

FISCAL POLICY INSTITUTE

PROJECT REPORT

GENDER JUSTICE

THROUGH GENDER BUDGETING

Submitted as a part of summer internship

during **24th January to 7th March, 2011**

by

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NLSIU, Bangalore.

Letter of Transmittal

Place: Bangalore

Date: 07.03.2011

Shri P. R. Devi Prasad, I.E.S,
Director,
Fiscal Policy Institute,
Finance Department,
Government of Karnataka.

Dear Sir,

I am pleased to submit the Project Report titled, 'Gender Justice Through Gender Budgeting'. I hereby declare that this is an original work done by me during the period 24th January-7th March, 2011 at Fiscal Policy Institute, Bangalore and the findings of this work have not been previously submitted for any publication.

Sincerely,

(Suvalaxmi Dash)
National Law School of India University,
Bangalore,
Student Intern.
Enclosure: Final Report

Certificate

This is to certify that the Project Report titled ‘ Gender Justice Through Gender Budgeting’ submitted by Ms. Suvalaxmi Dash as a part of Internship is a result of the work done by her at Fiscal Policy Institute, Finance Department, Government of Karnataka, under our guidance during the period 24th January - 7th March, 2011.

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Any errors and omissions are the responsibility of the author.

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Abbreviations

AIDS	Acquired Immune Deficiency Syndrome
CCC	Community Care Centres
JFM	Joint Forest Management
KSAPS	Karnataka AIDS Prevention Society
MDGs	Millennium Development Goals
MPIC	Monthly Programme Implementation Calendar
MWCD	Ministry of Women and Child Development
NFHS	National Family Health Survey
NTFCs	Non-Timber Forest Products
VFCs	Village Forest Communities

CHAPTER-1

INTRODUCTION

India consists of pluralistic¹ and heterogeneous societies² so is South Africa³ and many other developing countries. In such diverse societies any sample based analysis of fiscal policies from a gender perspective is not sufficient as these policies affect women of different socio-economic background in different ways. This study of 'Gender Analysis of Budgets' can be simply called as 'Gender Budgeting', which evaluated the Central, State or Local Government budgets through a 'Gender Lens'. Gender budgeting is part of engendering public policies. The study of public policies, especially from the perspective of fiscal policy is important as it helps in determining the size and direction of public expenditure vis-a-vis the benefits that accrue to various groups. In India, significant amount of social development expenditures is by the Central, State and Local Governments, which is done through annual budgetary allocation and five year plan strategies. For gender budgeting, therefore, it is appropriate to analyse State Government budgets. The researcher has focused on Gender Budgeting of Government of Karnataka and the issues relating to its implementation.

1.1 Scope of Study

The Report has been divided into three parts, such as "Gender Justice"⁴, "Gender Laws"⁵, and "Gender Budgeting"⁶. Gender Justice depends on effective implementation of Gender Laws and Gender Budgeting which is the (gap between legislative intent and legislation) primary aim of the report. There are three components to Gender Justice, i.e. Gender Equality⁷, Gender Laws and Gender Budget. This report is an attempt to examine "Gender Budgeting"

¹ India is a secular and democratic country, where people have different religions, cultures, food habits, way of living.

² The diversity in culture incorporated through the assimilation of different languages, customs, ideologies, sentiments, religious views, traditions and overall societal heritage.

³ In South Africa, there are various racial and ethnic groups, which established an authoritarian racial hierarchy (www.historytoday.com).

⁴ See pg. 3 (Importance of Gender Justice)

⁵ See Annexure 4 for details.

⁶ See Annexure 9

⁷ See Annexure 9

as a tool to achieve Gender Justice. The report focuses on using Gender Budgeting as a tool to empower women to meet the challenge of delivering Gender Justice. The researcher has tried to examine the Gender Budgeting process in Karnataka and tried to suggest Gender Budgeting as a tool for effective implementation of Women focused schemes.

1.2 Objectives of the Study

- 1- To see how Gender Budgeting can be used as a tool to achieve Gender Justice so that the Report can be useful in empowering women in Karnataka.
- 2- To see how far the selected Gender Laws have been implemented effectively by Women and Child Development Department of Government of Karnataka.
- 3- To state and analyse the strategic map on Gender Budgeting which can be used as a tool to understand the needs from women perspective.
- 4- To suggest how Gender Budgeting can help in some sectors where women are not given importance and to see how it can be helpful to increase production and economic growth in those sectors.
- 5- To see how far Government of Karnataka has taken positive steps to meet the implementation challenge of Millennium Development Goals by 2015.

1.3 Research Questions

1. What is Gender Justice and what is the legal framework which guarantees gender justice?
2. What are Gender Laws and how Gender Budgeting helps in implementation of these laws?
3. What is Gender Budgeting and how it can be effectively used as a tool to achieve Gender Justice?
4. What are the areas of concern where Gender Budgeting is yet to be implemented?
5. How far the MDGs have been taken into account to empower women and to achieve Gender Justice?

1.4 Research Methodology

The Researcher has:

- i) Collected latest data from secondary sources as well as field research and used analytical methodology;
- ii) Attended the Workshop “State level Gender Budgeting Workshop for Officials of Government of Karnataka” Dated- 27th to 29th January, 2011 sponsored by Ministry of Women and Child Development and conducted by National Institute of Public Cooperation and Child Development, New Delhi”;
- iii) Participated in discussions with Officials of Government of Orissa on Gender Budgeting experience in Karnataka, and relied on the Presentation made by Ms. Anita V. Nazare, Special Officer, Co-ordinator Gender Budget Cell, FPAC/FPI, Finance Department, Government of Karnataka;
- iv) Discussed on Gender Laws with Dr. S. Japhet, Professor of Sociology at National Law School of India University, Bangalore.

1.5 Importance of Gender Justice

The Preamble to an Act sets out the main objectives which the legislation is intended to achieve⁸. The Constitution makers gave to the Preamble “the place of pride”. The preamble to the Constitution is a key to open the mind of the makers, and shows the general purpose for which they made the several provisions in the Constitution⁹. It declares the rights and freedoms which the people of India intended to secure to all citizens. The preamble begins with the words, “We the people of India”, which includes men and women of all castes and creed, race and religions. It wishes to render ‘equality’ of ‘status and of opportunity’ to every man and woman. The preamble again assures ‘dignity of individuals’ which includes the ‘dignity of women’. On the basis of the Preamble, several important enactments have been brought into operation, pertaining to every walk of life, which includes family, succession, guardianship and employment, which aim at providing and protecting the status, rights and dignity of women. The inspiration of Gender Equality came from the following:

⁸ Golak Nath v. State of Punjab, AIR 1967 SC 1643.

⁹ re Berubari, AIR 1960SC 845.

- a. The Gender Development Indices from various Human Development Reports for each Country which provide main source of evidence that men and women are treated unequally;
- b. In 1979, the International Bill of Rights of Women, known as Convention on Elimination of all forms of Discrimination Against Women (CEDAW) has been passed by United Nations which India has ratified in 1993;
- c. Article 16 of CEDAW declares that, State parties shall take all appropriate measures to eliminate discrimination against women in all matters relating to marriage and family relations and in particular shall ensure, on a basis of equality of men and women.

It is difficult to assess Gender Justice independently because it depends on successful implementation of Gender Laws and Gender Budget. It depends not only on proper enactment and implementation of Gender Laws, but also on the social, political and economic realization of every woman in terms of her rights and privileges (See Annexure – 1).

1.6 Gender Budgeting and its need for Gender Justice

‘Empowerment of Women’ is one of the Millennium Development Goals. Government of India is committed to Empowerment of Women as reflected in various 5 year plans and also Women Component Plan under the National Common Minimum Programme.

Gender Budgeting seeks to translate Gender related policy commitments into budgetary commitments. Thus Gender Budgeting¹⁰,

- a. Looks at Government Budget from a gender perspective to assess how it addresses the needs of women in all section;
- b. It does not seek to create a separate budget but to provide affirmative action to address the specific needs of women;
- c. Gender Responsive Budgeting initiatives provide a way for assessing the impact of Government revenue and expenditure on women.

¹⁰ <http://wcd.nic.in/ar0708/English/Chapter-6.pdf>

Gender Budgeting involves presenting the budget data in a manner that clearly highlights the gender sensitivities of the budgetary allocations. It is a process to mainstream gender and results in gender equality. In 2004, the Ministry of Women and Child Development (MWCD) recognized Gender Budgeting to address the observed inequality.

Gender Budget serves various purposes to achieve Gender Justice, such as

- a. Identifying needs of women and their priorities and expenditure to meet the needs;
- b. Supports gender mainstreaming;
- c. Strengthens women's political participation in decision making process;
- d. Enhances linkages between economic and social policy outcomes;
- e. Tracking public expenditure against gender and development policy commitments;
- f. Contributing to the attainment of the Millennium Development Goals.

The Millennium Development Goals (MDGs) include eight goals that respond to the world's main development challenges to be achieved by 2015, the focus being the human dimension. The MDGs are drawn from the actions and targets contained in the Millennium Declaration that was adopted by 189 nations and signed by 147 heads of state and governments during the UN Millennium Summit in September 2000. The eight goals are,

- a. Eradicate extreme poverty and hunger
- b. Achieve universal primary education
- c. Promote gender equality and empower women
- d. Reduce child mortality
- e. Improve maternal health
- f. Combat HIV/AIDS, malaria and other diseases
- g. Ensure environmental sustainability and
- h. Develop a global partnership for development

1.7 Government of Karnataka Vision 2020

Keeping Millennium Development Goals as the objective to achieve by 2015, the Government of Karnataka has also planned to address these developmental issues on the basis of Core Elements of Vision 2020¹¹.

Core Elements seeks to,

- a. Ensure safety and security of all citizens and uphold peace and communal harmony in the State;
- b. Eliminate poverty and deprivation at all levels and achieve Millennium Development Goals (MDGs) by 2015;
- c. Enhance human capabilities to promote equitable growth covering all sections of people and regions of the State;
- d. Make Karnataka a globally competitive destination and a leader among Indian States;
- e. Institutionalise good governance across the State through enhanced transparency.

¹¹‘Karnataka, A vision for development’, December, 2008,
(<http://www.karnataka.gov.in/spb/Documents/KVD15th%20Jan%20English.pdf>)

CHAPTER-2

GENDER RELATED LEGISLATIONS IN INDIA

The gender laws are enlisted in Annexure – 4. These are listed covering different phases of life of a woman starting from the time when she is in mother's womb¹². The Gender Budget document 2010-11 states various Schemes, Programmes and trainings for the implementation of various Gender Laws (See Annexure – 4). To understand it easily some Schemes and available Programmes can be cited here. For example, in Karnataka the “Devadasi” system has been prohibited through enacting law i.e “Karnataka Devadasis Prohibition of Dedication Act-1982”. To uplift women who were offered to temple as devadasis, the Women and Children Department has introduced a Scheme “Financial assistance up to ten thousand rupees for the remarriage of destitute widows and marriage of devadasis”. Similarly, to prohibit female foeticide this Department has a scheme called “ Bhagyalakshmi” which aims at promoting the birth of girl children in below poverty line families and to raise the status of the girl child in the family in particular and society in general. This scheme provides financial assistance to the girl through her father or mother or any other natural guardian¹³.

The area of concern in this chapter relate to Domestic labour problems, viz., individuals who work in mostly unorganized sector and distressed women.

2.1 Domestic Labour Problems

Domestic labourers suffer many inequities, harassment in the privacy of the households they work in arbitrary working conditions. The domestic workers are currently fighting to include themselves within the Unorganized Workers Social Security Board established by Karnataka Government as per the Act (name of the Act) passed in 2008¹⁴. The nationwide number of total domestic labourers is ninety million. National Sample Survey data for the year 2004-05 provides that 4.75 million workers are employed in private households in 2004-05. In Karnataka, although no formal statistics are available, the domestic workers are estimated to be around one million.

¹² In the context of female foeticide

¹³ Woman and Child Department Annual Report,

¹⁴ Name of the Act.

The Karnataka Unorganized Workers' Social Security Board was set up in the year 2009. The social security scheme of the State, is at present applicable to darjis, dhobhis, drivers (auto, taxi, bus, lorry), hotel workers, and workers in workshops. The budgetary allocation under the head 'Social Security and welfare'¹⁵ is ₹.248.23 lakh in 2010-11, in Karnataka (See Annexure – 4). The Karnataka State government has completely excluded the domestic workers from the scheme, although they represent a significant segment of the unorganized sector¹⁶.

The social security scheme for domestic workers is essential. The reasons are the following:

- a. The domestic workers are nearly all informal workers with very little or no social protection;
- b. The domestic workers are the largest sector of female employment, as also a fast growing sector. Almost 75% of the domestic workers are women, very often single earning members, who bear the entire burden of the family¹⁷;
- c. The domestic workers, women especially, are at the bottom of the social hierarchy in terms of medical care, maternity benefits, or social security;
- d. Most domestic workers, carry the triple burden of caste, class, and gender hierarchies.

Therefore, rightful inclusion of domestic workers under the social security scheme will be beneficial. They should be registered as workers, under the State Board and must be given benefits of medical insurance, pension, maternity benefit and children's education.

Though the Domestic Labour (registration and social security) Act 2008 has been passed to give protection to them, but till date there is no Scheme or benefit that has been provided to them. Gender Budgeting document does not reflect any Scheme showing any benefit to them, which is a matter of concern for the State of Karnataka.

¹⁵ 2071-01-115-2-35 (Annexure 5)

¹⁶ "Social security issues vital for domestic workers" by Geeta Menon. Sourced from www.sevarth.org.

¹⁷ www.sevarth.org/node/33

2.2 Santhwana - A scheme for distressed women

The scheme was sanctioned during the year 2000-01 with an objective to assist women who are victims of domestic violence, rape, sexual abuse and dowry harassment. It aims at providing legal assistance, temporary shelter, financial relief and training to enable them to be self-reliant and also to achieve social and economic empowerment. Santhwana centres are run through NGO's and each centre is connected with a toll free number 1091. These NGOs say that the help line receives call from women in distress round the clock. But in reality, the help line number 1091 says "service is temporarily not available". Therefore, the implementation of help line number is a matter of concern. (During the research period, the researcher has tried to call this number on different days).

CHAPTER-3

GENDER BUDGETING AS A TOOL TO ACHIEVE GENDER JUSTICE

Poverty, equity, and gender are interlinked with each other, especially since both men and women are equal stakeholders to socio-economic development policies and programmes of any nation. Developmental measures involve utilisation of some valuable resources like human resources and budgetary allocation. The provision and allocation of resources are done through Budget. Hence, Budgets are crucial to implementing policies. Budgets allocate resources according to priority. Budget must address to narrow down, the gap between male and female.

Gender Budgeting is used to identify how budget allocations contribute to equality between men and women. However, if Gender Budget will make very little or no contribution to equality, the economic growth is likely to be one-sided. The probable reasons are,

- a. The money is not used efficiently.
- b. Even if the money is used there is no accountability and transparency of revenue¹⁸ and expenditure. (Not disclosing all types of expenditure, no gender segregated data and a review and monitoring tool like MPIC has not been implemented through out India: Annexure – 10).

Inefficient use of funds stands in the way of gender equality and thus of inclusive growth, gender inequality hampers sustainable development and economic growth. Therefore the budgetary allocation and expenditure has to be carried out in an equitable manner and also with appropriate disclosure of expenditure. For the promotion of gender equality, it is not only important to garner resources for Programmes and Schemes which directly impact women, but also to see that these resources are efficiently used to deliver effective results. The current Gender Budget merely reflects Category A Schemes with 100% allocation for women and Category B Schemes with about 30% and more allocation for women. The efficiency of expenditure and effectiveness of results are not published. Gender Budget

¹⁸ Revenue is the gross inflow of cash, receivables or other consideration arising in the course of the ordinary activities of an enterprise from the sale of goods, from the rendering of services, and from the use by others of enterprise resources yielding interest, royalties and dividends. Revenue is measured by the charges made to customers or clients for goods supplied and services rendered to them and by the charges and rewards arising from the use of resources by them. In an agency relationship, the revenue is the amount of commission and not the gross inflow of cash, receivables or other consideration.
Sourced from <http://www.mca.gov.in> on 7th March, 2011.

initiatives should analyse how Governments raise and spend public money, with the aim of securing gender equality. These initiatives in decision making about public resource allocation, its expenditure and the impact on the most disadvantaged groups of women should be a focus of special attention.

Gender Budgeting needs to be addressed as a supportive strategy to empower women. In Gender Empowerment Measure, the components of women empowerment can be categorised under the heads of welfare, access, social action, participation and control over resources. Gender Budgeting can be used as a strategy on macro level planning for micro needs such as education, health, which means it is not the allocation of resources in the budget at the Centre and State that has to be seen, but the flow of expenditure to women at grass-root level that need to be monitored. The empowerment of women must be based on impact evaluation factoring in regional disparities. Gender Budget can lead to greater involvement in political participation, decision making process, control over resources and thus empowerment of women.

3.1 Gender Budgeting as a tool¹⁹ (See Annexure – 1)

Illustration to Annexure – 1

a) Women Perspective

- i. **Basic Socio-Economic Infrastructure-** Shelter, Health, Education, Water & Sanitation which are all basic needs of a woman;
- ii. **Economic Empowerment-** Economic identity, Employment opportunity, Assets, Credit, Skills, markets, risk coverage, access to fund, financial opportunities;
- iii. **Social and Political Empowerment-** Political participation, gender equality in inheritance, marital laws, social security and welfare and decision making capacity.

These three concerns are from the women's perspectives which depends on other different strategies such as, financial allocation and implementation of funding patterns. Thus, provision of facilities such as water and sanitation and electricity or bio gas may be deemed to be gender friendly and we may treat it as critical for welfare. However the focus has to be

¹⁹ According to the Researcher's understanding use of Gender budgeting as a tool depends upon resource allocation in various social, economic and political sectors for the purpose of gender mainstreaming.

on universalizing these services with emphasis on adequacy, access and reliability. Most of the time women are engaged in care economy and support in survival of the household which is unaccounted for and unpaid. For social and political empowerment, the implementation of various gender laws and legislation can be proved to be fruitful. Effective empowerment of women would rest on equity in political processes and participation. A successful strategy would entail more concentrated participation of women in legislating and administrative bodies.

b) Internal Process Perspective

This would include the following:

- i. It is a participatory approach where preparation of spatial maps by each state can be built in village or block or district level on gender friendly infrastructure and employment sources or asset ownership which clearly indicate gaps in infrastructure and access to livelihoods;
- ii. Yardsticks to measure socio-economic infrastructure;
- iii. Coordination by Planning Commission in resource allocation at Centre and State and among various departments;
- iv. Redesigning and planning obstacles from a gender perspective;
- v. Mainstreaming gender in all public expenditure;
- vi. Developing monitoring mechanisms based on spatial map;
- vii. Involving women self help groups and Women elected representatives to take decisions and participate in programme implementation;
- viii. Gender based review of fiscal and monetary policies;
- ix. Gender based review of legislations and effective implementation of gender related legislations including gender audit.

c) Financial Perspective

The plan of action includes the following:

- i. Transformation of spatial maps²⁰ of resource gaps into financial projections
- ii. Enhancing allocations to universalize access to basic socioeconomic infrastructure

²⁰ Spatial Mapping means “Macro level planning for micro level needs”. Spatial mapping of social infrastructure and access to employment opportunities for women, would clearly highlight resources available, overall gaps, resource allocation required based on size of population and yardsticks for availability of facilities etc., (sourced from <http://wcd.nic.in> “Gender Budget, Chapter-6”

- iii. Reprioritization of resource allocation to cover infrastructure gaps and imbalances
- iv. Coordination between State and Centre for allocation of funds
- v. Monitoring utilization of resources based on targets achieved
- vi. Gender friendly review of revenue, tax and subsidy policies

d) Learning Perspective

Learning perspective is essential from the point of view of future implementation of the gender budgeting process. This would require activities like the following:

- i. Better fiscal management to stretch existing resources
- ii. Employment generation for women in new areas like environmental sustainability and information technology
- iii. Developing Monthly Programme Implementation Calendar (MPIC) to collect gender segregated data
- iv. Training of administrative cadres in gender mainstreaming
- v. Social engineering through research on gender issues and implementation
- vi. Representation and involvement of women in budgeting
- vii. Collective strength through setting up self help groups and cooperatives
- viii. Bridging gap between research and administrative action, identifying impediments in effective implementation, evaluation and micro level reviews

The strategic map is only an attempt to create a holistic approach towards women empowerment.

CHAPTER-4

AREAS OF CONCERN

Within the scope of the report some areas which need attention are:

- 1- Gender Budgeting in Agricultural Sector
- 2- Gender Budgeting for HIV/AIDS affected women
- 3- Gender Budgeting for environmental sustainability

4.1 Gender Budgeting in Agricultural sector

This is an example of (Annexure – 2) ‘Labour contribution in a family’ in the production of cotton in Karnataka, where out of sixty four days, women work for thirty-two days. In agricultural sector, women play major role.

Statistics about Women in India²¹

1. Total Women Population (2001)	494.83 million
2. Total Women Workers (2001)	127.05 million
3. Total Women Main Workers (2001)	72.65 million
4. Total Women Marginal Workers (2001)	54.40 million
5. Total Women Owner Cultivators (2001)	41.30 million
6. Total Women Agriculture Wage Workers (2001)	50.09 million
7. Total Women Household Industry Workers (2001)	8.08 million
8. Total Women Other Workers (2001)	27.57 million

²¹ Note: For serial numbers 1 to 8 Censuses 2001, For serial number 9th Tenth Five Year Plan, For serial number 10 census 1991

source: <http://new.nic.in/pdfreports/Impact%20of%20WTO%20Women%20in%20Agriculture.pdf>

9. Total Women in Organized Sector (1999) 4.80 million

10. Total Women in Livestock, Forestry, Fishing, Hunting,
Plantation, Orchards and activities (1991) 1.32 million

The problems that a woman faces in this sector are manifold. To mention a few:

1. Limited access to resources i.e. land
2. Limited access to input and credit
3. Inadequate technical competency
4. Poor participation in decision making
5. Non-availability of Gender friendly tools

Needs from women's perspectives in Agriculture are the following:

- a. Special attention of the farm scientist for evolving relevant technology or modifying the existing ones
- b. The design, development and testing of agriculture implements and machinery should be undertaken with the active participation of rural women
- c. While evolving agricultural technologies, indigenous practices used by women should be paid due attention for blending with the frontier ones for greater adoption
- d. 'Technology-Centres' should be established at the village level, to facilitate easy communication, female extension personal be recruited at various hierarchical levels
- e. Need to promote women's access to production of resources, which could be achieved by mobilizing women to organize themselves into the 'self help groups'. This could help generate their own resources and credit flow could be channelized through 'thrift societies'²²
- f. Check against occupational health hazards of farm women

²² Eligible Co-operative Banks

- g. Reducing drudgery of women in agricultural operations through use of improved techniques
- h. Involving women in aquaculture is a step towards ensuring economic and nutritional security
- i. Self-help groups can be made to take up income generating activities in homemade products, dairy products, bakery products, food processing, tailoring or embroidery, goat or buffalo rearing and vermi-composting

As stated earlier the Gender Budget document contains Category A and Category B Schemes. The number of Schemes under Category A and B in the year 2010-11 is 786 of which there are 49 Schemes under Category A and 737 under Category B. The schemes under Agriculture and Horticulture come under Category B in the Gender Budget document for the year 2010-11 (See Annexure – 6).

Agriculture is a primary occupation to a number of people. In Karnataka, many women hold agriculture as their occupation and depend completely on it. In agriculture department, the understanding of Gender Budgeting must be from Women's perspective. Women face occupational hazards, the equipments are not always women friendly, pregnant women who have to work in farms face high risks due to long hours of toiling and usage of chemical fertilizers. The department should consider making adequate budgetary provisions to address these issues. For example health insurance for women can be introduced as one of the Schemes.

4.2 Gender Budgeting for HIV/AIDS affected women

Reduction and control of HIV/AIDS (Acquired Immune Deficiency Syndrome) is one of the MDGs which we²³ have to achieve by 2015. That means the State has only 3 years left to fulfil the goal and to achieve MDG by 2015. Though State of Karnataka is spending a huge amount for HIV/AIDS control programmes, but there are some problems related to it. These are the following:

- a. There is no up-to-date data for public to access.
- b. There is no gender-segregated data, which can tell the exact number of affected person in each gender.

²³ Sourced from <http://www.undp.org/mdg/basics.shtml>

- c. There is not enough allocation for awareness campaign available for sex workers.
- d. Timely health check-ups are needed for sex workers and free blood test should be conducted to detect HIV/AIDS in rural areas and for sex workers.

This is the table, where HIV/AIDS affected persons in Karnataka data can be seen

HIV prevalence 2010	Men(in percentage)	Women(in percentage)
Karnataka	0.75	0.51

(Source: <http://indiafacts.in/health/hiv-aids-statewise-statistics-india-2010/>)

The first case of AIDS in Karnataka was identified in 1988. In the general population, data from the antenatal clinic attendees suggest that the overall prevalence of HIV in the general population is high: approximately 0.86% according to the 2007 antenatal sentinel surveillance and 0.69 in the National Family Health Survey (NFHS-3). Based on the revised estimate of infected people, an estimated 276,000 people in Karnataka are infected with HIV²⁴. The annual budget approved by NACO for Karnataka AIDS Prevention Society (KSAPS) for the year 2009-10 is about ₹. 53 crores and the Government of Karnataka provides an additional fund to the tune of ₹. 50 lakhs from the State Budget towards HIV/AIDS. In Karnataka, there are a total of 583 voluntary counselling and testing centres functioning, as of April 2009, of which 579 provide integrated counselling and testing services to both the pregnant and non-pregnant populations. As of May 2009, 27,375 persons were on Anti Retroviral Treatment (ART) in Karnataka, 44% of whom are women. There are currently 40 Adult Community Care Centres (CCC) in the entire state²⁵.

For HIV/AIDS affected women, gender budgeting up to hundred percent should be available for women. The reasons are,

²⁴ India HIV estimates, National AIDS Control Organisation (NACO) 2006

²⁵ I.bid

- i. Sex workers are the most vulnerable section in our society who can be affected easily and most of the time; they do not come forward to give their blood sample for HIV/AIDS test.
- ii. A mother who carries baby, needs special care and attention.
- iii. A woman who is affected with HIV/AIDS suffers from multiple levels of discriminations, due to her HIV/AIDS infection, being a woman, and again sometimes due to her caste. Therefore, most of the time they cannot protest and hence suffer alone.
- iv. In rural areas, an unmarried girl who has been affected with HIV/AIDS is more vulnerable and faces more discrimination than a boy.

4.3 Gender Budgeting for Environmental Sustainability

4.3.1 Joint Forest Management (JFM)

Joint Forest Management is a concept of developing partnerships between fringe forest user groups and the Forest Department on the basis of mutual trust and jointly defined roles and responsibilities with regard to forest protection and development. In JFM, the user or the local communities and the Government manage the resource and share the cost equally, however it is difficult to generalize the JFM concept and approach in the light of variations across the nation with respect to geography, resource base, socio-economic status, cultural diversity and pressures on forests.

As per the provisions of National Forest Policy 1988, the Government of India, outlined and conveyed to State Governments a framework for creating massive people's movement through involvement of village committees for the protection, regeneration and development of degraded forest lands. This gave impetus to the participation of stakeholders in the management of degraded forests situated in the vicinity of villages. The joint forest management programme in the country is structured on the broad framework provided by the guidelines issued by the Ministry. So far, during the last ten years, 27 State Governments have adopted resolutions for implementing the JFM programme in their respective States.

The JFM programme in the country was reviewed by Government of India from time to time in consultation with State Governments, NGO's and other stakeholders in view of several emerging issues. In order to further strengthen the programme, the State Governments may take action on the following suggested lines.

4.3.2 Participation of women in the JFM programme

Considering the immense potential and genuine need for women's participation in JFM programme, following guidelines has been provided by the Central Government²⁶.

- a. At least 50% members of the JFM general body should be women. For the general body meeting, the presence of at least 50% women members should be a pre-requisite for holding the general body meeting;
- b. At least 33% of the membership in the JFM Executive Committee/ Management Committee should be filled from amongst the women members. The quorum for holding meeting of such Executive/ Management Committee should be one-third of women executive members or a minimum of one whichever is more. One of the posts of office bearer i.e. President/ Vice-President/ Secretary should be filled by a woman member of the Committee.

While some State resolutions have provided for women's representation in the Village Forest Communities and their management committee, but till date in many States, the representation is too poor. Certain States have successfully created women's groups called Bairani Kuldihs (women's kitty) in Madhya Pradesh, Women Self-help Groups, locally known as Mahila Podupu Sangam or Awal Thrift Groups in Andhra Pradesh, which have not only enhanced participation but have also led to economic empowerment of women.

4.3.3 Number of Village Forest Communities (VFCs) in Karnataka

In Karnataka the total area covered under JFM is 81350 hectare (932 Village Forest Committees). It is estimated that in the Western Ghats Project (DFID) alone about 23435 hector of forest land is being protected in 316 villages, and the total area replanted is 10,465 hectare.

Serial. No.	District	No. of VFCs
1.	Bangalore	6
2.	Kolar	2

²⁶ <http://www.iifm.ac.in/databank/jfm/jfmccl.html>

3.	Tumkur	90
4.	Belgaum	33
5.	Dharwad	88
6.	Bijapur	12
7.	Mysore	39
8.	Hassan	2
9.	Mandya	22
10.	Dakshina Kannada	103
11.	Kodagu	65
12.	Uttara Kannada	205
13.	Bidar	12
14.	Gulbarga	116
15.	Raichur	34
16.	Bellary	7
17.	Chitradurga	19
18.	Shimoga	68
19.	Chickmagalur	9
	Total	932

(Source: Indian Institute of Forest Management data on Karnataka VFCs sourced from www.iifm.ac.in/databank/jfm/progress.html)

4.3.4 Need of Women's Participation

- a. The role of women in forestry is needed in three areas, such as gathering 'fuel-wood, non-timber forest products and fodder', 'employment and income', 'protection and management'.
- b. Women's ownership of private resources is negligible and they depend heavily on common resources for their survival needs, a programme such as Joint Forest Management can provide them independent access and entitlements to forest resources.
- c. Equal participation of women in decision making is fruitful for policy implementation

- d. Most of the time women perform the house hold activities and collect forest products for their daily survivals. Therefore she must be represented equally.
- e. The JFM not only regenerate and conserve forest and nature but also empower women economically which can ultimately achieve Gender Justice.

4.3.5 Needs of Women in Karnataka JFM

- a. State must ensure equality in representation, participation, decision-making, wages, planning, implementation, monitoring, etc. Therefore, it would be an important step for all the States to specify that the minimum requirement for VFC membership is that at least one woman from each household participate in the committee's activities.
- b. Women from each village Forest Management Community should be given training for capacity building, decision making and policy implementation from Women and Child Development Department in conjunction with Forest Department.
- c. To avoid poor percentage of women participation, schemes which can include training, financial assistance, forest conservation education etc., can be provided to poor women to reduce gender inequality.
- d. Environmental sustainability is one of the MDG. Therefore, the participation of women in environmental sustainability is equally important as that of men. The decision making process is part of empowering women. The ultimate goal is Gender Justice. Therefore gender budgeting for women through campaign and awareness training programme on forestry can result in higher women participation in JFM programme.
- e. It can also be done by developing a mechanism to provide the poor and women with an equitable share of benefits rather than working on the basis of equality²⁷.

²⁷ http://www.ibradindia.org/research_jfmc.php

CONCLUSIONS AND SUGGESTIONS

Empowerment cannot be successfully achieved till all aspects mentioned in spatial mapping including the socio-economic and political are addressed. Empowerment should cover women in all regions of the country and Gender concerns have to be mainstreamed in all aspects of public expenditure and policy as women are equal citizens in the country. Participation of women in decision making is necessary given their specific needs and to recognize them as equal members of society and moreover for gender mainstreaming, societal attitudes have to be re-engineered. Resource Allocation and public expenditure are important inputs in the empowerment process and thus Gender Budgeting has a very critical role to play. However, on the basis of limited research in the area of ‘Gender Budgeting as a tool’ the researcher is providing some suggestions which can be helpful towards achieving ‘Gender Justice’ through ‘Gender Budgeting’. The suggestions are in two parts (i) Generic and (ii) Specific:

Generic suggestions:

- a. Understanding needs of women from women’s perspective as provided in the Spatial map in Annexure – 1, through survey, discussions, research reports etc.,
- b. Coordination among all departments through pre-budget activities for design, resource allocation and implementation of Schemes based on the understanding of needs. Reflecting such Schemes in the Gender Budget document.
- c. Karnataka already has an institutional mechanism of monitoring Schemes under Karnataka Mahila Abhivruddhi Yojane (KMAY) an initiative under the Women Component Plan (WCP). The WCP is now being upgraded to Gender Responsive Budgeting. This involves regular monitoring of efficient and effective implementation of Schemes in the Gender Budget document, which can be done using MPIC.
- d. The Finance Department has initiated collecting gender segregated data for Human Resource Management Systems (HRMS) and also for all Schemes under Category – A and Category – B of the Gender Budget document from various departments. Collecting and publishing such gender segregated data for impact analysis as stated in the Gender Budget document will address issues stated in the Spatial mapping.

- e. Conducting Capacity Building programmes in all aspects such as, social, economic and political for creating awareness and better participation of women in each of these areas thus generating a demand for Gender Budgeting.
- f. Encouraging research on the issue of Gender mainstreaming and using these inputs in policy formulation.

Scheme Specific suggestions:

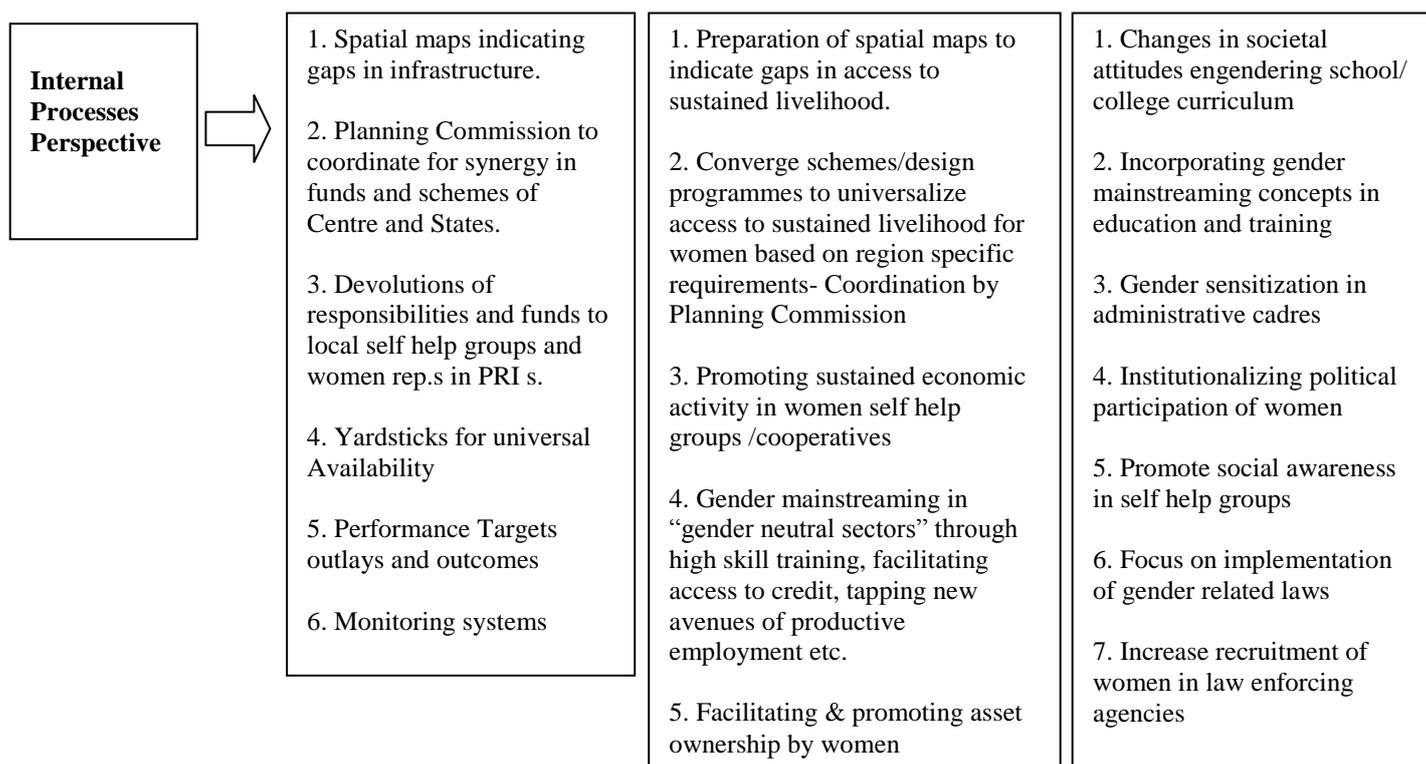
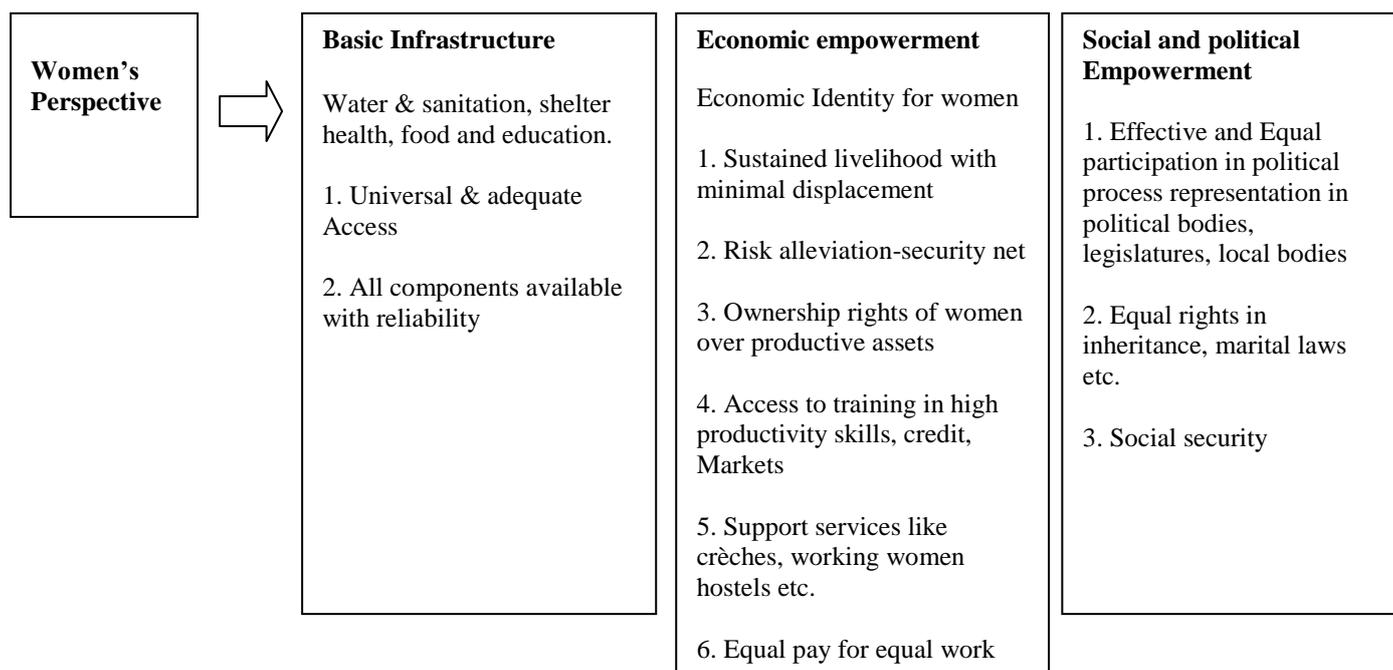
- g. Designing and restructuring 'women friendly' agricultural tools.
- h. Providing subsidies and loans to women to carry out agricultural farming as an income generation strategy.
- i. Creating awareness of the innovative methods of farming and handholding for enhancing the productivity.
- j. Stepping up initiatives for providing free blood test facilities for women in rural areas to detect HIV/AIDS, to accelerate the pace of addressing the issue to meet the MDG by 2015.
- k. Stepping up initiatives for providing awareness training and campaigns for sex workers and conducting timely health check-ups for them.
- l. Providing free contraceptives to sex workers to prevent HIV/AIDS and spreading of Sexually Transmitted Diseases.
- m. Bringing domestic labourers, who are mostly women, under Social security Scheme.
- n. Conducting training programmes for rural women who serve as a member to village Forest Communities to spread the awareness of forestry and role of women in environmental sustainability.
- o. Conducting workshops for all Government Officers from all Departments to discuss on 'Gender Budgeting' and the use of Spatial map to enrol more departments into gender budgeting.

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Annexure- 1

Strategic map for Gender Budgeting as a tool to Gender Justice



Financial Perspective



1. Assess funds required based on yardsticks to cover infrastructure gaps
2. Prioritize funds allocation to cover spatial gaps
3. Better fiscal management to stretch resources
4. Reduce delivery costs by weeding out overlapping schemes and multiple channels of flow of funds

1. Enhanced Allocation for schemes for training women in higher skills for more productivity
2. Expansion of availability of credit facilities for women
3. Gender based review of fiscal and monetary policies
4. Incentives for gainful employment of women
5. Financing support services like crèches and Hostels
6. Satellite Accounts for unaccounted work of women

1. Financing gender awareness and sensitivity oriented media campaigns
2. Setting up research forums on gender issues
3. Financing training and capacity building for leadership amongst women
4. Financing programmes for social security of vulnerable women

Learning Perspective



1. Harnessing Information technology to develop spatial maps
2. Training of administrators in gender budgeting.
3. Bridging gap between research, Policy / implementation / administrative action
4. Reality checks through surveys and evaluations
5. Develop MIS for gender disaggregated data on beneficiary incidence
6. Awareness about targets at stakeholder level
7. Promote public private partnership- eg. health insurance cover

1. Redesign programmes /schemes to match field level requirements
2. Build in flexibility for regional differences
3. Universalize best practices
4. Impact analysis to guide improvements in design and implementation
5. Research and innovation in women friendly technology to promote productivity and employment
6. Entrepreneurial capacity building for women
7. Concurrent evaluation of success

1. Capacity building amongst women in political process, awareness on rights etc
2. Review of Policy and Legislations from gender perspective to establish gender equity
3. Gender sensitization of law enforcing agencies
4. Design special programmes to address problems of vulnerable women (Widows, disabled, destitute etc)
5. Reality checks on law enforcement

(Source: “Women’s Empowerment through Gender Budgeting- A review in the Indian context” by Anjali Goyal)

Annexure- 2

Labour Contribution and Gender Issues

Cotton is a major commercial crop grown in almost all the agro-climatic zones of Karnataka. All the four cultivated species of cotton i.e. *Gossypium arboretum*, *G. herbaceum*, *G. barbadense*, and *G. hirsutum* are grown in the state. Activities involved in cotton production include:

- 1- Seed treatment- Use delinted seeds for uniform and higher germination. Adopt the following method for delinting of cotton seeds.
 - Soaking 1 kg of cotton seeds in 100 ml commercial grade Sulphuric acid (H_2SO_4) for ten minutes.
 - Washing the acid treated seeds with 2% Calcium Chloride and then with clean water and dry the seeds under sunlight and use for sowing after recommended seed treatment.
 - Treating the seeds before sowing which can save 20 kg Nitrogen and 10 kg P_2O_5 per hectare.
 - Treating the seeds to reduce the sucking pest incidence up to 35-40 days of sowing.
- 2- Sowing- methods of sowing are drilling Sown, hand Dribbling.
- 3- Preparing the Land- through integrated Nutrient Management and also organic fertiliser, bio and inorganic fertiliser.
- 4- Post sowing operations and weed management- Very important to keep the plots weed free up to 60 days as the crop growth is slow during this period and this is the critical crop growth stage for crop weed competition.
- 5- Irrigation and Fertiliser Management (during land preparation).
- 6- Spraying and disease control.
- 7- Kapas picking, Sorting Grading Packing and Marketing.

Annexure-3

Family Members Contributions to Cotton Production (one Acre/ Hectare)

Members	Land preparation	Sowing/Planting	Weeding and thinning	Spraying	Picking	Sorting	Marketing	No. of days
Man	Yes	yes	yes	yes	yes		yes	22
Woman		yes	yes		yes	yes	yes	32
Boy		yes	yes					4
Girl		yes	yes		yes	yes		6
Total								64

Source: Extracts from “Approved Package of Practice for Cotton in Karnataka State”
(www.cicr.org.in/pop/ka.pdf)

Annexure- 4

Table showing various Gender Laws

AGE GROUPS	CONSTITUTIONAL GUARANTEES	LEGISLATIONS
Mother Womb		1-PNDT Act 2-Medical Termination of Pregnancy Act, 1971
0-6 6-14	Article 45 21-A	3-Right to Education Act-2009
0-14	Art-23 Art-24	4-Child Labour prohibition and regulation Act
0-18	Art 39- f (Early childhood care and free from exploitation in youth)	5-Juvenile Justice care and Protection Act-2000 6-Child Marriage Restraint Act 1929
Married Women		7-Domestic Violence Act 2005 8-Dowry Prohibition Act 1961 9-Sati Prevention Act 1987 10-Information Technology Act 11-The immoral Trafficking prevention Act 1956 12-Karnataka Devadasis Prohibition of Dedication Act-1982 ²⁸
Motherhood care	Art- 42	13-Maternity Benefit Act 1961
Women Workers		14-Equal remuneration Act-1976 15-Payment of Wages Act-1936 16-Minimum Wages Act-1948 17-Women's Compensation Act-1923 18-Domestic Workers (registration, social security and Welfare Act, 2008) 19-Factories Act- 1948 20-Mines Act- 1952 21-The contract labour (regulation and abolition) Act-1970 22-The Beedi & Cigar Workers (Conditions of employment) Act 1966 23-Plantation Labour Act- 1951
For all women	Art-14 Art-15 Art-39 a,d,e Art- 243D, T (Reservation of Women in Panchayats and Municipalities)	24-Persons with Disabilities Act-1995 25-Hindu Marriage Act- 1955 26-Indian Divorce Act-1869

²⁸ Act passed by Karnataka Legislature

Annexure- 5

Category B

Gender Budgeting on “Social Security and Welfare”

(₹. in lakh)

Demand No. 03 Finance	2008-09 Accounts Plan	2008-09 Budget Non- Plan	2009-10 Budget Plan	2009-10 Budget Non- Plan	2009-10 Revised Plan	2009-10 Revised Non- Plan	2010-11 Budget Plan	2010-11 Budget Non- Plan
2071-01-115-2-30 Social Security and welfare	0.00	162.78	0.00	21.96	0.00	21.96	0.00	248.23

(Source: Gender Budget, Government of Karnataka, 2010-11, As Presented to the Legislature in March 2010)

Annexure-6

Category B

Gender Budgeting on HIV/AIDS

(₹. in lakh)

Demand No. 22	2008-09 Accounts Plan	2008-09 Budget Non- Plan	2009-10 Budget Plan	2009-10 Budget Non- Plan	2009-10 Revised Plan	2009-10 Revised Non- Plan	2010-11 Budget Plan	2010-11 Budget Non- Plan
2210-06-101-7-15 Karnataka State AIDS Prevention Society	50.00	0.00	50.00	0.00	50.00	0.00	1.00	0.00

(Source: Gender Budget, Government of Karnataka, 2010-11, As Presented to the Legislature in March 2010)

Annexure-7

Category B

Gender Budgeting in Agriculture and Horticulture

(₹. in lakh)

Total Demand 01	2008-09 Accounts Plan	2008-09 Budget Non-Plan	2009-10 Budget Plan	2009-10 Budget Non-Plan	2009-10 Revised Plan	2009-10 Revised Non-Plan	2010-11 Budget Plan	2010-11 Budget Non-Plan
Agriculture and Horticulture	27939.20	29412.24	70023.68	27361.64	63055.48	28048.42	71495.39	38892.32

Annexure-8

Season wise Employment of Women Labourers in Agriculture

Season	Days	Percentage
Kharif	57.62	47.04
Rabi	54.91	44.83
Summer	9.96	8.13
Total	122.49	100.00

(Source: Women employment in agriculture: An Economic analysis by Nisha N.)

Annexure 9

Definitions of Gender Relating Terms

Definitions as provided by ‘Gender Budgeting Handbook for Government of India Ministries and Departments.

Gender- When we say “gender” normally we think that it means “women”, but it is wrong. Gender is not another word for women and also does not mean the sexual difference. Gender is socially and culturally constructed roles, responsibilities, privileges, relations and expectations of women, men, boys and girls.

Gender Roles - The responsibilities and expectations from men, women, boys and girls that society defines and allocates. But it is to be noted that these tasks are not necessarily determined by biological make- up and therefore can be changed with the change of time and circumstances.

Sex- The biological structure of men and women, the physical attributes with which we are born.

Gender Bias- An approach that affects positively or negatively on one Sex, may be a male or female. Most of the time our society is a witness to positive bias for male and negative for female.

Gender Neutral- This is an approach which treats male, female, boys and girls as a homogeneous group to treat all of them equally.

Gender Equality- All human beings are free to develop their personal abilities and make choices without the limitations set by strict gender roles; that the different behaviour, aspirations and needs of women and men are equally considered, valued and favoured²⁹.

²⁹ European Commission, DG EMPL, One hundred words for equality: A glossary of terms on equality between women and men, 1998, L-2985, retrieved on 27th April, 2011 from

http://www.eeagrants.org/asset/517/1/517_1.pdf

Gender Equitable- This is an approach that results in just and fair treatment of women and men with recognizing and appreciating both women and men's potential.

Gender Analysis- It is the critical examination of analyzing needs, priorities and issues that affect women, men, boys and girls without hampering their interests.

Practical Gender Needs- The needs which are related to satisfying basic and material needs of women, men, boys and girls for their daily survival without changing their gender patterns.

Strategic Gender Needs- The needs that are related to changing the situation of marginalized people, especially women, because they are vulnerable and depressed section of our society. Strategic needs include legal rights, equal wages and women's control over wages.

Gender Budgeting- Gender Budget initiatives analyze how governments raise and spend public money, with the aim of securing gender equality in decision-making about public resource allocation; and gender equality in the distribution of the impact of government budgets, both in their benefits and in their burdens. The impact of government budgets on the most disadvantaged groups of women is a focus of special attention.

Gender Justice³⁰- Gender Justice is often used with reference to emancipatory projects that promote women's rights through legal changes and women's interests in social and economic policy. However, the term is seldom given an accurate definition and is too often used interchangeably with notions of gender equality, gender equity, women's empowerment, and women's rights, which makes it difficult to pin down. Any concrete definition of gender justice is based on a specific political ideology, a set of convictions about what is 'right' and 'good' in human relationships, and how these desirable outcomes may be attained. Conventions about women's subordination to men and the family are often rooted in assumptions about what is 'natural' in human relationships. These perspectives on women's rightful subordination are legitimated by socially and legally embedded views on propriety. It

³⁰ Sourced from María do Mar Castro Varela, *Envisioning Gender Justice*. Retrieved April 15th, 2011 from <http://www.mcrg.ac.in/Spheres/Maria.pdf>

is not surprising, therefore, that concepts of gender justice that seek to enhance women's autonomy or rights are contentious and provoke strong debates.

Gender Gap- Unfair differences between men and women which results from customary practices, religious biases, myths, taboos and social evils or practices since time immemorial.

Gender Discrimination- Gender Discrimination occurs when people give more priorities to one gender over other and other becomes disadvantaged. Discrimination can occur both by way of ignorance or deliberation. When people are unaware of their gender priorities, discrimination occurs in almost every stage of life.

Gender Stereotyping- The assignment of roles, tasks and responsibilities to a particular gender on the basis of preconceived prejudices.

Unpaid Care work- Unpaid care work is mostly done by women in a house, where she is a home-maker or a house wife, who manages house-hold work looks after every member in the family, and serves for her family without expecting any wage. However, in India, people think that unpaid care work done by women is unproductive and it has nothing to do with economic growth.

However, it is very regretting that in 2001 Census report, the report itself stated that the work which are done by a house wife is unproductive and does not affect any economic growth. A house wife has been compared with a beggar, maid-servant and prostitute. Various legislations in India also discriminates among working women and a house wife. The Compensation under Motor vehicles Act 1988 is one of the example which can be cited here. It discriminates while paying compensation to a house wife and a working lady who is died under motor vehicle accident and claims compensation.

In a landmark judgment,

Arun Kumar Agrawal & Anr. vs National Insurance Co. Ltd. & Ors.³¹

Justice A. K. Ganguly has determined what should be the criteria for determination of the compensation payable to the dependents of a woman who dies in a road accident and who

³¹ 2010, 3 SCC, Cri 1313

does not have regular source of income. The court also stated that Women are generally engaged in home making, bringing up children and also in production of goods and services which are not sold in the market but are consumed at the household level. Thus, the work of women mostly goes unrecognized and they are never valued. India is a signatory to the said Convention and ratified the CEDAW Convention on 9th July, 1993. But even then no law has been made for proper evaluation of the household work by women as homemakers and the discrimination still exists in our society.

Annexure – 10

Format of Monthly Programme Implementation Calendar (MPIC)

Department of				State / District					
Monthly Programme Implementation Calendar -MPIC (2010-11)				Month					
Scheme									
Head of Account				0000-00-000-0-00-000		Plan / Non-Plan	GB= A / B / C		
Annual Allocation (Rs. In Lakh)				Outcome					
Funds-OB (Rs. In Lakh)				1					
Dues - OB (Rs. In Lakh)				2					
Funds-Released (Rs. In Lakh)				3					
Physical Target(s)				Single / Top / Sub-sheet (x/y)		4			
						5			
Month		Fin (Rs. In Lakh)		Phy	Activity Scheduled		Done (Y) / Not Yet (N)	If, partially done, Qty in No. / %	
Apr 2010		Prog			1				
					2				
May 2010		Prog			3				
					4				
Jun 2010		Prog			5				
					6				
Jul 2010		Prog			7				
					8				
Aug 2010		Prog			9				
					10				
Sep 2010		Prog			11				
					12				
Oct 2010		Prog			13				
					14				
Nov 2010		Prog			15				
					16				
Dec 2010		Prog			17				
					18				
Jan 2011		Prog			19				
					20				
Feb 2011		Prog			21				
					22				
Mar 2011		Prog			23				
					24				
Cumulative		Prog			Notes and Issues				
		Ach							
		%							

Signature of Implementing Officer

STD Code				Name			
Telephone No.				Designation			