
ANALYSIS OF KARNATAKA BUDGET FROM GENDER PERSPECTIVE

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Abstract:

The Gender perspective in Human Development emphasizes the need to assess the relative levels of status of women on various development indicators. The indicators point towards the attainment levels or gaps between men and women. Gender Budgeting has been recognized as a tool with potential to directly promote women's development and empowerment through allocation of resources for women oriented programmes and schemes. Karnataka saw the implementation of Gender Budgeting in 2006-07. The State Government of Karnataka was a pioneer in Gender Budgeting of public expenditure. The state undertook earmarking resources for women in most sectors (Goyal, 2006). The aim of this paper is to carry out an assessment of Karnataka Budget from gender perspective. Though the Karnataka Government has been making efforts in this direction, the study shows that there is a need to generate gender disaggregated data to assess policy impact and formulate need based policies. Though the Karnataka Government has been making efforts in this direction, there is a need to further generate gender disaggregated data to assess policy impact and formulate need based policies.

Key Words: Gender, Budget, Education, Economic indicators, Karnataka

Introduction:

Women in India continue to remain sidelined in almost all spheres of life. They lag behind in most of the socio-economic indicators. Many literatures show that women often being poorer than men and they have lower incomes and lesser opportunities than men, adding considerably to their vulnerabilities, especially in developing countries. According to the 2011 census, the sex ratio in India is 940 as against a global sex ratio of 984. According to the 2011 census the female literacy rate is 65.4%. 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. 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.

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. However, research on gender responsiveness of 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 organizations, 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.

As a response to these challenges, India adopted 'gender-responsive budgeting' (GRB) in 2005. GRB is a method of planning, programming and budgeting that helps advance gender equality and women's rights. Prior to the introduction of gender budgeting, Women Component Plan (WCP) was the first major initiative taken by the Government to address women related issues and requirements on a systematic basis. The WCP involves ensuring that not less than 30 per cent of funds/benefits were earmarked for women under the various beneficiary oriented schemes implemented by the Ministries/ Departments.

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 slow in the state governments, and almost non-existent in the Union Ministries. Therefore 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. 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.

Karnataka saw the implementation of Gender Budgeting in 2006-07. The State Government of Karnataka was a pioneer in Gender Budgeting of public expenditure. The state undertook earmarking resources for women in most sectors (Goyal, 2006). In January 2007, the Fiscal Policy Institute (FPI) was established in the Finance Department of Karnataka to serve as the fiscal reform nodal agency for the Government of the State. To take forward the process of Gender Budgeting in Karnataka, a Gender Budget Cell was established within the FPI. The state has been presenting a Gender Budget Statement from 2007-08. The statement is a citizen friendly disclosure of budget allocations that impact women. The document presents all the schemes that have a bearing on women in two categories. Category A reflects all the schemes which are targeted specifically for women and 100% of the allocation is reserved exclusively for them. Category B

represents all those schemes where at least 30% of the allocation is earmarked for women. Therefore in the Gender Budget statement, 30% of allocation in the schemes with social and economic component is taken into this category. The schemes are reflected in the Gender Budget Statement under various Demands for Grants.

REVIEW OF LITERATURE

Throughout history, women have faced discrimination. It is important to empower women not only because they are individuals in their own right but also because this may lead to a betterment of the social and economic conditions that prevail in the country. Reducing the disadvantaged status of women can be linked to a higher rate of economic growth and to greater economic stability which yields benefits that the private market when left to itself may not fully take into account (Stotsky, 2007). Empirical evidence suggests that additional investment on women is usually likely to yield a higher social rate of return than a corresponding outlay on men (Chakraborty, 2003). One of the best documented findings, with evidence spanning many developing countries, is that when women have greater control over spending of their households' resources, they devote a larger share of spending to foster the potential of their children and purchase household necessities. Because greater investment in education is linked to higher growth and because spending on necessities is more stable than spending on luxuries, raising women's economic influence within household may enhance overall growth and reduce economic instability. In addition to this, evidence from microcredit lending suggests that women tend to have superior repayment records and invest more productively (Stotsky, 2007). Gender inequalities are seen in almost all sectors of the economy. It is important to improve the status of women in all these sectors. A study suggested that gender inequality in education has a direct impact on economic growth through lowering the average quality of human capital (Klasen, 1999). Hence a holistic empowerment of women in all aspects of their life is necessary.

Objective:

The aim of this paper is to carry out an assessment of Karnataka Budget from gender per

Methodology:

The study is based on secondary data. Data has been collected for the year 2007-08 to 2016-17. Main source of data is various issues of *Gender Budget Statement of Karnataka*. Simple descriptive statistics has been used for analysis.

ANALYSIS OF GENDER BUDGET:

A gender analysis of Government budgets offers a new tool or methodology for ensuring a better match between Government's policy commitments and development outcomes for women recognizing underlying gender inequalities and redressing them through allocation of public resources. GRB aims to analyze how effectively Government's policies, programmes, and

budgetary allocations respond to the needs and concerns of females. An initial and maiden effort has been made by the Government of Karnataka to present the budget provisions that are substantially meant for the welfare of women. Government of Karnataka in the year 2007-08 has categorized budget allocations as A and B. Category A has 100% budget allocations for women, whereas Category B has more than 30% allocations.

Number of Schemes under Gender Budget in Karnataka

Gender Budget Document calculations take into account 100% allocation under Category 'A' schemes. However, for all Category 'B' schemes only the minimum 30% allocation has been considered. Certain schemes economically empower women through capacity building like 'Skill Development and training for Minority Women', 'Training of Anganawadi Workers and Helpers, Training Programme for Women Entrepreneurs through Women Development Corporation' etc. There are other schemes, however, that seek to economically empower women by providing financial assistance for sustainable livelihood and asset ownership like 'Dairy Programme for Women', 'Investment in Women's Co-operatives', 'Loans to Women's Co-operatives for construction of Common Work shed and also Business Premises', 'Micro Credit to SCs/STs/Minorities through SHGs', 'Interest Subsidy for Women through KSFC', 'Udyogini', 'Samrudhi' 'Streeshakti', 'New pension system for Anganawadi workers', 'Indira Awas Yojana' and 'Ashraya Basava Vasathi', 'Land Purchase Scheme', 'Living cum workshed' scheme.

The following table provides with the number of schemes that have been reflected in the Gender Budget Statement of Karnataka and are included either under Category A or Category B.

Table 1: Number of schemes under Gender Budget in Karnataka Budget

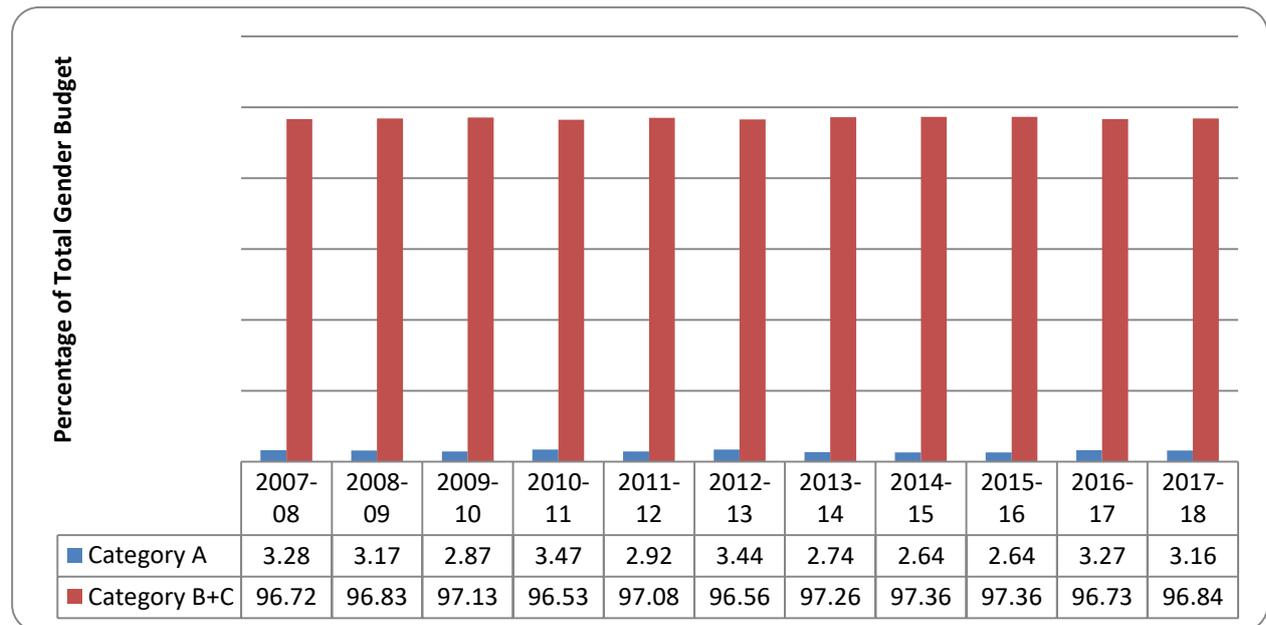
Year	No. of Schemes
2007-08	136
2008-09	703
2009-10	789
2010-11	786
2011-12	804
2012-13	823
2013-14	800
2014-15	857
2015-16	774
2016-17	721
2017-18	724

Source: Gender Budget Statement of the Karnataka Budget (Various Issues)

Details of Allocations:

Though the total allocation under Gender Budgeting has been increasing over the years we can observe fluctuations in the Category Wise Outlay for Women as a Percentage of Total Gender Budget. The Category Wise Outlay for Women as a Percentage of Total Gender Budget in Karnataka is given in the following graph.

Graph1: Category Wise Outlay for Women as a Percentage of Total Gender Budget in Karnataka



From the above graph we can observe that there is increase in the allocation of Category A schemes in recent years. The increase of allocations under Category A is due to significant increase in allocations for Schemes like 'Vajpayee Urban Housing Scheme from Rs. 100 crore to Rs. 336.62 crore, Bidaai from Rs. 50 crore to Rs. 135 crore, Self-Employment Scheme from Rs. 45 to Rs. 164 crore, Indira Gandhi Mathruthva Sahayoga Yojane from Rs. 36 to Rs. 115.80 crore and so on.

Sector wise Allocation under Category A Schemes in Karnataka

The following tables represent the allocations under various heads of account for category A schemes in the Karnataka Budget. The allocations are represented under Plan, Non-Plan and Total (Plan+ Non-Plan) expenditure. The total allocation under Category A schemes is increasing every year. It is important to note than many sectors like Finance, Rural Development and Panchayat Raj, Food and Civil Supplies, Water Resources, Public Works etc do not allocate any funds to Women Specific schemes. At least some of these sectors like the Food and Civil Supplies sectors must implement schemes for girls and pregnant women in particular to increase the nutritional and health status of women in the state.

Table 2: Allocations under Various Heads of Account for Category A under Total (Plan+ Non-Plan) Expenditure in the Karnataka Budget

(In Rs.Crores)

Sl. No	HEADS OF ACCOUNT	2007-08	2008-09	2009-10	2010-11	2011-12	2012-13	2013-14(RE)	201-15(NE)
1	Agriculture & Horticulture	-	-	-	-	-	-	-	-
2	Animal Husbandry & Fisheries	20.1	13.95	25.6	6.25	-	5.8	9.6	7.5
3	Finance	-	-	-	-	2.75	-	-	-
4	Department of Personnel & Administrative Reforms	-	-	0.02	-	0.4	0.02	0.1	0.1
5	Home & Transport	-	-	-	-	-	-	-	--
6	Rural development & Panchayat Raj	-	-	-	-	-	-	-	-
7	Forest, Ecology & Environment	-	-	-	-	-	-	-	-
8	Co-operation	1.46	1.09	-	-	-	4.76	5.23	6.16
9	Social Welfare	-	4.82	11.64	-	-	19.5	30.82	60.77
10	Women & Child Development	188.54	358.52	287.6	632.7	592.57	879.28	536.3	491.56
11	Information, Tourism & Youth Services	0.3	0.31	0.47	-	-	-	-	-
12	Food & Civil Supplies	-	-	-	-	-	-	-	-
13	Revenue	20.99	19.05	22.28		59.78	499.05	550	599.84
14	Information Technology	-	-	-	-	-	-	-	-
15	Housing	300	190	221	146.08	124.19	1049.78	1251.5	2341.76
16	Education	5.78	10.28	27.18	361.36	413	65.01	59.39	45.24
17	Commerce & Industries	2.4	4.24	-	-	-	-	-	-
18	Urban Development	-	-	-	-	-	-	-	-
19	Public Works	-	-	-	-	-	-	-	-
20	Water Resources	-	-	-	-	-	-	-	-
21	Health & Family Welfare	9.63	33.93	45.82	99.48	1192.69	120.66	96.55	96.93
22	Labour	2.4	1.67	3.57	-				
23	Kannada & Culture	-	-	-	-				

24	Planning, Statistics, Science & Technology	-	-	-					
25	Law	-	-	-					
26	Parliamentary Affairs & Legislation	-	-	-					
27	Debt Servicing	0.06	0.06	0.05	0.05	-			
	Total	0.65	637.92	645.23	1247.62	1234.68	2643.9	2539.5	3649.91

Source: Gender Budget Statement of the Karnataka Budget (Various Issues)

Sector wise Allocation under Category B Schemes in Karnataka

Allocations under various Heads of Account for Plan, Non-Plan and Total (Plan+ Non-Plan) expenditure for Category B schemes are given below. In Category B Scheme, there is an overall increase of 13% as compared to previous year. It may be noted that in the case of some schemes, the allocation may be more than 30%, however, here only the minimum 30% allocation has been considered.

Table 3: Allocations under Various Heads of Account for Category B under Total (Plan + Non-Plan) Expenditure in the Karnataka Budget

(In Rs.Crores)

Sl.	HEADS OF ACCOUNT	2007-08	2008-09	2009-10	2010-11	2011-12	2012-13	2013-14(RE)	2014-15(NE)
1	Agriculture & Horticulture	515.04	573.51	824.33	893.42	1533.01	1593.77	2973.92	3375.3
2	Animal Husbandry & Fisheries	257.37	414.95	589.8	683.16	925.55	958.2	1806.56	1796.24
3	Finance	62.11	56.56	17.17	44.25	863.66	1101.7	1351.5	2938.13
4	Department of Personnel & Administrative Reforms	39.26	94.8	138.75	53.32	58.13	69.69	275.19	101.89
5	Home & Transport	409.4	457.2	477.72	587.38	1626.4	1680.98	2259.04	2306.53
6	Rural development & Panchayat Raj	2059.22	2403.62	2340.05	108.3	3549.88	1411.85	2107.76	3078.69
7	Forest, Ecology & Environment	8.07	9.19	11.72	80.68	95.41	210.58	256.67	317.76
8	Co-operation	35.57	52.24	62	48.62	83.6	3150.84	4647.62	6561.24
9	Social Welfare	1331.67	1423.44	1796.76	507.65	3126.12	809.82	1098.44	1144.13
10	Women & Child Development	569.28	650.98	1428.25	1553.67	2439.62	883.15	1018.5	1298.64
11	Information,	104.46	71.86	150.3	180.09	256.72	3201.03	3979.13	5198.94

	Tourism & Youth Services								
12	Food & Civil Supplies	651.66	728.32	1165.36	927.48	793.93	2270.15	5063.86	6320.76
13	Revenue	272.03	536.09	552.96	756.24	877.67	924.17	813.15	1126.01
14	Information Technology	-	2	6.2	13.25	21.5	0.49	0	0.2
15	Housing	447	623.6	666.38	761.87	1005.52	587.13	305.87	314.86
16	Education	6440.19	8128.6	7809.25	7613.99	298537.5	10319.86	11859.78	12937
17	Commerce & Industries	472.59	280.57	255.62	224.59	374.74	539.56	353.61	323.47
18	Urban Development	171.62	206.24	103.28	124.63	822.93	3844.26	5501.24	7569.5
19	Public Works	116.82	139.66	124.1	134.51	224.6	342.05	585.69	677.75
20	Water Resources	-	-	0.08	0.65	221.16	930.84	310.53	724.16
21	Health & Family Welfare	1526.48	1673.17	1835.08	1175.94	2673.36	2074.38	2430.24	2562.52
22	Labour	118.24	149.53	241.87	220.2	242.2	136.79	162.02	2562.52
23	Kannada & Culture	19.34	11.03	16.04	19.73	22.86	1370.15	2015.07	3181.97
24	Planning, Statistics, Science & Technology	5.25	-	0.03	-	0	256.34	352.07	415.11
25	Law	6.92	13.03	22.39	31.67	0	157.71	158.81	183.59
26	Parliamentary Affairs & Legislation	-	-	0.06	-	37.91	0.19	1.05	1
27	Debt Servicing	640.76	770.23	1183.42	1222.29	1488.05	1732.43	1766.6	1790.21
28	Energy	-	-	-	-	225	0	0	0
	Total	16280.4	19470.4	21819	17967.6	322127	23196.7	29177.4	34416.47

Source: Gender Budget Statement of the Karnataka Budget (Various Issues)

Conclusion and Suggestions:

The increasing trend in the allocations to Gender Budgeting can be looked at as a good sign. It could signify the increasing popularity of Gender Budgeting and also shows that attempts to integrate women into the development process have been increasing. Though the Karnataka Budget has been enhancing its allocations to Gender Budgeting every year, there is a need to step up these allocations. Given the health status, literacy rate and overall socio-economic conditions of women, there is still a lot that needs to be done in order to holistically empower them.

A reprioritization of resources (both inter-sector and intra-sector) is often recommended, but such steps can be taken only after assessing the needs of the people. Spatial mapping is a popularly suggested technique in order to assess the needs of the people and the available resources. It is also vital that an evaluation of the enforced policies and allocations be done along with the benefit incidence of various schemes and allocations in order to accurately understand the progress we

have been making. It becomes necessary to place the benefit analysis in a medium/long term context as it may take a while before benefits become evident.

The generation of gender disaggregated data is particularly vital. Though the Karnataka Government has been making efforts in this direction, there is a need to further generate gender disaggregated data to assess policy impact and formulate need based policies.

The Government can also improvise the process by setting targets and benchmarking. It can combine gender budgeting initiatives with other budgeting techniques like performance budgeting. In addition to dissecting budgets from a gender perspective, Gender Budgeting initiatives could look at amalgamating the gender lens with other factors like caste, age, geography etc. The Karnataka Budget in particular, probably needs to give more attention to the vulnerable women groups.

The Government should move Gender Budgeting into more unconventional sectors. They should be careful that the implemented schemes do not reinforce gender stereotypes and traditional division of labor within households, though this cannot be controlled for completely. There must be a strict implementation of schemes. There is often a large gap between budget estimates and actual allocation. For Category B schemes, a 30% allocation is assumed to be directed towards women. This is quite a generous assumption. Whether schemes actually allocate at least 30% of their funds towards women is questionable. Therefore the utilization of funds needs to be monitored.

A very prominent issue towards which our budgets have been completely ignored is of including the third gender. Though there is one scheme added in 2017-18 gender budget, this group needs to be integrated into the developmental process if the objective of gender equity is to be realized.

We must keep in mind that empowerment is a process and not a change that can be brought about suddenly. The success of Gender Budgeting can evolve only from experience and can be refined through learning from successes and failures.

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