

Gender Responsive Budgeting Process and Marginalized Women

A STUDY IN INDIA, BANGLADESH AND NEPAL



NESAR AHMAD

BUDGET ANALYSIS RAJSTHAN CENTRE

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November 2014

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Photo: From Internet

Graphics Design by : Nitesh Sharma

**Printed by : Print Media Services
Niwaru Road, Jhotwara, Jaipur-302012
Contact: 09928444668**

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Abbreviation

BARC	:	Budget Analysis Rajasthan Centre
BBS	:	Bangladesh Bureau of Statistics (Bangladesh)
BMC	:	Budget Management Committees
CBGA	:	Centre for Budget and Governance Accountability (India)
CHT	:	Chittagong Hill Tract (Bangladesh)
DCA	:	Dan Church Aid
DDCs	:	District Development Committees (Nepal)
GBCs	:	Gender Budget Cells
GBS	:	Gender Budget Statement
GE	:	Gender Equality
GEFONT	:	General Federation of Nepalese Trade Union (Nepal)
GII	:	Gender Inequality Index
GoB	:	Government of Bangladesh
GoI	:	Government of India
GoN	:	Government of Nepal
GRB	:	Gender Responsive Budget/Budgeting
GRBC	:	Gender Responsive Budget Committee (Nepal)
HDI	:	Human Development Index
IGNWPS	:	Indira Gandhi National Widow Pension Scheme (India)
IHDI	:	Inequality Adjusted Human Development Index
ILO	:	International Labour Organization
IMR	:	Infant Mortality Rate
MNREGA	:	Mahatma Gandhi National Rural Employment Guarantee Act (India)
MoDONER	:	Ministry of Development of North Eastern Region (India)
MoF	:	Ministry of Finance (India)

MoFALD	:	Ministry of Federal Affairs and Local Development (Nepal)
MoLE	:	Ministry of Labor and employment (Nepal)
MoPR	:	Ministry of Peace and Reconstruction (Nepal)
MoTA	:	Ministry of Tribal Affairs (India)
MoRD	:	Ministry of Rural Development (India)
MP	:	Member of Parliament
MSJE	:	Ministry of Social Justice and Empowerment (India)
MTBF	:	Medium Term Budget Framework (Bangladesh)
MWCD	:	Ministry of Women and Child Development (India)
NCW	:	National Commission for Women (Nepal)
NGO	:	Non Government Organization
NIFW	:	National Institute of Health and Family Welfare
NLFS	:	Nepal Labour Force Survey (Nepal)
NRLM	:	National Rural Livelihood Mission (India)
NSAP	:	National Social Assistance Programme (India)
RFD	:	Results Framework Document (India)
SC	:	Scheduled Caste
SC-SP	:	Scheduled Caste Sub Plan (India)
SFYP	:	Sixth Five Year Plan (Bangladesh)
ST	:	Scheduled Tribe
TSP	:	Tribal Sub-Plan (India)
UNICEF	:	United Nation's Children Fund
VDCs	:	Village Development Committees (Nepal)
WE	:	Women's Empowerment
WHR	:	Women for Human Rights (Nepal)

Preface

Gender Responsive Budgeting is a process of mainstreaming the gender issues and concerns in the national and sub-national government budgets. There are various tools and ways to achieve the integration of gender concerns in the government budgeting and planning which various governments have adopted. This study has been conducted by Budget Analysis Rajasthan Centre (BARC), India with support of Dan Church Aid (DCA), South Asia to study the process of gender responsive budget in India, Nepal and Bangladesh, from the perspective of marginalized women, namely women of dalit and tribal communities, single and widow women and women working in the marginalized sectors.

The study finds that though the process of GRB is gaining momentum in these countries, there seem to be a lack of mechanism to monitor the implementation of the GRB in these countries. Also, the concerns of women of the four selected marginalized sections do not get any adequate attention, as the focus of GRB seems to be women as a whole.

The study could be conducted with the financial support provided by DCA. DCA offices in Nepal and Bangladesh provided much needed logistical support and also gave required contacts in the government and their partners. We are thankful to various ministries and departments of the governments of three countries, for providing us all the possible support, data and documents required for the study. Besides the Ministries, we also got support from various NGOs in the three countries that work on gender budget, women rights and rights of the marginalized groups. We are thankful to all the individuals and organizations that supported us in the study.

BARC Team

Introduction

Gender Responsive Budget (GRB) which is also known as gender budget, women budget and gender sensitive budget, is an approach to analyze the budget to see the priorities of the governments as reflected in their budgets and to examine how they impact men and women. Gender budget analysis is an attempt to understand the impact of spending, as well as implications of revenue collection on men and women in society. Further, the GRB approach to budget making acknowledges the gender patterns in society and allocates money to implement policies and programmes that will change these patterns in a way that moves towards a more equal society. One of the tools of GRB is Gender Budget Statement (GBS) that tells about the proportion of total government budget that is being spent on promoting women empowerment and gender equality in the society.

The main focus of GRB is mainstreaming women in the process of budgeting and planning. However, so far, it has mostly considered women as a homogenous group because of which the issues of doubly discriminated marginalized women have not been considered. The studies related to GRB have been mainly concerned with the efforts made by the governments towards it and incorporating gender issues in major policy documents (like the Plan Documents). The status of marginalized women groups have not been considered in most of the studies conducted on GRB. Though it certainly has been mentioned in some articles as a challenge or concern, for example Mishra (2010), in an article emphasizes that:

“It is important that GRB exercises use the intersectionality framework. GRB methodologies and approaches must try to assess how much money is reaching the most marginalized women – factoring in differences of class, caste, race, disability etc. How much budget is being allocated and spent for these doubly discriminated women, what the quality of spending of such programmes is, what the impact of these programmes is etc. must be assessed.”

As an attempt to fill this gap, Budget Analysis Rajasthan Centre (BARC), with support of DCA South Asia, through the Inclusive Citizenship for Accountable Governance Programme, conducted this study on the Status of GRB in India, Nepal and Bangladesh, from the perspective of women belonging to four marginalized groups namely dalit, tribal (indigenous), single women and women engaged in unorganized sectors.

Objectives of the Study

The present study focuses on the status of GRB in India, Bangladesh and Nepal from the perspective of marginalized women, namely dalit women, tribal women, single women and women in the unorganized sector. The objectives of the study are as follows:

- To take an account of the progress made towards the GRB in the three countries
- To analyze the GRB and GBS from the perspective of marginalized women, namely dalit women, tribal women, single/widow women and women in unorganized sector.
- To list the schemes/programmes focusing on dalit women, tribal women, single/widow women and women in unorganized sector.
- To assess the total allocation and expenditure being made towards women empowerment and gender equality from the perspective of marginalized women.

Methodology

It is a desk study looking at the official GRB reports and Gender Budget Statement (GBS) of the three countries. Since the focus of the study is marginalized women (dalit women, tribal women, single/widow women and women in unorganized sector), the detailed gender analysis of the budget and activities of some key ministries like women and child development, social welfare/justice, tribal etc. has been undertaken. Through this we have tried to calculate the amount allocated towards the welfare/development of the marginalized women in the budgets of these ministries. The method adopted to assess the amount going towards women of each marginalized group in each country has been discussed in detail in the relevant section of the report.

Visits to the offices of these ministries were made in the capitals of all the three countries in order to understand the policies towards gender budget and marginalized women. Also, the perspectives of the key officials in the selected departments towards the issues related to marginalized women were noted. Interactions with some social activists and NGO leaders were also made to know their views.

Status of Human Development and Gender Justice in Three South Asian Countries

In countries selected for the study, India, Nepal and Bangladesh, the status of human development and gender justice has not been very encouraging, though it certainly has been improving since the last decade. The table below provides data on the Human Development Index (HDI), Inequality Adjusted Human Development Index (IHDI) and Gender Inequality Index (GII) in the three countries and their respective ranks for the year 2012.

Table 1: HDI and GII in Selected Countries, 2012

Country	HDI	Rank	IHDI	GII	Rank
India	0.554	136	0.392	0.610	132
Nepal	0.463	157	0.304	0.485	102
Bangladesh	0.515	146	0.374	0.518	111
South Asia	0.558		0.395	0.568	-

Source: Human Development Report 2013

The above table shows that the HDI values for the three countries are lower than the average for South Asia. This suggests that other South Asian countries perform better than these countries. All three countries rank in the third quarter of the HDI ranking of the countries of the world. The Inequality adjusted HDI (IHDI) values for these countries are quite lower compared to their HDI, which suggests that these countries suffer from rampant inequality which considerably affects their HDI values.

This can be further confirmed by looking at the GII values for these countries which show that India ranks 132nd among the countries of the world with GII value of 0.610, showing even high gender inequality than Nepal and Bangladesh with GII values 0.485 and 0.518 respectively. These three countries perform poorly on Human Development Index and Gender Inequality Index. Women in these countries lag behind in literacy, health, economic status and other important indicators of development. The sections below discuss the status of women and status of marginalized women in the three countries.

Status of Women in India, Bangladesh and Nepal

The development indicators show that women in India, Bangladesh and Nepal lag behind men in many areas including sex ratio, literacy, health, economic status and political representation. In this section, the status of women in three countries as compared to men has been discussed based on various indicators.

Sex ratio: Sex ratio is an important indicator for understanding the status of women in a country. Table 2 presents the percent of males and females in the total population of India, Bangladesh and Nepal.

Table 2: Percentage of males and females in the total population

Country	Females (%)	Males (%)
India	48.4	51.5
Bangladesh	49.9	50.1
Nepal	51.43	48.57

Source: Census of India, 2011; Bangladesh Bureau of Statistics, 2011; Census of Nepal, 2011

As shown in the table, according to Census of India, 2011, share of females in total population in India is only 48.4%. It indicates a lower sex ratio for women in Indian society. According to Census data, although the sex ratio has improved marginally over the past decade by moving from 933 females per 1000 males in 2001 to 943 in 2011, however, there is a sharp decline in the number of girls in the age group 0-6 from 927 per 1000 boys in 2001 to 914 in 2011.

On the other hand, Bangladesh does not face much problem as far as sex ratio is concerned as 49.9% of its population is female which is almost equal to men. However, gender gap is still evident in every sphere and women are deprived of their fundamental rights (Islam & Sultana, 2006). In terms of sex ratio, Nepal also does not show any discrimination against women. According to 2011 census there are more females (51.43%) than males (48.57%) in Nepal.

Literacy: Literacy rate outlines the encouragement received by women in a country to read and write which is as an important step towards women empowerment in a country. The following table presents data on male and female literacy in the three countries.

Table 3: Literacy rate among women and men

Country	Females (%)	Males (%)
India	65.46	82.14
Bangladesh	45.54	49.82
Nepal	57.4	75.1

Source: Population Census of India, 2011; Bangladesh Population and Housing Survey, 2011; Population Census of Nepal, 2011

The above table (Table 3) shows that only 65.46% of women know how to read and write in India where as 82.14% of its men are literate (Census, 2011). In Bangladesh, the overall literacy rate among women has increased from 35.31% in 2004 to 45.54% in 2011 (Population and Housing Survey, 2011). However, it is still below the literacy level among the males which is 49.82% which has also increased from being 40.70% in 2004. Similarly, in Nepal, there is a high gender gap in terms of literacy. According to Nepal Census 2011, only 57.4% of its women are literate whereas literacy rate for men is 75.1% which shows the prevalent gender gap in Nepal in literacy (Population Census, 2011).

Health: Health is regarded as one of the most important indicators of social and human development. Status of women's health indicates the status of overall wellbeing of a society. But the health status of women in the selected countries does not seem to be encouraging. The table below (Table 4) shows the Maternal Mortality Rate and the Infant Mortality Rate among boys and girls, two important indicators of health status in a society, in all the three countries.

Table 4: MMR and IMR in India, Bangladesh and Nepal

Country	MMR (per 100,000 live births)	IMR (per 1,000 live births)	
		Females	Males
India	212	46	43
Bangladesh	194	44.71	49.79
Nepal	170	43.15	43.1

Source: Population Census of India, 2011; Economic Survey, 2012; Bangladesh Bureau of Statistics, 2011; Population Census of Nepal, 2011; UNICEF's Nepal Statistics, 2010

The table above describes that in India, 212 maternal deaths take place per 100,000 live births. According to the Economic Survey, 2012, the Infant Mortality Rate (IMR) in India was 46

per 1000 live birth for females which was 43 for males. This demonstrates that the health of women in India is in bad state. Interestingly, it's both neighbors seem to be doing much better as far as the MMR is concerned. Bangladesh faces only 194 maternal deaths per 100,000 live births (BBS, 2010), while its only 170 in Nepal. However, the overall reproductive health of Bangladesh is appalling. According to census 2011 almost 74% of child births occur in the care of traditionally trained attendants. However, the crude death rate of women has been on decline. Similarly, the total IMR in Bangladesh has shown dramatic improvement in last 10 years. Nevertheless, according to Bangladesh Demographic Profile presented by Index Mundi, the total IMR in 2013 was 47.3 per 1000 live births in which 49.79/ 1000 live births is for males and 44.71/1000 live births for females. The data shows that IMR among males is slightly higher than their female counterparts. According to UNICEF, Nepal Statistics for 2010 in Nepal, 170 women die from pregnancy related issues for every 100,000 births and the IMR for males and females is 43.15 and 43.1 respectively (UNICEF).

Economic status: The economic status of women in all the three countries is much lower than men and most women in these countries are engaged in informal sectors where they get no benefits of laws related to labour and employment and face exploitation at various levels. In India, participation of women in the workforce is much lower than men. According to a Working Group on Women's Agency and Empowerment, men's working population is 819 per 1000 men while women's is only 336 per 1000 women. In Bangladesh, there are only 1.3 million women working in the formal sector whereas 14.9 million women are engaged in the informal sector (Labour Force Survey, 2010). One million economically active women are unemployed and 30.5 million women are not in the labour force. In Nepal, female participation in the labor market is 80.1 percent as compared to 87.5 for men and majority of women work in agriculture and related sectors (GoN, 2008). The economic contribution of Nepalese women is substantial but goes largely unnoticed because their roles at homes and in informal sectors are taken for granted. This is largely true for other countries as well.

Political status: Although Indian women have registered their presence to some higher positions in the political ladder, women's descriptive representation in parliament as a whole lags behind much of the world. For example, in the 15th Lok Sabha, only 10.86% of the seats were represented by women MPs which is far from the 33% mark that Women's Reservation Bill seek to implement (Basu, 2009), (In the recently held elections for the

16th Lok Sabha, this percentage has increased to 11.4% as there are 61 women MPs out of 543 MPs sitting in the lower house; but it is still very less than the 33% mark). However, the situation for women in local government bodies is slightly better, because there is 33%, and in some cases even 50%, quota for women in election of urban and local bodies in India. In Bangladesh, only 9.7% of seats in national parliament were held by women in the year 2011 (BBS, 2011). This shows that political sphere of Bangladesh lacks women participation which can be both the cause and effect of lower women development in the country. In Nepal, 30% of the total seats in the constituent assembly formed after the elections in 2013 are held by women. This is not enough as its constitution promises 33% representation of women in the parliament (Quota Project, 2014) but it is better than the other two countries.

The Status of Marginalized Women in India, Bangladesh and Nepal

Understanding the status of women would be incomplete and not justified without considering the heterogeneity of this group. Present study looks at four categories of marginalized women who suffer from intersecting disadvantages as they not only face gender discrimination but also have to suffer on account of being members of the lower social (dalit and tribal women) or economic (women in unorganized sectors) groups or being single in a patriarchal society.

Dalit and Tribal Women: Due to their socio-economic status, gender and caste, the dalit and the adivasi women in India face double disadvantages (Shrivastava, 2013). Women belonging to both groups lag behind the general population in almost all indicators and are also behind men of their own communities. In India, the Census 2011 data shows that the literacy rates for SC and ST women stood at 56.5 percent and 49.4 percent, respectively which are much lower than the 65.46 percent literacy rate for the total population of women. SC/ST women also lag much behind in reproductive health, child survival and anemia (CSD, 2012). In India, SC/ ST girl children face special challenges in achieving education (Ramachandran and Naorem, 2013).

Although Bangladesh is country that likes to introduce itself as homogeneous national entity (Akhtar, Feroz, & Hossain, 2011), yet it cannot overlook the variation in the status of various groups for long. In Bangladesh, Dalit women face discrimination, exclusion and violence as a result of both their caste and gender. They lack political representation and are subject to continuous deprivation, exclusion and neglect (Dalit Parittran, n.d.).

Illiteracy is widespread among dalit women as education is expensive for dalit families and women are discouraged to get education. Most dalit women are self-employed and face miserable conditions due to lack of water and electricity (Islam F., 2011). Similarly, even the adivasi women are far behind in welfare. Only 5.5% tribal women could complete their primary schooling in Bangladesh. Most of the tribal women are engaged in agriculture (46.8%) followed by handloom (14.2%) (Mullah, Parveen, & Ahshanullah, 2007).

In Nepal, the socio- economic conditions of dalit women are inferior to men of the same communities and upper caste women in general. Dalit women face multiple exclusions and face infringement of their civil, political, economic, social, cultural and religious rights. 90% of dalit women in Nepal live below the poverty line and 80% of dalit women are illiterate (Jagaran, n.d.). These women are also vulnerable to serious health issues, sex trafficking, domestic violence, and suffer from social, political, and economic powerlessness (Jagaran, n.d.). However, adivasi women in Nepal freely participate in socio- cultural activities (NIFW, LAHRNIP & FPP, 2011). But they do not get enough access to education, health and employment. They also face the terrible problem of bonded labour and human trafficking (NIFW, 2011).

Women in informal sector: The informal sector comprises an important source for employment for both men and women in the South Asian countries. Work in the informal sector covers many different fields including agriculture and allied sectors, mining, manufacturing, garment & textile, self-employment and domestic work etc.

In India, over 90 percent of women are in informal employment where they are poorly paid, have unsatisfactory work conditions, do not enjoy the protection under labour laws, have no control on the terms and conditions of their employment and are subject to great insecurity of employment (Gol, 2012). The issues of women in the informal sector affect the dalit and the adivasi women terribly. In India, 81% of women working in the agricultural sector are SC/ST and Other Backward Classes (OBCs), with over half being unpaid family workers. These women often do not have the same advantages as male farmers including legal ownership of land, seeds and fertilizers or access to credit. Instead, they are often left with the debts the men leave behind (Gol, 2012).

In Bangladesh, work is typically divided along gender lines, with men being responsible for “outside” work and women for housework and child care (Efroymson et al., 2007). The educational status of women in Bangladesh suggests that women are not

encouraged for higher studies and thus loose opportunities to overcome disparities in employment. Due to lack of skills and adequate education, women end up more in the informal sector jobs where they are subject to exploitation and discriminatory practices and no labour rights protection mechanism is followed. The symptoms of their position are manifested in the lack of access to credit, training, technology, mobility and markets, all factors which prohibit the meeting of their strategic gender needs and having control over their own lives and the benefit of their labor (Jennings, n.d.).

Majority of women in Nepal are employed in informal sector (GoN, 2008). They have limited or no access to judicial system, public benefit, skill development opportunities and credit facilities. Trafficking for commercial sexual exploitation of women of informal sector is widely prevalent. They have limited or no access to judicial system, public benefit, skill development opportunities and credit facilities. According to General Secretary, GEFONT, Nepal, a Nepalese trade union, there is an employment policy but it is basically designed for formal /organized sector. They also face problem of lower wages than that of men for equal work.

Single women: According to the Census 2001, in India, approximately 6.55% of India women are single (widowed, divorced, separated, or never-married over age 35). The largest group of single women (89.23%) is of widows followed by divorced (6.10%) and those who never married and are above the age of 35 (4.68%). Problems affecting Indian women in general, such as lower educational attainment, poor health, mistreatment by relatives, being overworked and not having legal rights to land and property are often intensified for single women. In addition, they may face loneliness, social rejection, exploitation and superstition, being forced to live an austere life, not having a place to live, being unable to attain maintenance and divorce settlements and not having enough money for herself and her children (Shrivastava et al, 2011).

In Bangladesh, marriage is the only secured institution women are granted. In case the marriage is disrupted due to widowhood and divorce or the woman has been abandoned by her husband, the situation becomes worse and women become insecure (Momen et al, 1995). The society does not agree on remarriage in Bangladesh and according to the Population and housing census, in 2011 only 2.08% women could remarry. Most of the single women are less skilled and less educated and also lack professional experience which makes job searching for single women in urban places very daunting.

In Nepal, widow women consist 99 percent of the total single women and are shunned by the society (Burathoki, 2010). Only 29.5% of widow's in Nepal are literate and only 2% of them have attained higher education. They are more vulnerable to trafficking, sexual and physical abuse, HIV/AIDS and mental harassment. Widowed and separated single women in the urban centers have the most difficulties meeting their basic needs for themselves and their families, including affording education for their children, their security, social status, economic opportunities and cultural adaptations (WHR, 2010).

Policies towards women in India, Bangladesh and Nepal

Development of a country is vastly affected by how its people are treated. In this section, various actions taken by the governments of the three selected countries for the advancement of their women have been identified and the efforts of the governments in terms of policies and schemes have been discussed.

India: In India, the constitution not only grants equality to women but also empowers the state to adopt measure of positive discrimination in favor of women. It prohibits discrimination against any citizen on ground of caste, religion, race, sex, place of birth (Article 15(1)). Article 39(a) and Article 39(d) of constitution of India state “To direct its policy towards securing for women and men equally the rights to an adequate means of livelihood and equal pay for equal work for both men and women”. In India the issue of women empowerment has been thriving from the fifth five year plan.

The national policy for women empowerment, 2001 provides for the mainstreaming of gender in the development process. It also recognizes the need for purposive policies in the education field to eliminate discrimination, universalize education, eradicate illiteracy, create a gender sensitive educational system, increase enrollment and retention rate of girls and to improve the quality of education to facilitate life -long learning as well as development of occupational/vocational / technical skills by women (GoI, 2001). Even in the twelfth five year plan, participation of women in governance, inclusion of women from marginalized categories in the process of development and gender budget have been stressed upon. Some of the initiatives taken by Indian government towards the development of women are:

- Establishment of National commission for women (1992)
- Reservation for women in local-self government (1992)
- The National Plan of Action for girl child (1991-2000)

- National policy for the empowerment of women (2001)
- Adopting the GRB (2005-06)

Bangladesh : Bangladesh government has been undertaking various actions for the advancement of its women and thus trying to provide women equal opportunities as men to exercise their constitutional rights. Article 28 of the Constitution of Bangladesh states that nothing can prevent the state from making special provision in favor of women or for the advancement of any backward group of people.

The National Policy for Women's Advancement 2011 provides for the elimination of all forms of discrimination against women, equal rights and equal partnership in development. The vision 2021 of the GoB emphasizes on growth with equity and social justice which essentially requires reporting on gender disaggregated data in the key indicators of development (Majumdar, 2012). Since the beginning of the Sixth Five Year Plan (SFYP 2011-15), GoB has been endorsing women development strategies. The government has made a commitment in the National Women Development Policy 2011 to continue its Gender Responsive Budgeting (GRB) initiative and introduce a gender disaggregated database.

Nepal : In the Interim Constitution of Nepal some of the important policies in regards gender equality are mentioned below.

- Proportionate representation of the women in national structure through the reservation and women empowerment.
- No discrimination on the basis of gender and equal rights on paternal/ ancestral property.
- Women have right to equal pay for equal job/work.

To implement these constitutional policies GoN has taken few significant policy initiatives regarding gender equality. It has a legal provision which guarantees 33% reservation for women in the parliament/Constituent Assembly. Also the country has passed Civil Services Act which provides 45% reservation for various social groups for the inclusive recruitments in government, of which 33% positions are clearly reserved for the women. Nepal also has a Local Self Governance Act and regulation, according to which there is a provision to have at least 20% representation of the women in local level Village Development Committees (VDCs), District Development Committees (DDCs) and Municipalities.

Policies towards women of marginalized groups:

However, as far as the policies towards the women of the four selected marginalized categories are concerned, the study shows that women belonging to the four selected marginalized groups, namely, dalit women, tribal women, single women and women engaged in unorganized sectors not only face social biases but biases at policy levels too. There are very few policies and schemes for them. As mentioned above, Bangladesh likes to present itself as a homogenous society, while in India and Nepal there are policies for women and policies for dalits and tribals but there seem to be less attention given to the women of these groups. Single women are entitled to get some small amount of pension in these countries and women in unorganized sectors hardly get any attention, except for when there is some drastic incidence in Bangladesh garment sector. The Constitutions of all the three countries provide for gender equality. Still there is very low representation of women in economic and political arena and women from the four categories of marginalized sections are quiet far from social justice, equality and growth.

Gender Responsive Budgeting in India, Bangladesh and Nepal

In this section, a review of GRB process in the three countries has been made done in order to study the mechanism of gender budgeting in each country and find how the government of each country is including the issues of women in the its budget and how it is spending on their welfare. GRB is a way to hold the government more accountable for the promotion of the empowerment of women by representing their needs in the budget. This is done mainly through the Gender Budget Statement (GBS).

The mechanism for implementation of GRB in the three selected countries started almost at the same time and has been an important step for women empowerment. Chakraborty (2010) categorized countries according to the four stages of GRB – Setting the Stage, Preliminary Analysis, Mechanism Design for Institutionalization and Tangible Outcome (in terms of Policies). The three countries in consideration have made progress in first two stages; however, only India seem to have made good progress in mechanism design for institutionalization like Report of the Committee of Classification of Budgetary Transactions, creation of Gender Budget Secretariat in Finance Ministry and forming Gender Budget Cells across the ministries. As far as tangible outcomes are concerned, inclusion of a section on gender in the Economic Survey in India and also in Nepal, and mention of gender budget in budget speech in Bangladesh are given as the examples

of policy pointers; and gender budget statements (GBS) in India and Nepal have been put forward as example for policy outcome (Chakraborty, 2010).

India: Gender Responsive Budgeting began in India in 2005-06. The Gender Budget Statement in India is broken down into two sections – Parts A and B. Part A of the GBS includes programs with 100% allocations for women, while Part B includes programs with at least 30% allocations for women. The GBS, though purely quantitative, has been an important step for Women's Empowerment (WE) and Gender Equality (GE) as it shows how much the government is spending on women and how much priority is given to WE/GE in various departments and ministries by comparing what percentage of their budget is dedicated to women (Mishra and Sinha, 2012). A problem with this is that GBS is reported only after the budget has been presented, so the GBS is not able to affect the planning process.

The lack of sex segregated data affects gender budgeting in India. It also ignores intersectional discrimination and exclusion faced by marginalized groups of women such as SC/ST, single women and women in the unorganized sector (Parvati et al, 2012). Also, the reporting in Part B of the GBS tends to be a bit confusing because there are no clear assumptions, rationale or guidelines for reporting in this section (CBGA, 2013).

Ministry of Women and Child Development is the nodal agency for GRB in India. The Ministry of Finance, in its Budget Circular, asks all the Ministries/Departments to present their GBS along with their budget proposals. There are Gender Budget Cells (GBCs) now in 56 Ministries/Departments. GBCs are responsible for GRB implementation and Monitoring in their respective ministries. However, only some of the GBCs seem to be actively functional (Parvati et al, 2012). The Twelfth Five Year Plan acknowledges the need for more accountability and proposes an annual Gender Audit of all major schemes at the Union and State levels.

Bangladesh: In Bangladesh, the gender component in national policies became prominent with the formulation of the Fifth Five Year Plan (1997-2002), which adopted the principle of mainstreaming women's development but the government initiatives on gender budgeting have mainly been limited to sectoral analysis only (Chakraborty, 2010). The Government of Bangladesh uses GRB as a tool to ensure the implementation of gender equality policy commitments. It is carried out by the Ministry of Finance and is imperative for tracking financial resource management with perspective of women. Gender issues have been included in the Medium Term Budget Framework (MTBF) process (Majumdar, 2012) which put forward the impact of different expenditures on women's advancement. For budget

and planning under the MTBF, all the ministries have formed a Budget Management Committees (BMC). These committees are responsible for implementing GRB in their respective ministries. The Gender Budget Statement of Bangladesh presents GBS for 40 Ministries in total.

Nepal: In Nepal process of mainstreaming gender into macro policy making began since 1994. Gender budgeting is one of the effective tools for mainstream gender in policies and planning to redress inequalities and promote women's economic and socio-political rights (Baskota, 2009). To obtain these objectives of gender equality, Ministry of Finance (MoF) has been allocating gender responsive budget since the fiscal year 2007-08. Under which the GoN presents a Gender Budget Statement, with the national budget. The Three Year Interim Plan very specifically priorities the issues of poverty elimination and gender equality.

To ensure these priorities of periodic plans and annual plans, there is a mechanism called 'Mid Term Expenditure Framework (MTEF)'. The main concern of MTEF is that allocation of resources is done more prudently according to the national priority and needs. Therefore, Government of Nepal has taken an initiative to classify the budget from pro-poor and pro-gender perspective. Thus every program and project of the government is defined or coded, also based on their pro-poorness and pro-gender nature.

As far as gender budget is concerned, every ministry is required to categorize their program budget based under any of the following three categories.

- Directly gender responsive: more than 50% of the allocation benefiting women
- Indirectly gender responsive: 20 to 50% allocation benefiting women
- Neutral gender responsive: less than 20% allocation benefiting women

In Nepal the planning process of gender responsive budgeting is quite democratic and participatory. If we look at the national level planning we find that process of planning is very systematic, it has seven steps in which demands are generated from the bottom/ground level (at VDC/ DDC/municipality) and finally gender budget allocation is finalized by the parliament. The Ministry of Finance is the nodal agency for GRB in Nepal.

Monitoring and evaluation of GRB in India, Bangladesh and Nepal

Monitoring and evaluation of GRB is very important in order to ensure proper implementation of GRB. In each country there are one or more ministries that are responsible for monitoring GRB. In India, there is no specific mechanism of monitoring GRB as there is no designated agency responsible for it. However, in Bangladesh and Nepal, the Ministry of Finance has taken up the responsibility for the budgetary allocations, monitoring and evaluation regarding GRB.

India: The Gender Budget Cells established in 56 Ministries/Departments are responsible for the monitoring of GRB in their respective ministries, but as mentioned earlier most of them are not active. However, there is no designated agency responsible for monitoring GRB. According to an official in Ministry of Finance, MWCD is responsible for GRB implementation, reporting, monitoring and evaluation but he also told that there is an inbuilt mechanism of GRB monitoring in MoF. According to him, midterm review of the ministry's budget implementation is a mechanism to ensure effective implementation of the budget. However, there does not seem to be any specific mechanism to monitor the GRB process in the MoF because of which the implementation of GRB is not very effective and does not lay much effect on the planning process.

For monitoring of implementation of its own programmes, the MWCD organizes a quarterly review meeting in which every department of the ministry reports the scheme wise progress and budget expenditure. The MWCD officials also make field visits in various states to monitor state level GRB efforts. The Twelfth Five Year Plan acknowledges the need for more accountability and proposes an annual Gender Audit of all major schemes at the Union and State levels. This is to be quickly incorporated by including a gender perspective in the existing Expenditure and Performance audits. It will also make reporting gender outcomes a mandatory part of the Results Framework Document (RFD) (GoI, 2012).

Bangladesh: In Bangladesh, the Ministry of Finance has been responsible for the budgetary allocations, monitoring and evaluation regarding GRB. The Ministry of Women and Child Development (MoWCD) has taken responsibility of coordination and monitoring the activities of different ministries relating to women's advancement. Over all there is a common budget/funds monitoring mechanism called 'MTBF' which emphasizes on linking budget and policy.

Nepal: For monitoring of GRB process in Nepal, the GRB Committee of Ministry of Finance organizes quarterly review meetings with line ministries. Gender Responsive

Budget Committee (GRBC) at the ministry of finance is primarily responsible for making the budget gender responsive and conducts annual review of GRB. During annual review the committee monitors and evaluates the programs/projects budget allocation and implementation by using the GRB scoring and rating system. Each ministry has also created a Gender Focal Point which is responsible for implementation of GRB in the respective Ministry.

Besides the GRBC, National Women Commission (Nepal) has also taken responsibility of monitoring and evaluation of GRB being implemented by the ministries. NWC has also designed a monitoring format (tool) for all the ministries. In addition, the NWC has also initiated public hearing programs at district levels, to assess the implementation of the GRB process in the country. According to the Chairperson of the NCW, Ms. Mohana Ansari, public hearing is an effective and strong tool for monitoring of gender responsiveness of the programs.

Analysis of Gender Budget Statements of the selected ministries

In this section a review of Gender Budget Statements of few selected ministries of the government of three countries has been done. There are certain ministries that work for the empowerment and development of the marginalized groups in all the three countries. In India, the Ministry of Women and Child Development is selected as it is the nodal agency for implementing the Gender Budget. There is a Ministry of Tribal Affairs (MoTA) in India which works for development and empowerment of tribal population. It can be assumed that the amount marked as Gender Budget in MoTA is going towards the benefits of tribal women. The Ministry of Development or North Eastern Region (MoDONER) is a special ministry focusing on the development of eight northeastern regions of the country. The north eastern Indian states are also tribal majority region. This ministry, however, do not present the Gender Budget Statement and it is difficult to assess the allocation of the MoDONER going towards the women. Therefore we could not include this ministry in the study. Ministry of Social Justice and Empowerment (MoSJ&E) is selected as it caters to the development need of the dalits among others and the Ministry of Labor and Employment is selected as the issues concerning the women from unorganized sectors are covered by it. The issues of single women are not addressed particularly by any Ministries, and the widow pensions are administered by the Ministry of Rural Development (MoRD).

For studying the status of marginalized women in the Gender Budget Statements in Bangladesh, we have selected four ministries as follows: Ministry of Women and Children Affairs because it is responsible for establishing rights of women across the country including the women belonging to the vulnerable groups; Ministry of Social Welfare as its work is pertaining to the development needs of widows and dalit women; Ministry of Chittagong Hill Tracts Affairs as it is responsible for development of three Chittagong Hill Tract Districts inhabited traditionally by tribals, though now lots of non-tribals are also settling there and Ministry of Labour and Employment as it undertakes various initiatives like technical trainings etc for the advancement of women labour working in unorganized sectors.

Similarly from Nepal following ministries have been selected for studying their GBS: Ministry of Women, Children and Social Welfare because it is working as the gender focal agency at the centre; Ministry of Federal Affairs and Local Development because it has been playing a key role in escalating gender mainstreaming, empowerment and inclusion programmes and has allocated 10% of its budget to programmes directly benefiting women, another 10% for children and 15% for the welfare of dalits and indigenous groups; Ministry of Peace and Reconstruction as it has made particular efforts to ensure a proportional and significant participation of women at all levels of peace building process; and Ministry of Labour and Employment as its activities like vocational and skill development programs etc. are concerning the advancement of the women from low income groups.

India: The share of Gender Budget in India is only 5.83% of the total Union Budget expenditure, though in absolute terms it has increased from Rs. 223480.9 million in the 2007-2008 Revised Expenditure to Rs. 971340 million in 2013-2014 Budget Estimate (CBGA, 2013). Table 5 shows the amount of budget the selected ministries have allocated for the welfare of women by the selected ministries.

The Ministry of Women and Child Development (MWCD), obviously, performs the best, consistently putting just over 60% of their budget towards women. However, even in MWCD, the scheme belonging to Part A (100% women specific programs) consist of less than 10% of the total budget of the Ministry. The amount allocated for the Part-A programs and Part-B programs (Part-B schemes with at least 30% allocation benefitting the women) are Rs. 11539.8 million and Rs. 109178.2 million respectively for the FY 2013-14, which come to around 7.60% (Part-A) and 53.41 % (Part-B) of the total allocated funds of ministry.

Table 5: Gender Component in the Budget of selected ministries in India (in Rs Million)

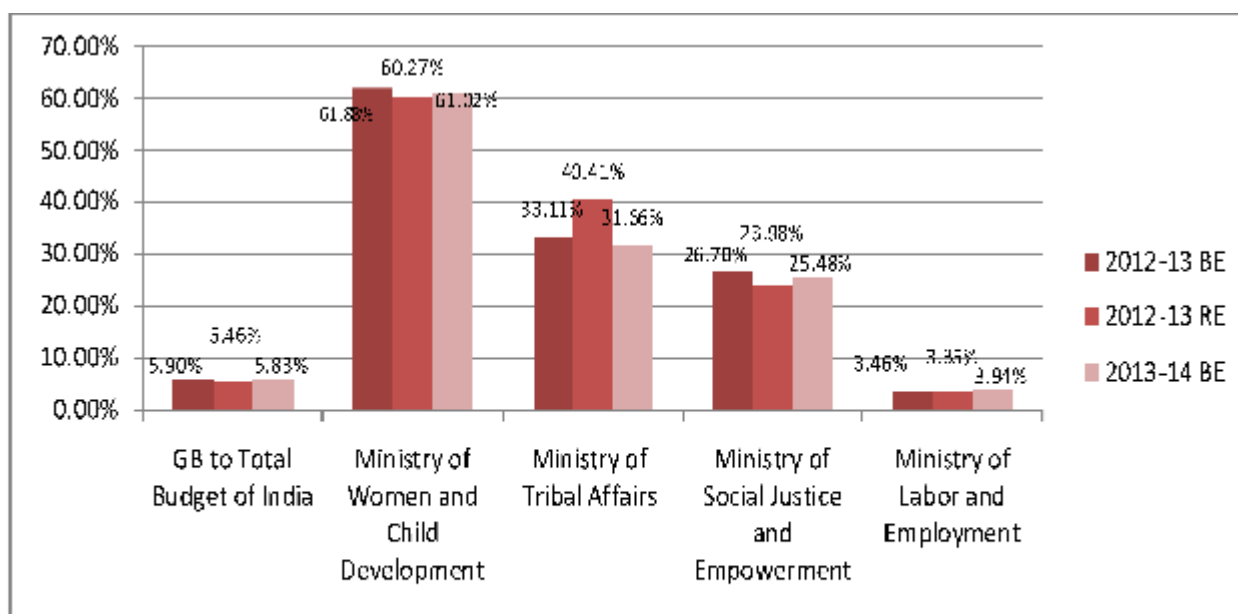
Ministry	2012-13 BE	2012-13 RE	2013-14 BE
Total GB *	881430 (5.9%)	781114.4 (5.46%)	971340 (5.83%)
Ministry of Women and Child Development	115003.5 (61.88%)	104037.9 (60.27%)	124718 (61.02%)
Ministry of Tribal Affairs	13602.3 (33.11%)	12588.5 (40.41%)	13602.3 (31.66%)
Ministry of Social Justice and Empowerment	16041.2 (26.70%)	12243.9 (23.98%)	17136.9 (25.48%)
Ministry of Labor and Employment	1500 (3.46%)	1320 (3.35%)	2000 (3.94%)

Source: Expenditure Budget Vol. 1 and 2, 2013-14

Note: In the table, the figures given in bracket are the percentages of the Gender Budget to the total budget of the respective ministries.

* The figure in bracket for Total GB is the percentage of Gender Budget to the Total Budget of the country.

Chart 1 : Percentage of Gender Budget to the total budget of the selected Ministries in India



Source: Expenditure Budget Vol. 1 and 2, 2013-14

The Ministry of Tribal Affairs seems to be giving priority to women in their various schemes with more than 30% allocation going towards women. However, there does not seem to be many programmes in Part A, having 100% women beneficiaries in the Ministry, as only about 1% of the total Ministry budget is allocated for Part A schemes.

The Ministry of Social Justice and Empowerment caters to the development needs of SC, elderly and single women. This ministry has some schemes which are 100% women specific programme, for example girl's hostels for SCs girls. The Ministry of Social Justice reports to be spending about a quarter of its total expenditures towards women. For the FY 2013-14 the amount of Gender Budget is Rs.17136.9 million out of Rs. 67253.2 million total budget of the ministry. Out of this, the ministry has allocated Rs. 500 million (0.74%) for Part-A programs and Rs.16636.9 million (24.74%) for part –B programs.

The GBS of the Ministry of Labor and Employment suggests that implementation of gender budget is extremely poor in the ministry and only less than 4 percent of the total expenditure of this ministry is going towards the benefit of the women labor. It has no women specific programme.

Beside the above four ministries, we also looked at the Ministry of Rural Development as well, as this Ministry implements the pension scheme for widows, elderly and disabled people, which is called National Social Assistance Programme, which seem to be the only scheme directly benefiting single women. The MoRD has taken efforts to push GRB in the ministry. For instance the Ministry gives priorities for SC/ST women in their land development schemes and employment guarantee scheme called MNREGA. Also under the housing right scheme, Indira AwasYojana (100% women benefiting scheme), 60% fund is earmarked for SC/ST women and in the livelihood promotion programme called NRLM also SC/ST women are given priority.

Bangladesh: The share of expenditure on women advancements and rights in the National Budget of Bangladesh for the year 2013-14 is 27.68%. In the National Budget of FY 2012-13, the GoB allocated 28.68% of Total Expenditure in favor of women but it could not be utilized fully and the revised budget of 2012-13 states that only 26.25% of the total budget was spent on activities and initiative related to women. Table 6 shows the amount of budget the selected ministries have allocated for the welfare of women.

Table 6: Gender Component in the Budget of selected ministries in Bangladesh (In Taka million)

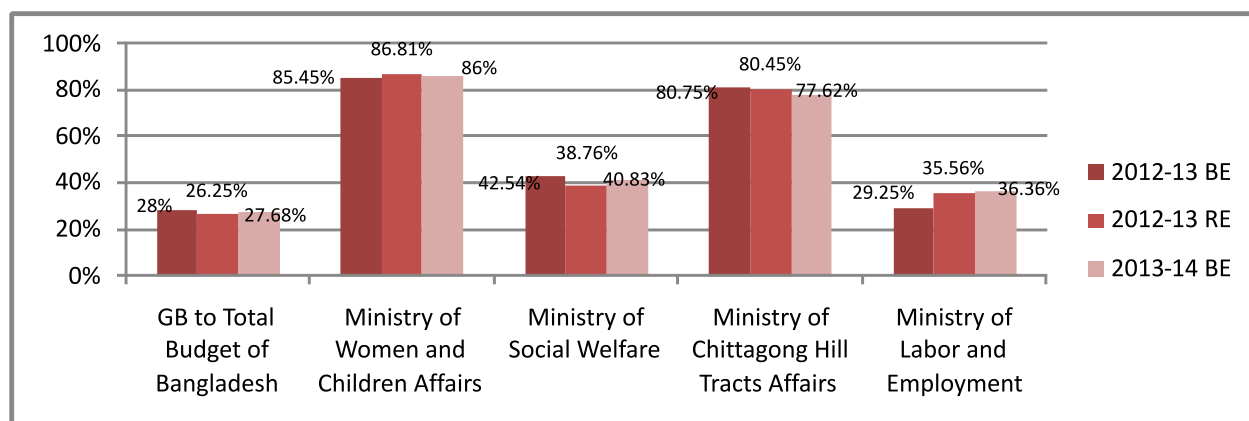
Ministry	2012-13 BE	2012-13 RE	2013-14 BE
Total GB *	543040 (28%)	503400 (26.25%)	615750 (27.68%)
Ministry of Women and Children Affairs	11160 (85.45%)	11580 (86.81%)	12470 (86%)
Ministry of Social Welfare	8750 (42.54%)	7910 (38.76%)	9040 (40.83%)
Ministry of Chittagong Hill Tracts Affairs	5410 (80.75%)	4690 (80.45%)	5860 (77.62%)
Ministry of Labor and Employment	600 (29.25%)	480 (35.56%)	680 (36.36%)

Source: Source: Bangladesh Budget 2013 14

Note: In the table, the figures given in bracket are the percentages of the budget allocated towards women to the total budget of the respective ministry.

* The figure in bracket for Total GB is the percentage of Gender Budget to the Total Budget of the country.

Chart 2: Percentage of Gender Budget to the total budget of the selected Ministries in Bangladesh



Source: Source: Bangladesh Budget 2013-14

The Ministry of Women and Child Welfare's major function is formulation and implementation of the National Women's Advancement Policy and the National Child Policy. The Ministry's priority spending areas and benefits for women's advancement include vulnerable group development, working lactating mother assistance fund and maternity allowance program, poor lactating mothers, early learning for children's development, providing technical, vocational, income generating and productive training for women, preventing violence against women and providing legal assistance. The Ministry has allocated 86% of its budget towards the advancement of women during 2013-14. 89.76% of the Development budget and 85.05% of the non-development plan budget goes towards the gender budget. The revised budget of 2012-13 shows that the expenditure done on women's advancement was more (86.81%) than what was allocated in the Budget for the Financial Year 2012-13 (85.45%). The gender budget in the ministry has not shown any increase compared to previous year.

The Ministry of social welfare's priority spending areas and benefits for women's advancement include Social Protection, Interest Free Credit Programme, and Protection of orphaned and helpless children under the Government management, Protection, development and welfare of the persons with disabilities and alleviation of begging. For last two years the Ministry has also started allocating separate fund for 'Dalits, Harijan and Nomads Livelihood and Development Programme', which can be termed as first effort towards recognizing the separate needs of dalits in Bangladesh. The Ministry has allocated 40.83% of its budget towards the advancement of women in the current year 2013-14.

Ministry of Chittagong Hill Tracts Affairs, which focuses on three tribal districts in the Chittagong Hills, has allocated 77.62% of its total expenditure for the current financial year. In the Budget of the Ministry, 85.55% is of non development expenditure and only 73.55% of developmental expenditure is marked as Gender Budget for the Ministry. However, it is important to notice that the allocation in the Ministry's Gender Budget went down from 80.75% in the previous financial year to 77.62% in current year. Also, it is important to highlight that now percentage of non-tribal settlers in on increasing in the CHT districts in recent decades. Also, what is surprising in case of the Ministry of CHT is that even the senior most official was not aware of process of GRB in his Ministry though the Ministry's GB component is very high. This suggests the importance given to the GRB by the Ministry.

The Ministry of Labour and Employment has allocated only 36.36% of its total expenditure as gender budget during the financial year 2013-14. Out of this, 45.71% of the Ministry's development expenditure and only 8.51% of its non development activities goes towards gender budget. Although the allocation has increased from 29.25% in the Budget for the FY 2012-13 to 36.36% for FY 2013-14, yet a better allocation is required for the development of women in the labour force. In order to promote gender equality, the Ministry together with ILO has started a program, Promoting Gender Equality and Preventing violence Against Women at Work place and is also undertaking initiative for creating awareness for the prevention of HIV/AIDS.

Nepal: The total budget of Nepal for the fiscal year 2013-14 was NRs 517.22 billion, out of which NRs 112.50 billion has been earmarked for the programs/projects which are directly benefiting women; this is about 21.75 percent of the total budget. Similarly, the share of indirect gender responsive allocation is Rs 227.29 billion or 43.94 percent of the total budget. Likewise, the proportion of the budget allocation that is termed gender neutral is Rs. 177.43 billion or 34.31 percent of the total budget. If we analyze the last five fiscal year's gender budget allocations we find that percentage of directly supportive budget has been increasing continuously. The following table presents the data for gender budget in the select four Ministries of Nepal.

Table 7: Gender Component in the Budget of selected ministries in Nepal, 2013-14
(in NR millions)

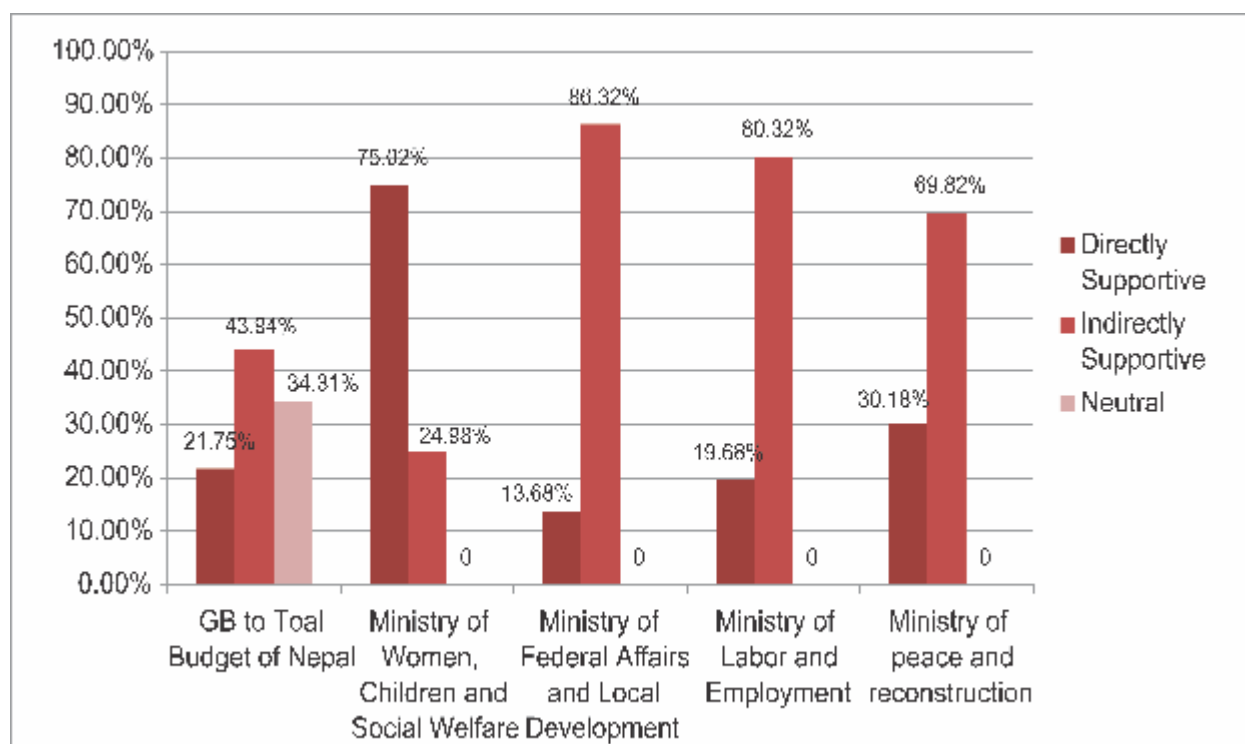
Ministry	Total amount	Directly Supportive	Indirectly Supportive	Neutral
Total GB*	517220	112500 (21.75%)	227290 (43.94%)	177430 (34.31%)
Ministry of Women, Children and Social Welfare	1584.666	1188.892 (75.02%)	395.774 (24.98%)	0
Ministry of Federal Affairs and Local Development	46542.811	6369.982 (13.68%)	40172.829 (86.32%)	0
Ministry of Labor and Employment	840.671	165.491 (19.68%)	675.180 (80.32%)	0
Ministry of peace and reconstruction	4799.728	1448.521 (30.18%)	3351.207 (69.82%)	0

Source: Central Budget of Nepal, 2013-14

Note: In the table, the figures given in bracket are the percentages of the budget allocated towards women to the total budget of the respective ministry.

* The figure in bracket for Total GB is the percentage of Gender Budget to the Total Budget of the country/ministry

Chart 3: Percentage of Gender Budget to the total budget of the selected Ministries in Nepal, 2013-14



Source: Central Budget of Nepal, 2013/14

In Nepal, Ministry of Women, Children and Social Welfare is working as a gender focal agency at the center level. Out of total budget of the Ministry, NRs 395.7 million has been allocated for those programs which are indirectly benefitting women. This ministry is running several programs for women's socio-economic development and empowerment. The ministry has also established a National Women Commission protection, promotion and implementation of women human rights.

As mentioned earlier, the Ministry of Federal Affairs and Local Development (MoFALD) has been playing a key role in escalating gender mainstreaming, empowerment and inclusion programs. MoFALD has adopted the strategy of allocating 10% budget to programmes directly benefitting to women.

The Ministry of Peace and Reconstruction (MoPR) has made particular efforts to ensure a proportional and significant participation of women at all levels of peace building process and has allocated 30.18% of its total budget for the directly gender supportive programs and 69.82% towards the indirectly supportive programs.

Ministry of Labor and employment (MoLE) is responsible to build capacitated human resources in the country through, vocational and skill development programs, educational programs, establishment of employment information centers etc. Central government has allocated NRs. 840.67 million for the MoLE, which is around 0.16 percent of the total budget of the Nepal government (FY 2013-14). In MoLE, the amount allocated for the directly supportive programs are NRs.165.49 (19.68%) and for the indirectly supportive programs are Rs.675.18 million (80.32%).

We can see that in Nepal, the criterion of allocating budget for women advancement is different from the other two. Nepal divides its total budget into three categories as per the proportion of allocation dedicated for women. The categories are: Directly Responsive, Indirectly Responsive and Neutral responsive. This not only gives a quantitative measure for the implementation of GRB in Nepal but also tells about the qualitative aspect of it. However, in India and Bangladesh, the data provided on GRB is mainly quantitative. Although it is important to be able to estimate how much the government is spending on women, it is equally vital to know how it is spending this amount on women and the kind of outcomes this expenditure deliver. In India, only 5.83% of the total budget in the FY 2013-14 was allocated for Gender Budget, whereas, in Bangladesh, the share of expenditure on the welfare of women in their total budget was almost 27.68% in the FY 2013-14 and in Nepal, 21.75% of its total budget was allocated on the welfare of women. This show that even though at policy levels and in mechanism design for institutionalization, India seem to have made better progress, the other two countries allocate larger proportion of their budget for the development and empowerment of their women.

Allocation towards Marginalized Women in India, Bangladesh and Nepal

In this section, an assessment of the budget allocation towards the four selected categories of marginalized women in all three nations, namely, dalit women, tribal women, single women and women engaged in informal sector has been done. As mentioned in the previous section, this is done by looking at the GBS of some selected

ministries of the government in the three countries that mostly likely to be concerned with the issues related to women from any one or more marginalized sections.

India: As discussed in previous section, there are separate Ministries working for development of dalit (MSJE) and tribal (MoTA) people. Hence, it will be assumed that amount marked as Gender Budget in these ministries is going towards the benefits of women belonging to these marginalized groups. However, as stated earlier, we could not include Ministry of Development of North Eastern Region as it does not produce the GBS. In case of MSJE, however, it's not so simple, as the Ministry also has elderly and differently abled persons in its constituency. So for dalit women, we have selected all the programmes meant for dalit communities as mentioned in MSJE's GBS and taken the GRB allocation of those schemes. This can be considered as the budget allocation for dalit women in India.

The Table below provides the scheme wise and total budget amount for four categories of marginalized women.

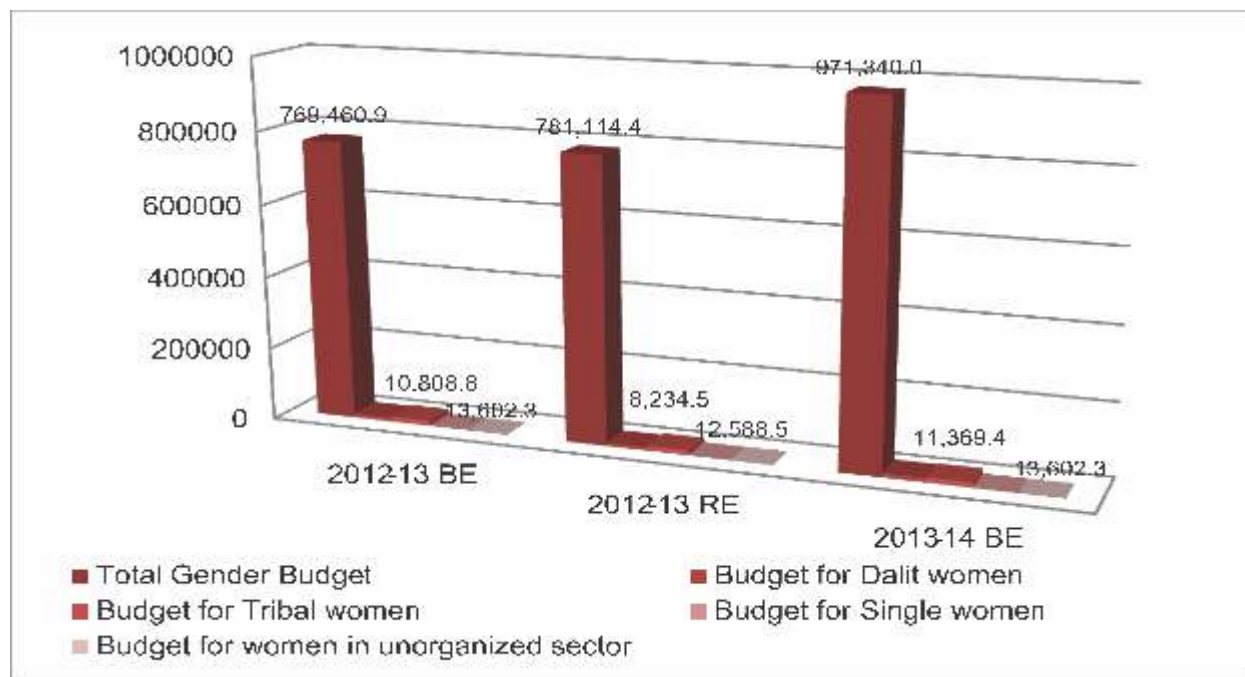
Table 8: Allocation towards Marginalized Women in India (In Rs million)

Particulars	2012-13 BE	2012-13 RE	2013-14 BE
Total Budget	14909250	14308250	16652970
Total Gender Budget	769460.9	781114.4	971340
Budget for Dalit women	10808.8	8234.5	11369.4
Budget for Dalit women as Percent to total GB	1.40	1.05	1.17
Budget for Tribal women	13602.3	12588.5	13602.3
Budget for Tribal women as Percent to total GB	1.77	1.61	1.40
Budget for Single women	-	-	-
Budget for women in unorganized sector	-	-	-

Source: GBS, 2013-14

Note: No separate data is available for Single women and women in unorganized sector

Chart 4: Allocation towards Marginalized Women in India (In Rs million)



Source: GBS, 2013-14

In India, the total amount allocated towards dalit women from the total union budget was almost Rs. 11370 million in the financial year 2013-14 which has increased over the previous year's budget estimate of Rs. 10808.8 million. The revised budget for the year 2012-13 however, is only Rs. 8234.5 million, which is much lower than the budget estimates. This implies that an allocated amount of almost Rs. 2574.3 million was not used for the welfare of dalit women in year 2012-13. Also we can see that although the total amount allocated towards dalit women has increased yet the proportion of the amount toward dalit women to the total Gender budget has decreased from 1.04% in 2012-13 to 1.17% in 2013-14.

Most of schemes for dalit women are related to education like, running girls' hostel (the only Part A for dalit women scheme under the Ministry of Social Justice and Empowerment) and providing scholarships to dalit students like Rajiv Gandhi Fellowship and Top Class Education schemes etc.

Allocations towards the tribal women are assessed as the Gender Budget allocation of the Ministry of Tribal Affairs which is almost 13602.3 million, which is same as the previous year's allocation. However, as percentage of the total Gender budget, the amount allocated to tribal women is merely 1.40%, which has come down from the previous year's percentage of 1.77%. Majority of schemes under this ministry are aimed

at providing benefits to both men and women of tribal community and it has very low women specific schemes. The schemes are mainly related to providing education and scholarships to tribal girls and boys like Ashram schools, post and pre matric scholarships, Rajiv Gandhi Fellowship, Top Class education, National overseas scholarship etc.

It is difficult to assess the allocation for the widow/single women, as the only programme which benefits the widow women is pension scheme for the widow women called as Indira Gandhi National Widow Pension Scheme (IGNWPS) under the larger programme called National Social Assistance Programme (NSAP), for which separate data on allocation for all three types of beneficiaries is not available. In the year 2012-13, almost 4.1 million widow women were benefitted under IGNWPS.

In spite of the fact that the vast majority of the women work in unorganized sector, the Ministry of Labour has not taken up any schemes which benefits women workers and according to its own GBS, there are no schemes under which women are benefiting in any considerable ways. There does not seem to be any other ministry either which is focusing on the women in unorganized sector in the country.

Box 1:

Gender Analysis of SC-SP and TSP in India

In India, the government has been undertaking special efforts for the welfare of dalits and the tribals in the form of Scheduled Caste Sub-Plan (SC-SP) and Tribal Sub-Plan (TSP). In India the government expenditure are divided into plan and non-plan expenditure. All the ministries of the government are expected to allocate the share of their total Plan expenditure in proportion to the share of dalits (SC-SP) and tribals (TSP) in the total population of the country (and also in the respective states for the state governments). Though, the Gol allocates less than the norm to these two sub plans, for example in 2014-15 the Gol allocated 8.79% for SC-SP and 5.63% for TSP instead of 16.8% and 8.7% respectively required as per the norm.

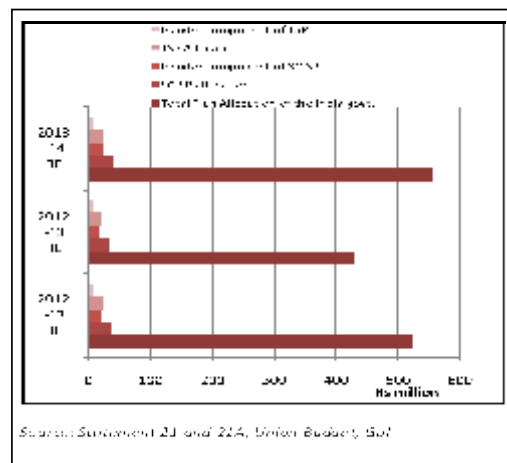
As these are very important measures for the empowerment of dalits and tribals in India, we have tried to undertake gender analysis of these two sub-plans at the union level. For this purpose, we compared the statements 21 (SC-SP) and 21A (TSP) with the GBS (statement 20) and found the women specific allocations in the TSP and SC-SP. For the items from SC-SP and TSP statements appearing in Part A of the GBS, 100 % of the allocation has been taken as gender component and for the items appearing in Part B of GBS only 50% of the allocation has been as the gender component, as the Part A of the GBS includes those programmes/schemes in which 30-99% of the expenditure is going towards the women beneficiaries. Going by this method, the programmes and schemes included in the TSP and SC-SP, where share of spending towards women beneficiaries is less than 30 would get excluded, as the GBS included schemes only with 100% expenditure towards the women beneficiaries and 30 to 99% expenditure towards the women beneficiaries.

Table 9: GB component in TSP and SC-SP (In Rs million)

	2012-13 BE	2012-13 RE	2013-14 BE
Total Plan Allocation of the India govt.	5210250	4291870.4	5553220
SC-SP allocation	371130.3	330850.4	415611.3
Gender component of SC-SP*	193357.1	174881.9	242277
GB in SC-SP (%)	52.10	52.86	58.29
TSP Allocation	217101.1	187213.3	245983.9
Gender component of TSP*	73242.95	65248.45	100124.95
GB in TSP (%)	33.74	34.85	40.70

Source: Statement 21 and 21A, Union Budget, Gol

Chart 5: GB component in TSP and SC -SP



Source: Statement 21 and 21A, Union Budget, Gol

* GB components are based on our estimates according to the method specified above.

The amount and percent of total expenditure going towards women of tribal and dalit communities, based on comparing the TSP and SC-SP statements with the GBS, we find that about one-third to 40% of the TSP amount and more than half of the SC-SP amount is directed towards women of the two communities respectively, which can be said to be a good percentage compared to total Gender Budget component in the country which is less than 6%. Also in last three years the gender budget component of both TSP and SC-SP has been showing a slight increase, both in absolute and percentage terms. But it is important to note here that the two sub-Plans as implemented now seem to be done in a gender neutral way. There is a need to apply the GRB principal while the two sub-Plans are being implemented by the various Ministries of the government.

Bangladesh: It is difficult to assess the allocation towards marginalized women, specifically dalit and tribal women, in Bangladesh as till recently, the country did not recognize the special needs and attention which the indigenous or dalit people may require. The GBS of four selected ministries which are most likely to allocate funds for the marginalized women were studied and the allocation towards the marginalized groups of women has been assessed by looking at the schemes and programmes of these ministries who work towards upliftment of women and marginalized communities. There is a Ministry of Chittagong Hill Tract (CHT) which works to develop the three districts under the CHT region. But in recent past many non-indigenous Bangladeshi nationals from other districts have now settled in these three districts, and these three districts are not indigenous majority districts anymore. In other parts of the country, the indigenous people stay in the villages without any distinct identity.

The Ministry of Social Welfare, GoB has recently started a safety net program for the advancement of dalit, harijan and nomads for both men and women belonging to these communities called as Dalit, Harijan & Nomad Livelihood & development Programme. However, what part of allocation for this programme is going towards women of dalit communities is not clear. Apart from this programme there is no other programme for dalit advancement let alone the advancement of women from this community.

The table presented below shows the commitment of the GoB for the advancement of four marginalized categories of women under consideration i.e. dalit women, tribal women, single women and women working in the unorganized sector and the amount that has been allocated for each category.

Table 10: Allocation towards Marginalized Women in Bangladesh (In Takas million)

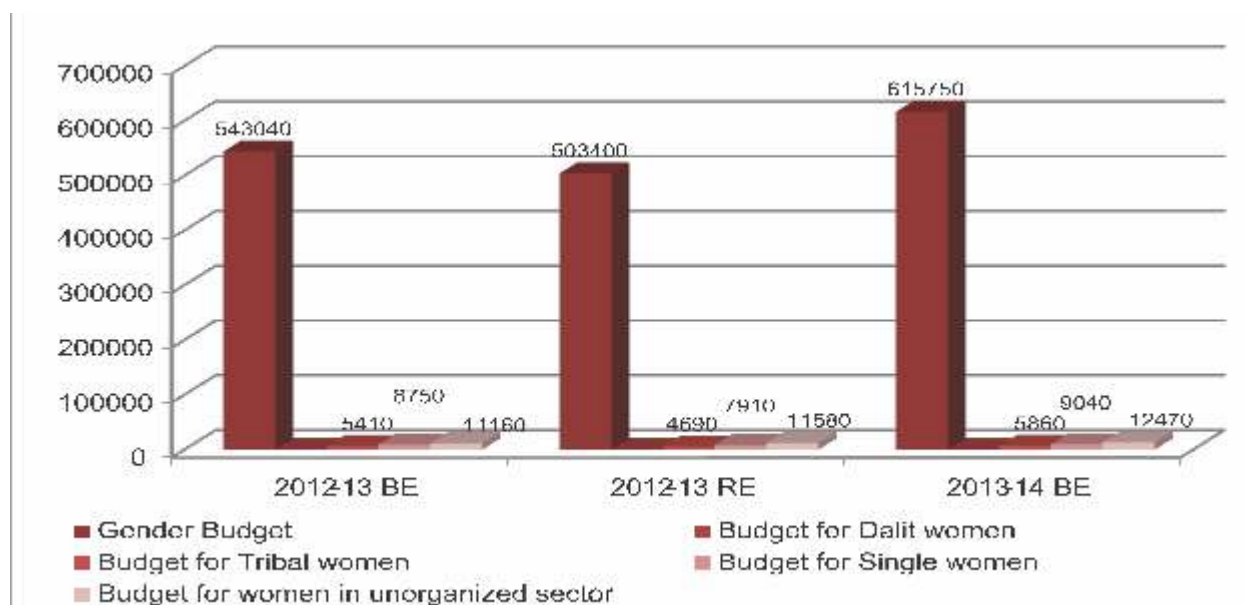
Particulars	2012-13 BE	2012-13 RE	2013-14 BE
Total Budget	1893340	1917370	2224910
Gender Budget	543040	503400	615750
Budget for Dalit women	-	-	-
Budget for Tribal women*	5410	4690	5860
Budget for Single women	8750	7910	9040
Budget for Single women as Percent to total GB	1.61	1.57	1.47
Budget for women in unorganized sector	11160	11580	12470
Budget for women in unorganized sector as Percent to total GB	2.06	2.30	2.03

Source: Gender Budget Report, 2013-14

Note: No separate data is available for Dalit women is available

* Its GB component of Ministry of CHT, but it's important to note that a considerably big population in CHT region is of non-tribals now.

Chart 6: Allocation towards Marginalized Women in Bangladesh (In Taka million)



Source: Gender Budget Report, 2013-14

The Ministry of Chittagong Hill Tract (CHT) which works to develop the three districts under the CHT region. This ministry has allocated 5860 million Takas towards development of women. Though this amount has been taken as amount being spent on tribal women, it cannot be considered accurate, as a big proportion of population in the CHT region is now non-tribal. It is because of this reason that we have not attempted to find the percentage of the amount allocated towards the tribal women to the total Gender Budget.

The Ministry of Social Welfare provides for allowance for Divorced, widowed & victimized Women. For the FY 2013-14, 3643.2 million Takas were allocated for the welfare of single (divorced/ widowed/ victimized) women by the Ministry of Social Welfare. There is a provision of small credits for women entrepreneurs and registered group women entrepreneurs by the Ministry of Women and Children Affairs. The Ministry of Women and Children Affairs has allocated funds for working women hostel and training centre, training academy and district level women training centre. Similarly, According to GBS of the Ministry of Labour and Employment, it has allocated only 36.36% of its total budget for the

current financial year for the advancement of women but does not specify any programmes for the advancement of the women from unorganized sector in its Budget document and the major amount of its spending is dedicated to the eradication of hazardous child labour and creation of skilled manpower.

But the Ministry of Women and Children Affairs has a few programmes which cater the needs of the women of the informal sector. The Ministry runs programmes like small credit or women entrepreneurs, working women hostels and training centres, working women hostel for garment sector women and district level training centres for women. These programmes are expected to provide support to the women working in the informal sector. The total allocation to these select programmes comes to 591.9 million Takas.

As Table 10 shows, the amounts for the single women are less than 2% of total gender budget allocation and around 2% of the total gender budget allocation in case of women in unorganized sector. The table also shows that even though the amount allocated towards the welfare of single women and women working in informal sector have increased marginally, their Percentage to the total Gender Budget has decreased. For example, for single women, the percentage of budget for single women to the total gender budget has decreased from 1.61% in the year 2012-13 to 1.47% in the year 2013-14 and similarly for women working in unorganized sector, the percentage of budget for women in unorganized sector has slightly decreased from 2.06% in the FY 2012-13 to 2.03% in the FY 2013-14.

Nepal: In Nepal, all ministries have adopted inclusive policy of the government. However, their Gender Budget Statement does not specify the amount to be spent on the welfare of women, instead they provide information about what percentage of their total budget would be dedicated to the schemes that provide direct benefits to women i.e. the schemes in which more than 50% of expenditure is done for women, the schemes that provide indirect benefits to women i.e. the schemes in which 20-50% of the expenditure is going towards welfare of women and the neutral schemes where less than 20% of expenditure is done on women. Also it is difficult to assess the amount going towards any specific community or the women of those communities. Therefore, we have not tried to assess allocation going towards the four selected groups of marginalized women in Nepal.

An example of the inclusive policy is that the local bodies in Nepal are expected to allocate the conditional and unconditional grants received from the Ministry of Federal Affairs and Local Development (MoFALD) in a manner that 10% of it goes towards women, another 10% towards children and another 15% of it goes towards the marginalized communities

like dalit and indigenous communities. As for specific schemes for tribal and dalit communities in Nepal, the National Foundation for Indigenous Nationalities established under the MoFALD will spend NRs 3 million out of its total budget of NRs 140 million (2013-14 BE) for the welfare of women of indigenous communities. Another NR 30 million is expected to be spent on the empowerment of dalit communities under National Dalit Commission (MoFALD). For single women, there are social security schemes in MoFALD but it is not clear that how much of it is going towards single women as the beneficiaries of total amount allocated (NRs 11010 million) to such scheme also include senior citizens, disabled and people of endangered ethnicity.

Similarly the women empowerment schemes of MoWCSW are meant for all women but they give priority to women of marginalized sections. Both the Local Development grants of MoFALD as well as the social security scheme of MoWCSW are also expected to be planned and executed with wider public consultation at village and district levels.

Since there are no schemes specifically for women of these communities, it was not possible to make any assessment of the amount going towards women of any of the selected marginalized groups. In most cases the schemes are meant for both men and women and in some cases even the women and men of other communities might get included. The inclusion policy of Nepal is such that it does not envision for the separate allocation for dalits and tribals like in case of India (for example, sub plans). It emphasizes on inclusion of the people of dalit and tribal communities in all the programmes. This can be a good approach but it does not allow any such exercise to calculate the amount going towards the women of marginalized women or men in any certain ways.

Conclusion

The study suggests that even though GRB is gaining momentum in India, Bangladesh and Nepal, it still has a long way to go before being properly implemented. GRB can prove to be an effective tool in addressing gender gaps in any development indicators. But, the current focus of allocations only ignores the need for planning by the Ministries/Departments on how to make their particular schemes more gender responsive and also tends to ignore intersectionalities of discrimination and exclusion faced by marginalized groups of women such as SC/ST, single women and women in the unorganized sector. There is a lack of sex segregated data in the three countries and rectifying such lack especially for the marginalized sections of the society is important for mainstreaming them in the process of development so that the concerns of the women who face multiple discriminations due to

their socio-economic status and sex can be justly included in budgeting and planning.

The study also finds that there seem to be a lack of mechanism to monitor the implementation of the GRB process in these countries. In Bangladesh and Nepal, Ministry of Finance takes up the responsibility of implementation, monitoring and evaluation of Gender Budget. However, in India, there is no clearly designated agency for monitoring.

The total amount marked as gender budget in India is only about less than 6% of the total budget allocation of the country, while it is slightly more than one-fourth of the total budget in Bangladesh. In Nepal the share of directly supportive expenditure is more than 20%. The Nepal government does not specify the total amount of gender budget; instead it categorizes its expenditure in three categories, according to the share of amount going towards women in the various schemes/expenditure heads.

Study's findings on allocation towards marginalized women in India (for the women of dalit and tribal communities) and Bangladesh (for the widow women and women in unorganized sector) shows that extremely low share (less than or around 2% for each categories in both countries) of total gender budget is going towards women of the marginalized categories in these two countries. For Nepal we have not attempted to assess the amount of budget going towards women of selected marginalized categories, as, though Nepal seems to have effective inclusion policy, there are no separate allocations for women of these categories.

The Indian Government has been making efforts towards development of dalits and tribal people through Scheduled Caste Sub Plan and Tribal Sub Plans and our calculations show that a substantial share of these two sub-plans is going towards women of these two categories even though the total allocation to the sub plans is remains less than the specified norms. Also, it should be highlighted that these sub-plans are concerned only for the plan expenditure of the government and not the total expenditure. Assessment of allocation towards single women and women engaged in unorganized sector is difficult as there is lack of specific data, in case of India.

Bangladesh, on the other hand has recognized the needs of its dalit and tribal communities only recently. It has programmes for upliftment for women but does not state anything clearly about its spending on women of dalit and tribal communities. MoSW of Bangladesh, however, provides some financial support to women entrepreneurs and runs some programmes for women in unorganized sector.

In Nepal, women engaged in unorganized sector are not provided with adequate help even

though a large proportion of its women are working in unorganized sector. But there are supportive programmes for rehabilitation and financial support to widows along with development schemes for dalits and tribals. However, we have not tried to Assess allocation going towards the four groups of marginalized women in Nepal as most schemes are meant for both men and women and some schemes that are for women do not clearly specify their beneficiaries because the inclusion policy of Nepal is such that it does not envision for the separate allocation for dalits and tribals like in India.

The study highlights the need of making special efforts for integrating concerns of marginalized women in the gender responsive budget process. So that women from marginalized categories can also be included in the process. In India there is a provision for sub-plans for dalits and tribals and though, there seem to be high allocation of gender component among the two sub-plans, there is a need to introduce gender aware planning in the two sub schemes. Both in India and Nepal, there is lack of specific programmes for the unorganized sector women and in Bangladesh also only a meager amount is allocated towards their benefit. But as we know a vast majority of women in these countries work in unorganized sectors, the concerned ministries must introduce specific programmes for such women in these countries.

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