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Gender Responsive Budgeting in Road and Transport Sector: Breaking new Pathways



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Budget Analysis and Research Centre Trust

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List of contents

	Page number
List of abbreviations	iii
Preface	v
Introduction	1
Gender mainstreaming	1
Gender Responsive Budgeting	2
How to implement Gender Responsive Budgeting	4
Gender Budget Statement: A Tool of GRB	7
Gender and Road and Transport Sector	6
Gender Budgeting in India	7
Gender Budget in the Ministry of Road Transport and Highways	10
Road and Transport Programmes of the Ministry of Rural Development	10
Gender Responsive Budgeting in Rajasthan	11
GRB in Road and Transport Sector in Rajasthan: Road Ahead	19
Annexure: Some Basic Concepts	23
References	26

List of Abbreviations

AE: Actual Expenditure

AGEY: Ajeevika Grameen Express Yojana

BE: Budget Estimates

BFC: Budget Finalization Committee

BMI: Body Mass Index

CEDAW: Convention on the Elimination of all Forms of Discrimination against Women

DAY-NRLM: Deendayal Antyodaya Yojana- National Rural Livelihoods Mission

DoRD: Department of Rural Development

DWCD: Department of Women and Child Development

GBS: Gender Budget Statement

GoR: Government of Rajasthan

GRB: Gender Responsive Budget

HLC: High Level Committee

IFMS: Integrated Financial Management System

LBSNAA: Lal Bahadur Shastri National Academy of Administration

MDGs: Millennium Development Goals

MoRD: Ministry of Rural Development

MoRTH: Ministry of Road Transport and Highways

MWCD: Ministry of Women and Child Development

NCW: National Commission for Women

NFHS: National Family Health Survey

NITI: National Institute for Transforming India

PMGKAY: Pradhan Mantri Garib Kalyan Anna Yojana

PMGSY: Pradhan Mantri Gram Sadak Yojana

PSV: Public Service Vehicles

PWD: Public Works Department

RE: Revised Estimates

RSRTC: Rajasthan State Road Transport Corporation

SDGs: Sustainable Development Goals

SERSS : State Emergency Response Support System

SHG: Self Help Group

WCP: Women Component Plan

Preface

It is widely recognised that the Gender Responsive Budget (GRB) is an effective and useful tool to mainstream gender in government budgets and programmes. Though GRB has been adopted by the Indian government almost two decades earlier and most of the state governments have also adopted the GRB process, the application of GRB is still not adopted by all the ministries and departments. Use of GRB is very limited in the so-called 'gender-neutral' sectors with the road and transport sectors considered as such by policy makers.

This document makes a strong case for the application of GRB principles in the road and transport sectors arguing that gender norms do affect these two sectors as women and girls, men and boys and transgender people may have very different transportation needs and challenges. It is therefore important to look at the policies, budgets and programmes of these two sectors from a gender perspective.

This document also discusses GRB methods and tools, and the current status of GRB in the country and state of Rajasthan- especially in the road and transport sectors, and how a GRB process can be adopted and implemented more effectively by the departments concerned with these two sectors.

We hope that this document is useful for various stakeholders such as practitioners, policy and budget makers, elected representatives as well as GRB researchers and trainers in the road and transport sectors. We at Budget Analysis and Research Centre Trust would be glad to hear your comments and suggestions.

Part I: Introduction

Patriarchal norms, values and practices rooted in the collective conscience in India together with systematic barriers pose multiple challenges that prevent girls and women and transgender people from enjoying their legitimate rights. The Constitution of India, however, upholds gender equality – giving equal rights to all genders and empowers the state to adopt affirmative action for the empowerment of women. Internationally too, with conventions like the Beijing Platform for Action, the UN Millennium Summit and the international conferences on financing for development, countries have increasingly recognized the relationship between reducing gender inequalities and development. The widespread global ratification the Convention on the Elimination of all Forms of Discrimination against Women (CEDAW), adoption of the earlier Millennium Development Goals (MDGs) and now the Sustainable Development Goals (SDGs) are visible manifestations of the commitment towards the gender equality and women’s empowerment. Since the Beijing Platform for Action, many countries have accepted gender mainstreaming as the strategy for achievement of these goals (UN Women 2020).

Gender mainstreaming

According to a NITI Aayog document, gender mainstreaming is a globally accepted strategy to identify and address gender inequalities. Gender mainstreaming promotes a society with gender equality and justice.¹

According to a commonly accepted definition, gender mainstreaming is “the process of assessing the implications for women and men of any planned action, including legislation, policies or programmes, in all areas and at all levels. It is a strategy for making women’s as well as men’s concerns and experiences an integral dimension of the design, implementation, monitoring and evaluation of policies and programmes in all political, economic and societal spheres so that women and men benefit equally and inequality is not perpetuated. The ultimate goal is to achieve gender equality”.²

¹DMEO, 2022, Gender mainstreaming in governance, available on: https://dmeo.gov.in/sites/default/files/2022-06/Thematic_Paper_Gender_Mainstreaming_220622.pdf

²UN Women, 2023, Gender Mainstreaming: A Global Strategy for Achieving Gender Equality & the Empowerment of Women and Girls, available on: <https://www.unwomen.org/sites/default/files/Headquarters/Attachments/Sections/Library/Publications/2020/Gender-mainstreaming-Strategy-for-achieving-gender-equality-and-empowerment-of-women-girls-en.pdf>

Gender Responsive Budgeting

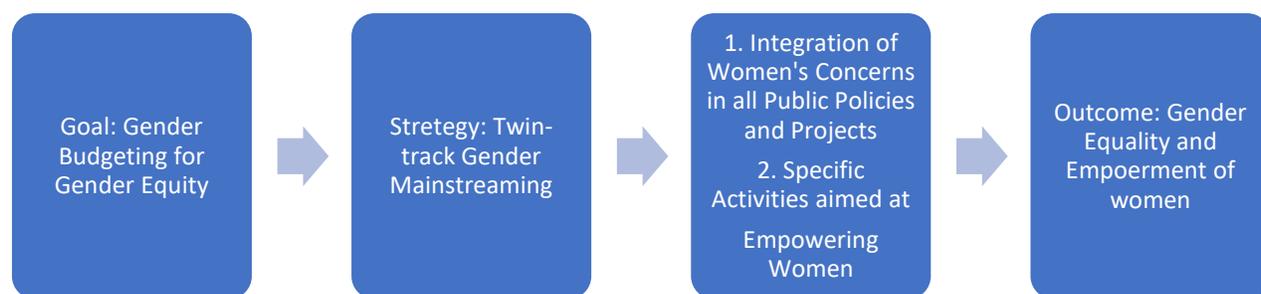
Gender equality must be adopted as an institutional value in our administrative organisations if gender mainstreaming is to be put into practice at every level and in every process. In this context, Gender Responsive Budgeting (GRB) has emerged as a critically important tool to assess and measure the progress in gender mainstreaming by incorporating a gender perspective in planning and budgeting processes. GRB is an approach to analyse the budget to understand 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 government spending, as well as implications of revenue collection on men and women in society.

The GRB approach to budget making acknowledges existing 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.³ UN SDGs also emphasize on tracking public allocations on gender equality. Indicator 5c1 of the SDG 5 (Achieve gender equality and empower all women and girls) specifically tracks ‘the proportion of countries with systems to track and make public allocations for gender equality’ (UN Women, 2016).

Promoting Gender Equity through GRB

By recognising the gender gap in society and in a given sector, gender responsive budgeting helps in formulation and designing/redesigning of policies and programmes and allocations of budget for them in ways that improve women’s and girls’ access to such programmes and improves their status in the economy and the society.

Gender Equity through GRB



Source: Information Bulletin titled “Gender Budgeting in India: A tool of women’s empowerment” by Lok Sabha Secretariate

³Information Bulletin titled “Gender Budgeting in India: A tool of women’s empowerment” by Lok Sabha Secretariate, with inputs from Ministry of Women and Child Development

Scope of Gender Responsive Budgeting

The gender responsive budgeting can be practiced by governments at all levels i.e. the union (national), state level (sub national) and the local governments. It can be applied to any and all ministries and departments of the government and their schemes/programmes. Gender issues are relevant for all the sectors and hence gender budgeting is not limited to only the social sectors but also in the so-called gender-neutral sectors (MWCD, 2015). Relevance of GRB in the road and transport sector is discussed in detail in a section below.

Generally, the gender responsive budgeting is discussed in the context of the expenditure budget of the government. However, the gender budget principles can be applied on the revenue generation aspects of the budget. The revenue (taxation) policies of the government can be designed considering the prevailing gender inequality in the society so that the revenue collection policies can also lead to a gender equal society. Rebate for women in income tax or stamp duty while purchasing property by women are some of the examples of applying gender budgeting in the revenue policies.

Stakeholders of GRB

Budget is prepared, legislated and implemented by the government, therefore, the government officials involved in budget formation and implementation of the budget are key players of the gender budgeting. Besides, the elected representatives who debate and pass the budget in the house are very important stakeholders. The auditors of the government accounts like CAG and AG also play a very crucial role. In India, National Commission for Women (NCW) and the earlier Planning Commission also played important roles in putting the GRB process set in motion (see Kapoor Mehta, undated).⁴

Outside the government the women rights bodies, research organisations, and the community members also play important roles of analysing the government budgets and asking the government for making available gender specific data on beneficiaries which can lead to strengthening the GRB process (MWCD, 2015).

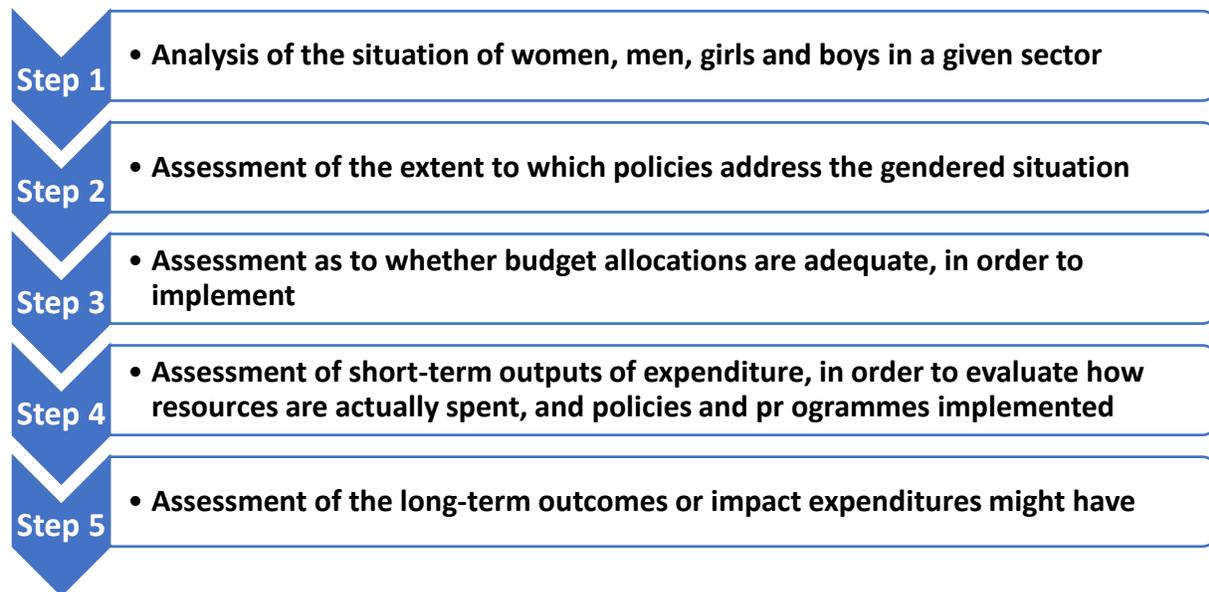
⁴ Kapoor Mehta, Asha, Gender Responsive Budgeting in India: Historical Context, Lessons Learnt and Agenda for Action, available on:

<https://www.feministpolicyindia.org/documents/resources/Aasha%20GRB%20ppt%2018.11.2019.pdf>

How to implement Gender Responsive Budgeting: Five Steps Framework

One of the most common ways of implementing gender responsive budgeting is using a five-step framework developed by researcher and author Debbie Budlender (Budlender et al, 2002)⁵ that includes the following steps:

Chart 1: Five Steps Framework of GRB



Step 1: An analysis of the situation for women and men and girls and boys (and the different subgroups) in a given sector. This requires collection and analysis of sex segregated data on various indicators for the concerned sector.

Step 2: An assessment of the extent to which the sector’s policy addresses the gender issues and gaps described in the first step. This step should include an assessment of the relevant legislation, policies, programmes and schemes. It includes an analysis of both the written policy as well as the implicit policy reflected in government activities. It should examine the extent to which the policies and the practices meet the socio-economic and other rights of women. If there is no policy for a given sector it requires to develop a policy which is gender responsive.

Step 3: An assessment of the adequacy of budget allocations to implement the gender sensitive policies and programmes identified in step 2 above.

⁵Budlender, Debby and Others, 2002, Gender Budget Make Sent: Understanding Gender Budget, London.

Step 4: Monitoring whether the money was spent as planned, what was delivered and to whom? This involves checking both financial and physical deliverables and outputs based on the data disaggregated by sex.

Step 5: An assessment of the long term impact of the policy/programme/ scheme and the extent to which the situation described in step 1 has been changed, in the direction of greater gender equality.

Importance of gender disaggregated data

Collection and analysis of the gender disaggregated data is important for implementation of the GRB process. Having gender disaggregated data is important for implementation of GRB at each step of the Five Step Framework discussed above. The situation analysis of persons of different genders can only be done if we have data pertaining to all the genders i.e. men, women and transgender people, their status, their participation, and their needs etc. Gender disaggregated data and gender sensitive indicators help to assess the differences in the situations of women and men and changes in them (MWCD, 2015), therefore the gender disaggregated data is also required to assess the impacts of GRB (the steps 4 and 5 of Five Steps Framework).

Gender Budget Statement (GBS)

One of the tools of GRB is Gender Budget Statement (GBS) that indicates the proportion of total budget that is being spent on promoting women empowerment and gender equality in the government budget. This can be helpful at the step 3 of the Five Steps Framework of GRB.

GBS is the gender based profile of public expenditure which provides a disaggregation of the items in the government budget that are directed towards the women empowerment and gender equity. According to the Ministry of Women and Child development, GBS is a reporting mechanism that can be used by Ministries/ Departments to review their programmes from a gender lens and is an important tool for presenting information on the allocations for women. The share of women in the total expenditure of governments may be determined on the basis of the proportion of women beneficiaries in each programme/scheme, among other things, but such data may not be easily available.

Part II: Gender and Road and Transport Sector

Transportation is a crucial service required for fulfilment of our social and economic needs. Road transport is a major source of transportation available to the Indian population and dominates the transportation sector. The road transport sector accounts for about 87% of passenger traffic and 60% of freight movement in the country, according to the Ministry of Road Transport and Highways⁶ and buses carry 90% of these passengers on the road (Roy, 2024).

The transportation needs and patterns of women and men can be different because of their societal status, gendered roles and safety and security concerns. Women's travel needs include not only travel for work, education and health purposes but also traveling for the care work they are providing at homes. Additionally, women face social, cultural and economic barriers in mobility. For example, the NFHS 5 finds that only 42% women are allowed to go to three specified places (to the market, to the health facility, and to places outside the village/community) alone.⁷

This percentage is even lower at 36% in Rajasthan. Women's transportation and movement are determined by various factors like accessibility, affordability, safety etc.

The road and transport sector must conduct gender analysis of the sector to understand the barriers and transportation needs of women in order to develop an inclusive, affordable and sustainable transport policy which is accessible and affordable for all genders. Women tend to make more small trips during both peak and non-peak hours and take frequent breaks which can make their journey more expensive, specifically in the urban areas. A study conducted in Delhi suggests that though average distance covered by women is 37.5% shorter than that by men, men spend 35% lesser than women.⁸ There are also the issues like last and first mile connectivity forcing women to walk to catch mode of transport and from the last stop of the transport to the end destination and walking distances between two modes of transport (like

Gender issues in road and transport

Safety of women passengers

Facilities on road sides and bus stands/stops

First and last mile connectivity – accessibility

Affordability

Employment in road and transport sector

Transportation facilities for rural and peri-urban women

Employment in road construction

⁶<https://morth.nic.in/road-transport>

⁷ National Family Health Survey – 5, 2019-21, available on:

⁸ Acharya, Sinjini and Gupta, Sanjay, Planning for Gender Equality in Urban Mobility, available on <http://www.urbanmobilityindia.in/Upload/Conference/7af4d877-a58b-41c2-b03b-b87d7ae4903e.pdf>

bus and metro). These are coupled with safety concerns as various studies suggest high incidences of sexual harassment faced by women during the travels across the states (Roy, 2024). This makes more women than men walk for moving. 45% women walk to their workplace compared to 22% of men (Roy, 2024).

Most of these studies on the issues faced by women in transportation, however, are conducted in the urban areas. Women in rural and peri urban areas need transportation for accessing health services and educational institutes, to go to work and markets and for various other reasons. Studies conducted in rural areas also suggest that there is a positive impact of availability of rural roads on women's empowerment like less restriction on their movement, decreased possibility of domestic violence and increased access to the education. However, the studies also suggest that though rural roads bring employment opportunities for men, the same is not true for women.⁹ Another study, however, suggests that exposure to rural roads may improve women's participation of non-agricultural work¹⁰. However, this may not be true of women's participation in construction work, including road construction, which is lower than that of men.¹¹ It is therefore obvious that gender is as important for the road and transport sector as for any other sectors and GRB must be practiced in the road and transport sector as well.

Part III: Gender Budgeting in India

The Indian government adopted GRB in 2005 and started bringing out a GBS from 2005-06 onwards. Subsequently some of the state governments also followed suit with both a GRB and bringing out a GBS. Before adopting GRB, India had initiated the Women Component Plan (WCP) in the 9th Five Year Plan, which mandated that at-least 30% of the plan allocations should be directed towards women empowerment in all women related sectors/ministries (Health, Education, Rural Development, Labour and Employment and so on) (Mitra, 2019)¹².

The GBS is a reporting mechanism that can be used by Ministries/Departments to review their programmes from a gender lens and is an important tool for presenting information on the allocations for women. The Gender Budgetary allocations are reflected in two parts. The first

⁹<https://www.ideasforindia.in/topics/social-identity/road-to-empowerment-rural-roads-programme-and-womens-outcomes.html>

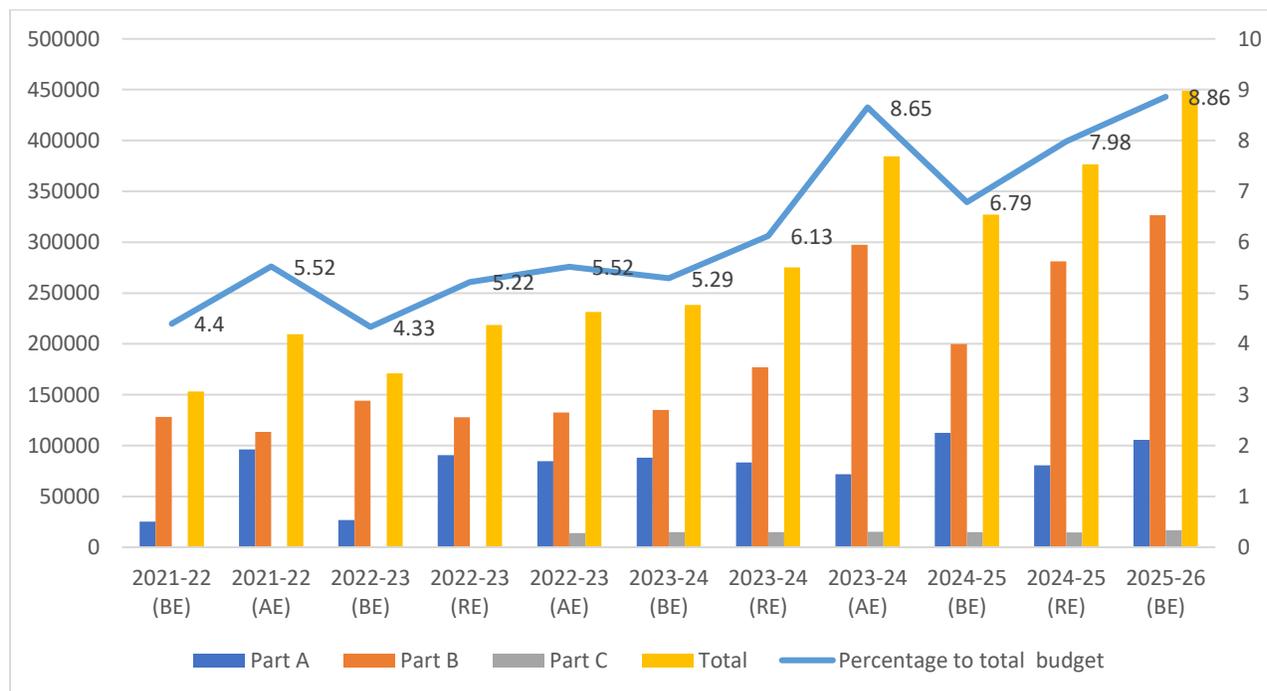
¹⁰<https://pmc.ncbi.nlm.nih.gov/articles/PMC6871646/>

¹¹<https://habitatindia.org/wp-content/uploads/2023/11/Women-in-Construction-Policy-National.pdf>

¹²Mitra, Sona, (2019), 'Planning and Budgeting for Women's Empowerment in India: A Historical Process'. Antjaya: Indian Journal of Women and Social Change 1-19, available on: http://www.feministpolicyindia.org/documents/resources/Sona%20Mitra_paper%20on%20GRB.pdf

part of the Statement, Part A includes Schemes with 100% allocation for women while Part B of the Statement includes Schemes/Programmes with 30% to 99% allocation for women.”¹³ Since 2024-25, Part C has also been added in the GBS, which lists the schemes / programmes having less than 30% allocations towards women and girls.¹⁴ The total allocation reported in the GBS used to be in 4-6% of the total union budget, which has increased to more than 8% in the last two years. As shown in the chart below, percentage of GB in the total union budget in the year 2025-26 (BE) is 8.86%.

Chart: GB allocations (Rs. Crores) and GB as percentage of total union budget



Source: Union Budget, various years

¹³MWCD, 2015, Gender Budgeting Handbook, available on: https://wcd.gov.in/documents/uploaded/1713268449_veXmpb68fq.pdf

¹⁴ MoF, 2024, Gender Budget Statement, 2024-25, available on: <https://www.indiabudget.gov.in/doc/eb/vol1.pdf>

There are two reasons for the increase in the amount and percentage of gender budget in recent years: first, more ministries and departments reporting in the GBS which would not report earlier; and second, inclusion of more schemes in the GBS which were not reported earlier. The increasing trend in size of gender budget therefore indicates better reporting in the GBS. For example, the major increase in Part A of the Gender Budget in the year 2024-25 came from both the National Rural Livelihood Mission-Aajeevika under Department of Rural Development, and 'LPG connections to Poor Households' under Ministry of Petroleum although neither of the two schemes is new. However, the allocation under the LPG connection to Poor Households was almost nil in the previous year and the allocation for the Aajeevika was not reported earlier in part A. A new scheme called Drone Didi by the Department of Agriculture and Farmers Welfare was also included in the part A of GBS in 2024-25.

The allocations under the Part B of the GBS increased quite substantially in the year 2025-26. This increase resulted from the reporting of Rs. 1.07 lakh crores as GB component of the Pradhan Mantri Garib Kalyan Anna Yojana (PMGKAY), which was earlier not reported in the GBS. This is about 52% of the total budget of the PMGKAY, a scheme for the implementation of the National Food Security Act, 2013. This has increased the size of not only the Part B of GBS but the overall size of the gender budget itself, taking the gender budget to the 8.86% of the total union budget.

Additionally, in the year 2024-25 the government introduced Part C of the gender budget, in which schemes which have less than 30% allocation for women are listed. In 2024-25, Part C mentioned just one scheme: Pradhan Mantri Kisan Samman Nidhi (PM-Kisan) in which, Rs. 15,000 crores (25% of the total allocation for the scheme) was reported to be going towards women. As we know the Pradhan Mantri Kisan Samman Nidhi (PM-Kisan) is ownership linked scheme and only land-owning farmers can access its benefits. Since only 14% women farmers

GRB in India

GRB started in India in 2005-06 when the government started bringing out Gender Budget Statement with the union budget.

Before that the Planning Commission had started Women Component Plan during the 9th Five Year Plan

GBS has Part A, Part B and part C: Part A listing schemes allocating 100% towards women and girls while Part B lists scheme with 30 to 99% allocations going towards women. Part C shows schemes having less than 30% allocations towards women.

The total allocation reported in the GBS used to be in 4-6% of the total union budget, which has increased to more than 8% in the last two years.

Only scheme of the Ministry of Road Transport and Highways which is reported in the GBS is "Scheme for Safety of Women on Public Road Transport" which features in Part A of the GBS.

own land, the 25% allocations to gender budget under the scheme is a welcome development. Later, in 2025-26 some other smaller schemes also got reported in Part C.

Gender Budget in the Ministry of Road Transport and Highways

Only scheme of the Ministry of Road Transport and Highways (MoRTH) which is reported in the GBS is “**Scheme for Safety of Women on Public Road Transport**” with an allocated budget of Rs. 40 crores in 2025-26, which features in Part A of the statement. As per the Annual Report 2024-25 of the Ministry of Road Transport and Highways¹⁵, under this scheme, the ministry sanctions financial assistance from the Nirbhaya fund to States/ UTs for projects specifically designed to improve safety and security of women in public transport, after appraisal and recommendation by the Empowered Committee of the Ministry of Women and Child Development. The report, however, does not provide state wise details or progress under the scheme.

The annual report also informs about another scheme called **Development of State-wise Vehicle Tracking Platform in States / UTs** (under the Nirbhaya fund), which envisages enhancing the safety of women and girl children by establishing Monitoring Centers across States/UTs, which shall track all the Public Service Vehicles (PSV) that are fitted with location tracking device and emergency buttons for raising an alert in case of emergency. The Monitoring Centre will monitor the alerts and coordinate with State Emergency Response Support System (SERSS) for responding to distress calls. It is mandatory for the PSVs to have vehicle location tracking devices. Ministry has received proposals from 35 states/UTs. “So far, thirty-three States have received the funds and out of which fourteen States, namely Bihar, Himachal Pradesh, Puducherry, Uttarakhand, Chhattisgarh, Mizoram, Sikkim, West-Bengal, Andaman, Odisha, Chandigarh, Kerala, Karnataka and Arunachal Pradesh have already set up the monitoring centers. More States/UTs are in the advanced stages of commissioning the Monitoring Centers” (Annual Report 2024-25, MoRTH).

Road and Transport Programmes of the Ministry of Rural Development

Department of Rural Development (DoRD) under the Ministry of Rural Development (MoRD) is single largest contributor in the Part A of the GBS, as 70% of the total reported allocation under Part A of the GBS comes from three schemes of the DoRD. DoRD reports two major schemes in Part B of the GBS as well. One of the three MoRD schemes reported in the Part A of GBS is DAY-NRLM, a scheme focusing on economic empowerment of poor women through Self-Help Groups (SHGs). A sub-scheme of DAY-NRLM called **Ajeevika Grameen Express Yojana (AGEY)**, which provides “safe, affordable and community monitored rural transport services” run by Self

¹⁵ <https://morth.nic.in/sites/default/files/Annual-Report-English-with-Cover.pdf>

Help Groups (SHGs).¹⁶ The vehicles are funded through DAY-NRLM to the Community based Organisations (CBOs) through the SRLM Channel. The CBOs either purchase the vehicle and lease it to the SHG members or provide interest free loans to SHG members for purchasing vehicles. AGEY is approved in 359 blocks of 211 districts of 25 States. A total of 2297 vehicles have been sanctioned under AGEY.¹⁷ AGEY is a good example of promoting women entrepreneurship in non-traditional occupations. However, no new block has been added under the schemes in last five years.¹⁸

Another important scheme of the MoRD is **Pradhan Mantri Gram Sadak Yojana (PMGSY)** which increases road connectivity in rural India. Though the PMSGY is not reported in the GBS, the scheme has initiated steps like consultation with women from PRIs and SHGs along with Junior Engineer, Panchayat Pradhan, local patwari in the transect walk to prepare Detailed Project Report (DPR) of the proposed road under the scheme. Women are also involved in planning of the rural road network. Additionally, women SHGs are involved in the off carriageway maintenance of PMGSY works in two states as reported in the Annual Report 2024-25 of the Ministry.¹⁹ These initiatives suggest that GBS is not the ultimate objective of GRB. The government programmes can be made gender responsive by increasing consultation and engaging women in planning and execution of the programme.

Part IV: Gender Responsive Budgeting in Rajasthan

Need for GRB: Status of Women in Rajasthan

Rajasthan has a total population of 6.85 crore accounting for almost six percent of the total population in India in 2011 (Census, 2011²⁰). Out of the total population, 3.55 crore are men and 3.29 crore are women. Out of the total female population 248.5 lakh women live in rural areas and only 81.3 lakh women live in urban areas. Women constitute almost half of state's population (48.17 per cent). However, the status of women is worse in Rajasthan compared to the national average in terms of some critical development indicators. There has been improvement in the sex ratio in the state over the year. The number of females per 1000 male population in state has progressed from 910 to 928 between 1991 and 2011, as per the Population Census 2011 and to 1,009 females per 1,000 males, as per the National Family

¹⁶ https://lakhpatididi.gov.in/power_to_empower/transportation/

¹⁷ https://sansad.in/getFile/loksabhaquestions/annex/184/AU3951_MGrNtk.pdf?source=pqals

¹⁸ https://sansad.in/getFile/loksabhaquestions/annex/184/AU3951_MGrNtk.pdf?source=pqals

¹⁹ <https://www.dord.gov.in/static/uploads/2024/02/43f6d3ecbd0cf21b1a0c23d80d270e0c.pdf>

²⁰ Census of India (2011). Chapter-1: Population, Size and Decadal Change

[http://www.censusindia.gov.in/2011census/PCA/PCA_Highlights/pca_highlights_file/In dia/Chapter-1.pdf](http://www.censusindia.gov.in/2011census/PCA/PCA_Highlights/pca_highlights_file/In%20dia/Chapter-1.pdf)

Health Survey (NFHS) 5 2019-21²¹. The child sex ratio in age group 0-6 years, declined from 909 in 2001 to 888 in 2011 in Rajasthan, much lower than 919 per 1000 males for India.²² Post 2011 child sex ratio showed little improvement and increased to 891 female children per 1000 male children, still much lower than all India average of 921 as per NFHS 5.²³ However, the sex ratio in Rajasthan is yet to advance further to be at par with the national average (1,020).

Table 1: Select gender equality indicators in Rajasthan (2019-21 and 2015-16)

S. No.	Indicator	Unit	NFHS V (2019-21)		NFHS IV (2015-16)	
			Women	Men	Women	Men
1.	Literacy Rate	%	64.7	88.9	NA	NA
2.	10 or more years of schooling	%	33.4	51.9	25.1	43.8
3.	Ever used the internet	%	36.9	65.2	NA	NA
4.	Below normal Body Mass Index (BMI)	%	19.6	14	27	22.7
5.	Prevalence of Anemia (15-49 years)	%	54.4	23.2	46.8	17.2

Source: National Family Health Survey V, 2019-21

The percentage of the females who are literate in Rajasthan is only 64.7 per cent which is lower than the all-India percentage of 71.5 per cent. On the other hand, the literacy rate among men in Rajasthan is better than the national average. According to NFHS-5 over 88.9 per cent of the male population of the state is literate while the national average is 84.4 per cent.

There is also a very big difference between percentages of women and men having completed 10 or more years of schooling. Only 33.4% women have completed 10 or more years schooling in the state compared to 51.9% of men. Less women (36.9%) compared to men (65.2%) have ever used internet. As for health status, about 20% women have body mass index (BMI) below normal while this is 14% among men and 54.4% of women are anaemic compared to 23.2% of men.

What is also noticeable is there has not been much improvement during NFHS IV (2015-16) and NFHS 5 (2019-21) in the indicators for which the data is available from both the surveys.

²¹ National Family Health Survey (NFHS) 2019-21, available on <https://www.nfhsiips.in/nfhsuser/publication.php>

²² <https://www.pib.gov.in/newsite/printrelease.aspx?relid=103437#:~:text=Decline%20In%20Child%20Sex%20Ratio,given%20in%20table%20below:%2D>

²³ National Family Health Survey (NFHS) 2019-21, available on <https://www.nfhsiips.in/nfhsuser/publication.php>

Table 2: Women Empowerment Indicators (Rajasthan)

Indicators	2019-21	2015-16
Currently married women who usually participate in three household decisions (%)	87.7	81.7
Women who worked in the last 12 months and were paid in cash (%)	17.4	18.6
Women owning a house and/or land (alone or jointly with others) (%)	26.6	24.1
Women having a bank or savings account that they themselves use (%)	79.6	58.2
Women having a mobile phone that they themselves use (%)	50.2	41.4
Women age 15-24 years who use hygienic methods of protection during their menstrual period (%)	84.1	55.2
Women who are allowed to go to 3 specified places alone (To the market, to the health facility, and to places outside the village/community)	36.4	36.6

Source: National Family Health Survey V, 2019-21

The National Family Health Survey 2019-21 has also collected data on some indicators of women empowerment. The NFHS 5 also reported that over 24 per cent of women in Rajasthan who were even married suffered violence from their spouse, and 2.1 per cent women suffered violence even during pregnancy.

Only 17.4 per cent of the total women in Rajasthan worked and were paid in cash which is even lower than 18.6% of such women in NFHS 4, while only 26.6 per cent women own a house or a piece of land alone or jointly with others, which is only slightly higher than NFHS 4. Further, only 50.2 per cent of women in Rajasthan have a mobile phone that they themselves use which was 41.4% in 2015-16. Only 36% of all surveyed women are allowed to go alone all three specified places (i.e. to the market, to the health facility, and to places outside the village/community) and it has not changed from the NFHS 4 (2015-16).

On some indicators women are doing better as well. For example, 79.6 per cent of the total women have a bank account that they themselves use, which was just 58.2% in 2015-16; 84% young women (15-24 years) using hygienic methods of protection during their menstrual period compared to 55% in 2015-16 and 87.7% of currently married women usually participate in three household decisions.

This shows that women lag behind in health and education and also socially and economically and there is a need to do much more for the participation and empowerment of women in the

state. GRB can be a strong tool in improving the social and economic indicators for women and moving towards gender equality and women empowerment by identifying the gaps and allocating the resources in gender responsive ways.

Rajasthan State Women Policy 2021

Rajasthan has a State Women Policy²⁴ that was approved by the state cabinet in April 2021, replacing the Rajasthan state women policy 2000 and also incorporating provisions of the State Policy for Girl Child, 2013. The government recognized that there were substantial changes in the situation on the ground since the 2000 policy was framed. Besides, the new policy also takes into account the UN Sustainable Development Goals 2030. The policy aims at gender mainstreaming, attaining gender equality and creating a violence-free environment for women and girls. It talks about gender mainstreaming through political, social and economic empowerment of women, promoting participation of women in all sectors, removing discrimination of women from weaker sections and promoting gender responsive budgeting.

The new policy also recognises the intersection of gender with caste and class and identifies the various marginalised groups of women based on caste and social status like SC, ST, primitive tribe, nomadic, minority and economically weaker sections and also according to their occupation pattern- women working in the unorganized sector, migrant workers, silicosis victims, single women, destitute women, among others.

The Rajasthan State Women Policy, 2021 talks about strengthening GRB implementation in the state. It says that the government will be incorporating a gender perspective in policies and in the implementation of the

²⁴ Rajasthan State Women Policy, 2021:

https://jankalyanfile.rajasthan.gov.in//Content/UploadFolder/OrderEntry/W_CD/2024/Policy/O_161224_244d3dc_a-fd36-4619-8c7d-951288da8782.pdf

GRB in Rajasthan

GRB started in Rajasthan in the year 2011-12 when the government started bringing out Gender Budget Statement with the state budget.

Currently GBS in Rajasthan has Part A and Part B: Part A listing schemes allocating 70 to 100% towards women and girls while Part B lists scheme with less than 70% allocations going towards women and girls.

Rajasthan State Women Policy 2021 further emphasizes on GRB as a mechanism of gender mainstreaming and women empowerment

The State Women Policy also focuses on providing safe transportation facilities to women for work and education.

GBS has some limitations like providing BFC wise data and sub departments of each administrative department not being listed together.

Currently the Road and Transport Department reports one scheme in the GBS but PWD does not report any scheme.

programmes at all stages. It also calls for providing gender disaggregated data in all fields. It further states that the Department of Women and Child Development, the nodal agency for GRB in Rajasthan, will coordinate with other departments to ensure that they implement GRB process. DWCD will assess the GRB process undertaken by other departments from time to time, as per the Rajasthan State Women Policy, 2021.

The state women policy mentions providing safe transportation for women working in government and private sectors as well women in informal employment, and initiating programmes to create infrastructure for women and special focus groups to commute safely to the educational institutions.

Evolution of Gender Responsive Budgeting in Rajasthan

In Rajasthan, the GRB process began in 2006-07 when the State Government recognized six key departments viz. Department of Health, Education, Agriculture, Women and Child Development, Registration & Stamps, and Social Welfare for conducting studies with an objective to integrate gender concerns into the overall plans and budgets of the identified departments and to establish an appropriate gender sensitive monitoring and evaluation framework within them (Ahmad, 2015²⁵).

During the Budget speech of 2009-10, Government of Rajasthan (GoR) announced the preparation of a GBS which would enable gender based budget analysis of each department. Accordingly, a High Level Committee (HLC) was formed (August, 2009) headed by the Chief Secretary and a Gender Cell was formed in September 2009 in the Department of Women and Child Development (DWCD). One of the functions and objectives of GBS was consolidating budget schemes and facilitating integration of gender analysis in the Government Budget. Further, during August 2010, Gender Desks were also instituted in various departments for implementation of various GRB initiatives. Besides, GoR decided (August 2011) to include **GBS** in the new Integrated Financial Management System (IFMS) for preparation of BE from the financial year 2012-13.

Every year, a few months before the preparation of the annual budget, usually in September or early October, the Department of Finance issues a budget circular containing guidelines, and timelines for submitting information to the Budget Division. According to the State Budget Manual, the annual GBS is prepared on the basis of the information furnished by the Budget Controlling officers of the departments.

²⁵ Ahmad, N. (2015). Status of Gender Responsive Budgeting in Rajasthan: a study. Budget Analysis Rajasthan Centre, Jaipur, Rajasthan. Retrieved November, 2015 from:

Institutional arrangements for GRB in Rajasthan:

As mentioned, in Rajasthan, the nodal department for GRB is the Department of Women and Child Development. It has established a Gender Cell that is responsible for promoting GRB in the state. All other departments have Gender Desks as the focal points for coordinating gender-based initiatives. However, these mechanisms have not yet taken concrete forms in practice; discussions with officials of DWCD revealed a lack of clarity on who is in charge/nodal officer of the Gender Desk in each department and who all are the members.

Structure of GBS in Rajasthan:

Earlier the GBS in Rajasthan categorised schemes and programmes in four categories. In September 2018, new guidelines were issued for revising the GBS format. As per the new guidelines, the GBS is required to include only those schemes in which,

- women's share is specified; or
- women's share is identifiable based on gender disaggregated beneficiary data

From the Financial Year 2019-20 onwards, as per the new guidelines, the GBS started providing information on the schemes and programmes targeted at women by classifying those into two categories as described below:

Part A: Schemes/programmes under which expenditure targeted at women is 70 per cent or more

Part B: Schemes/programmes under which expenditure targeted at women is less than 70 per cent

For institutionalizing the process of GRB and to get all the departments to adopt it by reporting GBS, Gender Cell (at the nodal department, WCD) has prepared Performa 11 (A). The GBS presented by GoR does not provide information department wise (sub departments of each administrative department not being listed together) or major head wise. It is presented Budget Finalization Committee (BFC) wise. The BFCs are formed by various departments to undertake discussions with the Department of Finance based on which the budget is finalised. The departments are required to fill Performa 11 by listing the schemes and programmes that have women component and highlighting the quantum of expenditure they have earmarked for women and girls out of the total budget allocated for that scheme/ programme for the upcoming year.

प्रपत्र-11(अ)

जेण्डर बजट विवरण (Gender Budget Statement) वर्ष 2022-2023
(महिलाओं एवं बालिकाओं से संबंधित योजनाओं में किये गये प्रावधान का विवरण)

कार्यालय/विभाग का नाम..... वी.एफ.सी. ईकाई का नाम..... कोड संख्या..... (राशि सहस्र में)

क्र.सं.	योजना का नाम	आय-व्ययक अनुमान वर्ष 2022-2023	आय-व्ययक अनुमान वर्ष 2022-2023 के कुल प्रावधान में से महिलाओं एवं बालिकाओं के लिए प्रस्तावित प्रावधान की राशि	आय-व्ययक अनुमान वर्ष 2022-2023 के कुल प्रावधान में से महिलाओं एवं बालिकाओं के लिए प्रस्तावित प्रावधान का प्रतिशत	महिलाओं एवं बालिकाओं के लिए प्रस्तावित प्रावधान की राशि तथा प्रतिशत का आधार
1	2	3	4	5	6
1					
2					
3					
योग					

- नोट: 1. जो योजनाएं पिछले वर्ष के बजट में सम्मिलित थी, उनकी समस्त सूचना स्वतः दर्शित होगी। जिसकी बजट नियंत्रण अधिकारी द्वारा जांच/सत्यापन किया जाना अपेक्षित है, इसको अद्यतन किया जा सकता है। नवीन योजनाओं की जो सूचना सम्मिलित की जानी है, उसको अद्यतन किया जाना है।
2. योजनाओं/कार्यक्रमों में महिलाओं एवं बालिकाओं हेतु प्रस्तावित राशि तथा प्रतिशत को अंकित करते समय जिन मान्यताओं (Underlying Assumptions) को विभाग द्वारा आधार बनाया गया है, उसे विभाग द्वारा कॉलम 6 में अंकित किया जावे।

बजट नियंत्रण अधिकारी/कार्यालयाध्यक्ष द्वारा समस्त प्रविष्टियों की जांच कर निम्नानुसार प्रमाण पत्र अंकित किया जाना है। प्रमाणित किया जाता है कि उपर्युक्त सूचना की मेरे द्वारा व्यक्तिगत रूप से जांच कर ली गई है और इसे सही पाया गया है।

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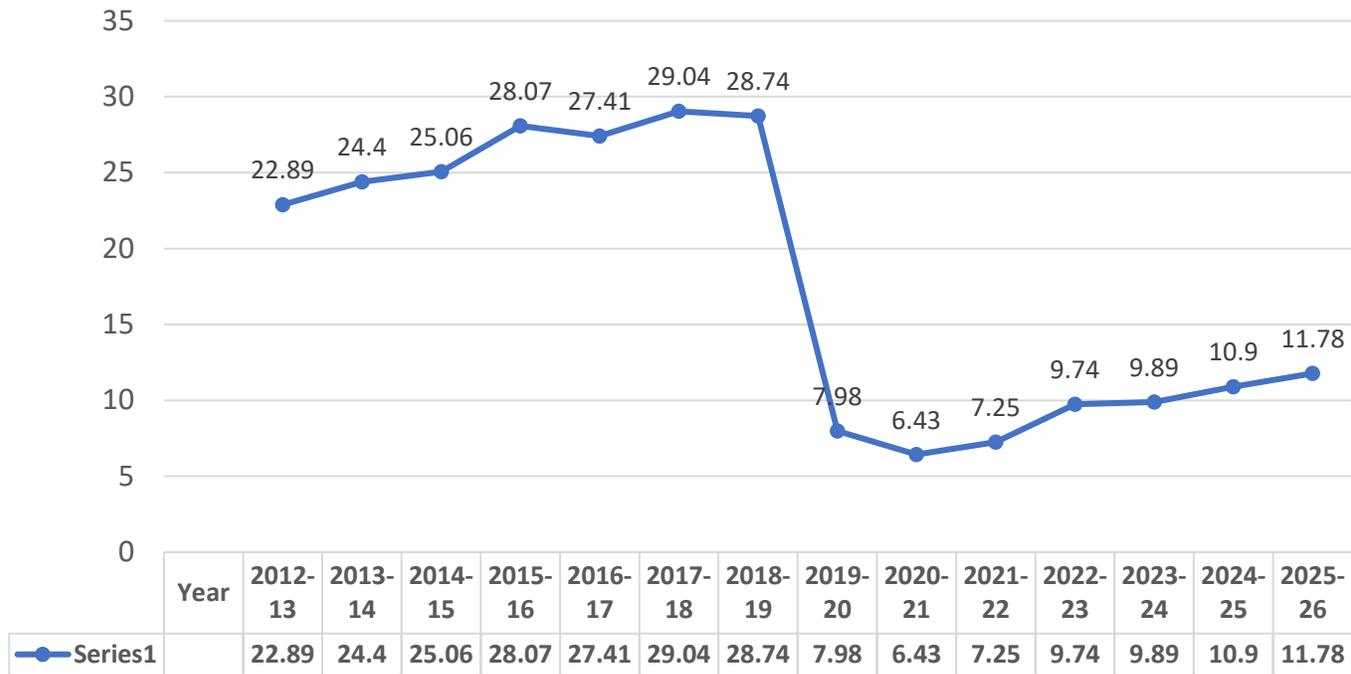
बजट नियंत्रण अधिकारी/कार्यालयाध्यक्ष

Table: GB amount in Rajasthan (Rs. Crores) and GB as percentage of total state budget

	2019-20	2020-21	2021-22	2022-23	2024-25	2025-26
Part A	4662.50	4548.83	5736.59	7012.43	11276.14	11494.46
Part B	14266.25	9971.46	12462.05	26732.69	42739.21	51800.75
Total	18928.75	14520.29	18198.64	33745.12	54015.35	63295.21
Total as % to State Budget	7.98	6.43	7.25	9.74	10.9	11.78

Source: Rajasthan Budget, various years

Chart: GB as percentage to total budget



Source: Rajasthan Budget, various years

Note: The chart above shows the gender budget data starting from 2012-13, the year GRB was adopted in the state.

As the chart above shows, the allocation towards the gender budget in the state came down drastically in the 2019-20 when the government issued new guidelines for preparing GBS. Since then it has been increasing slowly and it was 11.78% of the total state budget in the latest year (2025-26).

Currently the process of GRB in the state is only limited to presenting the Gender Budget Statement (GBS). However, as discussed earlier, GRB is process for sensitizing the budget process towards the gender based inequalities in the state and taking measures to end those inequalities. This is possible only when the planning process is also gender sensitive and responsive. However, the progress in this direction appears to be limited. Even the departments do not have complete clarity about the criteria to be used for reporting the gender budget component.

There can be more than one BFC in one department. Thus, the practice of BFCs wise reporting makes it difficult to identify the departments included in the GBS and to understand the pattern

of allocation made for schemes in those departments under the prescribed categories. In 2022-23, number of BFCs covered in the GBS is 91 out of a total of 276 BFC units.

GRB in Road and Transport Sector in Rajasthan: Road Ahead

The Public Works Department, a department responsible for constructing roads and bridges and government buildings does not report in the Rajasthan government's gender budget statement. The Transport and Road Safety Department, the department responsible for providing road transportation in the state is currently reporting one scheme namely "Recharge of the amount of free/Discounted journey in Rajasthan State Road Transport Corporation Buses-2601" in the Part B of the Rajasthan government's gender budget statement.

Earlier the Transport Department used to report its scheme on providing concessions to the women passengers with the name "Free travel in RSRTC buses and Reimbursement of amount for travel in private buses – 2601" in the Part A of the GBS till 2019-20.

The annual report 2023-24 of the Road Transport Department has a section on women empowerment in which it informs that the department provides concession of 50% to the women applying for learning and driving licences. This, however, is not mentioned in the next annual report 2024-25 and the page on the driving license fees on the department's website also does not mention any such waiver for women applicants of driving licenses.²⁶

The department also provides 50% concession to women travellers in the Rajasthan State Road Transport Corporation (RSRTC) buses within the borders of the state, which also gets reported in the Part B of the GBS.

The department also provides 90% concession to women and girl travellers on the monthly passes for traveling in the RSRTC buses as per the annual report 2023-24. Department also allows free travel to women passengers on International Women's Day and on Rakshabandhan. Department has also installed panic buttons in all the vehicles of the RSRTC, as per the annual report 2024-25.

Though these are very welcome steps by the road transport department to facilitate women's mobility in the state, both the departments can do much more to provide gender responsive and safe transportation facilities to women in the state.

²⁶ <https://transport.rajasthan.gov.in/content/transportportal/en/transport/farefeesandtax/licencefee.html>

Suggested steps which the two departments can take are:

Collecting the sex segregated data on transportation and uses: Collection of data on rural and urban women travellers, travellers commuting and long and short distances, employment provided by the road and transport sector, including employment in road construction and data on women safety concerns and issues etc. is extremely important for adopted GRB in the sector.

Developing a gender responsive transport policy which facilitates safe, affordable and sustainable travel for all genders and people from all socio-economic backgrounds.

Using the Checklist prepared by the MWCD

In this context, the checklist developed by the Ministry of Women and Child Development should be referred to as guideline to start the GRB process in such sectors/departments like PWD and Road Transport. The checklist outlined below is very useful to start the GRB exercise in such departments.

Checklist II for Mainstream Sectors

Mainstream sectors like Defence, Power, Telecom, Communications, Transport, Industry, Commerce etc. may consider adopting the following checklist to determine the gender impact of their expenditure.

- i) List of all programmes entailing public expenditure with a brief description of activities entailed.
- ii) Identifying target group of beneficiaries/users.
- iii) Establishing whether users/beneficiaries are being categorised by sex (male/female) and if not to what extent would it be feasible.
- iv) Identify possibility of undertaking measures to facilitate access of services for women - either through affirmative action like quotas, priority lists etc. or through expansion of services that are women-specific like all-women police stations, women's special buses etc.
- v) Analysing the employment pattern in rendering of these services/programmes from a gender perspective and examining avenues to enhance women's recruitment.
- vi) Focus on special initiatives to promote participation of women either in employment force or as users.
- vii) Indicating the extent to which women are engaged in decision-making processes at various levels within the sector and in the organisations and initiating action to correct gender biases and imbalances.

These exercises can be undertaken by each Ministry/Department of the Government, to start with, for a few select programmes/schemes which may be selected either in terms of their perceived gender impact, or the selection can be based on considerations of heaviest budget

allocation. Based on the result of carrying out the above steps, the gender budgeting exercise may be institutionalised in the manner detailed in checklist.

Source: MWCD, 2015, Gender Budgeting Handbook

This will lead to identifying the women's practical and strategic needs²⁷ vis-a-vis transportation and providing for the same, some of which could be:

For road constructions

- Providing pedestrians and cycling lanes
- Providing proper lighting on the roads
- Providing safe and decent employment to women in road constructions
- Ensuring equal remuneration for women workers
- Developing and implementing a gender responsive compensation and rehabilitation and resettlement policy for the men and women affected by the road projects

For road transportation

- Conduct safety audits
- Safe bus stands, bus stops/stand and passenger shelters on the road sides
- Provide easily accessible and women friendly redressal mechanisms
- Providing drinking water and clean toilets on the bus stands
- Providing safety measures like CCTV cameras, emergency buttons, women only transport
- Providing last and first mile connectivity
- Increased participation of women in employment

Note: These are just some of possible actions for example and it is in no way an exhaustive list.

To sum up, the GRB approach is extremely useful for the road and transport sector and it has been adopted by the Ministry of Road and Road Transport and Highways in a limited way to ensure security of women passengers under the Nirbhaya Fund. Similarly in Rajasthan, the transport department also provides 50% concession to women travellers in the RSRTDC buses within the borders of the state and provides free transportation to women on two occasions each year. The PWD department of the state, on the other hand, does not report any of their schemes in the state GBS neither the department's annual reports has any section on gender of

²⁷Practical needs of women and girls are those needs which are related to are concerned with inadequacies in living conditions such as water, food, healthcare, employment and income while the strategic needs challenge or change the existing roles and responsibilities, giving them more power. For example, addressing issues of domestic violence, legal rights, equal wages, and women's control over resources, training on digital communication and information technology, information about the domestic and export market are strategic needs.

women empowerment. The two departments in the state play an extremely important role of providing road network and road transport services can adopt the GRB process and apply the same on most of their projects/programmes to make the road and transportation gender sensitive, safe and easy for all genders.

Annexure: Some Basic Concepts

i. What is a Budget?

Budget is a statement of estimated income and expenditure of a government (or any organisation/individual) during a given period (financial year). A government budget reflects the government's priorities through resource allocation. Apart from presenting the financial plan, a budget is a proposal of how much money is to be spent on what and whose demands and needs will be prioritized in the given financial year. The government has to balance a wide range of demands with limited resources at its disposal. The budget as a tool for optimal deployment of limited resources for the best possible utility, thus reflects the choices that government has made.

The process of drawing up the budget or budgeting includes assessing needs, determining outcome objectives and policies, making detailed plans to achieve the objectives, allocating resources based on priority of needs, ensuring proper and efficient application of the funds allocated, assessing the achievement of desired outputs and outcomes and last but not the least auditing to ensure that the principles of resource allocation have been properly followed.

ii. Sex and Gender

The term sex refers to biological differences between females and males. For the vast majority of people the biological sex does not change over time. Gender refers to those characteristics and roles of people that are socially constructed. It affects all parts of people's life including social, economic and political. It is about how power is used and shared among women and men. The experience of being male or female differs dramatically from culture to culture.

iii. Gender Roles

There are multiple gender roles and responsibilities that people are expected to follow in a society which can be broadly classified as:

a. Productive

The productive roles encompass work undertaken by men and women in exchange for cash or in kind or sometimes for no pay at all. For example, women are involved in agriculture as farmers, workers and wives.

b. Reproductive

These roles relate to issues of child bearing and rearing. These involve all tasks undertaken to reproduce the human capital such as cooking, cleaning, looking after the sick and aged.

3. Community management

These are activities undertaken by men and women to provide for and maintain the scarce resource of collective consumption. Examples include building communal markets, schools, clinics on a voluntary, unpaid basis.

4. Community politics

These are constituency-based political activities undertaken by men and women at community, local, national and sometimes international levels. These political activities are undertaken on behalf of customary structures, party politics and lobby and advocacy groups. These roles are socially determined, context specific, changeable but also resist change.

iv. Gender Analysis

Gender analysis is a way of analysing problems, situations and solutions with awareness of gender relations and in order to identify gender issues. The key elements of a gender analysis should include identification of similarities and differences between men and women and amongst women. Gender analysis relates to work, resources, responsibilities and powers. It includes assessment of how gender relations have an impact on opportunities, needs, incentives and rewards. It also includes estimation of the potential obstacles and resistances to initiatives to promote gender equality and development of strategies to counter these resistances. It is important to understand practical needs and strategic needs of women.

v. Practical and Strategic Needs of Women

Women, men, girls and boys have different practical and strategic needs and priorities. Women remain under-represented in public life, which means that government policy, including economic policy may not take their needs and priorities into account. These differences mean that policies which appear neutral on the surface may have unintended consequences, including increasing gender inequality.

Practical Needs

Practical gender needs are concerned with inadequacies in living conditions such as water, food, healthcare, employment and income. These are the immediate needs that arise in a given context and usually met within the short-term. When practical gender needs are met, the condition of men and women improves without challenging or changing their roles. For example, provisioning of water inside the home or providing access to creche facilities at the workplace, availability of seeds/farming equipment.

Strategic Needs

These needs challenge or change the existing roles and responsibilities. When strategic needs are addressed, it gives power to women and men to make independent decisions on when and how to use assets. For example, addressing issues of domestic violence, legal rights, equal wages, and women's control over resources, training on digital communication and information technology, information about the domestic and export market.

vi. Access to and Control over Resources

Another important concept to understand in context of GRB is the access to and control over resources by women and men. Access is obtained through permission. Control means having the power to decide when and how to use the resources like money, land, technology and skills. One can have access to a resource without necessarily having control over it. For example, women who work on the farm may have a piece of land to cultivate (access) but not have the ownership of it (control) and hence cannot take decisions such as which crop to plant on that piece of land.

Gender responsive budgeting aims at giving people both access and control over resources and benefits.

vii. Gender Mainstreaming

The United Nations Economic and Social Council (ECOSOC) has defined gender mainstreaming as “a strategy for making women's as well as men's concerns and needs an integral dimension of the design, implementation, monitoring and evaluation of policies and programmes in all political, economic and societal spheres so that women and men benefit equally and inequality is not perpetuated.”

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