

Women at the Margin!

**Gender Responsive Budget and Policies towards
Women of Marginalized Communities**

2017

Budget Analysis Rajasthan Centre (BARC)

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Abbreviations

BE	Budget Estimates
BFC	Budget Finalization Committee
BPL	Below Poverty Line
CEDAW	Convention on the Elimination of all Forms of Discrimination Against Women
DA	Department of Agriculture
DAC	Department of Agriculture and Cooperation
DoMA	Department of Minority Affairs
DoTA	Department of Tribal Affairs
DSJ&E	Department of Social Justice and Empowerment
DWCD	Department of Women and Child Development
FGD	Focused Group Discussion
FY	Financial Year
GBS	Gender Budget Statement
Goi	Government of India
GoR	Government of Rajasthan
GRB	Gender Responsive Budgeting
MDG	Millennium Development Goal

MIS	Management Information System
MoA&FW	Ministry of Agriculture and Farmers Welfare
MoF	Ministry of Finance
MoRD	Ministry of Rural Development
MoTA	Ministry of Tribal Affairs
MSJ&E	Ministry of Social Justice and Empowerment
MWCD	Ministry of Women and Child Development
NITI	National Institute for Transforming India
RE	Revised Estimates
RFD	Results Framework Document
RKVY	Rashtriya Krishi Vikas Yojna
SC	Scheduled Cates
SC-SP	Scheduled Cates Sub Plan
ST	Scheduled Tribe
TSP	Tribal Sub Plan
UN	United Nations

Gender Responsive Budget and Policies towards Women of Marginalized Communities

I. Introduction

1.1 Background:

The constitution of India upholds gender equality and empowers States to adopt affirmative action for the development of women. In the recent years especially with 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 ratification by countries of the Convention on the Elimination of all Forms of Discrimination Against Women (CEDAW), national policies and priorities, legal frameworks and the progress made towards the achievement of Millennium Development Goals (MDGs) are all visible manifestations of the commitment towards these goals. Since the Beijing Platform for Action, many countries have accepted gender mainstreaming as the strategy for achievement of these goals.

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

India adopted GRB in 2005-06 and the union government started bringing in a Gender Budget Statement (GBS) 2005-06 onwards. Subsequently some of the state governments also adopted GRB for the state government budget and started bringing out GBS. However, there have been lots of issues with the GRB process in the country and various studies show that GRB efforts have often been limited to bringing out the GBS. There also problems with the methodology adopted to prepare the GBS and many cases it fails to inform the policy making and planning process (Mishra, 2010).

Another issue has been of treating women as a homogenous group and not giving adequate attention to the marginalized women groups (Mishra, 2010, Ahmad, 2014). The main focus of GRB is mainstreaming women in the process of budgeting and planning. However, so far, it has mostly considered women as a homogenous group because of which the issues of doubly discriminated marginalized women perhaps have been lost. The studies related to GRB have been mainly concerned with the efforts made by the governments towards it and incorporating gender issues in major policy documents (like the Plan Documents). The status of marginalized women groups have not been considered in most of the studies conducted on GRB. Though it certainly has been mentioned in some articles as a challenge or concern, for example Mishra (2010), in an article emphasizes that:

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

A study conducted by BARC (Ahmad, 2014) on ‘GRB and Marginalized Women in India, Bangladesh and Nepal’ found that in India less than one third of total budget of the Ministry of Tribal Affairs, nodal ministry for tribal welfare and development, is marked as gender budget component (the amount going towards the benefit of women), while only one-fourth of the total budget of the Ministry Social Justice and Empowerment, which caters the need of dalit communities among other communities, is marked as gender budget. What is more startling is the finding that only around one 1 percent of the total amount marked as gender budget by the Indian government is specifically for dalit women and that for tribal women is less than about 1.5%.

This presents the type of exclusion dalit and tribal women face in the budgetary process and even the GRB process does not seem to be adequately inclusive for them. There seems to be a need to turn adequate attention towards the women of marginalized communities and perhaps reorient the GRB policies to make it more inclusive.

At the state level, also, though there have not been any studies to see how inclusive the GRB process is for the women of the marginalized sections of the society, the situation does not seem to be any better. In Rajasthan, for example, according to a study conducted by BARC on GRB in Rajasthan, the GRB process began in 2012-13 seems to be a weak start and is not really being any helpful in changing the policy scenario for women (Ahmad, 2015). The State Girl Child Policy 2012, though is an excellent policy statement, does not seem to be really implemented.

Keeping this background in view, BARC, with support of Christian Aid, conducted the present study on Gender Responsive Budget and Policies towards Women of Marginalized in India with focusing on agriculture scenario in Rajasthan. Also, BARC, in its advocacy efforts, has been trying at the state level to improve the GRB process as well as better and gender just implementation of TSP and SC-SP. A couple of months ago BARC and UN-Women had a meeting with the Chief Secretary of the state about the effective implementation of GRB. We have also made sure that every year some elected representative raises these issues, specially the TSP and SC-SP issues in the Vidhan Sabha (Legislative Assembly) of the state. For, agriculture and RKVY as well, BARC is has been conducting Agriculture conferences and invite government officials as well as the farmers to engage them in a dialogue along with the experts on agriculture and NGOs working on the issues of the farmers.

1.2 Objectives of the Study:

Against this background, keeping the broad perspective of gender equality and empowerment of women of marginalized sections, the study sets forth the following specific objectives:

- Understating the policy measures, if any, being taken to make GRB more inclusive for the select groups of marginalized women
- Understanding the difficulties in making GRB process more inclusive
- Locating the marginalized women in RKVY
- Understanding policy responses to make the flagship schemes more inclusive for the women of marginalized sections of the society

1.3 Methodology:

The methodology for the present study includes both the, desk research, field research along with gathering the opinions of the policy makers, programme-implementing officials as central, and state level.

Desk Study: The desk study included a review of the available literature and data related to the

Box 1: Rationale for studying RKVY from gender perspective:

The present study has chosen RKVY for understanding the status of marginalized women in the process of GRB and to find the way in which the process of mainstreaming women in agriculture sector in Rajasthan is treating the marginalized women. RKVY is a State Plan Scheme with quite a large budget and the basic thrust governing RKVY is “bottom-up” approach. It is envisaged under RKVY that every state should draw up C-DAP which should integrate the deliberations, need and resources availability of respective Gram Panchayat under the district to formulate district agriculture plan and the compilation of which would give shape to the State Agriculture Plan (SAP). The formulation of C-DAP should also take into notice the opinions of PRIs, public representatives, farmers, NGOs and all other stakeholders.

A few years ago the government of Rajasthan declared that agriculture, along with four other subjects, will be fully devolved to the panchayats in the state. This provides an opportunity to intervene and strengthen planning and budgeting process for agriculture along with other subjects in the gram sabhas of panchayats, which can further lead to creation of an enabling environment for girls, and women that promote equal opportunities, eliminate discrimination, ensure holistic development and empowerment and enhance capacities.

marginalized women. Finding and noting the sources for data collection for a subject as neglected as "marginalized women" is itself an exploratory research. The desk research focused on one select flagship scheme, most probably Rashtriya Krishi Vikas Yojna (National Agriculture Development Scheme), known as RKVY.

The desk review also included analysis of the annual budgets from a gender perspective. The official GRB reports and Gender Budget Statement (GBS) of India and Rajasthan were studied. Since the focus of the study is marginalized women, the detailed gender analysis of the budget and activities of some key ministries like women and child development, social welfare/justice, tribal etc. has been undertaken. Through this we have tried to calculate the amount allocated towards the welfare/development of the marginalized women in the budgets of these ministries.

Apart from this, Census Reports, Planning Commission's Reports, scholarly articles, previous researches etc. were also appropriately used as a source of secondary data in the present study. The desk analysis helped in identifying gender gaps and in recognizing the areas of intervention. It further enabled correlation of the needs and interests identified for the allocation of budgetary resources and expenditure analysis. All these sources are noted at the end of the study as "References".

Field Study:

Primary Data Collection was done with the help of detailed discussions with the key informants including the officials at the national, state and district levels. The purpose of primary data collection was to substantiate the information gathered from the policy and budget documents to understand the implementation of these policies at the grass roots level and to comprehend the situation of the marginalized women. Field visits were conducted in two districts Dausa and Rajsamand. Discussions were held with the marginalized women (most of them were farmers and agricultural labourer). Tools used for data collection are as follows:

- a. FGDs: To understand the implementation of RKVY on the ground and inclusion or lack of it for dalit and tribal women an FGD was conducted with tribal women in the district of Rajsamand and with dalit women in Dausa.
- b. Interviews: To understand the policy level issues informal interviews were conducted with the important officials in the relevant ministries like Ministry of Women and Child Development (nodal agency for GRB), Ministry of Social Justice and Empowerment (for dalit women), Ministry of Tribal Affairs (for tribal women), Ministry of Agriculture (for Rashtriya Krishi Vikas Yojana), Niti Ayog within the India government and corresponding departments at the state level.

Limitations:

This research has its limitations.

1. The research study is confined to the women from only two districts of Rajasthan.
2. The MIS of RKVY does not report sex-disaggregated data for every scheme and sub-scheme under RKVY and the raw data from the district and block offices could not be extracted for previous years due to poor data keeping practices followed by them.

II. The Status of Marginalized women in India

Patriarchal norms, values and practices rooted in the collective conscience in India together with systematic barriers pose multiple challenges preventing girls and women from enjoying their legitimate rights. This gender inequality further poses a significant development challenge in India. The Global Gender Gap Index, 2015 of the World Economic Forum has ranked India 108 out of 145 countries (World Economic Forum, 2015). The ranking is based on a country's ability to reduce gender disparities in four areas: economic participation and opportunity, education, political empowerment and health and survival. India's population Census 2011 found a continuing decline in the sex ratio among children under age 7. It was as low as 927 girls per 1000 boys in 2001 and was found further reduced to 914 in 2011 (Census of India, 2011).

Without considering the heterogeneity of the women, studying the issues related to women would be incomplete. Present study looks at the marginalized section of women namely tribal and dalit women who suffer from intersecting disadvantages as they not only face gender discrimination but also have to suffer on account of being members of the lower social (dalit and tribal women) or economic (women in unorganized sectors) groups or being single in a patriarchal society.

Dalit and Tribal Women: Due to their socio-economic status, gender and caste, the dalit and the adivasi women in India face double disadvantages (Shrivastava, 2013). Women belonging to both groups lag behind the general population in almost all indicators and are also behind men of their own communities. In India, the Census 2011 data shows that the literacy rates for SC and ST women stood at 56.5 percent and 49.4 percent, respectively which are much lower than the 65.46 percent literacy rate for the total population of women. SC/ST women also lag much behind in reproductive health, child survival and anemia (Social Development Report 2010). In India, SC/ ST girl children face special challenges in achieving education (Ramachandran and Naorem, 2013).

Policies towards women in India

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

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

- Establishment of National commission for women (1992)
- Reservation for women in local-self government (1992)
- The National Plan of Action for girl child (1991-2000)
- National policy for the empowerment of women (2001)
- Adopting the GRB (2005-06)

Gender in the SC-SP and TSP

SC-SP and TSP are two sub-plans within Indian planning process which mandate that the share of plan allocation in proportion of the population of dalits (scheduled castes) and tribals should be allocated and benefit directly these communities. These commitments are never fulfilled either at union government level or at state government level. For example, this year (2015-16) the share of TSP is about 5% of the plan allocation instead of required 8% and share of SC-Sp is about 8% instead of required 15% at the union government level.

In the state of Rajasthan, plan allocation is typically around 40% of the total budget and TSP should be 12% and SC-SP should be 17% of the total plan budget, as per the population of these two communities in the state.

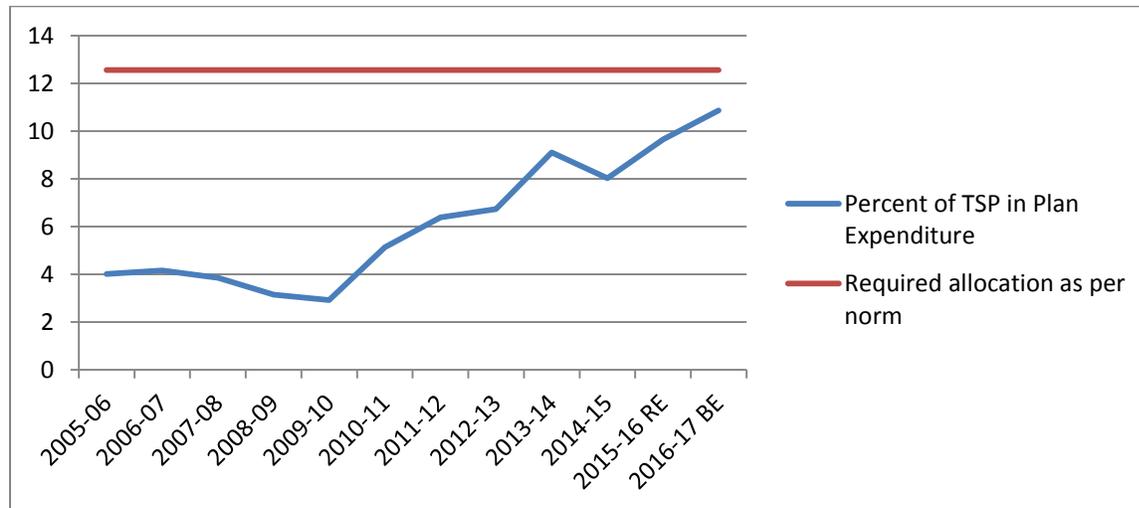
The state government of Rajasthan has always been allocating less the required percentage of 12% in case of TSP and 17% in case of SC-SP. **BARC has always raised this issue in the media and with other NGOs and elected representatives. It has resulted in increased allocation to these two sub-Plans as can be seen in the charts below.**

Table 1: TSP allocation in Rajasthan

Year	Percent of TSP in Plan Expenditure
2005-06 AE	4.02
2006-07 AE	4.16
2007-08 AE	3.86
2008-09 AE	3.15
2009-10 AE	2.92
2010-11 AE	5.14
2011-12 AE	6.38
2012-13 AE	6.73
2013-14 AE	9.11
2014-15 AE	8.02
2015-16 RE	9.65
2016-17 BE	10.86

Source: Budget for Tribal Sub Plan, BARC (BARC, 2016)

Figure 1: TSP allocation in Rajasthan



Source: Budget for Tribal Sub Plan, BARC

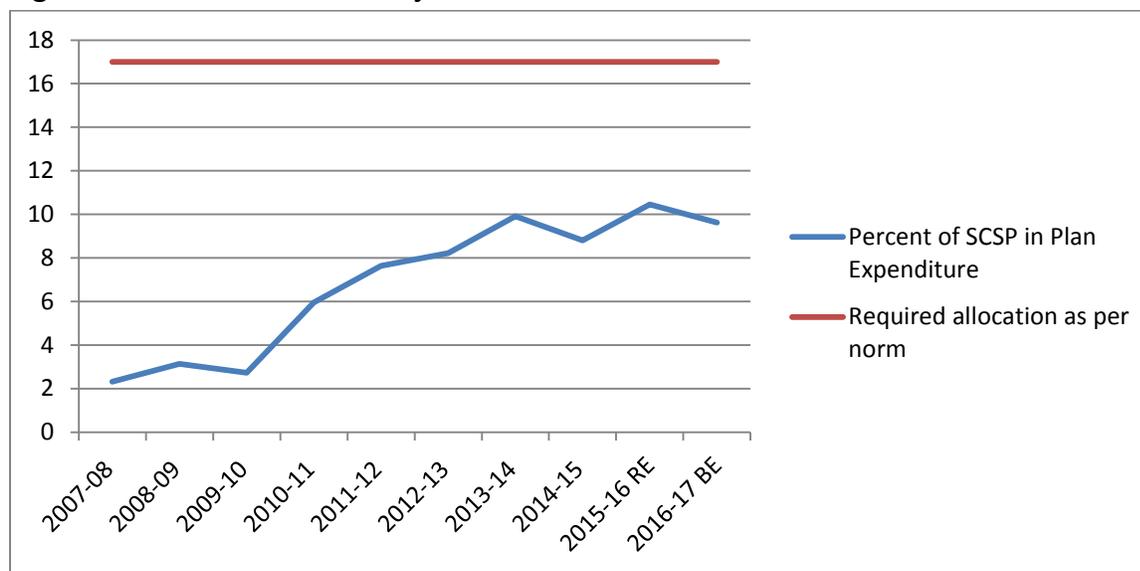
As seen above, the allocation for TSP, though mostly increasing since 2005-06, has never been what it should have been according to the rules. In the current year i.e. 2016-17, the allocation for TSP is 10.86% of the total plan expenditure of the state which is 1.21% more than the RE for 2015-16.

Table 2: SC-SP allocation in Rajasthan

Year	Percent of SCSP in Plan Expenditure
2007-08 AE	2.31
2008-09 AE	3.13
2009-10 AE	2.72
2010-11 AE	5.96
2011-12 AE	7.63
2012-13 AE	8.22
2013-14 AE	9.92
2014-15 AE	8.8
2015-16 RE	10.45
2016-17 BE	9.62

Source: Budget for Scheduled Caste Sub Plan, BARC

Figure 2: SC-SP allocation in Rajasthan



Source: Budget for Scheduled Caste Sub Plan, BARC

The allocation for SC-SP has also been increasing but has never been what it should have been according to the rules. In the current year i.e. 2016-17, the allocation for SC-SP is 9.62% of the total plan expenditure of the state which is 0.83% less than the RE for 2015-16.

As the two charts above show, though still below the norm, the allocations to the two sub-Plans have increased steadily over the years in state. **However, there is no gender consciousness in implementation of the TSP and SC-SP in either at the union of the state levels.** The concerned ministries and departments maintained that the gender is an issue being taken up by the Ministry and Department of Women and Child Development.

Box 2: Gender Analysis of SC-SP and TSP in India

In India, the government has been undertaking special efforts for the welfare of dalits and the tribals for more than three decades in the form of Scheduled Caste Sub-Plan (SC-SP) and Tribal Sub-Plan (TSP). In India the government expenditure are divided into plan and non-plan expenditure. All the ministries of the government are expected to allocate the share of their total Plan expenditure in proportion to the share of dalits (SC-SP) and tribals (TSP) in the total population of the country (and also in the respective states for the state governments). As these are very important measures for the empowerment of dalits and tribals in India, we have tried to undertake gender analysis of these two sub-plans at the union level. For this purpose, we compared the statements 21 (SC-SP) and 21A (TSP) with the GBS (statement 20) and found the women specific allocations in the TSP and SC-SP. For the items from SC-SP and TSP statements appearing in Part A of the GBS, 100 % of the allocation has been taken as gender component and for the items appearing in Part B of GBS only 50% of the allocation has been as the gender component, as the Part A of the GBS includes those programmes/schemes in which 30-99% of the expenditure is going towards the women beneficiaries. Going by this method, the programmes and schemes included in the TSP and SC-SP, where share of spending towards women beneficiaries is less than 30 would get excluded, as the GBS included schemes only with 100% expenditure towards the women beneficiaries and 30 to 99% expenditure towards the women beneficiaries.

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

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

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

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

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

III. GRB in India

In India, GRB was adopted in 2005-06 after which the union government started bringing in a GBS. Some of the state governments also followed and adopted GRB for the state budget and started releasing GBS along with its regular budget. However, there have been lots of issues with the GRB process in the country. In the informal interviews conducted with the officials of the ministries which are concerned with women and marginalized groups i.e. Ministry of Women and Child Development (MWCD), Ministry of Social Justice and Empowerment (MSJ&E), Ministry of Tribal Affairs (MoTA), Ministry of Agriculture and Farmers Welfare (MoA&FW), and Niti Aayog, it was found that GRB efforts have often been limited to bringing out the GBS only and it is usually been considered as an extra work and in many cases it has failed to influence planning process in favor of women and girls. The officials in the MWCD said that there is a lack of understanding of the concept of gender itself among many officials in various ministries.

It was also found that the women from marginalized community are not focused enough by the select ministries. For example, officials in the MWCD said that it considers women as a homogenous group and its mandate is to provide support to all women and not only to some specific groups. Similarly, the MoA&FW said that it targets at reserving at least 30% of the budget of its various beneficiary oriented schemes for women but does not give adequate attention to the marginalized women groups. Though the concerned officials in the MoTA said that in order to benefit the tribal women, they try to focus on those sectors like livestock, fisheries etc. in which more women are engaged. But no such efforts seem to be made provides in the MSJ&E. Only in one scheme, in which grant is made to the state government, the ministry asks the state governments to ensure that 15% of the allocation should go towards women. The officials at the ministries also told that the biggest challenge in GRB is that there is no proper reporting from the field offices and district level offices due to which there is also a lack of sex segregated data and the monitoring mechanism to ensure the implementation of GRB is not adequate enough.

By studying the budget and GBS of the select ministries, it is found that in India in 2016-17 only 31.43% of total budget of the Ministry of Tribal Affairs, nodal ministry for tribal welfare and development, is marked as gender budget component (the amount going towards the benefit of women), only 30.03% of the total budget of the Ministry Social Justice and Empowerment, which caters the need of dalit communities among other communities, is marked as gender budget. Out of its total budget for the FY 2016-17, the MWCD allocated 19.8% as its expenditure under SCSP and only 8.12% under TSP.

An assessment of the programmes and schemes for the empowerment of religious minorities in the country reveals that Muslim women and girls remain largely invisible in the overall policy framework. Soman and Niaz (2014) in their analysis of the Prime Minister's New 15 Points Programme in four states, namely Gujrat, Tamil Nadu, Uttar Pradesh and Odisha demonstrated

that Muslim women continue to be invisible in policy frameworks meant for the development of socio-religious communities and they face multiple disadvantages and exclusions in all spheres of life on account of patriarchy, poverty and religion. The study highlighted the need of greater policy attention on Muslim women. Kotwal and Nafees (2014) in their paper on Kasturba Gandhi Balika Vidyalaya Scheme (KGBVS) found that it was launched to enable girls, predominantly from marginalized communities, to avail upper primary education through residential schooling. Although introduced as a vehicle to empower impoverished girls, the scheme has so far been unable to redress structural inequalities that impede their access to education.

Analysis of Gender Budget Statements of the selected ministries

There are certain ministries that work for the empowerment and development of the marginalized groups in India. The Ministry of Women and Child Development was selected, as it is the nodal agency for implementing the Gender Budget. There is a Ministry of Tribal Affairs (MoTA) which works for development and empowerment of tribal population. It can be assumed that the amount marked as Gender Budget in MoTA is going towards the benefits of tribal women. Similarly, the Ministry of Social Justice and Empowerment (MoSJ&E) was selected as it caters to the development need of the dalits among others and the Ministry of Agriculture and Farmers' Welfare was selected as the issues concerning the women engaged in farming are covered by it and the Ministry of Minority Affairs was selected as the needs of women from minority communities can be catered by this ministry.

The share of Gender Budget in India is only 4.5% of the total Union Budget expenditure, though in absolute terms it has increased from Rs. 79,258 crore in the year 2015-2016 to Rs. 90,625 crore in 2016-17. Table below shows the amount of budget the selected ministries have allocated for the welfare of women by the selected ministries.

Table 3: Gender Component in the Budget of selected ministries (in Rs crore)

Ministry	2014-15 BE	2014-15 RE	2015-16 BE	2015-16 RE	2016-17 BE
Total Union Budget	1794891.96	1681158	1777477.04	1785391	1978060.45
Total Gender Budget	98,030 (5.46%)	79745.34 (4.74%)	79,258 (4.46%)	81249 (4.5%)	90,625 (4.5%)
Total Budget of Ministry of Women and Child Development	21193.88	18588.39	10382.4	17075	17408.12
Gender Budget of Ministry of Women and Child Development	12937.49 (61.04%)	11304.04 (60.8%)	8784.08 (84.6%)	10471.7 (61.32%)	10784.93 (61.95%)
Total Budget of Ministry of	4497.96	3871.88	4819.21	3774	4826.50

Tribal Affairs					
Gender Budget of Ministry of Tribal Affairs	1361.6 (30.27%)	1270.48 (32.81%)	1487.2 (30.85%)	1520.34 (40.2%)	1517.02 (31.43%)
Total Budget of Ministry of Social Justice and Empowerment	6845.63	5893.11	6515	5960	6551
Gender Budget of Ministry of Social Justice and Empowerment	2057.02 (30.04%)	1566.51 (26.5%)	2238.15 (31.25%)	1797.22 (30.15%)	1967.68 (30.03%)
Total Budget of Ministry of Minority Affairs	3734.01	3165	3738.11	3736	3827.25
Gender Budget of Ministry of Minority Affairs	2167.5 (58.04%)	2208.4 (69.77%)	2279.68 (60.98%)	2409.71 (64.49%)	2336 (61.03%)
Total Budget Ministry of Agriculture and Farmers' Welfare	10675.94	26622.57	24909.78	22951	44485.20
Gender Budget of Ministry of Agriculture and Farmers' Welfare	764.95 (3.37%)	4552.22 (17.09%)	3583.29 (21.07%)	3106.83 (13.53%)	4119.25 (9.2%)

Source: Gender Budget Statement, 2015-16 and 2016-17 (Gol, 2015-16 and Gol, 2016-17)

Note: 1. The figure in bracket for Total GBS is the percentage of Gender Budget to the Total Union Budget

2. The figure in bracket for the selected ministries is the percentage of Gender Budget of the selected ministry to its Total Budget.

The Ministry of Women and Child Development (MWCD), obviously, performs the best, putting over 60% of their budget towards women in 2016-17 but this has been less than the allocation in 2015-16 which was above 80%. However, even in MWCD, the scheme belonging to Part A (100% women specific programs) consist of less than 10% of the total budget of the Ministry.

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

The Ministry of Social Justice and Empowerment caters to the development needs of SC, elderly and single women. This ministry has some schemes which are 100% women specific programme, for example girl's hostels for SCs girls. The Ministry of Social Justice reports to be spending about a quarter of its total expenditures towards women. For the FY 2016-17 the

allocation for Gender Budget is 30.03% of the total budget of the ministry which is slightly less than the allocation in the previous year.

The GBS of the Department of Agriculture and Cooperation Ministry of Agriculture and Farmers' Welfare suggests that implementation of gender budget is extremely poor in the ministry. In 2016-17, only 9.2 percent of the total expenditure of this ministry was going towards the benefit of the women which is very low. In 2015-16, it was 21.07% (mainly due to RKVY funds), it was still not even one-third of the total budget of the Ministry and fell down to only 13% in the Revised Estimated when agriculture has a very large number of women farmers and farm laborers. It has no women specific programme.

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

Allocation towards Marginalized Women in India

In order to find the allocations going towards the marginalized women, the analysis of the GBS of the previously mentioned Ministries of the government that mostly likely to be concerned with the issues related to women from any one or more marginalized sections was done.

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

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

Table 4: Allocation towards Marginalized Women in India (In Rs crore)

Particulars	2014-15 BE	2014-15 RE	2015-16 BE	2015-16 RE	2016-17 BE
Total Gender Budget	98030	79745.34	79258	81249	90625
Budget for Dalit women	2057.02	1566.51	2238.15	1797.22	1967.68
Budget for Dalit women as	2.09%	1.96%	2.80%	2.2%	2.17%

Percent to total GB					
Budget for Tribal women	1361.6	1270.48	1487.2	1520.34	1517.02
Budget for Tribal women as Percent to total GB	1.3%	1.5%	1.9%	1.8%	1.6%
Budget for Minority women	2167.5	2208.4	2279.68	2409.71	2336
Budget for Minority women as Percent to total GB	2.2%	2.76%	2.9%	2.9%	2.57%

Source: GBS, 2015-16 and 2016-17

In India, the total amount allocated towards dalit women from the total union budget was almost Rs. 1967.68 crore in the financial year 2016-17, which has decreased by 270.47 crore as compared to the budget allocation for 2015-16. The allocation in BE for 2015-16 increased over the previous year's budget estimate of Rs. 2057.02 crore but it sharply decreased in RE which indicates in adequate use of the allocated amount on the welfare of dalit women. Most of schemes for dalit women are related to education like, running girls' hostel (the only Part A for dalit women scheme under the Ministry of Social Justice and Empowerment) and providing scholarships to dalit students like Rajiv Gandhi Fellowship and Top Class Education schemes etc.

Allocations towards the tribal women are assessed as the Gender Budget allocation of the Ministry of Tribal Affairs, which is almost Rs. 1517.02 crore, which is more than the previous year's allocation. However, as percentage of the total Gender budget, the amount allocated to tribal women is not even 2%. Majority of schemes under this ministry are aimed at providing benefits to both men and women of tribal community and it has very low women specific schemes. The schemes are mainly related to providing education and scholarships to tribal girls and boys like Ashram schools, post and pre matric scholarships, Rajiv Gandhi Fellowship, Top Class education, National overseas scholarship etc.

Monitoring and evaluation of GRB

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

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

GRB in Rashtriya Krishi Vikas Yojana

Rashtriya Krishi Vikas Yojna (RKVY) is a Central Assistance Scheme launched in 2007-08 with an objective to increase public investment in agriculture and allied sectors, increase production of grains and to maintain at least 4% growth rate in Agriculture. RKVY has many sub-schemes and many projects under the sub-schemes. It is a Part B schemes in the Union Gender Budget which means that at least 30% of the scheme's total allocation has to be spent on the welfare of the women involved in agriculture and allied activities. Also, the concept of GRB was not being applied to RKVY until this year. This year (2015-16) the ministry has reported 30% of its total RKVY budget as gender component. Same is true for the State of Rajasthan, where 30% of the total RKVY amount is reported to be gender component this year.

The biggest problem here is that most of the projects under RKVY provide subsidy and other kinds of assistance to the farmers who are holding (ownership/ operational) some land. As in India, women hardly has any ownership or holding of the agricultural land but are involved in majority of the agriculture work, they are not being benefited much from this schemes apart from some training and demonstration based projects. One of the officials at the office of the Director (RKVY), MoA&FW told that as RKVY is a project based scheme it does not focus specifically on women or on the marginalized groups. The projects are sectioned by the State Level Committee of the States and the money for these projects is transferred by the Central government in two installments in a year.

RKVY commands the preparation of the Consolidated State Agriculture Plan (C-SAP) which is prepared by consolidating the District Agriculture Plans (C-DAP) which are supposed to be prepared by collecting plans for agriculture from the panchayats which should further be done by collecting demands from Gram Sabhas. But this elaborate process of planning is hardly followed in practice. In the villages we visited for this and earlier studies, it was found that agriculture is never discussed in the gram sabhas of panchayats. Also, most of the times women do not participate in Gram Sabhas due to many reasons like, no information about it, Gram Sabhas being held far from their place etc., their issues related to agriculture and others do not get highlighted in Gram Sabhas.

To understand the implementation of RKVY on the ground and inclusion of dalit and tribal women a couple of FGDs with tribal and dalit women in agriculture were conducted in Rajsamand and Dausa districts respectively. During these FGDs it was found that the women from Tribal and Dalit communities did not have any knowledge about the schemes under RKVY or any other schemes run by the Department of Agriculture in Rajasthan. They are spending a large portion of their day in the farm and are suffering from various problems like lack of irrigation and electricity facilities; stray animals like nil gai destroy their farms, crop diseases, lack of adequate transportation facilities, difficulty in livestock maintenance, etc.

IV. Gender Responsive Budgeting and Planning in Rajasthan

About Rajasthan

Rajasthan has a total population of 685.4 lakh accounting for almost 6 percent of the total population in India in 2011. The percentage decadal growth rate of population for the period of 2001-11 in the state has been as high as at 21.44%, being much higher than the national growth rate of 17.64% for the same period. It also shows that the relative share of socially backward and marginalised population in Rajasthan is higher than the national average. The population of Scheduled Tribes in Rajasthan is almost 13.4% of the total population of the State concentrated mainly in five districts, namely, Banswara, Dungarpur, many parts of Udaipur, Pratapgartahsil of Chittaurgarh district and Abu Road Block of Abu Road tahsil in Sirohidistrict (MoTA, 2011). According to the Census 2011, Rajasthan's population is mostly made of Hindus comprising of nearly 88.8% of the entire population whereas the percentage of Muslims, Sikhs, and Jains are 8.5%, 1.4%, 1.2% of the total population respectively. Hindi (91%) is the main language spoken in the state of Rajasthan (Census, 2011).

Though the number of females per 1000 males population in state has progressed from 910 to 928 between 1991 and 2011, sex ratio in Rajasthan is yet to advance further to be or par with the national average (940). The sex-ratio in the age group 0-6 years is 883 in 2011 which has declined from 909 in 2001. Literacy rate is also on the lower side as compared to the country. Other human development indicators like birth rate, IMR, MMR etc. indicate that HDI of Rajasthan is on the lower side compared to the National Average. Per capita income of Rajasthan is 28% less than the national average.

The total population in Rajasthan only 24.87 percent lives in urban agglomerations whereas 75.13 percent live in the rural areas. The proportion of farm dependent population is higher in the State as compared to the national average and the state houses 10% of cultivators in India which is a significantly higher than its share in population. The table shows, the population

involved in the non-farm sector is relatively small in terms of its share in the total population which indicates that the farm sector still continues to be the single largest provider of livelihood for the vast chunk of the population. This shows that Rajasthan's economy is primarily agricultural, pastoral and rural.

GRB in Rajasthan

The GoR initiated the process of implementation of GRB by identifying six key- departments- health, education, agriculture, women and child development, registration and stamp and social welfare (Ahmad, 2015). A study was conducted by the GoR in order to analyse these departments from gender perspectives and provide necessary recommendations to facilitate the process of gender budgeting in them in 2005-06 (Department of Planning, 2006). This study also aimed at establishing gender sensitive monitoring and evaluation framework within these departments. This study was again conducted for eight departments in 2006-07. In the year 2008, the GoR announced its intention to implement the GRB strategy in the State. In 2009, a gender cell was created in the Department of Women and Child Development. A high-level committee was constituted in 2010 headed by the Chief Secretary. GBS was mentioned in the Budget circular in 2011 and in the first GBS was presented along with the budget in 2012-13.

The GBS format is divided into four categories. They are as follows:

Category A: Where the percentage of women beneficiaries/ Share of allocation towards women and girls is more than 70%.

Category B: Where the percentage of women beneficiaries/ Share of allocation towards women and girls is 70-30%.

Category C: Where the percentage of women beneficiaries/ Share of allocation towards women and girls is 30-10%.

Category D: Where the percentage of women beneficiaries/ Share of allocation towards women and girls is less than 10%.

The GBS presented by GoR does not provide information department wise or major head wise. It is presented Budget Finalization Committee (BFC) wise. This information is further divided and reflected under three categories- non-plan, plan and Centrally Sponsored Scheme. The BFC, that are constituted in each department to assist the Finance Department in evaluating and assessing the budget proposals prepared by the department, are more than in each department. In 2016-17, number of BFCs covered in the GBS is 122. This is approximately across 40 out the total of 60 departments. The practise of reporting as per BFCs 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 four categories.

To understand the process of planning and budgeting from the perspective of marginalized women, informal interviews were conducted with the officials of the relevant departments viz. Department of Women and Child Development (DWCD), Department of Agriculture (DA), Department of Social Justice and Empowerment (DSJ&E), Department of Tribal Affairs (DoTA) and Department of Minority Affairs (DoMA). The officials at the DWCD said there are no special schemes for SC and ST women. The women are considered as one group and the schemes run by the department focus of increasing the welfare of the women as a whole. Even the DoA does not provide any special assistance to the tribal and dalit women and the gender cell of the department informed that not even 2-3% percent of the total budget of the department is spent on the dalit and tribal women. In some cases these departments have small schemes benefiting only women.

GRB in Agriculture Sector in Rajasthan:

Agriculture sector has been playing an important role in shaping the overall growth trajectory of the Indian economy since Independence and employs more than half of the country's total population. However, a near total stagnation in overall growth performance of agriculture and allied sectors in India since mid-1990s has been a matter of concern for development practitioners as well as policy makers. The Approach Paper to the Eleventh Five Year Plan suggested a road map for 4 percent growth rate per annum for the agriculture and allied sector to attain the long-run growth of 9 percent growth for the economy (Planning Commission, 2006). According to the planning commission, there is evidence from other countries that growth in the agriculture sector is two to three times more effective than growth in other sectors in reducing poverty (Planning Commission, 2011). Thus the performance of agriculture sector is critical to the goal of inclusive growth pursued by the government of India. However, the below target growth in the sector was an important concern in formulating the approach to 12th FYP for the period 2012-17. Related concerns include the increasing stress on water resources and the need for more effective water resource management for agriculture, households, and industrial uses, and the vulnerability of communities and livelihoods to the effects of climate change (ADB, 2013).

In Rajasthan, agriculture is a way of life. The Directorate of Economics & Statistics of the Government of Rajasthan says that about 70 percent of the State's total population depends on agriculture and allied activities for their livelihood. The table below presented below shows the number of farmers and agricultural labourers in Rajasthan in the year 2011.

Table 5: No. of Farmers and Agricultural laborers in the State in 2001 and 2011 (in Lakh)

Details	Women			Men			Total		
	Total	Rural	Urban	Total	Rural	Urban	Total	Rural	Urban
Population	329.98	248.59	81.39	355.5	266.42	89.09	685	515	170
Cultivators	61	60.08	0.9	75.18	73.49	1.68	136.18	133.58	2.58
Agriculture laborers	28.06	27.2	0.8	21.3	20.13	1.19	49.39	47.33	2.05

Source: GoR, 2011

The above table shows that the total population of Rajasthan is almost 685 lakh out of which 98.09% live in rural areas and only 1.8% lives in the urban areas. Around 136.18 lakh people i.e. 19.8% of the total population is cultivator and 49.39 lakh i.e. 7.2% of the total population are agriculture laborers. The table also shows that out of the total population of women in Rajasthan, 18.48% are cultivators and 8.5% are agriculture laborers whereas 21.14% of total male population is cultivator and 5.9% is agriculture laborer. This shows that Out of the total number of cultivators, women are 45% out of which 98.49% live in the rural areas and only 1.9% lives in the urban areas.

Here, it is important to note that when the total number of labour work force in the state is studied, it is found that the percent of women farmers in 2011 is only 52.6% out of the total women workforce which has decreased by over 14% than 2001 whereas the percent of the women farm laborers has increased from 16.2% in 2001 to 24.2%. This is true for men as well. This statistics indicates towards a decline of the farmers and increase of the landless labourers which is quite worrisome as many people seem to leaving farming due to failure because of the unpredictable rains or overburden due to loans etc. and the government is required to address these issues.

The GBS for Agriculture and allied activities shows that the only few of the BFCs of the Department of Agriculture provide for the gender component in the allocations for their schemes. The BFCs of agriculture and allied sectors that provides gender budget are as follows:

- In the year 2012-13, BFC18 (Agriculture Department), 20 (Swami Keshavnand Rajasthan Agriculture University), 21 (Animal Husbandry Department), 23 (Horticulture Department), has the provision of gender budgeting.
- In the year 2011-12 and 2012-13, BFC 18 (Agriculture Department), 19 (Agriculture Marketing Department), 20 (Swami Keshavnand Rajasthan Agriculture University), 21 (Animal Husbandry Department), 23 (Horticulture Department) has the provision of gender budgeting.

- In the year 2015-16, 2016-17, BFC 18 (Agriculture Department), 21 (Animal Husbandry Department) has the provision of gender budgeting.

Numbers of projects for which the above mentioned BFCs have provided gender budget in the four categories are given in the following table.

Table 6: Schemes for Agriculture and Allied Activities under the Four Categories

Categories	A				B				C				D			
	No n Pl n	Pla n	CS S	Tot al	No n Pl n	Pla n	CS S	Tot al	No n Pl n	Pla n	CS S	Tot al	No n Pl n	Pla n	CS S	Tot al
2012-13	0	2	0	2	0	4	0	4	0	2	0	2	10	5	1	16
2013-14	0	2	0	2	10	2	13	25	19	2	0	21	5	23	4	32
2014-15	0	1	0	1	1	1	0	2	7	6	1	14	8	8	2	18
2015-16	0	3	-	3	2	3	-	5	1	27	-	28	11	1	-	12
2016-17	0	3	-	3	2	5	-	7	6	29	-	35	3	0	-	3

Source: Rajasthan Budget Book Vol. 4b for years 2012-13 and 16-17, Government of Rajasthan

The above table shows that maximum projects for which gender budget is provided fall under the 'C' category in which the percentage of women beneficiaries/ Share of allocation towards women and girls is 30-10%. This shows that the work done by women in Agriculture and Allied Sector remains largely unacknowledged in Rajasthan. The table also shows that only 3 projects allocate 100% on women. The table below shows the amount of money that has been allocated for women engaged in farming in the budget for the agriculture and allied sectors.

Table 7: Gender Budget for the Agricultural and allied sectors (in cr.)

Year	Non- plan expenditure	gender budget in Non plan expenditure	Plan Expenditure	Gender Budget in Plan expenditure	CSS	Gender in CSS	Total Budget	Gender budget in total budget
2012-13	366.14	24.88 (6.79%)	980.46	121.03 (12.34%)	46.13	4.61 (10%)	1392.73	150.52 (10.8)
2013-14	736.51	159.21 (21.6%)	103.02	24.1 (23.3%)	87.56	14.34 (16.37%)	927.09	197.65 (21.3%)
2014-15	413.8	36.82 (8.8%)	516.74	135.64 (26.24%)	730.19	91.82(12.57%)	1660.69	264.28 (15.91%)
2015-16	793.85	221.08 (27.8%)	1717.28	559.16 (32.56%)	-	-	2511.13	780.24 (31.07%)
2016-17	1155.65	207.56 (17.96%)	3046.71	887.36 (29.12%)	-	-	4202.36	1094.92 (26.05%)

Source: Rajasthan Budget Book Vol. 4b for years 2012-13 and 16-17, Government of Rajasthan

The amount mentioned in the table for non-plan, plan and CSS component for the agriculture department and allied sectors is the amount allocated for the BFCs for which the gender budget has been allocated and not the total non-plan, plan and CSS amount for the department.

The table shows that the proportion of gender budget in the total budget for agriculture and allied sectors has increased from 10.8% in 2012-13 to 31.07% in 2015-16 and has decreased to 26.05% in the year 2016-17. The format in which Rajasthan is currently presenting its GBS does not provide information about the Actual Expenditure done and so the complete picture of the status of gender budgeting in Rajasthan is not clear.

GRB in Rashtriya Krishi Vikas Yojana-Rajasthan

In order to achieve desired profit and growth in the agriculture sector, engaging substantial resources in terms of finance and knowledge is imperative so that new frontiers of farmers' progress and productivity can be explored. In its 53rd meeting held in May, 2007, the National Development Council articulated the social imperativeness of reversing the dismal growth performance of the agriculture sector in India and urged the decision making bodies to make strong interventions in the agriculture and allied sectors. Consequent upon this meeting, it was resolved that a special Additional Central Assistance Scheme called Rashtriya Krishi Vikas Yojna (RKVY) was launched with the ultimate goal of achieving 4 percent annual growth in agriculture and allied sectors during the 11th Five Year Plan period (Gol, 2014).

In order to understand the process of planning and budgeting from the perspective of women in Agriculture Sector in Rajasthan, a flagship scheme of Union Government, Rashtriya Krishi Vikas Yojna (RKVY) has been analyzed. RKVY is a Central Assistance Scheme launched in 2007-08 with an objective to increase public investment in agriculture and allied sectors, increase production of grains and to maintain at least 4% growth rate in Agriculture. RKVY has many sub-schemes and many projects under the sub-schemes. It is a Part B schemes in the Union Gender Budget which means that at least 30% of the scheme's total allocation has to be spent on the welfare of the women involved in agriculture and allied activities. In the Year 2015-16, the amount of Gender Component in RKVY is Rs.1350 which is 30% of its total budget which is Rs. 4500 crores. In the State of Rajasthan, the total amount allocated for RKVY is Rs. 642 crore out of which Rs. 195 crore are reserved for the welfare of women which is again 30% of the total amount allocated.

The biggest problem here is that most of the projects under RKVY provide subsidy and other kinds of assistance to the farmers who are holding some land. As in India, women hardly has

any ownership or holding of the agricultural land but are involved in majority of the agriculture work, they are not being benefited much from this schemes apart from some training and demonstration based projects. One of the officials at the office of the Director (RKVY), MoA&FW told that as RKVY is a project based scheme it does not focus specifically on women or on the marginalized groups. The projects are sanctioned by the State Level Committee of the States and the money for these projects is transferred by the Central government in two instalments in a year.

Table 8: Comparison between the All India and Rajasthan's Number and Area of Operational Holding Amongst all Social Class, Scheduled Tribe and Scheduled Caste for the Year 2010-11

Unit	Category	All Social Class		Schedule Tribe		Schedule Caste	
		Number of Holding in '000.(percentage of the total number of holding)	Total Area in '000 hectare (percentage of total area of the holding)	Number of Holding in '000.(percentage of the total number of holding)	Total Area in '000 hectare (percentage of total area of the holding)	Number of Holding in '000.(percentage of the total number of holding)	Total Area in '000 hectare (percentage of total area of the holding)
Rajasthan	Male	6330(92%)	19698(93%)	1052(94%)	1703(95%)	877(92%)	2300(93%)
	Female	546(8%)	1329(7%)	67(6%)	82(5%)	77(8%)	168(7%)
	Total	6888^	21136^	1120	1785	954	2468
All India	Male	120427(88%)	141540(89%)	10646(89%)	16395(90%)	15000(88%)	12291(89%)
	Female	17683(12%)	16510(11%)	1359(11%)	1826(10%)	2099(12%)	1430(11%)
	Total	138348^	159592*	12005	18221	17099	13721

Source-Agricultural Census 2010-11(Co-operation 2014)

^ Number and area of operational holding among all social classes (scheduled tribe, scheduled class and others) and size classes which includes individual, joint, and institutional.

*All India number and area of operational holding among all social classes (scheduled tribe, scheduled class and others) and size classes which includes individual, joint, and institutional.

From the above table we can see the grim picture of the land holding by women in India as well as in Rajasthan. The percentage of women land holding according to the number among all social groups is 12% for India but in case of Rajasthan it is hardly 8%. Whereas the percentage of total land area owned by women in India is 10% in comparison to India, that percentage in Rajasthan becomes only 6%. This picture is grimmer where it comes to number of land holding or total amount of area holding by women amongst the tribals. The percentage of women land holding in numbers is only 5% and the percentage of total area owned by women is only 4.6%. The situation similar among the schedule caste group also. The percentage of women with land holding is only 8% whereas the percentage of area holding is 6.8% among the schedule class.

The In charge of the Gender cell of the department of agriculture told that most of the subsidies provided by the State are on the basis of the landholding only because of which women are unable to procure any benefits as women does not own land. The women who do own land rarely have control of the land or on the asset flowing from the land (Mukund 1999, Agarwal 1994). Women in India have the legal right to own land but in reality very few get the opportunity to practice this right. Only 6% of the total area of land holding and 8 % of the total number of land holding is owned by women in Rajasthan. In case of India the percentage of number of operational land-holding owned by women is only 11% of the total number of operational land-holding. The situation of Rajasthan is much worse as the percentage is only 5.1%.

RKVY commands the preparation of the Comprehensive State Agriculture Plan (C-SAP) which is prepared by Comprehensive the District Agriculture Plans (C-DAP) which are prepared by collecting plans for agriculture from the panchayats which is further done by collecting demands from Gram Sabhas. But, most of the times women do not participate in Gram Sabhas due to many reasons like, no information about it, Gram Sabhas taking place far from their place etc., their issues related to agriculture and others do not get highlighted in Gram Sabhas. Moreover, mostly, in Gram Sabhas agriculture is given very less importance and most of the discussion involves NREGA work.

The Under Secretary- RKVY at the DAC, GoI told that RKVY is a project based scheme that is moulded by the concern for increasing production, encouraging public expenditure and maintaining a higher growth rate in agriculture. He told that RKVY provides Additional Central Assistance from the GoI and there is no allocation especially for women and marginalized sections as Agriculture is a State subject as per the constitution and the State decide the nature of the projects they want to undertake.

The following table highlights the proportion of the gender component in the budget allocated for RKVY by the State Government of Rajasthan.

Table 9: Gender Budget in RKVY budget

Year	RKVY budget	Gender budget	Percent of RKVY budget
2012-13	624.4	62.4	10
2013-14	Not available	Not available	Not available
2014-15	Not available	Not available	Not available
2015-16	599.8	179.9	30
2016-17	642.8	195.85	30.47

Source: Budget Books for the years 2012-13 to 2016-17, GoR

The data for gender component in RKVY before 2012-13 is not available as the government of Rajasthan started presenting Gender Budget Statement in the 2012-13 and also because the department of agriculture both at the State level and the local level does not have proper sex disaggregated data available.

The above table shows that in the first year of GBS, only 10% of the total budget for RKVY was allocated for women. In the year 2016-17, this has increased to 30.47% of the total budget for RKVY. The total budget allocated for RKVY was Rs. 642.8 crore out of which the gender budget is Rs. 195.85.

To understand the implementation of RKVY on the ground and inclusion of dalit and tribal women a couple of FGDs with tribal and dalit women in agriculture were conducted in Rajsamand and Dausa districts respectively. During these FGDs it was found that the women from Tribal and Dalit communities did not have any knowledge about the schemes under RKVY or any other schemes run by the Department of Agriculture in Rajasthan. They are spending a large portion of their day in the farm and are suffering from various problems like lack of irrigation and electricity facilities; stray animals like nil gai destroy their farms, crop diseases, lack of adequate transportation facilities, difficulty in livestock maintenance, etc.

For making RKVY gender responsive, it is important that the women engaged in agriculture are made more aware about various schemes under RKVY in order to get a fair share of its benefits. The issues of marginalized, migrant and seasonal women workers in agriculture and allied sectors need to be addressed in the process of planning for projects under RKVY and the monitoring mechanism must be strengthened for ensuring better implementation of RKVY in the State. The In charge of the Gender cell of the department of agriculture told that biggest challenge faced by the department as far as the effective implementation of the schemes and programmes is concerned is that the department does not receive physical achievement from the districts most of the time. Therefore, the data keeping process at the local level needs to be

strengthened. Acknowledgement and evaluation of women's work in agriculture must form the basis of all policies and schemes in agriculture.

Women farmers in Rajsamand and Dausa:

Rajsamand is a tribal dominated district in Rajasthan and is an agrarian economy and most of its population lives in small villages and hamlets where agriculture is the largest source of livelihood. In Rajsamand, agricultural activities are mostly performed by the women. Most women are not educated and are below poverty line. The women in Rajsamand are mostly marginalized and small farmers with very low investments in agricultural input and extremely low access to the assets and the income. However, they continue to spend maximum time and energy in agriculture and face overburden of work as they also take care of their family and even perform community functions as and when required.

During the FGD, women told that on an average, they spend around 7-8 hours in agricultural and animal husbandry related activities. Some of the problems faced by them include no irrigation facility from government, no electric power supply in the area since last many months due to which the participants are unable to use rented motors for bringing water to their farms. Another biggest problem they face is that animals like nilgai (blue bull) and monkey destroy the fields. Only few male participants told that they have seen agriculture extension workers whom they call "sathi ji" visit their village almost 2 years ago.

Only Rai Singh, husband of the Ward Panch who is a school teacher knew about RKVY and Kisan Call Centre. All the other participants were illiterate and unaware about any scheme. Women do not participate in the Gram Sabhas as they are never informed about it. Even men do not participate in every Gram Sabha. The biggest problem the participants face is of bad roads in the village due to which there is no connectivity with other villages and the city which is very problematic especially for those men who travel to the city for work on daily basis. It also discourage women to travel are no public transportation available and they are required to walk long distances on foot. The condition of the public schools is very poor too. In a school where the number of students is 72, there are only two teachers. The fee charged in the private school is high and is also quite far from the residences of the participants. Almost 26 children have dropped out of the school after class 2 and most of them are girls. The condition of the anganbadi centre is very poor. There is no ambulance service for animals in the village.

Dausa is a city near Jaipur and its economy is also primarily based on agriculture. In Dausa even though women play the major role in farming, men are also largely involved in farming. During the FGD with a group of women farmers and farm laborers from dalit communities, it was found that the state of women farmers and farm workers in Dausa is similar to that of Rajsamand. The major problems faced by them include, no support from the government, problems of stray animals especially nil cow, water is very less both form drinking as well as for

irrigation, the yield is never enough to be sold in the market intact, most of the time it is not even enough for consumption at home, there is a problem of poor quality seeds and artificial plants available with the local nursery, etc. A participant told that a soil testing was done 8-9 months ago but no report has been given till date. When the farmers go to the department to ask for the seeds, the reply they get is that the seeds stock is over. Some participants who have participated in Gram Sabhas told that agriculture related issues are not much discussed in the GS. Most of the time, the Sarpanch writes the GS minutes himself. AAO used to visit the village till two years ago but he does not visit anymore. Failure in agriculture coupled with lack of work opportunity elsewhere makes their life a lot difficult.

Conclusion

In conclusion, we can say that neither the GRB process nor the TSP and SC-SP are fulfilling their mandates in terms of allocation and process. Also, the GRB does not focus on the women of marginalised communities and the sub-Plans for tribal and dalit communities do not give any consideration of gender issues in their implementation. In the RKVY, which is a flagship scheme to support agriculture, a sector providing lively support to about two-third rural population in the country and state, has just stated its intent to allocate at least 30% of the allocation to women. This is also restricted by lack of women's ownership over property in the country.

Even though the guidelines of RKVY provide a space for planning at the Gram Sabha level it largely fails to address the barriers faced by women farmers and farm laborers. The monitoring and evaluation process fails to ensure gender mainstreaming and addressing of the strategic needs of the women engaged in agriculture and allied sector. Even though, the women folk of Rajasthan are increasingly getting engaged in the agriculture and allied sectors, the guideline of RKVY does not provide any kind of policy measures that can ensure equality in outcomes and the existing agriculture plans of the State make no attempt at mainstreaming role of women in agriculture and allied activities. Also, RKVY guideline does not recognizes the regional diversity based in caste, class, ethnicity and geographical locations.

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

face multiple discriminations due to their socio- economic status and sex can be justly included in budgeting and planning.

The study also finds that there seem to be a lack of mechanism to monitor the implementation of the GRB in India and there is no clear cut of designated agency for monitoring. The total amount marked as gender budget in India is only about less than 5% of the total budget allocation of the country.

Report's findings on allocation towards marginalized women in India (for the women of dalit, tribal and minority communities) show that extremely low share (less than or around 3% for each categories in both countries) of total gender budget is going towards women of the marginalized categories in these two countries. Also the data for allocation towards dalit women shows that substantial amount of the allocated budget remain unused for the welfare of marginalized women. This indicates towards lack of schemes for the advancement of marginalized women.

However, the Indian Government has been making efforts towards development of dalits and tribal people through Scheduled Caste Sub Plan and Tribal Sub Plans and our calculations show that a substantial share of these two sub-plans is going towards women of these two categories. However, it should be highlighted that these sub-plans are concerned only for the plan expenditure towards these two communities and not the total expenditure.

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

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