

Analyzing Social Security through Gender Budgeting

Pooja Goel

Research Scholar (Ph.D.)

UGC-Centre for Federal Studies,

Jamia Hamdard, H-38/39 Subhash Bazaar, Kotla Mubarakpur, New Delhi-03

Abstract: *The developmental discourse in India has indeed stressed on social welfare schemes for mainstreaming women. Social welfare aims to empower the disadvantaged group by identifying them and channelizing some resources for them. Women are critical agents in development of society and thus for their development various social welfare schemes have been initiated. However, the problem persists as social security has been conceived in a narrow manner and the schemes which are initiated reflect the patriarchal norms. The work argues that the quantum of funds is not satisfactory and there is need to flow more resources. The work sees the social welfare schemes with the frame of gender budgeting. It looks at the various schemes under Gender Budget Statement (GBS) and how it has impacted on women. The work argues that initiative of gender budgeting in terms of GBS can have a positive impact on social welfare agenda as it calls for looking at specific schemes and moreover, the focus is women. The work also tries to map out the gaps which persist in implementation and channelizing of resources. The study is analytical in nature where effort is made to analyze schemes for women and how it has impacted positively. Also, the lacunas are identified which can fill the vacuum.*

Keywords: Social Security, Gender Budgeting

Introduction

Women are at core to the agenda of development and thus various social welfare policies and programmes have been initiated for them. The idea of Social security is embedded in the notion of welfare and empowerment. This is the reason the schemes are conceived in such a manner that they could empower or provide capabilities and functioning to them. The discourse of social security aims to promote welfare by focusing on well-being. The notion of social security is crucial in India especially, as there are various facets of gender inequalities perpetuating in every arena. The paper first defines what social security is and why is it important in Indian context. Then it proceeds to how gender budgeting can be an apt frame for social security initiatives. It looks at the allocations of Ministry of Health and Family Welfare under GBS. It also looks at the gaps that needs to be addressed in the light of gender budgeting.

Social security is a generic term where the core logic is to promote social justice through the notion of distributive justice. Being a generic term it has been defined differently but the notion of welfarism is inherent in its meaning. Merriam Webster dictionary defines social security as “the principle or practice or a program of public provision (as through social insurance or assistance) for the economic security and social welfare of the individual and his or her family”. Getubig defines social security for the developing countries as “any kind of collective measure or activities designed to ensure that members of the society meet their basic needs. As well as being protected

from contingencies to enable them to maintain a standard of living consistent with social norms”. It can be inferred that the idea of social security is inherently linked to the notion of welfarism. But welfarism is seen only as a mere token of economic welfarism. The state strives to promote development by focusing on social security through its policies and programmes. Thus, the present study sees social security as apolitical initiative for improving the well-being of the people. The role of state is cardinal for the social security paradigm as the political commitment of the state is crucial for the social security. The need for social security for women is crucial for the development. They constitute almost half of the population and thus their development is cardinal for the development of the state. They are worst hit in terms of human development indices, and other indices. Moreover, social security is also important as the fruits of development have not trickled down and through social security it aims to equalize and mainstream the disadvantaged group through targeted assistance which is the inherent logic of social welfare schemes. It is in this background gender budgeting needs to be understood as it provides a frame for targeted policies and engendering of the budgetary process which has a positive impact on development paradigm.

Gender budgeting is a naïve methodological intervention which provides a gender lens to the entire budgetary process. Being a buzzword in the present times for empowering women, it has been defined differently. The *International Development Research Centre (IDRC)* defines gender budgeting as public policy

*with the aim of securing gender equality in decision-making about public resource allocation; and gender equality in the distribution of the impact of government budgets, both in their benefits and in their burdens. The impact of government budgets on the most disadvantaged groups of women is a focus of special attention.*ⁱⁱ

While Elson sees gender budgeting as a bridge between the commitments to gender equality and actual spending and raising of public money and resources.ⁱⁱⁱ However, it is important to make it clear that it does not call for a separate budget for men and women. It is a process which specifically caters to look at macroeconomics domain through the logic of economy, efficiency and equity.

India is one of the pioneering countries to institutionalize the process of gender budgeting where the commitment of government is analyzed through the Gender Budget Statement (GBS). India has incorporated gender budgeting through Statement 20 where it gives a statement of the women specific schemes. It is interesting to note here that the statement is divided into two parts that is Part A and Part B where in Part A caters to the women specific scheme that is 100% beneficiaries are women. While, Part B sets out Pro Women Schemes, i.e. those where at least 30% of the allocation is for women. It was institutionalized in the year 2005 where for the first time GBS was placed and there were 10 demands for grants under

9 ministries or departments. It has come a long way from mere Rs. 14,378.68 crore in the 2005-06 to Rs. 79258 crore in 2015-16. The work analyses some of the schemes under GBS which are crucial for social welfare and security. It can here be argued that GBS provides a platform to see the various social welfare schemes and its impact on women. Also, we can infer that it is through gender budgeting, the policies for women does not come from the conventional ministries or departments only but also from other ministries or departments which are earlier considered to be gender neutral. Ministry of Women and Child Development is the nodal agency for carrying out gender budgeting. The ministry sets out many schemes for the welfare and protection of women and children. Some of the major schemes are Integrated Child Development Scheme, Rashtriya Mahila Kosh, National Mission for Empowerment of Women, Support to Training and Employment Programme (STEP), etc. The aim of the schemes is to empower women by focusing on enhancing their capabilities and functioning's. Although there has been a constant increase in the share of schemes but the work argues that this is half-truth as the quantum of funds are not in consonance to the entire budgetary allocations. For the present study the focus has been made on the some of the major schemes under Department of Health and Family Welfare. The reason for the focus on health is that it is the major source of development for any society and women in India are worst hit in terms of health indicators. Moreover, it is cardinal for human development as well.

Table I: Gender Budgeting: Department of Health and Family Welfare

(In Crore)

Scheme	2005-06	2006-07	2007-08	2008-09	2009-10	2010-11	2011-12	2012-13	2013-14	2014-15	2015-16
Rural Family Welfare Services	1869.20	1556.68	1934.00	2477.24	2492.27	3108.06	3500.00	4031.00	4146.00	--	--
Urban Family Welfare Services	133.08	125.00	116.70	149.86	152.34	172.90	204.25	197.80	--	180.08	177.54
RCH Flexible Pool (I & II)	--	2668.20	3271.11	3654.65	3545.0	3850.00	4300.00	4938.51	5247.01	4275.00	3426.09
Mission Flexible Pool	--	--	--	--	1747.96	1984.99	2739.10	2866.99	2824.36	3240.66	2720.35
Contraception	--	149.50	385.00	395.02	407.25	199.50	154.33	119.33	119.33	75	25.00

Source - Table has been computed from the budgetary estimates of the concerned ministry in Gender Budget Statements from 2005-06 to 2015-16.

The trends of the Department of Health and Family Welfare are analyzed to see the efforts of ministry in carrying out the process. The trends of the department unfolds that major focus of the department under gender budget is on Rural Family Welfare Services and Reproductive and Child Health (RCH) Flexible Pool (I & II).

Rural Family Welfare Services is an important scheme as the central objective of the Rural Family Welfare Services is to provide comprehensive primary health services at the grass root level. For this purpose for every 5000 rural population sub-centres are created while, for the tribal and hilly areas sub-centres are created for every 3000 population. The main function of the sub-centres is to provide promotive and educative functions relating to maternal and child health, family welfare, nutrition, universal immunization, diarrhea control, and communicable disease programmes. Moreover, for taking care of the vital needs of women and children basic drugs for minor diseases are provided.^{iv}

The trends of Rural Family Welfare Services testify that there has been constant increase in allocation from 2006-07 to 2013-14. It was Rs. 1556.68 crore in 2006-07 to Rs. 4146.00 crore in 2013-14. However, it is disappointing to note that the scheme has been discontinued after 2013-14. Being such a vital scheme for the stakeholders, the discontinuation of scheme questions the commitment of the government. However, this is a vacuum analysis because if we see the policy in light with the total budgetary allocation then its share has seen decline.

Table II: Gender Budgeting: Rural Family Welfare Services

Year	% Share of Department of Health and Family Welfare	% Share of total Budgetary estimates expenditure	% Share of Gender Budget Expenditure
2005-06	48.83	0.36	12.99
2006-07	12.40	0.27	5.4
2007-08	12.64	0.28	6.20
2008-09	14.59	0.32	8.95
2009-10	11.80	0.24	4.38
2010-11	13.20	0.28	4.58
2011-12	13.01	0.27	4.47
2012-13	13.12	0.27	4.57
2013-14	12.45	0.24	4.26

Source – Table has been computed from the budgetary estimates of Rural Family Welfare Services in the Gender Budget Statements; Expenditure Budget of Ministry of Health and Family Welfare,

Volume II; Budget at Glance from 2005-06 to 2013-14.

In the year 2006-07, the share of scheme to department's total budgetary estimates allocation was 12.40% but this dripped by 0.6% in the year 2009-10, also in the year 2012-13 it was 13.12 % but it dropped to 12.45% in 2013-14. This aspect is important to look at and needs attention. The reason for decline can be initiation of various other schemes for the welfare of women and children. Similarly, the share of Rural Family Welfare Services to Gender budget expenditure has decreased as it was 6.20% in the year 2007-08 to 4.47 % in 2011-12. It has been further reduced to 4.26% in 2013-14.

Urban Family Welfare Services is a programme which is being implemented by Urban Family Welfare Centres which are working in states and union territories. The centre aims to provide "outreach services, primary health care, maternal & child health and distribution of contraceptives".^v Moreover, urban revamping scheme has been initiated to improve the out-reach service delivery system within the urban slums.^{vi} As a result, the programme is important as it caters to basic health needs of the urban poor. The trends shows that although in the beginning the allocation saw decline in terms of allocation from 2005-06 to 2007-08 but after 2008-09 the trends reveal that there is increase in allocation as it was raised from 149.86 crore in 2008-09 to Rs. 197.80 crore in 2012-13. But from 2012-13 there has been constant decrease in the allocation. From Rs.197.80 crore it has declined to Rs. 177.54 in 2015-16.

Reproductive and Child Health (RCH) Mission Flexible Pool is a pool which "supports decentralized planning and flexible programming by the States including development of State and district level Project Implementation Plans (PIPs) with a focus on outcomes particularly relating to vulnerable sections, and community based monitoring & evaluation".^{vii} The pool is similar to RCH-I in the sense that the technical strategies for dipping Infant Mortality Rate, Maternal Mortality Rate, and Total Fertility Rate remain similar. RCH-II lays emphasis on Integrated Management of Neo-natal & Child Illness (IMNCI) and adoption of evidence based practices. Moreover, RCH-II offers flexibility to states and union territories so that they can plan on the basis of needs, rather than on the basis of scheme. This helps them as the states and union territories do not get bound by rigid norms. But, it is important for the states to stick to the Government of India guidelines, their administrative and financial procedures and rules. The pool also includes the 'pooled' funds of external funding agencies like World Bank, UNPFA etc.^{viii}

The overall grant for the scheme in 2006-07 was Rs.2668.20 crore, but it was subsequently raised to Rs.5247.01 by 2013-14. The trends shows that there has been increase in the budgetary estimates allocation but if we see it in comparison to the share of department of Health and Family Welfare then, it is visible that the share has decreased as with 21.27 % share in 2006-07 it was decreased to 16.79% in 2009-10, by 2011-12 it dropped to 15.98% and by 2013-14 it was 15.76%. This trend shows that despite increase in allocation for the pool the share of the pool has reduced.

Table III: Gender Budgeting: Reproductive and Child Health (RCH) Mission Flexible Pool

Year	% Share of Department of Health and Family Welfare	% Share of total Budgetary estimates expenditure	% Share of Gender Budget Expenditure
2006-07	21.27	0.47	9.28
2007-08	21.39	0.48	10.49
2008-09	21.53	0.48	13.21
2009-10	16.79	0.34	6.23
2010-11	16.36	0.34	5.68
2011-12	15.98	0.34	5.49
2012-13	16.08	0.33	5.60
2013-14	15.76	0.31	5.40
2014-15	12.15	0.23	0.19
2015-16	11.55	4.36	4.32

Source – Table has been computed from the budgetary estimates of Reproductive and Child Health (RCH) Mission Flexible Pool in the Gender Budget Statements; Expenditure Budget of Ministry of Health and Family Welfare, Volume II; Budget at Glance from 2005-06 to 2015-16.

However, the problem with this pool is that within the gender budget, the pool has been placed both in Part A and Part B in the GBS from 2006-07 to 2008-09. The issue is significant as more than 1000 crore is spent on the RCH or RCH Pool. The scheme is often placed under Part A but Reproductive and Child Health does not benefit exclusively to women and girl children and therefore, placing it under Part A is highly unacceptable.

Mission Flexible Pool is a pool which “provides for activities like selection & training of Accredited Social Health Activist (ASHA), up gradation of Community Health Centres (CHCs) & Primary Health Centres (PHCs) to First Referral Unit (FRU) and Indian Public Health Standards (IPHS), constitution of Rogi Kalyan Samiti & District Hospital Management Committee, mobile medical units, untied funds for Sub-Centres, preparation of District Action Plans, supply of water testing kit to village level worker, etc. through State & District

level Societies”^{ix} There has been increase in the allocation from 2009-10 to 2014-15 as in 2009-10 the allocation was Rs. 1747.96 crore and it was subsequently raised to Rs. 3240.66 by 2014-15.

Contraception is another important scheme. Within the contraception come various schemes like Free and Commercial Distribution of Contraceptives, Free Distribution and Social Marketing of Condoms for National AIDS Control Organisation. Under Free and Commercial Distribution of Contraceptives methods are suggested for family planning like oral pills, Cu-Ts etc. are offered under the Programme. It recognizes the fact that for younger couples terminal methods of Family Planning such as sterilization cannot be advocated. On the other hand, Free Distribution and Social Marketing of Condoms for National AIDS Control Organisation aim to control HIV infection by using condoms as one of the option for safe sex.^x What is seen is that there has been decline in allocation for the scheme, as the overall allocation declined from Rs. 149.50 crore in 2006-07 to Rs. 119.33 crore in 2013-14. This is a serious issue and needs to be prioritized. One important concern with contraceptive scheme is that it has been placed under Part A in the GBS of 2006-07 but schemes like free distribution of contraceptives and Social Marketing of Contraceptives beneficiaries are not women only but also men. So, placing this scheme under Part A is highly questionable and unacceptable.^{xi}

Some problematic arenas within the department under gender budgeting is that there is lack of gender disaggregated data. Efforts have been made to make more schemes and programmes in health sector but the actual utilization of these schemes and programmes make it highly questionable due to lack of gender disaggregated data. The other problem is methodological one as in the Gender Budget Statement (GBS) of 2006-07 allocations for Safdarjung Hospital, Vardhaman Mahavir Medical College and All India Institute of Medical Sciences under Department of Health and Family Welfare under Part B have been included as women-specific allocations in the GBS which is unacceptable as beneficiaries are not solely women. Placing the entire allocations under GBS shows the wrong methodology of the government.^{xii} Also, what is disturbing to note is that women's health policies appear to focus only on the reproductive health and does not take into consideration holistic understanding of women's health needs through a life cycle approach.^{xiii}

The article argues that gender budgeting provides a platform for social welfare policies to usher in with the agenda of mainstreaming. But the problematic is that the allocations need to be improved. The indices of human development need a long gestation period to improve and thus there is need for constant channelization of resources. Here, gender budgeting translates the commitment into

concrete policies. However, it is also argued that social welfare has been more focused on conventional parameters and there is need to redefine those. It is here gender budgeting can provide an impetus as it calls for engendering the process in all ministries and departments and many 'mainstream' ministries like Agriculture, Science and Technology and Bio Technology, External Affairs has started to promote specific interventions for women.^{xiv} Many other ministries like Ministry of External Affairs, Ministry of Minority Affairs, Ministry of Overseas Indian Affairs, Department of Electronics and Information Technology (IT), Ministry of Culture, Ministry of Earth Sciences, Ministry of Textiles etc. have now started reporting under GBS. This is a major achievement as now efforts are made to mainstream women in those sectors which are critical for development as development is multi-dimensional phenomena where there is need to look beyond the social sector. This is a major impact as these ministries in the past called themselves as gender neutral but with the concept of gender budgeting the thinking and looking at gender has changed. The other impact of the process is visible from the fact that it helps in incorporating the care economy within the budgetary process by making schemes/programmes for women in health, education sector. This is a major achievement as we know most of the women care work is understood as unproductive and outside the arena of macroeconomics but the concept helps in bringing it in the arena of macroeconomics by not merely recognizing their work but also farming the policies in such a manner that this recognition is visible in the policies as well.

Challenges

There are some lacunas that need to be addressed for making it successful. Among them the first is to expand the initiative of gender budgeting to all ministries and departments. This would also have a positive impact on social security paradigm as it would help to unfold new dimensions of the

process. Ministries / departments that continue to remain out of its ambit are Ministry of Environment and Forests, Ministry of Law and Justice, Ministry of Mines, Ministry of Petroleum and Natural Gas, Department of Water Supply and Ministry of Heavy Industries & Public Enterprises etc. The other challenge is that the quantum of expenditure needs to be enhanced. This is shown through the paper that magnitude of funds has not been in consonance to the overall increase in expenditure. This is a major hurdle for social welfare as well as the resources are the crucial part for any welfare policy. There are other challenges of actual expenditures and lack of gender disaggregated data that needs to be addressed.

Conclusion

However, what can be concluded is that gender budgeting provides a frame for social security initiatives to usher in within the domain of development. Thus relegation of social security as only a means to welfare is converted by gender budgeting as an empowering phenomenon which mainstreams the welfare notion in macroeconomics by integrating women as a generic category. The article argues that gender budgeting provides an apt platform for social security as it not only channelizes resources towards women but also provides data on its output in terms of beneficiaries. Also, it calls for engendering the policies which have been considered as gender neutral. There is no doubt that indices has improved and this is testified by the human development reports. According to The Human Development Report 2013, India is at 136th position in the Human Development Index. Country's rank was 135 with 0.586 score in the 2014 report. While in 2015 HDI rank was 130 with 0.609 score in the medium human development category. There has been improvement in the indices which shows the efforts have made a positive impact. But the success is limited and the lacunas need to be addressed for empowering the notion of development.

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