



How Well Does Union Budget 2013-14 Address Gender-based Challenges?

Kanika Kaul and Saumya Shrivastava¹

September 2013

Centre for Budget and Governance Accountability

B-7 Extn/110A (Ground Floor) Harsukh Marg

Safdarjung Enclave, New Delhi - 110029 (India)

Tel: +91-11-4920 0400, 4050 4846

Email: info@cbgaindia.org Web: www.cbgaindia.org

¹The authors work with Centre for Budget and Governance Accountability (CBGA), New Delhi. They had prepared this article for CBGA's Response to Union Budget 2013-14. They can be contacted at: kanika@cbgaindia.org and saumya@cbgaindia.org.

Executive Summary

Union Budget 2013-14 has been popularly received as a women-centric budget. Two key interventions in the form of a fund for women's safety and empowerment and an all-women's bank, have been introduced for the first time. However, to assess the extent to which this budget addresses gender concerns, there is a need to look beyond these two interventions and scrutinize whether some of the more fundamental concerns regarding the responsiveness of budgets towards women have been met.

Given the exponential increase in the incidence of gender based violence, this paper analyses the gender responsiveness of Union Budget 2013-14 focusing specifically on this issue.

The paper begins with a discussion of the development deficits confronting women in different spheres. In view of the existing gender based disadvantages, the paper examines the strategy of gender responsive budgeting which was introduced as a tool for mitigating the vulnerabilities of women and girl children in the country to different kinds of gender-based disadvantages and challenges. Comparing the Gender Budgeting exercise as a way forward over the Women Component Plan, the Gender Budget Statement presented in Union Budget 2013-14 has been scrutinised to determine how robust and comprehensive it is. This scrutiny reveals how Gender Budgeting has been a limited exercise owing to its narrow interpretation by various ministries and departments. Gender Budgeting has been reduced to an ex -post accounting exercise, whereby merely reporting certain proportion of funds for women and girl children has been seen as an end in itself.

The following section presents an analysis of the government's interventions for addressing gender based violence with reference to the Union Budget 2013-14. In view of the increasing incidence of most forms of violence against women and girl children, the paper has looked at some of the key interventions by various Union Ministries and the budgetary outlays for the same. The analysis reveals that the measures to prevent and address gender based violence need to be more comprehensive and be backed with substantial budgetary allocations. The financial performance of select schemes by the various ministries also reveals serious gaps in their implementation.

Recognising that gender based violence needs to be addressed at all levels, right from taking into account its causal factors to putting in place requisite rehabilitative measures, there is a need for measures to be undertaken by a broader range of ministries. Accordingly, the paper has presented some recommendations by the Ministry of Home Affairs (2009) and the Report of the Committee on Amendments to Criminal Law chaired by Justice J. S. Verma (2013) that need to be introduced. Additional recommendations on efforts that could be undertaken by a range of ministries have also been cited in the paper. Looking at some recent efforts by the government to address gender based violence, the paper presents some recommendations analysing the current approach towards the issue. Further, the section highlights specific gaps in data on crimes against women that need to be looked at in order to formulate effective strategies and interventions.

Key Words: *Women, Gender, Gender Budgeting, Budgets, Violence*

Contents

Section	Page No.
Introduction	Page 4
I Women Component Plan vs. Gender Budgeting	Page 5
II Gendered Analysis of the Union Budget 2013-14	Page 6
II. A. Analysis of the Gender Budget Statement in Union Budget 2013-14	Page 7
II. B. Women Specific Schemes in the Union Budget	Page 12
III. Union Government's Interventions to address Gender Based Violence	Page 13
III. A. Interventions (to address gender based violence) in Union Budget 2013-14	Page 14
IV Additional Efforts Required to Address Gender Based Violence	Page 17
Recommendations	Page 21
Concluding Remarks	Page 22
References	Page 22

Introduction

Women in India continue to remain sidelined in almost all spheres of life. They lag behind in most socio-economic indicators. Existing literature notes that women often being poorer than men, especially in developing countries, have lower incomes and lesser opportunities than men, adding considerably to their vulnerabilities. India's Gender Inequality Index Value of 0.617 in 2011 places the country at 129th position among the 149 countries globally and is reflective of the high gender inequality that is prevalent.² Table 1 highlights the glaring gaps in human development indicators for women in the country.

Table 1: **Select Indicators on Status of Women in India**

Indicators	Male	Female
Literacy Rate (%) [Census 2011]	82.14	65.46
Maternal mortality ratio (per 1,00,00 live births) [SRS 2009-10]		212
Sex Ratio [Census 2011]	1000	940
Child Sex Ratio (0-6 years) [Census 2011]	1000	914
Worker Population ratios (per 1,000) [Census, 2011]	819	336
MPs in Lok Sabha (%)	89.18	10.82
Life Expectancy at Birth [2004]	62.6	64.2
Women's access to land		
Number of operational land holdings [Number in '000]; includes both joint and individual land holdings as per Agriculture Census 2010-11]	119898	17618
Area operated [Area in '000 ha.; includes both joint and individual land holdings as per Agriculture Census 2010-11]	141187	16485

Source: 12th Five Year Plan Report of the Working Group on Women's Agency and Empowerment; Ministry of Women and Child Development, Government of India; India Human Development Report 2011, Towards Social Inclusion, Institute of Applied Manpower Research, Planning Commission, GoI [computed from NFHS, NSS various years]; Agricultural Census, 2010-11, Agriculture Census Division, Department of Agriculture & Co-Operation, Ministry of Agriculture, Government of India (2012).

Given the disproportionately adverse developmental status of women in the country, it is high time that concrete steps are taken to bridge this gap. Public policy in this regard is one of the key instruments to achieve this important developmental goal. Government policies and corresponding budgetary allocations can go a long way in enhancing the status of women and meeting the developmental deficits faced by them. Government budgets in particular, are an important tool to gauge the priorities of the government and act as an essential instrument to meet the existing deficits.

Lack of gender responsiveness in various domains of public policy has caught the attention of many stakeholders in the country, including academicians, civil society and policymakers, since quite some time. Questions relating to gender have been taken up in academic as well as policy research in a number of areas and the consequent insights and debates are very rich.

Questions pertaining to gender in the context of fiscal policy too, are not new in the discourse on development and public policy in India. However, research on gender responsiveness of

²The Gender Inequality Index (GII) reflects women's disadvantage in three dimensions—reproductive health, empowerment and the labour market. It was first introduced in the 2010 Human Development Report

government budgets in the country dates back only to the late 1990s. Within half a decade of such efforts getting initiated by some academics and international as well national development organisations, the Union Government of India did adopt Gender Responsive Budgeting (or Gender Budgeting) as one of its strategies for mitigating vulnerability of women and girl children in the country to different kinds of gender-based disadvantages and challenges.

I. Women Component Plan vs. Gender Budgeting³

The efforts within the Union Government, led by the Ministry of Women and Child Development and supported by the Ministry of Finance, led to the introduction of a *Gender Budget Statement (GBS)* in the Union Budget documents in 2005-06 along with a number of other measures such as setting up of Gender Budget Cells in various ministries, and training and capacity building of government officials, among others. The *Gender Budget Statement* seems to have drawn a lot more attention (of the policy community) than the other measures, and it seems logical too since these Statements in the Union Budget as well as some of the State Budgets have been the only source of verifiable, quantitative information on government's efforts in this domain over the last few years.

Prior to the introduction of gender budgeting, Women Component Plan (WCP) had been introduced by the Planning Commission in the Ninth Five Year Plan (for 1997-98 to 2001-02), and was the first attempt in India to ensure some commitment on the part of ministries / departments for women in their budgets. This was necessary as policy pronouncements for women without any related commitments in terms of budgetary resources cannot be very effective. However, focusing solely on a specific share for women in the budget allocations without any effort to redesign the programmes or schemes for addressing specific gender-based challenges is unlikely to be effective. Moreover, such a strategy of asking the Union Ministries / State Government Departments to earmark 30 percent of the Plan allocations for their schemes for women beneficiaries also has the inherent weakness of being applicable only to some sectors where the government can count its beneficiaries, leaving out a number of sectors where the beneficiaries cannot be counted. The implementation of the strategy of WCP was sluggish in the state governments, and almost non-existent in the Union Ministries. Around four years after the adoption of Gender Budgeting in the Union Government and some of the States, the Planning Commission formally discontinued WCP in 2009-10.

Though the transition from the WCP to Gender Budgeting is a welcome step, within less than a decade of adoption of Gender Responsive Budgeting in the Union Government and some of the State Governments, a number of questions have been raised not only on the quality of efforts being carried out under this strategy but also on the potential of the strategy itself.

The approach towards Gender Budgeting, in many of the Union Ministries and some of the states that have adopted this strategy, has not changed from what it was under WCP. The strategy of Gender Budgeting has hardly been implemented properly yet, as reporting of certain proportions of total budgetary allocations for schemes in the *Gender Budget Statement*, which the ministries / departments perceive as getting utilised for women beneficiaries of the schemes, seems to have been the ultimate purpose of their efforts in this domain. In the Union Government and in some of the states, although several schemes are being reported in the *Gender Budget Statement*, only few of those seem to have been designed taking into account the gender-based disadvantages facing women in the respective sectors.

It might not be appropriate to raise reservations about the approach being followed under gender

³This section draws substantially from CBGA's study report on Gender Budgeting: Recognising Gender Biases, Rethinking Budgets; Review of Gender Responsive Budgeting in the Union Government and Select States (2012)

budgeting without assessing the situation with respect to the current Union Budget 2013-14. The methodology being followed under gender budgeting has come a long way since its inception, and what needs to be seen is how robust this exercise is at present.

II. Gendered Analysis of the Union Budget 2013-14

Union Budget 2013-14 acknowledges the need to increase the gender responsiveness of budgets. In a country like India, where gender based inequality continues to persist and gender based violence has been growing at an alarming rate, this recognition is certainly a welcome step. It is well acknowledged that budgets are not gender neutral. Gender based differences exist in all aspects of society, spanning over the social, political as well as economic realms. A gender neutral budget, which fails to account for these differences and make requisite efforts to correct them, is bound to benefit men, more than women. Hence, what needs to be analysed is whether and to what extent Union Budget 2013-14 addresses these gender based disadvantages.

Union budget 2013-14 has been viewed as a ‘women’s budget’ with the recognition in this year’s budget speech about the need to ensure their security and promote empowerment of women in all spheres of life. In line with this, two key strategies have been introduced:

a. Setting up of India’s first Women’s Bank: with an initial capital of Rs. 1,000 crore. The bank’s mandate will be to lend primarily to women and women-run businesses, support women Self Help Groups (SHG) and women’s livelihood, employ predominantly women, and that address gender related aspects of empowerment and financial inclusion.

This, however, has triggered a debate on the possible implications of such a measure which is in contradiction to the idea of mainstreaming and might result in restricting their access to conventional sources of credit.

b. Setting up of the Nirbhaya Fund: with an allocation of Rs. 1,000 crore to empower women economically and ensure their security. Ministry of Women and Child Development (MWCD) and other ministries concerned would work out the details of the structure, scope and application of the fund. The scheme which is being envisaged as an umbrella schemes for empowering women and ensuring their safety is meagerly funded, given the steep rise in the incidence of violence against women in recent times. Ministries of Women and Child Development, Transport, Home and Information Technology have put forward proposals before the Finance Ministry which was to make allocations from the Nirbhaya fund, however these proposals are yet to be approved by the Ministry of Finance.

II. A. Analysis of the Gender Budget Statement in Union Budget 2013-14

As noted above, the Gender Budget Statement (GBS) was initiated in 2005-06 as a tool to scrutinize the budget from a gender lens. This was a step forward over the *Women Component Plan* strategy, as Gender Budgeting didn’t restrict itself to the Plan component of the budget and also marked a move away from the tendency of ad-hoc earmarking of 30 percent funds by ministries / departments on paper. The information in GBS is presented in two parts – Part A reflects those schemes in which 100 percent funds are meant for women and girls, and Part B enlists those with at least 30 percent but not the entire amount of funds earmarked for women and girls.

The GBS has come a long way since its inception in 2005-06 when just 10 ministries/departments had been reporting under it. However, this number has gone up significantly over the years to 35

demands in Union Budget 2013-14. Yet, the increase in the number of demands being reported under the GBS has remained almost static in the last few years.

The total magnitude of the Gender Budget Statement is Rs. 97,134 crore (2013-14 BE). This represents an increase of nearly 10 percent from Rs. 88,143 crore (2012-13 BE).

Table 2 shows some of the major schemes along with their allocations as reported by the various ministries/departments under Part B of the GBS.

Table 2: Comparison of Allocations being reported in Part B of the GBS with the Total Allocation of the Schemes (In Rs. Crore)

Ministry/ Department	Scheme	2012-13 RE			2013-14 BE		
		Allocation reported in Part B of GBS	Total Allocation of the scheme	Allocation in Part B as a % of Total Allocation	Allocation reported in Part B of GBS	Total Allocation of the scheme	Allocation in Part B as a % of Total Allocation
Agriculture and Cooperation	Integrated Oilseeds, Oilpalm, Pulses and Maize Development	0	397.8	0	90	475	18.95
	Support to State Extension Services	75	447.67	16.75	83	495	16.77
	National Food Security Mission	529	1654.51	31.97	675	2025	33.33
Information Technology	Department of Electronics -Accredited Computer Courses*	0.6	9.53	6.30	0.7	11.45	6.11
	Manpower Development (including Skill Development and IT for Masses)	0	65.14	0	2	90	2.22
Food & Public Distribution	Village Grain Bank Scheme	0.3	0	-	0.6	1.8	33.33
Ministry of Culture	Zonal Culture Centres	9.3	31	30	11.85	39.5	30
	Financial Assistance for Professionals & Individual for Specified Performing Art Projects	11.71	Not Found	-	13.27	Not Found	-
Ministry of Earth Sciences	Ocean Technology	22	65	33.85	30	90	33.33
	Ocean Science & Services	24	67.45	35.58	30	86	34.88

Contd..

Health & Family Welfare	All India Institute of Medical Sciences, New Delhi	655.2	1284.7	51	683.4	1340	51
	National Vector Borne Disease Control Programme (including Filaria & Kala Azar)**	189.85	373.04	50.89	237.97	0	-
	Mission Flexible Pool**	2067.8	3610	57.28	2824.36	0	-
Department of AYUSH	Central Council for Research in Unani Medicine	38.64	63.76	60.60	54.07	75.69	71.44
	Central Council for Research in Unani Medicine	21.35	89.04	23.98	24.36	96.5	25.24
Department of AIDS Control	National AIDS Control Programme	527.87	Not Found	-	535.5	Not Found	-
Ministry of Housing & Urban Poverty Alleviation	Swarna-jayanti Shahari Rozgar Yojana	211.33	704.46	30	285	950	30
Department of School Education and Literacy #	Sarva Shiksha Abhiyan (SSA)	11444.18	23645	48.4	13192.87	27258	48.40
	National Programme of Nutritional Support to Primary Education (Mid-Day Meal Scheme)	4830	11500	42	5550.3	13215	42
	Rashtriya Madhyamik Shiksha Abhiyan (RMSA)	1395.96	3172.63	44.	1477.52	3983	37.10
Department of Higher Education	University Grants Commission	3114.1	9811.4	31.7	3235.22	10213.74	31.7
	National Mission in Education through ICT	66.6	222	30	120	340	35.29

Contd..

Ministry of Labour & Employment #	Improvement in working conditions of child/women labour	132	132	100	200	200	100
Ministry of Micro, Small & Medium Enterprises #	Prime Minister's Employment Generation Programme	382.88	1276.28	30	425.48	1418.28	30
	Khadi Reform Development Package (ADB Assistance)	0	0	-	15	45	33.33
Ministry of Minority Affairs #	Pre-Matric Scholarship for Minorities	795.78	795.78	100	950	950	100
	Post-Matric Scholarship for Minorities	340.75	340.75	100	548.5	548.5	100
Ministry of New & Renewable Energy	Biogas Programme ***	118	109	108.26	123	117.9	104.32
Ministry of Panchayati Raj	Rajiv Gandhi Panchayat Sashaktikaran Abhiyan (RGPSA)	50	45	111.11	455	406.8	111.85
Department of Rural Development #	NREGA	9794.68	29387	33.33	11000	33000	33.33
	Aajeevika	1300	2600	50	2000	4000	50
Ministry of Social Justice & Empowerment	Special Central Assistance for Scheduled Castes Sub Plan	308.4	1028	30	309	1030	30
	Post Matric Scholarship for SCs	438.6	1462	30	441	1470	30
Ministry of Textiles	Handloom Weavers Comprehensive Welfare Scheme	42	105	40	28.5	65	43.85
	Catalytic Development Programme	65.76	-	-	70	213	32.86
Ministry of Tribal Affairs	SCA to Tribal Sub-Plan	304.5	852.54	35.72	360	1200	30

Contd..

	Grants under Article 275(1) of the Constitution	333.38	820	40.66	395.1	1317	30
	Post Matric Scholarship	410.84	628.84	65.33	374.25	625	59.88
Ministry of Women & Child Development #	Integrated Child Development Scheme (ICDS)	9351.5	15858	58.97	10443	17846	58.52
	Integrated Child Protection Scheme (ICPS)	136.6	273.20	50	150	300	50
Ministry of Youth Affairs and Sports #	National Youth Corps	15.81	52.72	29.99	15.78	52.62	29.99

Source: Statement 20, Expenditure Budget Vol. I, and Expenditure Budget Vol. II, 2013-14 (BE), Union Budget, Government of India

Note : Schemes under these departments include lumpsum provision for the benefit of North Eastern Region and Sikkim

* DOEACC has been renamed as National Institute of Electronics & Information Technology (NIELIT)

**Schemes of Mission Flexible Pool and National Vector Borne Disease Control Programme have been merged under NRHM-RCH Flexible Pool and Flexible Pool for communicable diseases respectively

*** Given in the Expenditure Budget Volume II as Renewable Energy for Rural Applications which would be used for construction of 1.00 lakh family type Biogas plants and start of a new programme on Cook stoves. It also includes provision for Scheduled Castes beneficiaries.

As is evident from the table above, reporting by many ministries/departments suffers from certain anomalies with respect to the amounts being reported as well as the rationale behind reporting a scheme in part B of GBS. At the same time, there are also some ministries/departments that have clear guidelines for reporting under the Part-B and present examples worth emulating. Some key findings from the analysis are:

- The GBS (or any other Union Budget document) offers no rationale for reporting a particular scheme/programme by departments and ministries in Part B of the Statement.
- Certain departments and ministries such as Ministry of Labour & Employment, Ministry of Minority Affairs, Ministry of New and Renewable Energy and Ministry of Panchayati Raj are reporting around 100 percent of the allocations under specific schemes in Part B of the Statement. This is reflective of the fact that merely reporting higher allocations for women under the GBS has been seen as the ultimate goal of Gender Budgeting by these ministries.
- Certain ministries such as the Ministry of Rural Development have specific provisions for women in the scheme guidelines itself. This ensures that the reporting carried out in Part B of the Gender Budget Statement is a reflection of the actual benefits accruing to women as a result of targeted policy driven planning.
- Some Ministries like the Ministry of Human Resource Development seem to be reporting in Part B based solely on data on enrolment of girls in education at different levels, without any substantive effort at making their budgets more responsive to gender-based challenges confronting women and girl children in education: for example having higher unit costs for girl children under schemes.

- Department of Police under Ministry of Home Affairs has reported ‘Opening of Crèche, Day Care Centre, Gender Sensitisation , Health Care Centre, Nutritional Care Centre, Women’s Rest rooms (furniture and fixtures)/Washing Drying/ women’s Laundry’ under ITBP both in Part A as well as Part B of the GBS. It also raises doubts about the rationale behind including an initiative like women’s laundry and washing/drying under the GBS in either part of the statement.
- Some important schemes like Women’s Helpline, One Stop Crisis Center, Implementation of Protection of Women from Domestic Violence Act, Awareness Generation Programme under Ministry of Women and Child Development do not find mention in the GBS. These schemes may be small in terms of the allocated budgets but are critical interventions from a gender perspective.
- The Ministry of New and Renewable Energy has reported interventions like Solar Cooker, Biogas Programme and Cook Stove in part B of the GBS. Such interventions though important in the short term, whereby it is difficult to bring about a change in the pre-defined societal roles (which treat cooking primarily as the responsibility of women), should just be treated as immediate or short term interventions. The ministry should try and introduce some new interventions or modify the existing schemes/programmes to engender them such that they can contribute to bringing about a change in the status of women in the coming years and redefine the existing gender roles prevalent in society.

A major concern with the process of reporting under Part B is that in most cases, ministries / departments are carrying out an ex-post exercise. What is missing is incorporating gender concerns at the stage of planning of the schemes and programmes itself. Additionally, many sectors, such as power, roads and highways etc. are considered ‘indivisible’, wherein it is not possible to earmark allocations for women alone. However, there is a need to recognize the fact that no sector is gender neutral and there is a need to engender the planning and implementation of programmes in these sectors.

The strategy of Gender Budgeting would get implemented properly when ministries / departments make a serious effort to recognize the specific gender-based challenges confronting women and girl children in their sectors of concern and then amend the objectives, operational guidelines, financial norms and unit costs of their schemes / interventions to make those more gender responsive. Moreover, in the case of the “indivisible sectors”, i.e. those sectors in which the government cannot count its individual beneficiaries, it is imperative for ministries / departments to formulate new schemes/interventions focusing on women. In the latter case, the share of funds provided for the women-focused interventions may be small, i.e. less than 30 percent of the total budgets for the Ministries / Departments, but the gender relevance of these new interventions can certainly go a long way in addressing the gender-based challenges faced by women in those sectors.

In line with the above observation, there is a need to appreciate some initiatives being undertaken by the ‘mainstream’ ministries like Agriculture, Science and Technology and Bio Technology to promote specific interventions for women.

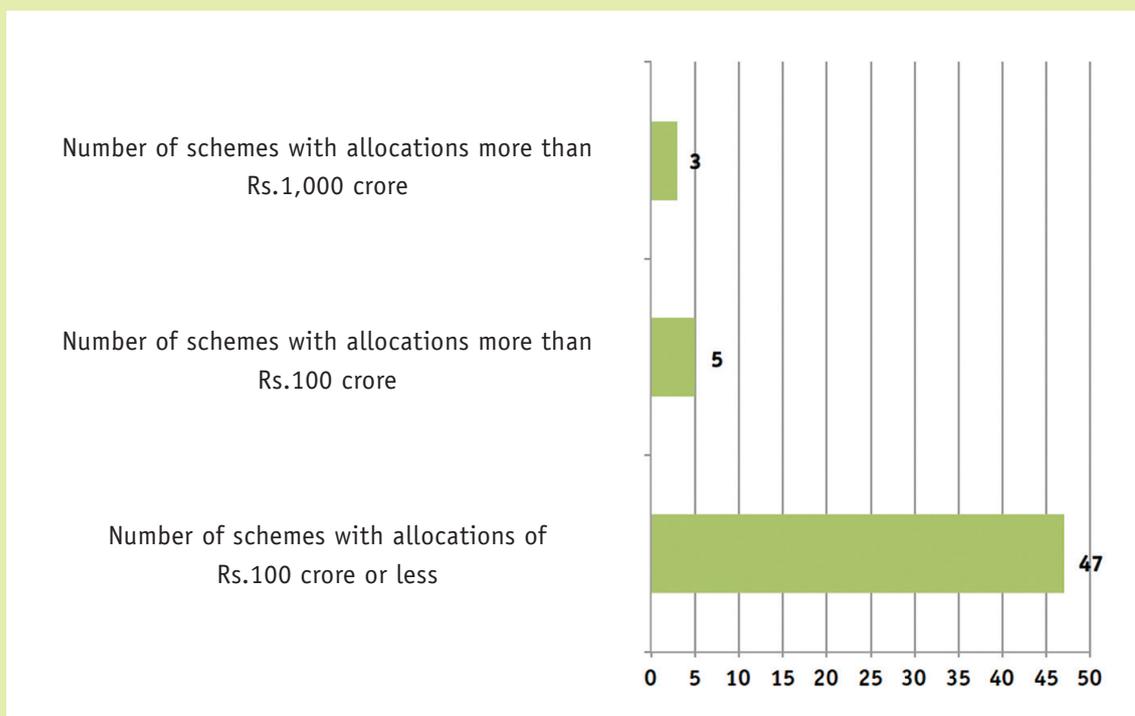
With regard to the potential ‘impact’ of Gender Responsive Budgeting, we must take into account that – it’s an ambitious strategy that aims to amend major processes in the country’s fiscal architecture, which is vast and complex, and hence needs adequate time; and, the strategy has hardly been implemented yet, as reporting (of fund allocations) in the Gender Budget Statement, which should have been seen only as a means to facilitate improvements in the budget processes and policies in favour of women and girl children, seems to have been perceived by many ministries / departments as the end in itself. Nonetheless, there have also been a few encouraging stories of relevant efforts being made at the level of the State Governments or Union Ministries, and such efforts need to be replicated elsewhere.

Having looked at the gender responsiveness of various schemes and programmes across sectors (analysis of Part B of GBS), it would also be useful to assess the interventions meant specifically for women and girl children. Part A of the Gender Budget Statement reports these interventions across ministries and departments. However, it is important to note that all relevant interventions for women may not be captured in GBS, thus limiting the scope of this analysis.

II. B. Women Specific Schemes in the Union Budget

Union Budget 2013-14 emphasised that - “Women belonging to the most vulnerable groups, including single women and widows, must be able to live with self-esteem and dignity”. To what extent this intent is matched by budgetary outlays can be assessed from the allocations towards interventions across ministries meant specifically for the benefit of women and girl children. Graph 3 reflects the quantum of allocations towards interventions meant entirely for women and girls as reported in Part A of the Gender Budget Statement. The total quantum of funds reported in Part A of the Gender Budget Statement is Rs. 27,248.19 crore. Graph 3 below reflects the quantum of allocations towards these interventions.

Graph 3: **Quantum of Allocations to Women Specific Schemes As Reported In Part A of GBS 2013-14**



Source: Statement 20, Expenditure Budget Volume I, Union Budget 2013-14

Note: Figure reflects only reporting by Union Ministries; allocations reported by Union Territories have not been included

As reflected in graph 3, very few schemes meant entirely for women have substantial allocations. The three schemes in Part A of the Gender Budget Statement reporting allocations more than Rs. 1,000 crore are Reproductive and Child Health (Rs. 5,347.01 crore), *Indira Awas Yojana* (Rs. 15,184 crore) and Infrastructure Maintenance under the Department of Health and Family welfare (Rs. 4,146 crore). The inclusion of *Indira Awas Yojana* as a scheme benefiting women entirely is presumably done on the grounds that the scheme mandates registration of houses constructed under the scheme in the name of women or as joint ownership. Hence, its inclusion

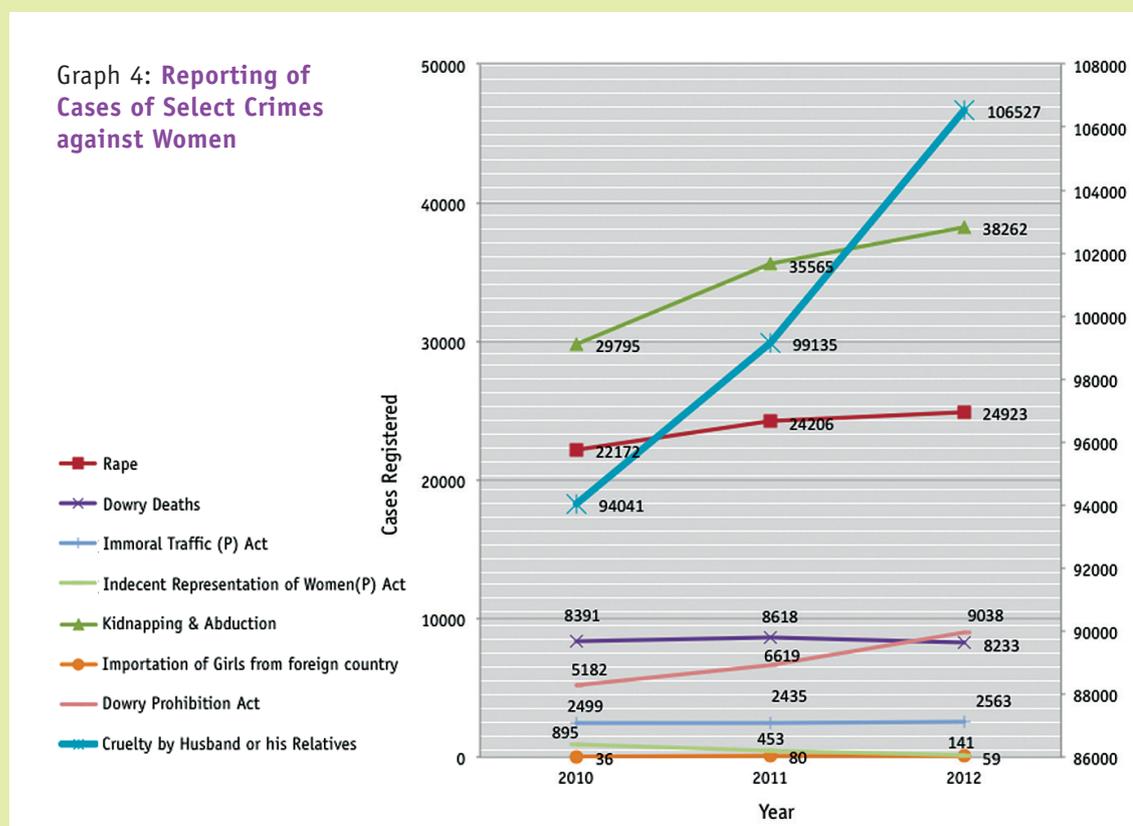
as a scheme only for women remains questionable. Likewise, Reproductive and Child Health, as the name suggests does not exclusively benefit women and girl children. The rationale for reporting the third scheme, Infrastructure Maintenance (of Rural Family Welfare Services and Training Institutions under States/Basic Training for ANM/LHV) as a scheme benefitting women and girls exclusively is also unclear. Additionally, no allocation for this component is reported in Expenditure Budget Volume II of the Department of Health and Family Welfare for the year 2013-14 resulting in a mismatch between the allocations under the GB Statement and the budget document of the respective ministry.

The bulk of the other schemes have relatively low allocations; a total of 19 schemes have an annual allocation of less than Rs. 1 crore. Only 20 schemes benefitting only women and girls across ministries have an annual outlay of more than Rs. 10 crore.

While assessing the allocations for women-specific schemes, in the current context, a key issue that needs to be highlighted is the increasing occurrence of gender based violence. While the root cause of violence against women lies in the patriarchal social fabric and the unequal gender relations, the State has an obligation to put in place required mechanisms to eliminate it. The following section analyses the adequacy of the measures in place by the Union Government to address this issue.

III. Union Government’s Interventions to address Gender Based Violence

The incidence gender based violence has been growing at an alarming rate over the last few years. The various measures undertaken by the government have not succeeded in curbing the spate of



Source: National Crime Records Bureau as accessed in July 2013

crimes against women. Some crimes have seen an exponential increase in recent years and pose a cause of worry. Also interesting to note is the fact that though the incidence of dowry deaths has seen a marginal decline from 2010 to 2012, the cases registered under the Dowry Prohibition Act and incidence of cruelty by husband or his relatives have witnessed an increase during the same period. This indicates that the problem is far from being addressed; only the forms of violence might have changed. Graph 4 illustrates the trends in select types of crimes against women and girl children.

III. A. Interventions (to address gender based violence) in Union Budget 2013-14

The growing incidence of gender based violence has been a concern and a number of Union Ministries have introduced measures to address this growing concern. The measures to address this can be broadly categorised as preventive and rehabilitative. While preventive measures seek to create a secure environment by addressing the specific vulnerabilities of women and girl children that lead to incidents of violence against them, rehabilitative measures provide basic support (medical, legal, shelter etc.) services. Table 3 presents the key mechanisms as reported in Union Budget 2013-14 and the nature of such measures.

Table 3: Key Interventions to Address Gender Based Violence in Union Budget 2013-14

Interventions	Nature of Intervention	Allocations (In Rs. Crore)
Ministry of Women and Child Development		
<i>Schemes</i>		
Rajiv Gandhi National Crèche Scheme for working mothers #	Preventive	55.00
Scheme for the welfare of working children in need of care and protection#	Preventive	5.00
Conditional Cash Transfer Scheme for the Girl Child with Insurance cover (Dhanalakshmi)	Preventive	10.00
Hostels for Working Women	Preventive	20.00
Women's Helpline*	Preventive	18.00
Implementation of Protection of Women from Domestic Violence Act*	Both	67.5
One Stop Crisis Center*	Rehabilitative	9.00
Relief to and Rehabilitation of Rape Victims	Rehabilitative	85.00
Swadhar Greh	Rehabilitative	75.00
Comprehensive Scheme for Combating Trafficking (Ujjawala)	Both	13.00
Integrated Child Protection Scheme#	Preventive	150.00
Gender Budgeting	Preventive	1.00
<i>Institutions</i>		
National Commission for the Protection of Child Rights#	Both	6.5
Central Adoption Resource Agency#	Both	5.45
National Commission for Women	Both	19.13
National Mission for Empowerment of Women	Both	55.00

Contd..

Ministry of Home affairs		
Schemes		
Indo Tibetan Border Police: Gender Sensitisation, and other interventions #	Preventive	0.04
CRPF: Gender Sensitisation, and other interventions	Preventive	41.50
Sashastra Seema Bal, Gender Sensitisation , and other interventions	Preventive	0.42
Research study proposed by Crime and Criminology Division	Preventive	0.28
Organising courses on crime against women vis a vis Human Rights, Juvenile Justice & Investigation of female foeticide cases	Preventive	0.20
Organising the Workshop/Seminar on Trafficking in the States to sensitise Police Officers on these issues	Preventive	0.56
Ministry of Social Justice and Empowerment		
Schemes		
Machinery for Implementation of PCR Act 1955 & Prevention of Atrocities Act 1989#	Both	26.40
Assistance to Voluntary Organisation for Old age home	Both	12.00
Institutions		
National Commission for SCs#	Both	3.77
Ministry of Tribal Affairs		
Institutions		
National Commission for Scheduled Tribes	Both	Not found in the Budget Documents
Ministry of Labour and Employment		
Schemes		
Improvement in working conditions of child/women labour#	Preventive	200.00
Ministry of Overseas Indian Affairs		
Schemes		
Legal assistance to Indian Women facing problems in NRI marriages	Rehabilitative	0.75

Source: Statement 20, Expenditure Budget Vol. I and Expenditure Budget Vol. II, Union Budget 2013-14

Reported in Part B of the Gender Budget Statement; figures reported in the table are part of the total allocation

*Does not include lump sum provision for the benefit of North Eastern Region and Sikkim

As can be seen from table 3, in addition to certain interventions that can be seen as both *preventive* and *rehabilitative* interventions to address gender based violence, there are others that specifically focus on either of the two aspects.

Although a range of interventions have been put in place at least by the Ministry of Women and Child Development, a cursory look at them reflects that these interventions do not address the concerns pertaining to gender based violence in its entirety. Moreover, even the limited interventions in place are not backed by adequate budgetary allocations.

The *Steering Group on Women's Agency and Child Rights for the Twelfth Five Year Plan* has recommended outlays for select schemes implemented by the Ministry of Women and Child Development. A comparison of the outlays against these recommendations, which in themselves seem questionable, reveal significant gaps in funding towards these interventions (refer to Table 4). Moreover, there exist concerns with the implementation of the existing mechanisms, as

Table 4: **Financial Performance of Select Schemes Addressing Gender Based Violence**
(In Rs. crore)

Ministry	Scheme	Recommended annual outlay by the Steering Group for the period 2012-17	2012-13	2013-14	
			(BE)	(RE)	(BE)
Women and Child Development	Compensation to rape victims#	260	19	0.84	76.6
	Implementation of Protection of Women from Domestic Violence Act#	90	20	0	67.5
	Women's Helpline#	12	2	0	18
	Hostels for Working Women	20	10	8.3	20
	Swadhar Greh	135	100	55	75
	Comprehensive Scheme for Combating Trafficking (Ujjawala)	10	12	7.4	13
	Conditional Cash Transfer Scheme for the Girl Child with Insurance cover (Dhanalakshmi)	Not available	5	5	10
Labour and Employment	Improvement in working conditions of child/women labour (<i>National Child Labour Project</i>)***	Not available	75	66	100
Social Justice & Empowerment	Machinery for Implementation of PCR Act 1955 & Prevention of Atrocities Act 1989*	Not available	29.4	24.6	26.4

Source: Statement 20, Expenditure Budget Vol. I, and Vol. II, Union Budget 2013-14

* Programme reported in Part B of Gender Budget Statement; figures reported in the table are part of the total allocation towards the scheme

From Expenditure Budget Vol II, allocations do not include the lumpsum provision for the benefit of North Eastern Region and Sikkim

*** Gender Budget Statement reflects the total allocations towards National Child Labour Project; however, among the children in NCLP project schools, girls account for around 50 % of the children (as per the latest available data). Hence, in this analysis, we have taken 50 % of the budgetary allocation for NCLP.

reflected in the financial performance with the schemes. Table 4 presents the performance of select schemes.

- The scheme 'Relief and Rehabilitation of Rape Victims' was introduced in 2006-07 with an allocation of Rs.1.05 crore. The scheme provides for financial assistance to the affected women

in addition to support services. However, the scheme is yet to come into implementation as it is awaiting necessary approval.⁴

- Conditional Cash Transfer Scheme for the Girl Child with Insurance cover was introduced in March 2008. The scheme provides conditional cash transfer to the family of girl children on the fulfillment of certain conditions. The coverage of the scheme, which was introduced on a pilot basis in eleven blocks of seven states, has not been extended to other parts of the country till 2013-14.⁵
- Allocations towards new interventions introduced by the Ministry of Women and Child Development in the 12th Five Year Plan period like Women’s Help Line Scheme, Protection of Women from Domestic Violence Act, and One Stop Crisis Centre remained unutilised in 2012-13. This, in part, may be attributable to the fact that these schemes, in the first year of their being introduced, may be facing difficulties in implementation.

Another area of concern with regard to mechanisms for addressing gender based violence is the fact that only a handful of ministries have instituted specific interventions to address the issue. Addressing gender based violence effectively requires a much wider range of ministries and correspondingly a broader range of interventions to reduce women’s vulnerability to violence and also address various needs of women facing violence.

IV. Additional Efforts Required to Address Gender Based Violence

A number of government bodies have provided recommendations to bring down the incidence of crimes against women. In September 2009, Ministry of Home Affairs issued an Advisory on Crime against Women which included a number of measures that could be put in place to provide a greater measure of security for women. Likewise, the Report of the Committee on

Table 5: **Key Recommendations for Additional Measures Required To Address Gender Based Violence**

Road Transport and Highways/Urban Development/State Transport Departments
<i>Report of the Committee on Amends to Criminal Law</i>
<ul style="list-style-type: none"> • Increase in the number of public transport vehicles in both urban and rural areas • All buses should be fitted with tamper proof GPS systems • For new buses, proposals should be made to engine/chassis manufacturers to build such GPS tracking system into the engine/chassis before delivery to the customer
Home Affairs/ State Police Departments
<i>Report of the Committee on Amends to Criminal Law</i>
<ul style="list-style-type: none"> • For vehicles plying between 5.30 pm and 7.30 am, it is necessary that each of these vehicles must have either a male or a female constable riding the bus • Installation of CCTV cameras inside each bus • Development of downloadable mobile phone applications may be so that citizens can send distress signals to the police. • Development of technology so as to track the signals or messages sent • Establishing a Public Emergence Response System (PERS) # • Hotline numbers which can be dialled by passengers when need arises.

Contd..

⁴As reported in the Outcome Budget 2012-13, Ministry of Women and Child Development

⁵Ibid

Advisory on Crime against Women

- 'Crime against women cell' in districts where they do not exist
- Set up exclusive 'Crime Against Women and Children' desk in each police station
- Special Women police cells in the police stations and all women police thana as needed
- For improving the safety conditions on road, the concerned departments of the State Government must take suitable steps to:
 - Increase the number of beat constables, especially on the sensitive roads
 - Increase the number of police help booth/kiosks, especially in remote and lonely stretches;
 - Increase police patrolling, especially during the night;
 - Increase the number of women police officers in the mobile police vans;
 - Set-up telephone booths for easy access to police;
 - Install people friendly street lights on all roads, lonely stretches and alleys; and
 - Ensure street lights are properly and efficiently working on all roads, lonely stretches and alleys.
 - The local police should arrange for patrolling in the affected areas and more especially in the locality of the weaker sections of the society

Women and Child Development/Social Welfare

Report of the Committee on Amends to Criminal Law

- Provision of Shelter Homes, which serve as 'safe spaces' for destitute women, should not be confused with protection homes and corrective institutions under other statutes
- Safe spaces should be completely accessible to persons with disabilities in architectural design, management and provision of services.
- Concrete linkages to child rights services Institutional access to comprehensive health care services

Health and Family Welfare

Advisory on Crime against Women

- Setting up of specialised Sexual Assault Treatment Units in government hospitals having a large maternity section.
- The Health department of the State Govts., should set up 'Rape Crisis Centres' and specialised 'Sexual Assault Treatment Units', at appropriate places.
- Rape Crisis Centres) set up by the Health Deptt. could assist rape victims and provide appropriate level of coordination between the police and health department facilities for medical examination to establish forensic evidence, SAT Units and medical facilities to treat after effects of sexual assault.

Law and Justice

Advisory on Crime against Women

- Action should be taken at the State level to set up of Fast Track Courts and Family Courts

Social Welfare Departments

Advisory on Crime against Women

- Appointment Dowry Prohibition Officers and notify the Rules under the Dowry Prohibition Act, 1961

The Report of the Committee on Amends to Criminal Law has recommended the establishment of a Public Emergency Response System

Source: Advisory on Crime against Women, Ministry of Home Affairs, GoI; available at:

http://mha.nic.in/hindi/sites/upload_files/mhahindi/files/pdf/AdCrime-Agnst-Women170909.pdf

and Report of the Committee on Amends to Criminal Law; available at <http://www.thehindu.com/multimedia/archive/01340/>

Amendments to Criminal Law chaired by Justice J. S. Verma in January 2013 includes a chapter on 'Provision of Adequate Safety Measures and Amenities in Respect Of Women'. The implementation of a number of recommendations provided in these documents would require *additional* budgetary resources. Table 5 presents select recommendations contained in these documents, the implementation of which would require additional funds.

The above recommendations also clearly highlight the need for measures to address gender based violence to go beyond a select few ministries and departments. Women's vulnerability

to violence cuts across sectors. Accordingly, the range and scope of the interventions to address gender based violence needs to be broadened to include more ministries and departments. In line with the above observation, given below are some of the possible additional measures that can be put in place:

Ministry of Human Resource Development

- *Engendering curriculum at schools and higher levels of education*

Gender based violence is not simply a law and order problem and its causal factors are rooted in the patriarchal social fabric of society. Reviewing the curriculum at the school and subsequently higher levels of education from a gender perspective is necessary to reduce the incidence of gender based violence.

- *Provision of counselors and special help desks*

Provision of counselors and setting up of help desks for children, especially girl children facing violence or abuse, could help spread awareness and strengthen the access of children to redressal mechanisms.

- *Gender Sensitisation of School Teachers*

It is essential to ensure that school teachers are sensitised to create a gender sensitive environment in schools. It would also contribute towards developing a gender sensitive perspective among students in their formative years.

Ministry of Home Affairs

- *Responding to gender concerns in areas of conflict, communal violence and disasters*

Women's vulnerability to physical, sexual and other forms of violence is heightened in areas facing conflict, communal riots and disasters. The incidence of violence against women is recognised to increase in such circumstances. Measures adopted by the Government in such situations often do not adequately recognize and address women's concerns. The response by the State in such situations should necessarily address these specific vulnerabilities of women and accordingly institute requisite measures.

Ministry of Railways⁶

The vulnerability of women to various forms of violence including trafficking, abduction and rape is a concern during travel. Though the presence of police personnel does help ensure security of women to some extent, a number of measures could help strengthen the security for women and girl children in transit.

- Waiting rooms for women at each station , CCTV cameras at stations, clean and well lit toilets for women, and increased women police personnel at railway stations

- Patrolling of railway coaches

- Provision of temporary shelter facilities for migrant women and their children near railway stations and bus depots at a nominal price

Ministry of Tourism

- *Introduction of government run transport facilities*

Given that a large proportion of tourists, both domestic and international are women, introduction of safe transport facilities by the respective state governments linking tourist destinations in and

⁶The Railway Budget is presented separately from the Union Budget of India. However, since there are a number of important measures that can be introduced for rail travel to ensure security of women, certain recommendations have been presented in the paper.

around cities and towns could enhance the security for tourists. The Hop on Hop off (HoHo) bus service in Delhi is an example of such an initiative.

On the same lines some existing interventions by the government can be adapted to incorporate gender concerns. One such example in the recent project by the Union Ministry of Home Affairs as outlined in the box below:

Safe City Project by Union Ministry of Home Affairs

The Central Government has approved Mega City Policing (Safe City Project) as a sub-set of Modernisation of State Police Forces (IVIPF) Scheme to be implemented in six cities with a provision of Central Share of Rs.432.90 crore to be provided in two years under Non-Plan expenditure. The requirements of the police forces of six cities, namely, Ahmedabad, Bengaluru, Chennai, Hyderabad, Kolkata and Mumbai are to be funded on 60:40 Centre: State cost sharing basis from the current financial year 2013-14. The NCT of Delhi is being funded separately under a Modernisation Scheme for Union Territories.

The primary emphasis of Safe City Project is on upgradation of basic infrastructure, to improve availability of modern weaponry, communication equipment, cover the cities with CCTV network, upgrade the Dial 100 System, and engage modern highway patrol cars.

Given the rising rate of crimes in urban areas, allocation of resources towards increasing the security in the select cities is a welcome step. Engendering these interventions through some of the measures suggested above would go a long way in ensuring security for women in public spaces.

Source: Union Ministry of Home Affairs, available at www.mha.nic.in

Further, Kerala presents an example of initiating a number of interventions that cut across sectors aimed at addressing violence against women/girl children. What is noteworthy is that these measures are not restricted to ‘women-specific’ sectors but have been designed with a more holistic approach recognizing that a number of varied interventions are required across sectors to effectively address the issue of violence.

Some initiatives by various departments to address gender based violence in Kerala

Department of Health and Family Welfare and Homeopathy

This department has started Gender Based Violence Management Centres in each district. This has been launched last year under the State project on Medical Care of Victims under the Gender-based Violence/Social Abuse, along with the NRHM. The centre is named as Bhoomika. Department of Homeopathy has a similar programme, Seethalayam, in place for women facing violence addressing women’s mental, physical and social health through medical treatment and counselling

Police Department

The Police department has also taken many steps to address the concerns faced by women in the state; such as the establish a Victim Support Cell in each district providing legal

Contd..

assistance, medical aid, counseling as well as covering the conveyance cost for these women; Janamaithri Programme under which there is a provision for women constables

Mahila Samakhya

Mahila Samakhya has in place a number of initiatives to address gender based violence for both women as well as girls. These include, Short-Stay homes for victims of violence, sensitizing the officials about the gender issues, establishing Help Desks at Schools, launching a Dowry-Free Campaign, engendering the curriculum in schools

Source: State Annual Plan Document of Kerala (2011-12), State Planning Board, Govt. of Kerala

Recommendations

- The approach to gender based violence could be adapted to introduce a need-based approach, which recognizes the regional variations in both the forms as well as incidence of violence against women and girl children. The idea is to have an approach, which has the flexibility to vary across regions according to the specific forms of violence. For instance, while the declining child-sex ratio may be a serious concern in some of the northern states, the primary concerns of women in some north-east and eastern states may pertain to violence arising due to the fact that these states are facing armed conflict. Hence, any intervention to address violence should recognise these variations in the nature of the violence and aim primarily to address that specific need in addition to the range of other generic interventions.
- The budgetary allocations for the various interventions to address violence against women need to be stepped up significantly and mechanisms put in place to ensure effective implementation of all the schemes and programmes. Problems of un-utilised funds, poor or no implementation of schemes and schemes not moving beyond the pilot phase, need to be addressed appropriately.
- Addressing gender based violence effectively requires a much wider range of ministries and correspondingly a broader range of interventions to reduce women's vulnerability to violence and also address various needs of women facing violence. There are also examples of good practices that have been adopted by certain departments and states which can be replicated. Some of these interventions that could be taken up by certain ministries / departments have been outlined in the paper above.
- National Crime Records Bureau provides data on the incidence of crimes against women. However, disaggregated data highlighting the incidence of particular forms of violence against women with disabilities, single women, elderly women, women in disturbed areas, women from different castes, adivasi women and religious minority groups and transgender communities is not available. Availability of such data would allow for a deeper understanding of the specific forms of violence faced by women belonging to each of these groups, allowing for specific measures to be designed.
- At present, data regarding the various types of crimes against women which is collated by the National Crime Records Bureau does not include data on acid attacks and 'honour killings'. Since acid attacks are now recognised as a separate offence under the Indian Penal Code, it is hoped that data on the incidence of the crime will now be maintained. 'Honour killings' is also an extreme form of violence faced by women. It is important to recognize these as separate offences and accordingly maintain data on the incidence of such forms of violence.

Concluding Remarks

Union Budget 2013-14 stands out as a budget that for the first time acknowledges the need to recognize and address some key gender concerns. However, the attention paid to women in this Union Budget seems to be a knee-jerk reaction in response to the prevailing social scenario prior to the announcement of the budget. Additionally, an analysis of the budget reveals that the fundamental concerns with the responsiveness of the budget to women remain largely unaddressed. Stemming from this fact is the concern that the emphasis of Union Budget 2013-14 on women's issues might not receive similar priority in subsequent budgets. The development deficits faced by women and other concerns raised in the paper require sustained efforts in successive budgets.

India has made significant progress in institutionalizing gender responsive budgeting. Gender Budgeting is an important tool to address gender concerns across sectors. However, it has been a limited exercise owing to a narrow interpretation of the strategy, where simply allocating a certain proportion of funds for women and girl children has been seen as an end in itself. In the prevailing context, where a great amount of attention is being accorded to addressing gender concerns, it is an apt time for ministries and departments to rethink their existing approach to introduce and strengthen the gender responsiveness of their interventions in their respective sectors.

On the same lines, in recognition of the diverse range of gender concerns, the approach to address them should be a holistic one. There is a need to focus on some of the fundamental issues such as lack of gender sensitisation of stakeholders, adequate human resources, adopting a comprehensive approach towards incorporating gender concerns in the entire planning and budgeting process across sectors, and at the same time assessing the achievements in outcomes rather than just outputs in all schemes and programmes.

References

- 12th Five Year Plan Report of the Working Group on Women's Agency and Empowerment; Ministry of Women and Child Development, Government of India
- CBGA Study Report "Recognising Gender Biases, Rethinking Budgets; Review of Gender Responsive Budgeting in the Union Government and Select States" (2012), available at http://www.cbgaindia.org/new_publications.php?action=details&id=52
- National Crime Records Bureau, Ministry of Home Affairs, Government of India; accessed in July, 2013
- Outcome Budget 2012-13, Ministry of Women and Child Development, Government of India
- "Report of the Committee on Amendments to Criminal Law (2013)" headed by Justice J. S. Verma
- State Annual Plan (2011-12), Kerala State Planning Board, Government of Kerala
- Union Budget, Expenditure Budget Volume I and II, Government of India, available at www.indiabudget.nic.in
- Union Ministry of Home Affairs, Government of India; web link: www.mha.nic