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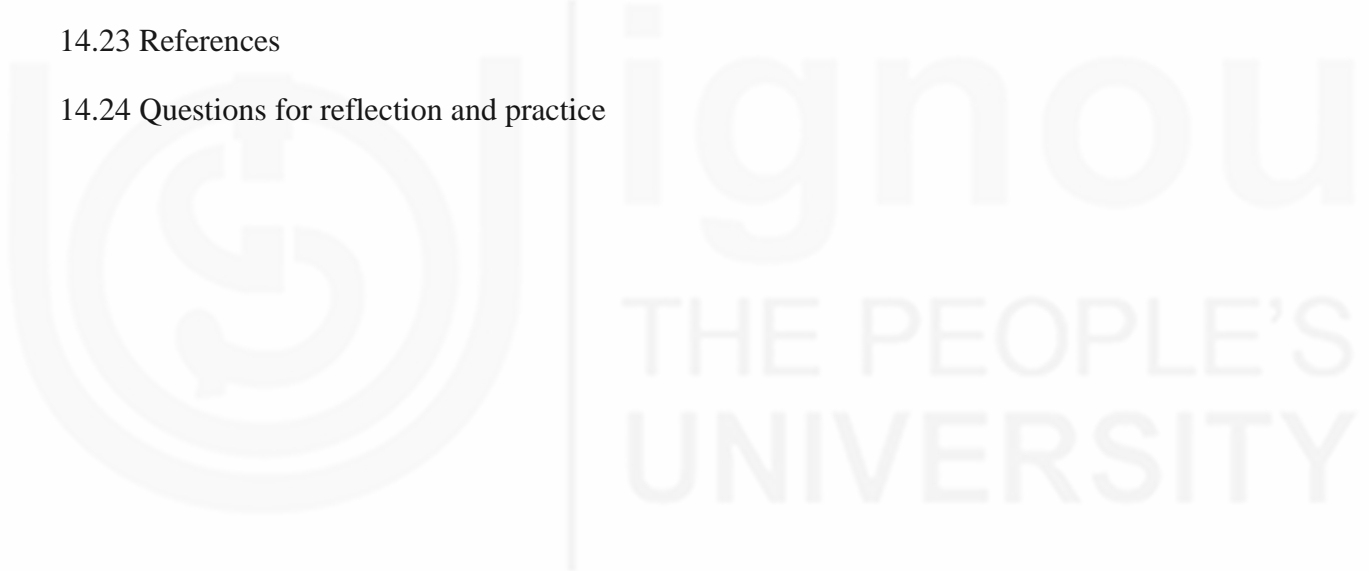
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14.1 INTRODUCTION

Gender budgeting is a process that maintains a gender perspective at different stages such as policy review, assessment of needs, program formulation, resource allocation, implementation, assessment of impact, reprioritization of resources, etc. A gender sensitive budget is the result of this process. Gender Budgeting is not a separate budget for women; rather it is a dissection of the government budget to establish its gender-differential impacts and to translate gender commitments into budgetary commitments. The main objective of a gender-sensitive budget is to improve the analysis of incidence of budgets, attain more effective targeting of public expenditure and offset any undesirable gender-specific consequences of previous budgetary measures.

14.2 OBJECTIVES

After studying this Unit, you would be able to

- define Gender Budgeting;
- discuss the significance of gender budgeting;
- explain the functions and composition of gender budget cells;
- analyze gender budgeting in urban local bodies;
- examine the revenue generation in the local bodies; and
- Analyze the role of elected representatives in gender budgeting process.

14.3 WHAT IS GENDER BUDGETING (GB)?

Gender Budgeting (GB) is a tool for assessing the impact of Government revenue and expenditure on women. GB requires looking at the Government budget from a gender perspective to assess how it addresses the needs of women in specific areas. GB does not mean creation of a separate budget for women, but seeks affirmative action to address the specific needs of women. GB may be based on the rationale that women have been socially excluded for several centuries. In such scenario women need more allocations for creating societal conditions which are more favourable to them.

14.4 WHY GENDER BUDGETING IS IMPORTANT?

Gender budgeting is gaining increasing acceptance as a tool for engendering macro economic policy-making. The Fourth World Conference of Women held in Beijing in September 1995 and the Platform for Action that it adopted called for a gender perspective in all macroeconomic policies and their budgetary dimensions. The Outcome Document of the UN General Assembly Special Session on Women held in June 2000, also called upon all the Nations to mainstream a gender perspective into key macroeconomic and social development policies and national development programmes. Emphasis on gender budgeting was also placed by the Sixth Conference of Commonwealth Ministers of Women's Affairs held in New Delhi in April 2000. Gender Budget Cells in various Ministries were set up with the intention of implementation and committing to various Gender Responsive Budgeting (GRB) initiatives with the objective of influence and effecting a change in the Ministry's policies, programmes in a way that could tackle gender imbalances, promote gender equality and development and ensure that public resources through the Ministry budget are allocated and managed accordingly.

Gender Responsive Budgeting or Gender Budgeting as it is more commonly known, is a means of ensuring that public resources are allocated in an equitable way so that the most pressing needs of specific gender groups are satisfied. GRB initiatives do not seek to create separate budgets to address women's gender concerns. Instead they seek to view the Government Budget from a gender perspective in order to assess how it will address the different needs of women.

With the objective of facilitating the integration of gender analysis into the Government budget, this charter for the Gender Budgeting Cells is being drawn up for guidance and implementation by all Ministries/ Departments.

14.5 COMPOSITION OF GENDER BUDGET CELLS

The Gender Budget Cell should comprise a cohesive group of senior/ middle level officers from the Plan, Policy, Coordination, Budget and Accounts Division of the Ministry concerned. This group should be headed by an officer not below the rank of Joint Secretary. The functions and working of the GRB may be reviewed at least once a quarter at the level of Secretary/ Additional Secretary of the Department.

14.5.1 Functions of Gender Budget Cells

The GBC may set for itself, specific quarterly / half yearly/ annual targets to be achieved in terms of the following suggested areas of work.

- (1) Identification of a minimum of 3 and maximum of 6 largest programmes (in terms of budget allocation) implementation by the Ministry and the major Sub –Programmes hereunder, with a view to conducting an analysis of the gender issues addressed by them.
 - This is to be facilitated by describing the current situation with respect to the Sub-Programme (using disaggregated data in terms of beneficiaries as much as possible) and describing the activities for achieving the given output.
 - Output indicators may be identified for measurement against performance in the coming year.
 - Activities targeted at improving the situation of women under these programmes may be highlighted. In this regard, an assessment may be made of the extent to which sectoral policies address the situation of women, whether budget allocation are adequate to implement the gender responsive policy; monitoring whether the money was actually spent as planned, what was delivered and to whom; and whether the policy as implemented changed the situation described, in the direction of promoting/ achieving greater gender equality.
 - Results of this analysis may be included as an annex titled “Gender Responsive Budgeting Initiative” in the Ministry’s Outcome/ Performance Budget for the year.
 - GBCs of such Ministries/ Departments which have identified programmes were 100% of the budgetary allocation for the scheme is earmarked to benefit women, may undertake a similar analysis as described above. Results of this analysis may also be included in the Ministry’s Department’s Outcome/ Performance budget for the year.
- (2) Conducting / Commissioning Performance audit (at the field level wherever possible) for reviewing the actual physical/ financial targets of the programme, the constraints if any, in implementation, the need for strengthening delivery systems, infrastructure/ capacity building etc.
- (3) Organizing meetings/ discussions/ consultations with GBCs of related departments within the Ministry, field level organization/ civil society groups/ NGOs working in the sector for exchanging ideas and getting feedback on the efficacy of sectoral policies and programmes.
- (4) Suggesting further policy interventions based on findings of the above.

- (5) Participating in and organizing Training/ Sensitization/ Capacity Building workshops for officials, concerned with formulation of policy/ programme implementation & budget and accounts at the Ministerial level and also in the implementing agencies/ attached/ subordinate offices and organizations under the administrative control of the Ministry.
- (6) Apparently “gender neutral” programmes are not necessarily gender neutral in the impact they have, when seen through gender lens. Hence, in sectors like Defence, Power, Telecom, Communications, Transport and Industry, etc. GBCs may undertake an exercise to identify the possibility of undertaking initiatives/ special measures to facilitate/ improve access to services for women and their active participation in the decision making process at various levels.
- (7) Disseminate best practices followed by those Divisions of the Department/ Ministry implementing schemes, which have done good work in analyzing the schemes/ programmes from gender perspective which have brought about changes in policy/ operational guidelines.
- (8) Prepare a Chapter on Gender perspective related to the Sector / Service covered by the Ministry and the impact of the existing policies/ programmes and resources employed in meeting the specific needs of women for reflection in the Ministry’s Outcome/ Performance Budget.

Check Your Progress Exercise 1

Note: i. Use this space given below to answer the question.

ii. Compare your answer with the one given at the end of this U nit.

1. What is the composition of Gender Budget cells?

14.6 GENDER BUDGETING AND URBAN LOCAL BODIES

Understanding the relationship between macro economic policies and the Union Budget, state budgets and the Panchayati Raj Institutions in the context of India’s economic reforms and globalization is a must as it has influenced women’s lives in several ways. It is good economic

sense to make national budgets gender-sensitive, as this will enable more effective targeting of government expenditure to women specific activities and reduce inequitable consequences of previous fiscal policies. The Gender Budget Initiative is a policy framework, methodology and set of tools to assist governments to integrate a gender perspective into the budget as the main national plan of public expenditure. It also aims to facilitate attention to gender analysis in review of macroeconomic performance, ministerial budget preparations, parliamentary debate, and mainstream media coverage. Budget impacts women's lives in several ways. It directly promotes women's development through allocation of budgetary funds for women's programmes or reduces opportunities for empowerment of women through budgetary cuts.

In municipality, the Accounts Superintendent tables statement for income and expenditure in December. Also he/she gives estimates of income and expenditure for the financial year end and seeks responses from Municipal commissioner, president of Municipality, and standing committee. Portion for committed fund can't be changed by councilors at the time of final approval. Revision of property tax takes place once in 4 years.

There are three Sources of Income for Municipal councils/corporations

1. *State & Central government's Allocation, State and Centrally sponsored schemes*
2. *Revenues obtained thro' local taxes-water, electricity, road, etc.*
3. *Funds obtained from the Finance Commissions*

14.7 GENDER CONCERNS

For past 15 years, gender economists and women's groups are making efforts to answer the following questions:

- *How to enable women to direct economy through designing and constructing fiscal policy?*
- *How to link economic governance to political governance?*
- *How to enable EWRs to participate in the budget-making efforts?*

They have used methods of Participatory Appraisal (PA) and Focus Group discussion (FGD) to identify gender concerns.

Macro-economic Policies and Gender Audit of Municipal Budgets

Trend analysis of allocation to social sector in the pre (before 1991) and post (after 1991) structural Adjustment Programme (SAP) phase has revealed that poor women have suffered the

most due to drastic budgetary cuts in PDS and public health, safe public transport & child care facilities, food security, drinking water and sanitation.

Gender sensitive budget demands re-prioritisation of financial allocations by municipal bodies in favour of

- Working women's hostels, crèches, cheap eating facilities, public toilets
- Housing- subsidized for single/ deserted/ divorced/ widowed women
- Nutrition- strengthening PDS, mid day meals
- Health- Abolition of user fees for BPL population, one stop crisis centre in public hospital for women/girls survivors of violence linked with shelter homes
- Skill training centers for women and tailor made courses
- Safe, efficient and cheap public Transport-bus, train, metro
- Water- Safe drinking water in the community centers
- Waste Management- Technological up gradation- Occupational health & safety of recycling workers/rag pickers
- Proper electrification in the communities
- Multipurpose Community centers, half way homes for elderly and mentally disturbed women.

Check Your Progress Exercise 2

Note: i. Use this space given below to answer the question.

ii. Compare your answer with the one given at the end of this U nit.

1. List few reasons to include gender concerns in the local government budgets.

14.8 METHOD OF REVENUE GENERATION

Government of Maharashtra has sent GR regarding allocation of 5% of total revenues for women and children. Moreover, urban local self government (LSGs) bodies can raise revenues by heavy taxes on Tobacco, alcohol, private vehicles and entertainment industry. Portion of fine collected for causing damage to environment (introduction of Green Tax), high speed driving, wrong parking and breaking rules can be used for welfare of women and children.

Surcharge, earmarked charge for specific purpose such as Education Cess-2 % of salary, income tax for disaster management has raised revenues for urban LSG. In Maharashtra, transport cess at the time of Bangladesh war in 1971, later on was diverted to EGS kitty.

14.8.1 Meetings with the stake holders

Urban LSGs should organize discussion on needs identified by EWRs with GOs, NGOs and SHGs. They should be made aware of Socio-economic Profile of the Municipality. The ward officers should ensure scrutiny of needs and perceived problems by impartial experts who can also suggest methods to fulfil needs (Labour, land, services). Financial aspects of programmes and projects should be discussed in a transparent manner.

14.8.2 Tasks of Citizens Association

Civil society groups must be allowed to give their opinions on suitable budgetary allocations and generation of revenues from local sources. They can verify/cross check collected data and results of the surveys/interactive workshops and prepare a vision document. Sub-committees can work out details of different budget heads and it must have all stake groups of the ward. Presentation of reports of these sub-committees should be made thro' EWRs to the municipal authorities. Currently women's groups are lobbying for reprioritization of allocation to reflect women's interests. E.g. Financial allocation for implementation of DV act, PCPNDT Act, utilisation of funds earmarked for Swadhar scheme for women in difficult circumstances and working women's hostels in urban centers.

14.8.3 Activity Mapping

Women's groups are discussing of micro economics involved in dealing with problems faced by women at ward levels such as drinking water, health centers, garbage-disposal and are moving beyond grievance redressal. Women's groups such as Anandi (Ahmedabad), Alochana (Pune), Stree Mukti Sangathana (Mumbai), National alliance of women's Organisations (Bhubaneshwar), Sagamma Srinivas Foundation (Banglore), Action India (Delhi) are organizing

workshops for awareness about technicalities of budget, building knowledge about programmes, schemes, projects under different departments, gathering procedural information about critical issues/felt needs, skills of proposal writing. Stack groups in support of EWRs are Self Help Groups, gender sensitive administrators, corporators /councillors, individuals within political parties, NGOs and Women in the communities. They make efforts to seek allocation under appropriate budget heads to identify streams of revenue, available revenue and the required expenditure.

14.9 SOME UNRESOLVED ISSUES

Decision-makers in the urban LSG bodies need to address the following issues demanding urgent attention:

- *How to bridge the gap between notional allocation and actual allocation?*
- *Accounting, auditing and record keeping of gender disaggregated data & allocation*
- *How to achieve physical and performance/ achievement targets?*
- *Implementation of maternity benefits, Tribal Sub Plan, Scheduled Caste Plan for the urban poor*
- *Major departments claiming indivisibilities of allocation of resources*
- *Notional allocation projected as real allocation*
- *Absence of uniform guidelines & procedures*

Check Your Progress Exercise 3

Note: i. Use this space given below to answer the question.

ii. Compare your answer with the one given at the end of this U nit.

1. What are the tasks of citizens association with regard to revenue generation in the local government budgets?

14.10 GENDER BUDGETING IN URBAN LSG BODIES

Process of gender budgeting demands special programmes targeting women based on

enumeration of differential impact of expenditures across all sectors and services-gender disaggregated impact on literacy, school drop outs, mortality, morbidity, malnutrition, illnesses, safety & security. Hence, they need to ensure the review of equal opportunity policies and opportunities in the public sector-jobs, school education, wages, health care, skills, technical training, and computer education.

14.10.1 Allocation and expenses of resources for women in Panchayat Budgets

NIPFP has recommended the following classification of financial allocation on schemes and programmes for gender audit as well as gender budgeting.

- *Women specific schemes where 100 % of the allocation is required to be spent on women targeted 100% to women by Ministry of women and Child Development (MWCD).*
- *Pro-women schemes where at least 30% of allocation and benefits flow to women. E.g. All anti-poverty programmes.*
- *Gender Neutral Schemes meant for community as a whole (Employment generation programmes, Jawaharlal Nehru National Urban Renewal Mission (JNNURM)*
- *Residual schemes for disaster management*

All India Institute of Local Self Government (AIILSG) gives details of all schemes under these four categories through its publications, workshops and training programmes. Moreover, it also teaches the elected representatives the efficient ways of programme implementation through budgeting from below (Virmani, 2002).

14.10.2 Budgetary allocation for Protective and Welfare Services

These are the schemes directly benefiting women for crisis management of situations arising out of economic and socio-cultural subordination and dehumanization of women such as shelter homes, short stay homes, rehabilitation schemes for women survivors of violence, pensions for widows and destitute women.

14.11 CASE STUDY 1 HALF WAY HOME FOR ELDERLY WOMEN

Budgetary allocation for Social Services Expenditure for capacity building, reduction of domestic drudgery and better quality of life for girls and women

- *Education*
- *Health*

- *Crèche*
- *Working women's hostels*
- *Housing*
- *Nutrition*
- *Water supply*
- *Sanitation-toilets, drainage*
- *Fuel*
- *Waste management*
- *Transport*

14.12 CASE STUDY 2: PEOPLE'S PARTICIPATION IN BUILDING HIGH SCHOOL FOR GIRLS

Budgetary allocation for **Economic Services to provide economic opportunities to women**

- *SHGs-credit, loans to self employed women*
- *Training programmes-Vocational training in Sunrise sectors. e.g. Biotechnology, IT, etc,*
- *Physical infrastructure-transport, energy*
- *Urban housing-10 % reserved flats/tenements for single women*
- *Marketing facilities for women entrepreneurs & self employed women- 10% of shops reserved for businesswomen, women vendors/traders in municipal markets, women's haats /bazars*
- *Public Toilets for women without user fees*
- *Safe and efficient transport for working women and women vendors*

14.13 CASE STUDY 3: HOUSING FOR POOR FEMALE HEADED HOUSEHOLDS

14.13.1 Budgetary allocation for Regulatory Services to put in place institutional structures and mechanisms

- *State Commission for Women/ Municipal Commission for Women*
- *Women Development Cells in municipal bodies*
- *Budgetary allocation and space for ward-wise WDC for prevention of sexual harassment of women in the organized and unorganized sectors*

- *Women's cell at the police stations, LSG bodies' offices, municipal hospital & schools*
- *Awareness generation programmes*

14.13.2 Need of an Hour

State governments must devolve substantive powers, funds, functions and functionaries upon LSG bodies. The central government should strive for simplifications of programme guidelines by central ministries and departments regarding women specific schemes- Swadhar, working women's hostels, maternity benefits for BPL, etc. Moreover, centrally sponsored Schemes must be recast to empower municipal bodies. PRIs must get untied funds to formulate plans according to their needs and priorities. Structures and mechanisms for RTI Act must be put in place to sort out problems concerning utilization of funds allocated for area development. To avoid urban unrest and guarantee socio-economic justice, at least 100 days of employment at minimum wages must be provided under EGS in all urban centers.

14.14 FINANCIAL MATTERS AND PRIS

Elected representatives, ward officials and NGOs working in the area should act as facilitators in preparation of the plan for area development and social justice. The UN system has supported allocation of resources for women in PRIs, right from the beginning. "The evidence on gender and decentralization in India thus suggests that while women have played a positive role in addressing, or attempting to address, a range of practical gender needs¹, their impact on strategic gender needs² is not remarkable." (UNDP, 2002). Hence, WERs deserve to be empowered to address the strategic gender needs.

There is a need for provisions in the composite programmes under education, health and skill development to target them specifically at girls/women as the principal beneficiaries and disaggregated within the total allocation. It may also be necessary to place restrictions on their re-appropriation for other purposes. .

Budgets garner resources through the taxation policies and allocate resources to different sections of the economy. Budget is an important tool in the hands of state for affirmative action for improvement of gender relations through reduction of gender gap in the development process. It can help to reduce economic inequalities, between men and women as well as between the rich and the poor (NCAS, 2003). Hence, the budgetary policies need to keep into

considerations the gender dynamics operating in the economy and in the civil society. There is a need to highlight participatory approaches to pro-poor budgeting, bottom up budget, child budget, SC budget, ST budget, green budgeting, budgeting for differently abled people, local and global implications of pro-poor and pro-women budgeting, alternative macro scenarios emerging out of alternative budgets and inter-linkages between gender-sensitive budgeting and women's empowerment. Serious examining of budgets calls for greater transparency at the level of international economics to local processes of empowerment. There is a need to provide training and capacity building workshops for decision-makers in the government structures, municipal bodies, parliamentarians and audio-visual media (Patel, 2004).

Gender Commitments must be translated into Budgetary Commitment. By using our Right to Information (2005), transparency /accountability for revenue generation & public expenditure can be ensured. For Reprioritization in public spending we must prepare our 'bottom up budgets' and lobby for its realization in collaboration with the elected representatives. Gender economists must lift the veil of statistical invisibility of the unpaid 'care economy' managed by poor women and highlight its equality & efficiency dimension and transform macro-policies so that they become women friendly.

14.15 ROLE OF ELECTED MEMBERS FOR GENDER BUDGETING

The National Strategy for Urban Poor (NSUP) project is a crucial initiative of the Ministry of Housing & Urban Poverty Alleviation (MoHUPA), Government of India and the United Nations Development Program (UNDP). It is aimed at addressing the key concerns in promoting urban poverty eradication and sustainable urban livelihoods. The objective of the project is to support development of a National Strategy for Urban Poverty reduction at the Centre and States. The NSUP project supports a combination of initiatives which includes: action research; platform and network building for dialogue on policies and regulations; facility to support and disseminate best practices on urban livelihoods; and targeted support to community associations and NGOs for ground level work.

The project has recently been dovetailed with the Jawaharlal Nehru National Urban Renewal Mission (JnNURM) - Basic Services to the Urban Poor (BSUP), Integrated Housing and Slum Development Programmed (IHSDP) and other initiatives of MoHUPA, GOI. The Jawaharlal Nehru National Urban Renewal Mission (JnNURM) is the single largest initiative ever launched

by the government of India to address the problems of infrastructure and basic service to the poor in cities and towns in holistic manner. It envisages reform - driven, fast - tracked and planned development of cities, with focus on efficiency in urban infrastructure / service delivery mechanism, community participation and accountability of urban local Bodies (ULBs) towards citizens.

Governance reforms are central to successful implementation of JnNURM. Linked to Government of India's support to States, they are based on an enabling strategy. JnNURM envisages a series of reforms at the State and Urban Local Body Level to address issues of urban governance and urban poverty alleviation with basic amenities to the poor in a sustainable manner. A key reform with respect to pro - poor governance contemplated in the BSUP and IHSDP is internal earmarking within local body budgets for basic services to the urban poor (in proportion to the share in total city / town population).

Moreover, the Ministry of Housing and Urban Poverty Alleviation, Government of India has planned a major initiative for **gender budgeting and mainstreaming** to focus on women's empowerment in a structured way through budgets under various schemes. This is in synch with the wider efforts of the Government of India to streamline the process of gender budgeting and the Charter issued by the Finance Ministry that sets down guidelines related to the functioning and monitoring of gender budgeting cells. Gender budgeting was introduced by the Ministry of Finance, Government of India in the Union Budget 2005 to ensure that public resources were allocated in an equitable way. Gender budgeting is gaining increasing acceptance as a tool for engendering macro economic policy - making.

14.15.1 Gender Budgeting and the Urban Poor

Budgets impact men and women differently because of the existing social and economic positioning of the two genders. Generally budgets are gender neutral, that is to say that the background assumptions are that budgetary outlays impact all the persons more or less equally, irrespective of the existing socio - economic differences between men and women. On the other hand, gender based budgets are built on the assumption of gender differentiated impacts on women and men and specially focuses on requirements of women in order to bring forth social and economic equality. Gender budgets are not separate budgets for women. Nor do they focus only on the outlays made for women and children.

Gender Budgeting is about (re) *prioritizing* and *orientating* public expenditure and revenue streams so that they reflect the concerns of women and girls. Gender budgeting seeks affirmative action to address specific needs of women. Gender budgeting is not an accounting exercise, but a long-term process of gender-sensitive budget analysis and ultimately, the formulation of gender-sensitive budgets.

The process of gender budgeting eventually results in gender responsive budgets. The terms gender responsive budgets, gender - sensitive budgets, gender budgets and women's budgets are however often used inter-changeably.

14.16 GENDER BUDGETING

- Refers to the process of conceiving, planning, approving, executing, and monitoring, analyzing and auditing budgets in a gender - sensitive way.
- It involves analysis of actual expenditure and revenue (usually of the Government) on women and girls as compared to on men and boys and thus gender mainstreaming.
- Gender Budgeting helps Governments to decide how policies need to be made adjusted and reprioritized.
- It is a tool for effective policy implementation where one can check if the allocations are in line with policy commitments and are having the desired impact.

In the above context, current urban planning practices need to take into account gender disaggregated needs, issues and development aspirations of men and women. There is an urgent requirement to develop mechanisms / processes that facilitate seeking and integration of gender disaggregated issues and preferences while preparing city development plans / projects. Urban women's priorities have often been inadequately reflected in the design of human settlements, the location of housing, and the provision of urban services.

Check Your Progress Exercise 4

Note: i. Use this space given below to answer the question.

ii. Compare your answer with the one given at the end of this U nit.

1. Explain the role of elected women representatives in the reduction of poverty with the help of any one of the government of India scheme.

14.17 GENDER INEQUALITY IN URBAN AREAS CAN BE REDUCED

Investing in physical and social infrastructure: thereby reducing women and girls' time burdens linked to their reproductive tasks and also reducing the predominance of gender-based violence linked to these tasks. Particularly critical in terms of time burden and violence is transport (roads and vehicles), water and sanitation and energy infrastructure. Investment in public health and education/skills for girls and women can contribute to equity and equality of women.

Guaranteeing women's and girls' property / inheritance rights: Ownership / control over housing and land assets provides economic security, incentives for taking economic risks that lead to growth, collateral for credit or a mortgageable asset to use during a crisis, and important economic returns, like income. Yet women are less likely to own or control these assets. Women's lack of property has also been increasingly linked to problems of entrenched poverty, HIV/AIDS, and violence. Ensuring these rights would help empower women economically and socially – improvements in welfare from having a safe place to live, and reduction in domestic violence linked to female land ownership are known benefits.

In addition, *inclusion of women* in the planning, design and O&M, infrastructure and service provision projects increases their sustainability. Women are central to urban planning and development. Women are both key users of urban space (in role as home manager) and as key producers of residential environments (in their roles as community leaders and initiators of neighbourhood networks). Women need to effectively participate in the design (and location) of infrastructure of which they are the main users: housing, water and sanitation infrastructure.

14.18 BUDGET AND RURAL LOCAL GOVERNANCE

The inducement behind this 73rd Constitutional Amendment Act was to make panchayats¹ as good governance or an effective mechanism for economic development and social justice at grassroots level. This Act has brought forth a genuine spirit of democratic decentralization in the

country. This Act has ushered in change by providing wide-ranging powers and functions to local level constitutional bodies and ordinary people for ensuring participation in planning and implementation for effective and efficient development. The important initiatives have been envisaged for the people's participation are as follows:

- Preparation of plans for economic development and social justice.
- Implementation of schemes for economic and social development.
- The powers and functions of Gram Sabha.²
- Regular elections to the Panchayats.
- One third reservation of seats for women and proportional seat reservation for scheduled castes and scheduled tribes.

In consonance with the 73rd Constitutional Amendment Act, different state (provincial) governments have initiated new Acts on decentralization and they are called as conformity Acts. But many states are unwilling to devolve their powers to the local bodies and most of them consider local bodies as their implementing agencies without any responsibilities. Even though many studies show that the decentralized local governance is struggling a lot to establish itself as a self governing institution few experiments from selected states show that the potential can be unleashed.

14.19 EXPERIENCES FROM TAMIL NADU

In Tamil Nadu Panchayati Raj Institutions came into existence in 1996 even though Conformity Act was passed in 1994. The state government was reluctant to share its power with Panchayati Raj Institutions, however with the support of external agencies like Gandhigram Rural University which is devoted to rural development, supported 58 Village Panchayats in preparing Village Development Plan on their own, which includes 17 Village Panchayats which were severely affected by Tsunami in 2004. The village development plan clearly outlines the activities to be carried out from the Human Development Perspective. The stress on the importance of women and child development is made in each development plan and the highlight of this development plan is that the resources required to carry out the plan are also identified. This plan document contains a brief history of the Panchayats, basic data about agriculture, source of irrigation, veterinary facilities, land utilization, land ownership, landless families with

social background, facilities available in schools, admission in schools, dropouts in schools, status of women and children, energy utilization, non-conventional energy sources, environmental conditions, skills available in the village, housing facilities etc. Responsibilities were fixed on individuals and groups to take steps to meet the needs indicated in the plan document. Achievable indicators were fixed to monitor the activities of the Panchayats. It was stated unequivocally that the Panchayat would concentrate on 100 percent school admission, ensure the normal weight of new born babies, institutional delivery, attention to pre-natal and post-natal care, reduce malnutrition, concentrate on family welfare etc. Thus this plan document became a vision document. Responsibility was not fixed on the government alone. Activities were classified and accordingly responsibilities were fixed for administering development and social justice. The village development plan has the following objectives for the wholistic development of the Panchayat.

14.20 WHAT IS GOING TO BE DONE IN THE GRAM PANCHAYAT THROUGH THIS PLAN?

- Enrolling all the children who have completed five years of age in school.
- Ensuring that the enrolled children continue their studies without dropping out.
- Conducting school annual day celebration to enable the students to display their creative potential.
- Providing basic amenities like drinking water, toilet, playing ground and vegetable garden in the school.
- Creating a sanitation and toilet culture among the students.
- Establishing reading rooms to encourage the desire to learn among the villagers and putting to use the Library.
- Providing toilet facility and playthings for children in the anganwadi and trimming their nails to ensure hygiene.
- Enrolling all the children who have completed two and a half years of age in the anganwadi and helping them to learn the habit of attending to their personal cleanliness.

- Ensuring the age-specific weight and the general health of children by providing them with appropriate balanced nutritious meal and ensuring the proper conduct of activities such as providing nutritious flour and noon meal under the integrated child welfare scheme.
- Preventing female infanticide by creating awareness among the villagers.
- Ensuring that all the children receive fully and properly the benefits of the
- Immunization programme.
- Creating an environment free of child labour.
- Adopting measures to prevent child mortality.
- Creating awareness among the people about gender equality.
- Ensuring that all deliveries take place only in hospitals.
- Creating awareness among women about prenatal and postnatal care.
- Helping women to fully receive the benefits of the activities under the postnatal child welfare schemes.
- Helping pregnant women to properly receive benefits such as prenatal care, medical examination, immunization vaccines, nutritious flour and
- Pregnancy assistance money.
- Providing the required minimum basic facilities in the sub-health centre.
- Helping the village health nurse to discharge her welfare functions well.
- Taking steps to ensure optimum utilization of the women's sanitary complexes.
- Ensuring that all the people get safe drinking water.
- Completely eradicating open air defecation.
- Arranging for common public toilets and their proper use.
- Removing waste in order to create a sanitary village.
- Creating awareness among the people about the dangers to the village from non-degradable substances like plastics and polythene and taking steps for their prohibition.
- Augmenting finances by converting public wastes into fertilizer.
- Planting, rearing and protecting saplings in public places to transform the village into a green village.
- Ensuring minimum basic amenities to all the habitations in the village.

- Installing solar lights on streets.
- Ensuring that all eligible families get ration cards.
- Arranging to issue pattas to those who own no house sites.
- Ensuring that essential commodities are properly available under the public distribution system. Building houses for houseless people. Eradicating untouchability and creating social harmony.
- Ensuring that the Adi Dravidar community gets all the benefits it is eligible for.
- Organizing poor women into self help groups and helping them to achieve social and economic upliftment.
- Making all the arrangements required to enable the self help groups to produce articles and to market them.
- Bringing together the village artisans into a federation, enhancing their manual skills and arranging for employment opportunities for them.
- Creating awareness to ensure that girls are married only after they complete twenty-one years of age.
- Observing the families of weak, destitute, elderly people, poor widows, poverty-stricken artisans and guaranteeing their livelihood.
- Identifying the disabled and reaching to them benefits that ought to reach them.
- Showing the way for male as well as female self help groups to function robustly.
- Motivating and guiding self help groups participating fully in public welfare activities and in Gram Sabha meetings.
- Repairing and maintaining water sources such as ponds, tanks, ooranis and kanmois, collecting rainwater in them and using them properly.
- Creating the right perspective among the people regarding the importance of water, water management and utilization of water.
- Developing natural resources and protecting them from damage and degradation.
- Creating awareness among the people to cultivate medicinal plants in public places in the village and in habitations and to use them.
- Creating awareness among the people to effect changes in agriculture to suit circumstances.

- Reclaiming common property resources from encroachment.
- Regulating common property resources and taking steps to augment the Panchayat income through them.
- Reorienting the Panchayat activities to a people-centered mode and carrying them out with people's participation.
- Transforming the Panchayat into an arena for people's action.
- Transforming the people into social citizens and making them participate in all Panchayat activities.
- Transforming the Gram Sabha into a forum for social upliftment instead of a forum for collecting grievances.
- Involving women and Dalits in a big way in all the activities of the village.
- Synergizing the different organizations functioning in the village for development activities.

Check Your Progress Exercise 5

Note: i. Use this space given below to answer the question.

ii. Compare your answer with the one given at the end of this U nit.

1. Which government of India constitutional amendment bring Local bodies independent budget making institution?

14.21 SUMMING UP

These kind of exercises at the grassroots for administering development, gender equity and social justice have long range implications in the paradigm of development. The grassroots institutions through decentralization have tried to unleash the potential for gender equity and human development. But all these are happening sporadically at the centre and state governments benevolence and the momentum is yet to pick up (Sundaram, 1997). Most of the state

governments which are reluctant to share its power with the local governance are learning new things in the process of development from the experience of these practices. The scope of decentralized local governance is slowly being recognized and when it reaches its high potentiality with full powers and finance gender equity and human development will not be a distant dream in the Indian context.

Endnotes

¹ **Strategic gender needs** Strategic Gender Needs are different in different economic contexts and are determined by statutory provisions, affirmative action by the state, pro-active role of the employers to enhance women's position in the economy and social movements.

² **Practical gender needs** Practical Gender Needs are identified keeping into consideration, gender based division of labour or women's subordinate position in the economy. They are a response to immediate perceived necessity, identified within a specific context. They are practical in nature and often are concerned with inadequacies in living conditions such as provision of fuel, water, healthcare and employment. For details see, Moser, 1993.

14.21 GLOSSARY

Gender discrimination: Where one gender is favoured and the other becomes disadvantaged. Discrimination can occur both deliberately and unconsciously (implicitly). It can occur unconsciously when those responsible are not conscious of gender issues.

Gender oppression: Where one gender dominates the other unjustly or even cruelly, whether this happens deliberately or not.

14.22 ANSWERS TO CHECK YOUR PROGRESS EXERCISES

Check Your Progress Exercise 1

1. The Gender Budget Cell should comprise a cohesive group of senior/ middle level officers from the Plan, Policy, Coordination, Budget and Accounts Division of the Ministry concerned. This group should be headed by an officer not below the rank of

Joint Secretary. The functions and working of the GRB may be reviewed at least once a quarter at the level of Secretary/ Additional Secretary of the Department.

Check Your Progress Exercise 2

1. Trend analysis of allocation to social sector in the pre (before 1991) and post (after 1991) structural Adjustment Programme (SAP) phase has revealed that poor women have suffered the most due to drastic budgetary cuts in PDS and public health, safe public transport & child care facilities, food security, drinking water and sanitation.

Check Your Progress Exercise 3

1. Civil society groups must be allowed to give their opinions on suitable budgetary allocations and generation of revenues from local sources. They can verify/cross check collected data and results of the surveys/interactive workshops and prepare a vision document. Sub-committees can work out details of different budget heads and it must have all stake groups of the ward. Presentation of reports of these sub-committees should be made thro' EWRs to the municipal authorities. Currently women's groups are lobbying for reprioritization of allocation to reflect women's interests. E.g. Financial allocation for implementation of DV act, PCPNDT Act, utilisation of funds earmarked for Swadhar scheme for women in difficult circumstances and working women's hostels in urban centers.

Check Your Progress Exercise 4

1. The National Strategy for Urban Poor (NSUP) project is a crucial initiative of the Ministry of Housing & Urban Poverty Alleviation (MoHUPA), Government of India and the United Nations Development Program (UNDP). It is aimed at addressing the key concerns in promoting urban poverty eradication and sustainable urban livelihoods. The objective of the project is to support development of a National Strategy for Urban Poverty reduction at the Centre and States. The NSUP project supports a combination of initiatives which includes: action research; platform and network building for dialogue on policies and regulations; facility to support and disseminate best practices on urban livelihoods; and targeted support to community associations and NGOs for ground level work. The project has recently been dovetailed with the Jawaharlal Nehru National Urban Renewal Mission (JnNURM) - Basic Services to the Urban Poor (BSUP), Integrated

Housing and Slum Development Programmed (IHSDP) and other initiatives of MoHUPA, GOI. The Jawaharlal Nehru National Urban Renewal Mission (JnNURM) is the single largest initiative ever launched by the government of India to address the problems of infrastructure and basic service to the poor in cities and towns in holistic manner. It envisages reform - driven, fast - tracked and planned development of cities, with focus on efficiency in urban infrastructure / service delivery mechanism, community participation and accountability of urban local Bodies (ULBs) towards citizens. Governance reforms are central to successful implementation of JnNURM. Linked to Government of India's support to States, they are based on an enabling strategy. JnNURM envisages a series of reforms at the State and Urban Local Body Level to address issues of urban governance and urban poverty alleviation with basic amenities to the poor in a sustainable manner. A key reform with respect to pro - poor governance contemplated in the BSUP and IHSDP is internal earmarking within local body budgets for basic services to the urban poor (in proportion to the share in total city / town population). Moreover, the Ministry of Housing and Urban Poverty Alleviation, Government of India has planned a major initiative for **gender budgeting and mainstreaming** to focus on women's empowerment in a structured way through budgets under various schemes. This is in synch with the wider efforts of the Government of India to streamline the process of gender budgeting and the Charter issued by the Finance Ministry that sets down guidelines related to the functioning and monitoring of gender budgeting cells. Gender budgeting was introduced by the Ministry of Finance, Government of India in the Union Budget 2005 to ensure that public resources were allocated in an equitable way. Gender budgeting is gaining increasing acceptance as a tool for engendering macroeconomic policy - making.

Check Your Progress Exercise 5

1. 73rd and 74th Constitutional amendment acts

14.23 REFERENCES

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14.24 QUESTIONS FOR REFLECTION AND PRACTICE

1. Explain the local governments budgets with suitable examples