIDS control programme is Rs 720 crore, compared to only Rs 884 crore for all the other national disease control programmes combined.

*Yet many of those who are HIV affected, do not have their health and other needs met.*

### Re-prioritising Expenditure to meet Needs (1)

Strengthen all **primary health centres (PHCs)** and **public hospitals** to ensure access to:

- Reliable and quality medical care
- 24-hour diagnostic testing facilities
- Ambulances to link PHCs to hospitals
- Effective drugs

Fund **community care homes and hospices** to relieve the burden on caregivers, most of whom are women.

### Re-prioritising Expenditure to meet Needs (2)

- Ensure **universal access** to preventive and curative treatment and care.
- Make special **provisions for women patients** in PHCs and public hospitals.
- Ensure access to **safe water** in the home for all.
- Ensure access to **toilet facilities** both in the home and in public places.
- Provide schemes to assist with **income-earning** for those who are ill and their families.

## Annex 9

## Case Studies of Gender Budgeting

## Introduction

This chapter presents five case studies that illustrate how different ministries and departments have designed their programmes and projects and allocated budgets to address women's needs and be more gender-sensitive. Each of the case studies ends with a set of questions intended to stimulate further thinking. The case studies are intended to provide ideas that can be extended to other ministries and departments.

Case study 1: Gender Budgeting in Agriculture<sup>3</sup>

Rural women are major producers of food in terms of value, volume and hours of work. Nevertheless, women's control over resources and processes remains extremely limited. Women may function as head of the household for the major part of the year. Nevertheless, the landlords and officials continue to recognise the husband as the cultivator in the official lists and statistics. Women then have difficulty in accessing credit and inputs from mainstream institutions and government schemes and also in becoming members of farmers associations and beneficiary organisations. Agricultural research has also focused on increasing the production of high value major cereal and cash crops rather than the traditional varieties of cereals and subsistence crops which are farmed by women and which provide the major source of food to their families. Upgrading of technology has focused on implements and tools designed with male users in mind.

The National Agriculture Policy of 2000 gave high priority to 'recognition and mainstreaming of women's role in agriculture'. At state level, states are encouraged to allocate 30% of allocations for women farmers and women extension functionaries under the extension interventions, focusing on formation of Women SHGs; capacity building interventions; linking women to micro credit; and improving their access to information through IT and other extension activities. At the central level, a National Gender Resource Centre in Agriculture (NGRCA) has been established to assist the centre and the states with advisory services.

The Ministry of Agriculture has started a number of programmes and schemes which target women. These include:

- **Horticulture:** The State Horticulture Missions have been directed to earmark at least 30% of their budgets for women beneficiaries in all ongoing programmes under the National Horticulture Mission and Technology Mission for Horticulture in North Eastern States, Sikkim, Jammu & Kashmir, Himachal Pradesh and Uttaranchal.
- **Agriculture Extension:** In the scheme "Support to States Extension Programme for Extension Reforms", 30% of resources are meant to be allocated for women farmers and extension functionaries.
- **Watershed Development Programmes:** The Watershed Development programmes provide for the involvement of women farmers in the constitution of Watershed Associations and other institutional arrangements and formation of women SHGs and User Groups (UGs).
- **Crops:** The scheme "Technology Mission on Cotton" encourages states/implementing agencies to give preference to women farmers in components like distribution of agriculture inputs, trainings and demonstrations so that at least 20% of the total allocation reaches them. Under another Mission, a subsidy is provided for the distribution of sprinkler sets to women farmers and other disadvantaged groups.
- **Technology Mission on Oilseeds & Pulses:** The "Integrated Scheme of Pulses, Oilseeds, Palm Oil and Maize" provides subsidy/assistance to women farmers for sprinkler sets and pipes for carrying water from source to the field.
- **Integrated Nutrient Management:** 25% of seats are reserved for women in the training courses for farmers on organic farming.
- **Cooperation:** Four projects are being run under the special scheme 'Intensification of Cooperative Education in the cooperatively under developed States' for bringing rural women into the cooperative fold.

<sup>3</sup>This case study is based on research conducted for the Gender Resource Centre of the Ministry of Agriculture, GOI by Neeraj Suneja.



Some States have also initiated schemes targeting women.

The Department has encouraged demand-driven bottom-up planning which includes women in selected schemes. For example, a scheme launched in the Tenth Plan by the Extension Division namely "Support to States for Extension Reforms" provides for representation of women in all bodies at district level, including the governing board, farmer advisory committees, farm women interest groups and commodity-based organisations.

The Department is also reviewing the availability of data on women in agriculture and allied sectors in partnership with all the relevant data-gathering agencies.

### Questions about this case study

- Are there any extra costs involved in targeting and reaching women through these schemes?
- What can the Department of Agriculture and Cooperation do beyond 30% and other targets in respect of beneficiaries to ensure that women benefit equitably from the Department's budget and activities?
- Is a 30% target adequate if women account for the majority of producers?

### Case study 2: HIV&AIDS<sup>4</sup>

While ill health affects both men and women, there are several reasons why women are often affected more severely than men. Firstly, women's lack of access to and control over resources and decision-making means that women are more likely to be brought to health facilities for diagnosis and treatment at severe stages of illness, when treatment is less effective. Secondly, when any member of the family falls ill, it is usually women who provide care for them in addition to doing their other daily tasks. Thirdly, a large proportion of women and girls in India suffer from anaemia due to lack of nutrition.

In 2007 the number of HIV positive people in India was estimated to be 24.7 lakhs (0.36 - 0.4% prevalence), of whom 5 - 6 lakhs were in need of antiretroviral

therapy (ART). The prevalence rate was estimated at 0.4% for females and 0.3% for males<sup>5</sup>. Six states - Andhra Pradesh, Tamil Nadu, Maharashtra, Karnataka, Manipur and Nagaland - have generalised epidemics and are considered high prevalence states.

India receives financial and technical assistance in respect of HIV&AIDS from, among others, the United Nations, European Union, USAID, DFID, SIDA, CIDA, the Gates Foundation, and the Global Fund. In addition, Government of India and state governments allocate funds from their own resources to combat the epidemic. Nevertheless, the following case study suggests that many needs are still unmet.

### Questions about this case study

- What forms of support would help this woman and her family?
- Which of these forms of support are already being provided by government? Which parts of government are providing them? Why is this support not reaching all who need it?
- Which additional forms of support could be provided by government?

### Case study 3: Tackling anaemia through nutrition<sup>6</sup>

More than half of all pregnant women in rural India suffer from iron deficiency anaemia. Adequate iron status during pregnancy is crucial for reducing prenatal mortality, low birth weight of babies and pre-term birth.

Iron supplementation has been implemented in India for the last two decades, but the hoped-for impact was not achieved. In YEAR, the National Anaemia Control Programme increased the dose from 60mg of elemental iron to 100mg. But merely increasing the dose was not enough. A study of rural mothers from six villages in rural Maharashtra revealed that birth size was strongly linked with consumption of micronutrient rich foods like green leafy vegetables (GLVs) and fruits especially in the last three months of pregnancy. Pregnant women thus need more than iron alone.

<sup>4</sup>This case study is based on research conducted for the National Commission for Women on "The Budget: A Gender and Poverty Sensitive Perspective" New Delhi, 2003; research conducted for a UNIFEM-IIPM study entitled "The Impact of HIV/AIDS on Women Care Givers in Situations of Poverty: Policy Issues", Aasha Kapur Mehta and Sreoshi Gupta, UNIFEM and IIPA, New Delhi, 2006

Food-based interventions for women and adolescent girls are, however, difficult to implement. Some of the reasons given by rural women for not consuming GLVs are (a) their children and husband do not like them; (b) when cooked, GLV shrinks and is not adequate for the family; c) GLVs do not stay fresh even for a day; (d) the women do not know many dishes that can be prepared from GLVs; and (e) GLVs are expensive to buy for landless families.

The Department of Science and Technology (DST) has undertaken the following actions to improve intake of GLVs by women:

- Meetings highlighting the importance of good nutrition during pregnancy with special reference to micronutrients;
- Initiating kitchen garden activity;
- Live demonstrations of GLV recipes which are iron-rich, low cost, tasty and quick to prepare; Simple methods of preservation of GLVs to encourage all year round use;
- Booklet of 100 recipes from GLVs, prepared in local language with illustrations.

Testing at six-month intervals shows that iron levels increased significantly among women who actively participated in the action programmes. The women also experienced better weight gain during pregnancy.

### Questions about this case study

- How will women benefit from the DST's initiative?
- How will children benefit from the DST's initiative?
- How will other members of the family benefit from the DST's initiative?

### Case study 4: What does technology mean for women?<sup>7</sup>

The Department of Science and Technology decided to set up special Technology Parks for women in order to provide technological solutions to the problems faced by women and inspire them to work together on conservation of natural resources. During the process of setting up these Parks, a field visit was undertaken to elicit responses from women in rural areas as to what their expectations were from technology. On being told in broad terms what technology means, the women had very clear ideas about what they wanted from

### HIV in the context of stark poverty

A woman is living with her family on a footpath in Kurla district in Mumbai. Their home is a 6 feet by 6 feet space on a footpath under a roof made of a plastic sheet with holes in it. The Mumbai Municipal Corporation demolishes the tiny space they live in every few months.

The woman's husband used to work as a plumber and earned Rs.3,000 per month before he fell ill. Four years ago, she sold her jewellery for Rs.10,000, when her husband was very unwell, as a result of being HIV positive. The doctor told him to take medicine for six months. The medicine costs Rs.800 per month. They could not afford this. So, he took it for four months and then discontinued it.

Her husband is now taking ART medicine given by government, but he suffers from fever, vomiting, diarrhoea and weakness. There are days when he cannot get up. When he is unwell, she has to take leave to care for him. It is especially difficult when he is suffering from diarrhoea, as they do not have access to safe sanitation facilities. The woman has six children to feed, in addition to having to care for her husband.

An NGO heard that they were going to commit suicide and started helping the family with basic rations, medication and educational expenditure for children for a few months. The NGO plans to taper off this assistance as the situation stabilises. The woman has started working as a part-time domestic servant. Earlier, she was able to work in three houses and earned Rs.1,500. Now she too is unwell and does not have the energy to work as hard. So, she works in only two houses and earns Rs.1,200. She and her husband visit the hospital for medication several times each month and each visit is expensive. They have to spend on X-rays and CD-4 tests. So, she had to borrow money from the houses where she works.

technology. The following are some excerpts from their inputs:

"Technology to me means a bus designed maybe even without seats. So that I could carry vegetable baskets, goats, hens etc for sale in the city markets in the body of the bus instead of putting them on the roof. It is very inconvenient in a sari to climb up to keep produce on the roof. I do not mind not

having seats as I can easily stand or squat on the floor of the bus."

"Technology to me means a cotton cloth which I can put to different uses to cover my baby, to make a cradle for my baby, to tie up seeds collected and even tie up the fodder/fire wood I bring back home."

"I have been working in the salt brines in Kutch since I was a little girl. My feet are calloused and as hard as a stone. I have seen that when old women who have worked in the salt brines die, their bodies do not burn completely their feet are left unburnt. The protective shoes developed by scientists are uncomfortable and hot. Moreover, they do not look nice with my traditional attire. Can technology help me?"

"Technology for me means low-cost easily disposable sanitary napkins which I can provide to my daughter as she goes to school and needs them. The products of multi-national corporations (MNCs) are very expensive. Earlier used cotton saris were available. Nowadays, with synthetic saris being cheaply available, no cotton cloth is readily available."

### Questions about this case study

- What role can government departments play in meeting the needs of the women quoted above?
- How can this type of assistance be built into existing programmes, projects and budgets of ministries and departments?

### Case study 5: The Sundarbans experience: Using technology to assist rural women<sup>8</sup>

Sunderbans, the vast mangrove delta on the southern part of northeastern India, has many creeks, streams and rivers. Biologically, it is one of the richest forests supporting a diversified flora and fauna. It is one of the few areas in the world where man-eating tigers are commonly found. These man-eaters attack the locals who enter the Reserve Forest for honey, firewood and other products.

The majority of the population is dependent on agriculture on reclaimed land. Other common occupations are fishing, pisciculture, honey collection and woodcutting. The majority of families remain poor despite the hard work that they do. Women are not only responsible for household tasks, but also often

have to help the family survive financially. They work as helpers in the field, as firewood collectors, as backyard horticulturists and in fishing. Fishing for prawn in particular is a dangerous job usually done by the women and the children who move through the waist- or neck-deep water dragging the nets behind them to catch the fishlings.

Bananas are among the common horticultural crops in the area, but have been grown as a backyard crop rather than for commercial sale. The crop yields have also been poor, and the costs (Rs.15-20 each) of elite varieties of plantlets are too high for most to afford.

The Department of Science & Technology (DST) supported a project which identified ten varieties of banana suitable for this region, and provided 70 farmers with plantlets hardened for 1-2 months in a nursery. The response of the farmers was positive and the demand for these plantlets increased. A second projected targeted Kutali block, which is situated on the fringes of the Sundarbans and is one of the most backward blocks of the country. 51% of the women population belong to scheduled castes (SCs) while 2.8% belong to scheduled tribes (STs).

The goal of the project was to involve the womenfolk in nurturing the micro-propagated plantlets of banana so that these could be a source of income for them. Potential female entrepreneurs were selected in each Gram Panchayat (GP), and those selected were trained to take care of the plantlets at the primary and secondary hardening stages. The eventual plan is to create GP-level nodal persons who will obtain plantlets from the laboratory and sell them to farmers after primary and secondary hardening. It is expected that they should earn Rs 3 per plantlet. But they will each need a space where 10,000 plantlets can be maintained at a time, and polythene bags in which to put the plantlets.

### Questions about this case study

- What lessons can be learned from this case study for other Ministries?
- What costs would the Ministry need to budget for?
- What would be the costs (monetary and non-monetary) to the beneficiaries?

## Annex 10 Gender Budgeting & Outcome Budgets

### Gender Budgeting & Outcome Budgets

#### Outline of presentation

- The logic of outcome budgets & links to Gender Budgeting
- History of outcome budget in India
- Key points of outcome budget guidelines
- Some examples from departments
- Examples from other countries

#### 5 steps of GRB

- Describe **situation** of women & men, girls & boys (and different sub-groups) in the sector
- Check whether **policy** is gender-sensitive i.e. whether addresses situation described [Budget speak: 'Activities']
- Check that adequate **budget** is allocated to implement gender-sensitive policy [Budget speak: 'Inputs']
- Check whether expenditure is **spent as planned** [Budget speak: 'Outputs']
- Examine **impact** of policy & expenditure i.e. whether it has promoted gender equity as intended [Budget speak: 'Outcomes' or 'Impact']

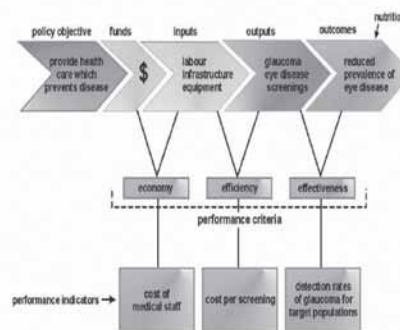


Figure 2.3 The basic structure of outcomes and outputs budgeting application to a health program.

#### History of outcome budget

- Performance budgeting since 1969
- Problems:
  - Lack of clear relationship between financial & performance budgets
  - Need to move beyond performance to outcomes
- 2005: Quarterly physical outcome targets
- 2007: Performance included in outcome budget
  - Actual physical performance 2005/06
  - Physical performance 9 months of 2006/07
  - Targeted performance for 2007/08
- Agencies must put in place necessary systems of data collection

#### Gender in outcome budget

- 2 explicit mentions in Guidelines:
  - 4. As far as feasible, sub-targets for coverage of women and SC/ST beneficiaries under schemes
  - 6. Detail how reform measures & policy initiatives relate to intermediate outputs & final outcomes in areas such as ... gender empowerment...
- Financial adviser is nodal officer, but must coordinate with various other officers - WHO for gender?

## Outcome budget terms

- **Outlays:** Finance resources deployed
- **Outputs:** Physical quantity of goods or serviced 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

## Health & Family Welfare PB, Tamil Nadu 2006/07

- Personnel strength, institution beds, staff trained, in-patient and out-patients: Could be sex-disaggregated
- Malaria, school health camp & other programs: Outputs could be sex-disaggregated
- Mother and child health: Decreases in performance on some measures
- Sex disaggregation important because imbalances could indicate:
  - Different needs
  - That some who are in need are being missed by services

## Secondary Educ & Literacy Outcome budget 2007/08

- Executive summary mentions gender in:
  - NPEGEL. Later provides output figures
  - Secondary education: Enrolment & 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

## Food & Public Distribution Outcome budget 2006/07

- Interesting because not targeted at individuals
  - Only one mention of gender: need woman on each grain bank committee
- Need to ask:
  - WHO does WHAT for each product: farming, marketing wholesale, selling to consumers, buying, using, eating?
  - who uses godowns, grain banks, etc?
- Possibilities for gender in:
  - Training programmes for farmers, traders volunteers
  - Participation in committees
  - What else?

## Gender & equity manual in UGANDA

- Steps to identify gender & equity issues:
  - Review existing data
  - Identify cause of problems
  - Describe consequences of problems
  - Suggest solutions/interventions
- Review of previous year's performance:
  - Disaggregate expenditures
  - Indicate outputs attained
  - Review outcomes & link to PRSP
  - Compare planned activities/targets with gender & equity issues

## 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

## 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 expenses
- 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

Source: Gender Budgeting Handbook for Government of India Ministries & Departments, MWCD 2007



**For further information, please contact:**

Economic Adviser  
Ministry of Women and Child Development  
Shastri Bhawan  
New Delhi 110001