



BLOCK 2
INDIAN POLICIES AND PROGRAMMES

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UNIT 4 DISCRIMINATION IN PLANNING AND POLICIES

Structure

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- 4.1 Learning Outcomes
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- 4.3 Planning and Policymaking Process in India
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4.0 INTRODUCTION

India has a long history of addressing gender issues through its policies and programmes. The country has also brought laws to address gender-related issues through its legislative bodies. It constituted Planning Commission to develop five-year plans.. Five-year plans were part of the planning process until the 12th five-year Plan. It has changed its approach after that. It has given impetus to the priorities, sectors and strategies based on broader consultation and scientific studies with the active involvement of States at present after doing away the five-year plans. The issues of women and their low status and position in both public and private spaces became prominent after the Report of the Committee on the Status of Women (1974). The 'Towards Equality Report gave the impetus for mapping and incorporating gender perspectives in public expenditure. This unit will look at the significance of formulating gender-sensitive policies and India's approach towards strengthening Gender and Science.

4.1 LEARNING OUTCOMES

After studying this Unit, you shall be able to:

- Trace India's approaches to formulating policies and programmes through five-year plans and current approaches;
- Discuss the significance of formulating gender-sensitive policies and programmes; and
- Explain the existing policies and programmes in the areas of Gender with specific reference to science.

4.2 SIGNIFICANCE OF FORMULATING GENDER-SENSITIVE POLICIES AND PROGRAMMES

There are different ways in which gender can be present or absent in policy interventions. A greater awareness in policy formulation requires recognizing gender differences in society. The differences between females, males and other genders and the low status and position of women can be established through empirical reality and constantly checks our assumptions with this reality. The existing feminist studies and theories established women's low status and position in public and private spaces. The low status of women further contributed to their poor representation in various sectors, especially health, education and science and technology. One of the effective strategies to improve women's position and status at every level is to formulate appropriate policies and programmes for ensuring women participation at all levels and creating a space for the women in decision making bodies. Feminists, specifically liberal and socialist feminists, have contributed for bringing perspectives and theoretical understanding to include a gender-sensitive approach in public policies and programmes. According to **Naila Kabeer** (1994) greater gender awareness may lead to three alternative approaches to policy. They are gender-neutral policies, gender-specific policies and gender-redistributive or transformative policies.

India, like most of the countries in the world adopted the Gender Blind approach till 1975. According to the Gender Blind approach, policymaking agencies or organizations do not understand the existing gender differences in society. After getting towards gender sensitivity, the policymaking bodies may formulate policies based on the Gender-Neutral approach or Gender Redistributive or Gender Specific policies.

After 1975, the interventions of feminists made countries formulate and implement new policies on women's development. The success of these policies depends on increased gender awareness among policymakers (Longwe, 1991). If policymakers have gender awareness, that brings recognition of gender issues. There are three essential elements in gender awareness in policy making:

“first, the recognition that women have different and special needs; second, that they are a disadvantaged group in terms of their welfare and access to and control over the factors of production; third, that women's development entails working towards increased equality and empowerment for women, relative to men” (Longwe, 1991)

Here, the significant issue is women's development, which must be equal to men in the society. When we talk about equality between men and women, we need first to identify various inequalities in various forms existing between men and women in society. Addressing the various inequalities between men and women and bringing women on par with men constitutes development. Here, there is a question that may arise in your mind. Why do we need to look at “gender with development” rather than women in

isolation? When women were identified as the focus of the planning exercise, their problems were perceived in terms of their gender.

As you know, sex refers to their biological differences compared to men, while gender focuses on the socio-cultural relationships between men and women, the foundation for their subordination. As Moser puts it: "Gender-aware approaches are concerned with how such relationships are socially constructed; men and women play different roles in society, their gender differences being shaped by ideological, historical, religious, ethnic, economic and cultural determinants". In most developing countries including India, gender issues have not been satisfactorily incorporated because of various reasons including lack of recognition of gender as an essential planning issue, male domination in decision-making, and their use of gender-blind approaches, and lack of methodological tools enabling practitioners to translate gender awareness into practice. After realising need for incorporating gender concerns in the existing planning, feminists try to incorporate gender as a cross-cutting concern. There continues to be confusion even in terminology. Feminists are also concerned about the homogenisation of women as a category. There are differences among women based on their location, caste, ethnicity and class and other factors. Hence, we should emphasize using the term "gender interests" in the gender planning context.

As we have already seen through figure 1 above, once planners recognize the gender sensitivity in planning and policies, three approaches will address the same. Gender neutrality in policy relies on accurate information about the existing gender-based division of resources and responsibilities to ensure that policy objectives are met in the most efficient way possible. Gender-neutral interventions are intended to leave the distribution of resources and responsibilities intact. Advocacy on behalf of women and recognition of the past neglect of women's gender-related needs gives rise to gender-specific policies which favour targeting activities and resources that women are likely to control or benefit from. Gender-specific policies seek to transform existing gender relations in a more democratic direction by redistributing more evenly the division of resources, responsibilities and power between men and women. Gender redistributive policy is the most politically challenging option that requires men to give up certain privileges and take on specific responsibilities to achieve more significant equity in development outcomes. Gender-specific interventions are intended to meet the targeted needs of one or another gender within the existing distribution of resources and responsibilities. Gender-redistributive policies are interventions intended to transform existing distributions more egalitarian direction. The approaches adopted and the intervention they give rise to will depend on the analysis used to identify the problem and seek solutions. Thus, while analyzing an intervention, the gender-aware policy approach must consider the gender relations of the relevant institutional context within which specific activities are currently undertaken. Also, such an approach should analyze what aspects of these relations need to be challenged or reproduced before determining the possibilities for designing more gender-sensitive policy responses. It should focus on gender-linked implications of production and distributional

practices. Such an analysis will help clarify the extent to which institutional processes and outcomes are efficient and equitable (Kabeer, 1994).

Check Your Progress Exercise I

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

II. Compare your answer with the Course material of this Unit.

1. What is understood by Gender- Aware policy planning?

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2. What is understood as Gender Blind Approach in policy making?

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4.3 PLANNING AND POLICYMAKING PROCESS IN INDIA

The planning process in India based on five-year planning started in 1951. Indian Government addressed the needs and issues of women, especially single, deserted, divorced and others, through welfare approach. Indian Government changed its approach from the sixth five-year Plan from welfare to development, and women were considered development constituents rather than beneficiaries. The Seventh Five Year Plan concentrated on improving women's socio-economic development. The ninth and tenth Plans concentrated on empowering women by adopting empowerment approach. The eleventh Plan concentrated on gender equity, gender equality and considering women as change-makers. The twelfth five-year Plan wanted to bring 'Faster sustainable and inclusive growth'. Indian Government adopted new long term sustainable plan approaches from five-year plans after completing the 12th five-year Plan period. It has changed its approach in 2017. The planning commission has been transformed and renamed NITI Aayog. NITI Aayog will facilitate the Government to develop a Plan for the Country based on sectoral significance, promote cooperative federalism. It will concentrate on Plans at the village level by strengthening gram panchayats. It will facilitate the government policies to achieve its long-term goals by encouraging innovation and entrepreneurial skills. It did not mention gender inclusion as its one of the specific objectives. By looking at the transition from gender blind planning to a gender-sensitive approach, the

Indian Government travelled long to include gender concerns in its Plan and policies. It has included Women's Component Plans and Gender Budgeting over the last two decades by allocating 30 per cent of budget resources to address gender issues. India's planning process has increasingly recognized the need to address gender inequalities. Formal earmarking of funds for women began with Women's Component Plans in 1997-98. However, gender sensitivity in the allocation of resources started with the Seventh Plan. Over the years, the plan documents reflect the evolving trends (Table 4.1).

Table 4.1: Historical Trajectory of Indian Planning

Plan Period	Focal Areas
First Five-Year Plan (1951-56)	The welfare of women from disadvantaged groups like the needy, disabled, aged, etc.
Second to Fifth Five Year Plans	Besides prioritizing women's education, the welfare approach improved maternal and child health services, supplementary feeding for children, and expectant and nursing mothers.
Sixth Five Year Plan (1980-85)	The shift in the approach from 'welfare' to 'development' of women. Multi-pronged approach with thrust on health, education and employment
Seventh Five Year Plan (1985-90)	They aimed to raise women's economic and social status and bring them into the mainstream of national development. The thrust was on the generation of skilled and unskilled employment through proper education and vocational training.
Eighth Five Year Plan (1992-97)	Emphasis on the development of women; continued with its strategy of empowering women as agents of social change and development.
Ninth Five Year Plan (1997-2002)	There is a significant change in the conceptual strategy of planning for women's development. It is an attempt a focus on 'empowerment of women. The Plan also aimed at 'convergence of existing services available in both women-specific and women-related sectors' programmes.
Tenth Five Year Plan (2002-07)	Continues with the strategy of 'empowering women' as an agent of social change and development through social empowerment,

	economic empowerment and gender justice
Eleventh Five Year Plan (2007-12)	Emphasis on gender equity, gender budgeting and creation of an environment free from all forms of violence against women

Source: Singh, et.al (Year)

Twelfth five year plan has concentrated more on sustainable inclusive development. Apart from the above explained perspectives, planning and policymaking in India included various approaches such as: welfare, equity, equality, empowerment and rights based approaches in its planning and policymaking process.

4.3.1 Policies and Programmes after the 12th Five Year Plan

It is important to have a plan with perspectives into the future, concerns for the disadvantaged sections of the society (especially women and children) and an understanding of the linkage between different sectors. Hence, we will discuss the government perspectives for formulating policies and programmes after the 12th five-year plan in this section. The Government of India relooked the entire planning process after the 12th five-year plan and it has taken a different approach and reconstituted the planning commission into NITI Aayog with a different set of priorities. The government has decided to go for 15 years of planning instead of existing five-year plans after the completion of the 12th five-year plan. It has asked NITI Aayog to come up with a 15-year plan as a "National Development Agenda" on the completion of the 12th five-year plan. The 12th five-year plan ended in March 2017.

The new institution 'NITI Aayog' has been established with the objectives of evolving a shared vision of national development with the active participation of both state and Central governments. It has decided to give special attention to the specific sections of our society like women and marginalised by formulating appropriate policies and programmes to address their needs and concerns for their progress. Since the constitution of NITI Aayog, the government has planned policies in which it has targeted individual beneficiaries through Direct Benefit Transfer (DBT) rather than implementing policies and programmes for a group of individuals like Self-help groups.

The government has further decided to improve women's status and position by addressing the Practical and Strategic Gender Needs (PGNs and SGNs) of women. Before we know a few government programmes let's know what are Practical Gender Needs and Strategic Gender needs.

Based on the role performance of women and men in society, the needs of women and men differ. Thus, the roles further categorized as gender needs are the needs women identify in their socially accepted roles in society. Practical Gender Needs (PGNs) do not challenge, although they arise out of

gender divisions of labour and women's subordinate position in society. PGNs are a response to an immediate and perceived necessity, identified within a specific context. They are practical and often concern inadequacies in living conditions such as water provision, health care and employment. Strategic Gender Needs (SGNs) are the needs of women who identify because of their subordinate position in society. They vary according to particular contexts, related to the gender division of labour, power and control, and may include issues such as legal rights, domestic violence, equal wages and women's control over their bodies. Meeting SGNs assists women to achieve greater equality and changing existing roles, thereby challenging women's subordinate positions. They are more long-term and less visible than practical gender needs. The government has formulated necessary policies to address both PGNs and SGNs. Let us discuss a few government policies which target women to address their financial needs for drudgery reduction.

Pradha Mantri Mudra Yojana

The term 'MUDRA' in this scheme is "Micro Units Development & Refinance Agency Ltd.". It has been established as a financial organization to enhance and rehabilitate various micro/small non-corporate and non-farming firms (mudra.org.in). The aim of the 'MUDRA is to refinance major last mile financial institutions such as SFBs (Small Finance Banks), NBFCs (Non-Banking Finance Companies), MFIs (Micro-Finance Institutions), RRBs (Regional Rural Banks), Societies registered under Section 8 Companies (formerly Section 25), and "Trust" consciously involved in the business of lending to such micro/small enterprises embroiled in trading, manufacturing, etc. including allied agriculture activities up to a maximum limit of Rs. 10 lakhs. The government has created an office platform as part of the MUDRA scheme through which various lending agencies advertise their activities, which are then consolidated by the system to generate reports for assessment (mudra.org.in).

The selected beneficiaries will get a MUDRA card under PMMY. MUDRA Card is a Rupay debit card that is employed to withdraw cash from Automatic Teller Machines (ATMs) and perform other commercial functions. The loan facility under PMMY is categorized into three parts- Shishu (up to Rs. 50000), Kishore (from Rs. 50000 to Rs. 500000), and Tarun (from Rs. 500000 to Rs. 1000000) (mudra.org.in). PMMY has several key beneficiaries, including "Business loans for shopkeepers and traders (financial aid on lending to individuals for operating their shops/trading & business activities/service enterprises / non-farm income-producing activities with a loan size of up to Rs. 10 lakhs)", "Textile Manufacturing Activities (power looms, handlooms, chikan work, traditional embroidery and handwork, khadi activity, dying, apparel design, knitting, cotton ginning, and others)", "Social/Personal Activities (activities like as beauty parlors, salons, gymnasiums, tailoring shops, dry cleaning, photocopying facilities, cycle and motorcycle repair shops, medical stores, and so on)", "Food Products Sector (activities such as achaar making, papad making, sweet shops, jam/jelly making, agricultural produce prevention at the rural level, food stalls, cold chain vehicles, ice-cream stalls, biscuits making, and so forth.)", "Agro-allied

Activities (poultry, beekeeping, pisciculture, livestock rearing, dairy, agri-clinics, etc.) ", "Transport Vehicles (purchase of transport vehicles for goods and passengers such as auto-rickshaws, taxis, three-wheelers, small goods transport vehicles, tractors, trolleys, power tillers, etc.)" (mudra.org.in). The government has prioritized women applicants in the MUDRA scheme. Thus, the trained women entrepreneurs and Self Help Group (SHG) members can apply for a loan in the MUDRA scheme to start and expand their economic activities. In the earlier SHG scheme, the members of the SHG groups availed of loans as group activities. The group members take up economic activities together as a group or individuals may avail finance from the group to do economic activities. Unlike the SHG scheme, MUDRA targets individual beneficiaries. The learners must be wondering about the impact of the MUDRA scheme on women and children. The existing studies pointed out that, the economic empowerment of women has a direct positive impact on children's education, children's health, and enhancement of women's health and nutrition. It has also improved the overall well-being of women and children. Thus, it is imperative to empower women financially through various schemes and programmes

Pradhan Mantri Jan-Dhan Yojana (PMJDY)

The Honorable Prime Minister (PM) of India announced the launching of the "Pradhan Mantri Jan Dhan Yojana" (PMJDY) as a new scheme for financial inclusion on August 15, 2014. On August 28, 2014, it was dedicated as a national programme aiming at the financial inclusion of all. The scheme has targeted weaker sections of society specifically women to uplift and empowers them economically. It aims to ensure financial inclusion of weaker sections of the society by providing saving & deposit accounts in banks, facility of credit, Insurance and Pension benefits. The PMJDY tried to address the issues in the earlier schemes of financial inclusion. Unlike earlier schemes, PMJDY aims to give dignity, financial stability and financial freedom to the economically weaker sections. Before the scheme was launched, the PM wrote personal emails to the chiefs of all banks formally and ask them to be in a state of preparedness for opening bank accounts of over 6 crores (75 million) households. He declared that the enrolling and opening of such accounts for each household should be considered a "national priority". PMJDY is a national mission/ programme for the financial inclusion of every individual who does not have a bank account. The objective of the scheme is to ensure access to financial services such as savings and deposit accounts, credit, insurance, remittance, pension etc. in an easy and affordable mode. PMJDY is considered a flagship scheme of the Indian government. It is a huge step towards financial inclusion. The objective behind its launch is to provide banking coverage to all households. The accounts opened through PMJDY are zero balance accounts with other benefits such as accidental insurance cover, overdraft facility, life insurance, and debit card.

As I have mentioned at the beginning of this section, NITI Aayog aims to facilitate the government to formulate appropriate schemes to reach individual beneficiaries directly. With this programme, the Government aims

to provide all monetary benefits directly to the beneficiary accounts. The government also implemented the Unified Payment Interface (UPI) by merging all accounts into a single mobile application. Thus, the government was able to address poor connectivity and technological problems. The user could access their accounts through the mobile device. The measures taken by the government have facilitated economically poor sections of the population and women in the informal sector to access various financial services. It made women economically empowered. It has covered women in both rural and urban areas. One of the significant indicators to make women financially empowered is financial literacy. The opening of bank accounts and accessing various financial benefits made women financially literate.

Pradhan Mantri Ujjwala Yojana

The PMUY scheme was launched in May 2016 to provide Liquefied Petroleum Gas (LPG) connections to women from below poverty line (BPL) households. Under the scheme, the identification of BPL households is based on the Social Economic and Caste Census (SECC) data. The earlier studies pointed out that the women spent considerable time cooking in the households. The lack of a cooking stove with an LPG cylinder impact women in various ways including time spent cooking, and the negative impact on their health from using fossil fuel for cooking. The smoke emitted during the burning of firewood may affect the lungs of women and respiratory problems which lead to lung cancer and heart disease. There were many ocular injuries reported due to the burning of firewood. With the introduction of PMUY, the environmental impact of using fossil fuels is addressed. They showed the path for women to use safe and sustainable ways of cooking. It brings changes in the attitude of women and they get leisure to do various activities including personal and professional. PMUY has reduced the total cost to buy an LPG stove by 50 per cent.

The learners could able to understand that the above-mentioned three schemes were addressing the PGNs of the women.

4.4 GENDER AND SCIENCE -A REALITY CHECK

The Government of India has various ministries. Each ministry has its objectives to bring positive changes in the lives and livelihoods of the people. Let us consider the Ministry of Science and Technology specifically as an example to know how far government ministries have gender-sensitive policies and programmes for inclusive development. The Ministry of Science and Technology has three departments, namely the Department of Science and Technology (DST), Department of Biotechnology (DBT) and Department of Science and Industrial Relations (DSIR). Before we look into significant policies of the Ministry of Science and technology, Government of India, let us look into some gender-segregated data to make us realize the significance of formulating policies of science and technology from a gender perspective.

According to 2018 data, India had 3,41,818 scientists in Research and Development (R&D). Among three lakhs forty-one thousand eight hundred and eighteen scientists, 51.61 per cent of them employed in government institutions or higher education sectors. Among them, 20,351 women were employed in R&D in private companies. Twenty-three thousand eight women are in significant government scientific departments. They are also part of the R&D. When we look at the women's proportion as scientists compared to males, and there is one women scientist for every six scientists in India in the private scientific establishments. At the same time, there are one women scientist for every four scientists in government scientific establishments. Both male and female scientists are part of the engineering technology, followed by medical Science and natural sciences.

As per UNESCO data from 2014-16, around 30 per cent of female students select STEM (Science, Technology, Engineering and Mathematics) related fields in higher education. The percentage of females in Information Technology is 3 per cent; there are 5 per cent in Natural Science, Mathematics and Statistics and 8 per cent in engineering and allied streams. According to UNESCO data on women and science in 2018, only 28.8 per cent of women are researchers.

We will further look into data on women Nobel prize winners. 334 Nobel Prizes have been awarded between 1901 and 2019 to 616 Nobel Laureates in physics, chemistry and medicine. Out of these prizes, 20 per cent of them are women. There is an Abel Prize for the mathematics profession. It is the Norwegian Prize, awarded annually by the King of Norway to one or more mathematicians in their field. In 2019 American Mathematician **Karen Uhlenbeck** became the first woman to win the Abel prize, followed by 16 male mathematicians. There are field medals in Mathematics to recognize outstanding contributions in mathematics once in four years. **Maryam Mirzakhani** from Iran was the only woman who received the award posthumously compared to 59 men who got the award since 1936.

We have seen some data at the international level. Now let's look at some data related to India. According to NITI Aayog, in 2015-16, 9.3 per cent of female students in undergraduate programmes were enrolled in engineering courses compared to 15.6 per cent across genders. 4.3 per cent of female students were enrolled in Medical Science compared to 3.3 per cent across genders. As far as research in India is concerned, only 13.9 per cent of women work as researchers in India. Percentage of women at Masters and Doctoral programmes remain low. NITI Aayog further analyzed the presence of women in technical education. Women's presence in all 620 Indian institutes is only 20.0 per cent. Among these women in scientific establishments and technical institutes. 28.7 per cent are post-doctoral fellows, and 33.5 per cent are PhD scholars. In the Global gender gap index 2020, India's position is 112, which is lower than the 108th position it held in 2018. However there are signs of hope too. According to the All India Survey on Higher Education (AISHE) report 2018-19, the gender gap in the country has reduced as compared to 2017-18.

We have seen various policies and programmes formulated by the Indian government to improve women's percentage in a STEM discipline. The entry, retention and improvement in careers for women in STEM are the concerns of policymakers and institutions. The mentioned policies and programmes in this Unit have been formulated to improve the percentage of women in STEM and retain and improve their careers. The existing gender socialization may impede women from entering the science field; once they enter, some scientists feel that the family as a social institution supports women in Science, and they are not facing many struggles from family. Still, a considerable percentage of women in Science felt that they face gender-based discrimination like refusal from the family to continue their career after marriage or childbirth, reproductive responsibilities, job location, the time commitment involved in the job, and travel. This was pointed out by the scientist working in the field as stated in the report 'Status of Women in Science among select institutions in India: Policy Implications.

This section provides suggestions to implement those policies in a gender-sensitive manner to increase and retain women in a STEM discipline. The study **Status of Women in Science among Select Institutions in India: Policy Implications** carried out by society for socio-economic services with the support of the NITI Aayog government in 2017 has come up with suggestions and policy prescriptions to implement policies related to gender and Science successfully. The study found that the present policies of the government of India are enabling factors for women in STEM related to career advancement and enhancement. Along with that, it is significant to improve the gender-sensitive working environment, access to laboratory facilities, infrastructure facilities, transportation, Flexi working hours, housing, improved restroom facilities, maternity benefits, improved canteen facilities, recreation facilities, and IT support are some of the areas need to concentrate and improved to retain women in the STEM field in India. Along with the overall academic facility, academic environment, mentorship, library facility, and exchange programmes are other enabling factors to retain women in the STEM field. The government must popularise the STEM field among school children to kindle their enthusiasm. Even if school children are interested in the STEM field, they may be unable to continue due to financial constraints. The government needs to design policies to address the concerns of school children. For working scientists, improving the overall quality of academic resources, improving resources, improvement in infrastructure and support services are significant. From female students to aspiring scientists, peer group support, family support, required financial resources, and improving infrastructure in schools and colleges are crucial. The government may consider formulating scholarships at school and college levels for women students to continue their careers in STEM field.

Check Your Progress Exercise II

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

II. Compare your answer with the Course material of this Unit.

1. What is Women’s Component Plan?

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2. Why is women in STEMM an important area in policy making? Give two reasons in support of your answer.

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4.5 LET US SUM UP

The purpose this Unit is to make the learners appreciate the needs for increasing women’s percentage in the field of STEM. To do the same, we have first introduced the planning process in India. While discussing planning process, we briefly discussed about the existing status of women in STEM as well as we have introduced various approaches to planning. After explaining basic concepts about planning, we briefly discussed the existing government programmes to increase women’s percentage in science and technology.

4.6 UNIT END QUESTIONS

1. Explain the process of formulating policies and programmes in India.
2. Why do we need to formulate programmes through Gender Aware policy approach? Explain.
3. Discuss the gendered realities in science with suitable data.
4. Discuss any two key programmes of government of India which have come into existence after the 12th Five Year Plan.

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UNIT 5 CONTEMPORARY POLICIES AND PRACTICES

Structure

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- 5.1 Learning Outcomes
- 5.2 Women in Science
 - 5.2.1 Situation in World and India
 - 5.2.2 Challenges and Issues
- 5.3 Government Initiatives Policies and Programmes in India
 - 5.3.1 Gender Science Policy in India
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 - 5.3.3 New programmes
- 5.4 Implementation of Programmes challenges:
- 5.5 The Way Forward
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5.0 INTRODUCTION

With evolving policies and institutional efforts to promote women scientists globally, there is a significant gap still in STEM education. A recent report of UNESCO reveals that only 35% of STEM students in higher education are women. They comprise 28% of STEM workforce across all the world's researchers. Differences are observed much more in the core disciplines of natural science; for example only 3% of female students choose information and communication technologies (ICT) studies. Statistics show that almost one-third (32%) of women in the United States, 30% in China followed by 22% in Brazil and 20% in India intend to leave their science, engineering, and technology (SET) jobs within a year. This is resulting in a lower representation of women in leadership positions. A substantial gender gap in engineering and computer occupations contributes to women's overall underrepresentation in STEM. The Unit will cover some of the key challenges faced by women in science. Further, it will introduce you to the major policies and programmes of the Government of India (GOI) in the field of women and science.

5.1 LEARNING OUTCOMES

After reading this Unit, you would be able to:

- Know about the participation of women in Science, Technology, Engineering, Mathematics, and Medicine (STEMM);

- Discuss the challenges and issues of women scientists and technologists in the world and in India;
- Learn about the existing programmes and policies and new initiatives of the government for gender parity in science

5.2 WOMEN IN SCIENCE

In this section you will learn about gender science policies, programmes and their implementation in India.

5.2.1 Existing Situation in the World and India

In India, research studies and academic reports focusing on the key elements of women's participation in science employment and research discuss the relatively higher concentration of women in junior faculty positions. However, these reports ascribe reasons such as: lower representation of women on advisory committees; gender-differentiated wages; poor infrastructural facilities in educational institutions; and inherent challenges faced by women scientists in both public and private spheres. These also contribute to a lower participation of women in science education. In line with the recommendations given by past studies and reports, contemporary gender-sensitive policies conceptualize science as a gender-inclusive discipline and seek to improve women's access to careers in science and research. The Research and Development statistics 2019-20 released by the Department of Science and Technology (DST) showed that in all, there are 56,747 women employed in Research & Development (R&D) establishments in India, which is 16.6% of the total human resource employed in R&D establishments across the country. The present data signifies that there is a need to stimulate interest from the early years of the education, introduction of gender-sensitive curricula, and change the mindsets of young girls to combat stereotypes.

Though, women participation in extramural R&D projects has increased significantly to 24% in 2016-17 from 13% in 2000-01 due to various initiatives undertaken by the Government in S&T sector. In absolute terms, 941 women Principal Investigators (PIs) during 2016-17 availed extramural R&D support as against 232 in 2000-01.

India is ranked 108 out of 149 countries in the 2018 Global Gender Gap Report. Despite having the world's largest higher education system – 799 universities, 39,071 colleges and 11,923 stand-alone institutions – a number of systemic barriers and structural factors plague the upward movement of women scientists in academia and administration.

5.2.2 Challenges and Issues

There are many systemic, societal, and cultural barriers. These include balancing work/life responsibilities, career breaks, workplace culture, differential access to mentoring and networking opportunities and the lack of access to senior roles for women. Patriarchal culture in certain professions also forces women out of these professions.

- Lack of family support/motivation to pursue education and long-term career in Science & Technology.
- Lack of awareness regarding available opportunities.
- Lack of avenues for knowledge and skill enhancement leading to capacity building, self-employment, and entrepreneurship.
- Obstacles in re-entry in science-oriented career after career -break due to various reasons.
- Lack of opportunities for an alternate career path.
- Lack of mentorship, networking and role models.
- Lack of representation in higher forums, committees, and higher decision-making positions.
- Job insecurity from one-year (or shorter) contracts.
- Impact of maternity leaves and part-time work on their careers (due to motherhood responsibilities).
- Unconscious bias hinders women’s employment in STEMM.
- Sexual harassment at the work place.

Statements of women scientists/ technologists

‘Most of the industries do not have policies, who ever have, it’s difficult to access these. Negotiations are not possible as per existing policies. However, your boss decides your work flexibility or work/ life balance as per industry’s convenience’.

‘My motherhood responsibilities reflect me less professional as compared to my male counterparts, hindrance my career progress and create prejudice opinion about me’.

Check Your Progress Exercise I

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

II. Compare your answer with the course material of this Unit.

1. Explain the meaning of gender parity in STEMM with examples.

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2. List challenges and issues of women in science.

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5.3 GOVERNMENT INITIATIVES: POLICIES AND PROGRAMMES IN INDIA

Quality Education and Gender Equality are among the 17 Sustainable Development Goals (SDGs) adopted by all United Nations Member States in 2015. Nations are working hard to achieve them through the implementation of new policies and innovative programmes. India recently launched a new National Education Policy in 2020 and a new Science, Innovation, and Technology (SIT) Policy is in the pipeline. Indian government understands that Science, technology, and innovation are keys to accomplish goals of the SDGs and often referred to as the jobs of the future.

5.3.1 Gender- Science Policy in India

The underlying principle of engagement between Indian women and science is about inclusion of women in science discourse and S&T for women. The Government of India had adopted the National Policy for Empowerment of Women in 2001 with the objective to bring about empowerment of women and to eliminate all forms of discrimination against women. The policy emphasized aspects relating to strengthening and bringing about a greater involvement of women in S&T through recourse to training programmes in awareness generation, motivation, participation, skill development and through generating appropriate technologies for women.

National Policies including science and gender

- National Policy for Empowerment of Women in 2001.
- 6th Five-Year Plan (1980-85)-Science and Technology for Women’ (S&T for Women)
- 10th Five-Year Plan (2002-2007)-Women Scientist Scheme
- Science & Technology Policy 2003
- Task Force for Women in Science 2005
- Biotechnology Career Advancement and Re-orientation Program (Bio-CARe) 2010
- Science, Technology, and Innovation (STI) Policy 2013
- 12th Five-Year Plan (2012-2017) - KIRAN-Knowledge Involvement in Research Advancement through Nurturing
- Science, Technology, and Innovation (STI) policy 2020 (to be released)

With evolving policies and institutional efforts to promote women scientists in India, significant change has been observed over the years about women's access to science education and careers. Further, this has been a frequent subject of inquiry by academics and development practitioners. In India, under the 6th Five-Year Plan (FYP, 1980-85), the government started a scheme, 'Science and Technology for Women' (S&T for Women) through the Department of Science and Technology (DST), Ministry of Science and Technology. One of the significant initiatives of this scheme was to consider as to how science and technology can contribute to improvement in the life and status of women generally.

During the 10th FYP (2002-2007), S&T policy 2003 was released by DST with the objective of empowering women in all the fields of science and technology and to ensure their full and equal participation in science. In 2005, the government appointed a task force for women in science to suggest measures for enhancing representation of women pursuing a career in Science and Technology (ST) and to suggest suitable gender enabling measures specifically for working women. Similarly, the Department of Biotechnology (DBT) launched the Biotechnology Career Advancement and Re-orientation Program (Bio-CARE) in 2010 to facilitate participation of women scientists in biotechnology research that aimed to provide research grants to women scientists - including employed and unemployed women.

The Science, Technology and Innovation (STI) policy formulated in the year 2013, acknowledged the participation of women in STI activities as an important area of intervention and emphasized the introduction of new and flexible schemes to address the mobility challenges of employed women scientists and technologists. It envisaged expanding the scope for re-entry of women into R&D and providing new facilitation mechanisms for women with special career paths in diverse areas.

During 12th FYP (2012-2017) the consolidation of all women-oriented schemes was carried out under the DST and termed '*KIRAN*-Knowledge Involvement in Research Advancement through Nurturing'. The primary objectives of *KIRAN* are to utilize the potential of women scientists/technologists in S&T, ultimately leading to the empowerment of the nation. As a broader platform it creates opportunities for the re-entry of women scientists/technologists into professional mainstream.

5.3.2 Components of KIRAN

Table 1 provides a summary of the existing gender-equality programmes or schemes for women scientists in India. Hence, the significant focus of *KIRAN* is to bring women scientists back into S&T employment. The scheme has many components to support women scientists and technologists.

The 'S&T for women' scheme was initiated during the 6th five-year plan to promote research, development, and adaptation of technology to improve the quality of life, working conditions for women. The Department of Science and Technology (DST) launched 'Women Scientists Scheme (WOS)' during 2002-03. This initiative primarily aimed at providing opportunities to women

scientists and technologists between the age group of 27-57 years who had a break in their career but desired to return to mainstream. Scheme: (i) Basic Research Fellowship (BRF); (ii) Societal Research Fellowship (SoRF); and (iii) Intellectual Property Rights (IPR). These three components of WoS are also known as WoS-A, WoS-B & WoS-C.

In the year 2008-09, DST took a special initiative, ‘Consolidation of University Research for Innovation & Excellence in Women Universities (CURIE)’, to support women universities for improving R&D infrastructure and enhance research facilities. CURIE support has been extended to 08 Women Universities in the country. In the year 2019, DST established an Artificial Intelligence lab in 6 CURIE beneficiary universities with the goal of fostering AI innovations and set up AI-friendly infrastructure to prepare skilled manpower for AI-based jobs in the future. This facility is exposing women students from these universities to different AI tools and will improve the employability of women in this upcoming sector.

The Mobility Scheme is aimed to provide an opportunity to women scientists who are facing difficulties in their present job due to relocation (marriage, transfer of husband to any other location within the country, attending ailing parents, and accompanying children studying in different city) and will act as a filler while searching other career options at a new place. The initiative intends to provide a harmonious environment during early phases of life of women scientists where they would like to stay active in research in addition to attending and fulfilling other responsibilities on the domestic front. It offers a contractual research award to women scientists and enables them for independent research.

National Award for Women’s Development has been instituted to recognize the contributions of individuals/institutions who have worked at the grass root level for women’s development through application of science and technology. Applications are invited once a year.

Table 1: Component of KIRAN

Name of the Scheme	Objectives/Mandate
S&T for Women	To promote science & technology-based empowerment of women
Women Scientist Scheme (WoS)	Project based fellowship scheme for women scientists who have had a break in their career
Internship-Mode under Women Scientist Scheme (discontinued)	One-year internship program on formulating research projects
Consolidation of University Research for Innovation & Excellence in Women Universities (CURIE)	Enabling infrastructural facilities in only women universities for promoting R&D activities in S&T emerging areas
Capacity-Building Opportunities	Organising training programmes for working women scientists

Entrepreneurship Development: Women Entrepreneurship Development Programmes (WEDPs)	WEDPs are meant to train women with S&T background in various facets of entrepreneurship
Awards	National Award for women's development through application of Science and Technology (S&T)
Mobility Scheme	To provide feasible employment opportunities or an alternate career path for employed S&T women professionals
Vigyan Jyoti	To encourage girl students for STEMM careers especially in underrepresented areas for women
Indo-U.S. Fellowship for Women in STEMM (WISTEMM)	To provide opportunities to Indian Women Scientists, Engineers & Technologists to undertake international collaborative research in premier institutions in U.S.A, to enhance their research capacities and capabilities
Athena SWAN Charter	An evaluation and accreditation programme to promote good practices in higher education and research institutions towards the advancement of gender equality

Biotechnology Career Advancement and Re-orientation Programme (BioCARE)

The Department of Biotechnology launched a Biotechnology Career Advancement and Re-orientation Programme (BioCARE) for women scientists in January 2011. The programme is mainly for Career Development of employed/ unemployed women Scientists upto 55 years of age for whom it is the first extramural research grant. The scheme is open for all areas of Life Science / biology (including agriculture, veterinary science, and medicine). Women scientists who are employed or unemployed or are desirous of coming back after a break can get back to the mainstream by getting their first grant as the Principal Investigator.

5.3.3 New Programmes

Indo-Us Fellowship for Women in STEMM (WISTEMM)

Department of Science and Technology (DST), Government of India and Indo-U.S. Science & Technology Forum (IUSSTF) jointly announced the “Indo-U.S. Fellowship for Women in STEMM (WISTEMM)” (*Science, Technology, Engineering, Mathematics and Medicine*) program with an aim to provide opportunities to Indian Women Scientists, Engineers & Technologists to undertake international collaborative research in premier institutions in U.S.A, to enhance their research capacities and capabilities. This fellowship is a pave way for the next generation Women Scientists and

Technologists from India to interact with American peers, thus helping to build long-term R&D linkages and collaborations.

VIGYAN JYOTI

The Annual Report 2019-20 of the DST reveals that DST recently launched a new scheme called ‘Vigyan Jyoti’ which is a dedicated programme to encourage girl students for STEM careers especially in underrepresented areas for women. The Navodaya Vidyalaya Samiti (NVS) is working as an implementing agency and coordinating with different schools throughout India. During the first phase of this initiative in 2018, around 450 meritorious girls studying in class ninth and eleventh were mentored to pursue higher studies and careers in STEM around the three weeks’ residential programme. The faculty from the prestigious research organisations such as Indian Institute of Technology (IITs), National Institute of Technology (NITs), Council for Scientific and Industrial Research (CSIR), Indian Council of Medical Research (ICMR) and Indian Council of Agricultural Research (ICAR) were directly involved with these young aspirants and delivered motivational lectures to encourage their interest in STEM professionals. This pilot project was expanded in the year 2019 and further reached 2500 meritorious girls from different states of India. The guidance and mentoring of eminent scientists would help these schoolgirls to choose their career paths in STEM areas.

Apart from ‘Vigyan Jyoti’ scheme, Sharma & Yarlagaadda reported other several government initiatives for school students like the establishment of Atal Tinkering Labs in schools, National Children’s Science Congress (NCSC), Innovation in Science Pursuit for Inspired Research (INSPIRE), Million Minds Augmenting National Aspirations and Knowledge (MANAK), and Initiative for Research and Innovation in Science (IRIS). These programmes are designed and executed to inculcate the scientific temperament among school students and encourage them to choose STEM as a profession.

Athena SWAN Charter

India’s Department of Science and Technology (DST) and the British Council are giving final shape to the implementation of the Athena Scientific Women’s Academic Network (SWAN) Charter in Indian universities and research institutions. The scheme will pilot in an estimated 20 Indian higher education institutes, research laboratories and academies by 2020 to build capacities as laid out in the Athena SWAN framework.

The Athena SWAN Charter is an evaluation and accreditation programme successfully running for over a decade in the United Kingdom (UK) enhancing gender equity in science, technology, mathematics, and medicine (STEMM). Participating research organisations and academic institutions are required to analyse data on gender equity and develop action plans for improvement. They can apply for a Bronze, Silver or Gold accreditation to get recognised for their progress in addressing gender equity. Established in 2005 with 10 founder members in the UK, the charter has now been

implemented in two more countries, Ireland, and Australia. The Charter's reach has grown to 170 UK and Ireland members, and 812 awardee institutions and departments.

The charter raises awareness of gender diversity issues and the reasons behind them, facilitates better monitoring and reporting of gender diversity in STEMM and encourages an organisational culture that fosters a professional and diverse environment for everyone to excel. Advance Higher Education Academy (AHEA), the owners of the Athena SWAN Charter, receive around 400 applications a year. Athena SWAN member institutions commit to the underpinning principles of the Charter. Their progress in addressing gender equality is recognised through the awards.

Currently, the Athena SWAN Charter is being adapted to the Indian context and a questionnaire for Indian institutions is being finalised for its proposed roll out later this year. The roll-out will include sensitisation and awareness building sessions to create an enabling environment in the institutes and laboratories being selected. The programme will develop materials and tools for training and handholding at the institutional level to promote gender equality. It will also look at developing and strengthening networks of women in science in India, by engaging with similar networks in the UK. The objective would be to connect, collaborate and amplify the impact of the project.

10 Key Principles of Athena SWAN

Acknowledge that academia cannot reach its full potential unless it can benefit from the talents of all.

Commit to advancing gender equality in academia.

Commit to addressing unequal gender representation.

Commit to tackling the gender pay gap.

Commit to removing the obstacles faced by women.

Commit to addressing the negative consequences of using short-term contracts.

Commit to tackling the discriminatory treatment often experienced by trans people.

Acknowledge that advancing gender equality demands commitment and action from all levels of the organisation.

Commit to making and mainstreaming sustainable structural and cultural changes to advance gender equality.

Commit to considering the intersection of gender and other factors wherever possible.

The DST will run the Athena SWAN programme in a pilot mode for three years to fund trainings and meetings, workshops, and project-related travel and logistics for participating institutions. It will also fund setting up of processes and systems in participating institutes as well as mentoring and support activities from UK organisations.

British Council will help develop and deliver the workshops, training, and assessment via AHEA. This will prepare the participating institutes to critically self-assess their structures, systems, and cultures within the proposed framework. AHEA and DST will collectively evaluate the programme and propose any amendments for the future.

5.4 IMPLEMENTATION OF PROGRAMMES: CHALLENGES

Some structural and policy issues may affect the implementation of the Athena SWAN model in India. While it will be easy to adopt this model in premier research institutes like the Indian Institute of Technology (IITs) or the National Institute of Technology (NITs), which receive most of their grant from different wings of India's science and technology ministry, the central and state universities are funded by the Ministry of Human Resource and Development (MHRD) Now ministry of Education (MOE) and state governments. These universities, governed by single central rules, do not have direct control over institutional policies, recruitment processes, and leadership positions. Therefore, the support of the MOE will play a significant role in the successful implementation of the Athena SWAN model in Indian universities. The Charter confers awards at both institutional and departmental levels in the UK and Ireland, but it will be difficult for a department of a University or institution in India to participate in the pilot project as departments don't have an individual identity in higher education institutions.

Data collection within the prescribed timeframe is also a key factor in the success of the programme. Indian institutes are not equipped in data building as they lack appropriate tools and training programmes. In-depth training, strict monitoring and transparency in self-evaluation will be essential for the programme's success. Allowing insufficient time to institutions for self-assessment could go against this. Timing should, therefore, be carefully considered in building a pilot project. As an example of the implications of not building sufficient time, in Australia, deadlines had to be delayed for each of the three pilot cohorts based on the feedback received from the participating institutions.

5.5 THE WAY FORWARD

It is important to hold intermittent workshops on 'Leadership, Mentoring and Networking' for young and mid-level women scientists. Sometimes networking developed during such workshops helps them to inspire and motivate to move forward and take leadership positions. 'Paper Writing and Career Development' workshops may also become a useful tool to enhance career of young women scientists. Publishing the work in some form and submission of well written projects to funding agencies will certainly help scientists to grow in their career.

The initiatives such as 'Vigyan Jyoti' would play an important role to change the mind-set of young bright girls and provide them an opportunity to

connect them with mentors and role models. Though, no single strategy can entirely plug the leak, there is a need for a multi-faceted approach for debunking the myths and spreading the facts. Strengthen the capacity of countries to deliver gender-responsive STEM education, including through the involvement of women role models, their photographs in textbooks, teachers' trainings, and enhance awareness of the importance of STEM education for girls and women. To achieve all targets of Sustainable Development Goals (SDGs) and future wellbeing, the STEM workforce must equally represent by women.

Conducive environment, mentoring, the depiction of role models and self believes play a significant role in determining the differences in male versus female science and mathematics performance.

Check Your Progress Exercise II

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

II. Compare your answer with the course material of this Unit.

1. Describe any four key principles of the Athena Swan programme.

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2. Explain the significance of Vigyan Jyoti scheme in the context of gender and science. for

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5.6 LET US SUM UP

The Unit discussed some of the critical issues within the field of women in science in India. It looks at how women are equally capable and interested in STEM as men. Divergent attitudes formed by girls and boys in childhood and systemic biases limit the range of career options and opportunities available to them in adulthood. It also outlines the contemporary policies and programmes in India with regard to women in science. These programmes are developed to address the societal, cultural, and institutional factors which are impediments to women in STEM.

5.7 UNIT END QUESTIONS

1. Critically analyze the relationship between women, science and society.
2. Describe government initiatives for promoting women in science in India.
3. How does one challenge gender stereotypes in science disciplines? Critically discuss.

5.8 REFERENCES

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5.9 SUGGESTED READING

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UNIT 6 GENDER BUDGETING

Structure

- 6.0 Introduction
- 6.1 Learning Outcomes
- 6.2 Budget- Definitions
- 6.3 Gender Budgeting- Definitions
- 6.4 Meaning of Gender Budgeting
- 6.5 Perspective on Gender Budgeting
- 6.6 Why is Gender Budgeting Necessary?
- 6.7 Policy Areas Covered by Gender Budget
- 6.8 Benefits of Gender Budgeting
- 6.9 Let Us Sum Up
- 6.10 Unit End Questions
- 6.11 References
- 6.12 Suggested Readings

6.0 INTRODUCTION

This Unit provides an understanding of Gender Budgeting and how the strategy of Gender Budgeting facilitates the changes in the lives of both men and women. We need to understand the basics of gender budgeting. Society views men and women differently and lays down different norms and values to divide both resources and responsibilities between men and women. How do we change this in a positive direction? Gender budgeting can allow us to transform the conventional position of women. The Unit explores both theoretical and practical aspects of gender budgeting. This Unit will introduce you to the concept of gender budgeting and its relevance to contemporary society by providing examples from Gender and Science.

6.1 LEARNING OUTCOMES

After studying this Unit, you should be able to

- Define gender budgeting;
- Analyze the linkage between Gender and Budget;
- Explain the need for gender budgeting in science discipline; and
- Examine the benefits of gender budgeting in science discipline through examples.

6.2 BUDGET- DEFINITIONS

According to Taylor, "Budget is a government's financial plan for a definite period". According to Rene Storm, "A budget is a document containing a

preliminary approved plan of public revenues and expenditure".

The Government has several policies to implement to perform its functions to meet social and economic growth objectives. Implementing these policies has to spend considerable funds on defence, administration, development, welfare projects, and various other relief operations. It is, therefore, necessary to find out all possible sources of getting funds so that sufficient revenue can be generated to meet the mounting expenditure.

The planning process of assessing revenue and expenditure is termed Budget. The term budget is derived from the French word "Budget", which means a "leather bag" or a "wallet". It is a statement of the financial plan of the Government. It shows the income & expenditure of the Government during a financial year, which generally runs from 1st April to 31st March.

The Budget is the essential information document of the Government. The Budget also provides information on government policies and programmes. The budget may have two parts, and the first part presents the overall picture of the Government's financial performance. The second part of the Budget presents the Government's financial plans for the period up to its next Budget.

So, every citizen of a nation, from the ordinary person to the politician, is eager to know about the Budget as they would like to get an idea of the following:

1. Financial performance of the Government over the past year.
2. To know about the financial programmes and policies of the Government for the following year.
3. To know how their standard of living will be affected by the Government's financial policies in the next year.

6.3 GENDER BUDGETING-DEFINITIONS

A gender budget is not a separate budget for women; instead, it is an approach that can highlight the gap between policy statements and the resources committed to their implementation, ensuring that public money is spent in more gender-equitable ways. The issue is not whether we are spending the same on women and men, but whether the spending is adequate for women's and men's needs (Rake, 2002).

Gender budgets are a tool for implementing the Government's gender mainstreaming commitments. It will link policy commitments across government departments with their budgets. As Sharp and Broomhill (2002) explain: "[they] are a mechanism for establishing whether a government's gender equality commitments translate into budgetary commitments." Without a suitable economic underpinning, a government's equality commitments are unlikely to be realized. Gender budget initiatives go beyond assessing programmes explicitly targeted at women and girls and seek to expose assumptions of 'gender neutrality within all economic policy - raising awareness and understanding that budgets will impact differently on women

and men because of their different social and economic positioning.

Originally the initiatives were termed 'women's budgets' because the focus was on the impact on women and girls. More recently, the emphasis has shifted to 'gender' as a category for analysis and to avoid any misunderstanding that activists are working to produce a separate budget for women (Sharp & Broomhill, 2002). On the other hand, it involves analysing budgetary policies that assess the real impact of income and expenditure on women and men and ensure that implemented programmes do not accentuate social and economic inequalities between the sexes. It implies a gender-based assessment of budgets, incorporating a gender perspective at all levels of the budgetary process and restructuring revenues and expenditures to promote gender equality.

The process of gender budgeting eventually results in gender-responsive budgets. However, gender-responsive budgets, gender-sensitive budgets, gender budgets, and women's budgets are often used interchangeably. Gender budgeting:

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

6.4 MEANING OF GENDER BUDGETING

The term “gender budgeting” describes the government expenditure on various programmes/ policies that address gender concerns in society. Two definitions describe the term gender budgeting.

“ ‘Gender-sensitive budgets’, ‘gender budgets’, and ‘women’s budgets’ refer to various processes and tools aimed at facilitating an assessment of the gendered impacts of government budgets. In the evolution of these exercises, the focus has been on auditing government budgets to impact women and girls. This has meant that, to date, the term ‘women’s budget’ has gained the widest use. However, these budget exercises have recently begun using gender as a category of analysis, so ‘gender-sensitive budgets’ are increasingly being adopted. It is essential to recognize that ‘women’s budgets’ or ‘gender-sensitive budgets’ are not separate budgets for women or men. They are attempts to break down, or disaggregate; the Government’s mainstream Budget according to its impact on women and men, and different groups of women and men, with cognizance being given to the society’s underpinning gender relations.” (Sharp, Rhonda: 1999)

“Gender budget initiatives analyze how governments raise and spend public money, intending to secure 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.” (IDRC, 2001)

The two definition stresses that gender budgeting is a tool to audit government budgets to analyse budgets' impact on women and men. It also sees how government money is spent on improving the socio-economic condition of girls, boys, women and men. It is also a tool to engender a public economy.

6.5 PERSPECTIVES ON GENDER BUDGETING

The Budget is the main instrument of economic policy at a government's disposal. It reflects the values of that Government because it determines who will be rewarded and who is recognized for what. For example, the Budget decides who will receive services of a specific kind, where they will be placed and how they will be used. Employment is generated through the Budget, it also determines which jobs will be created and where. These are political decisions, and they have various effects on men and women in different categories.

Certain assumptions are made in the Budget, for example, about who the breadwinner or head of the family is. That person may receive subsidies or credits on behalf of the household they are assumed to head. When those assumptions are made without recognizing the different situations of men and women, differential impacts inevitably result. The Budget must support women's and men's work throughout the economy. If the Budget supports only men's work in the formal sector, then the rest of the work, which is very important but is hidden, does not get support. That is inefficient.

It is imperative to have a gender perspective in the Budget because we also know that men and women have different capabilities. Men and women have traditionally not had the same access to health and education. There are gaps. It is vital to address those gaps using the Budget. It is also essential to have a gender perspective in the Budget because men and women have different needs and play different roles. It is essential to see whether their different needs are being addressed equitably.

Budgets may appear gender-neutral because they are not framed in terms of men and women. They do not explicitly state that men will receive certain benefits and women will receive others. They ostensibly deal with everybody equally. That is called gender blindness. Gender blindness occurs when it is assumed that people of both genders have the exact needs and are being addressed the same way.

A gender perspective in the Budget is necessary because there is much evidence now that poverty has a gender dimension. Men and women fall into poverty for different reasons and similar reasons. Once they are in poverty,

men and women respond differently to their poverty situation.

There are also other reasons for having a gender perspective in the Budget: to foster economic efficiency and honour the commitments that governments make to achieve equality.

There is much evidence that if a budget is used to reduce gender inequalities, the efficiency of the economic plan increases. For example, it has been found through research about Kenyan women farmers. If given the same agricultural inputs for men and women and if they have the same education level, women have higher agricultural yields, more than 20 per cent, than men. There are many similar studies in other parts of the world. Time-use surveys and research on how women use their time provide evidence that when women's domestic burdens – such as fetching water and firewood, looking after children, cooking and cleaning – are reduced through the effects of public policy, such as the provision of water or energy-efficient stoves, household income increases because women have more time to look for paid work and bring money to the home. Also, more children go to school because daughters are usually kept at home to help their mothers with domestic work. Studies have shown a strong linkage between reducing the time burden on women and school attendance by girl children.

There is also evidence that when mothers have incomes, a more significant part of that income goes to the welfare of the children like health, nutrition and education. So if the Government has made children's primary education a policy priority, then that policy can be more efficient if it also helps women to earn an income because then they will buy school uniforms and books; they will feed their children better, and the children will go to school and study better. These are examples of how interventions increase economic efficiency by addressing men and women in their particular roles and reducing gender inequalities.

Gender-responsive budgeting is the idea that a gender approach or perspective is applied to the Budget by using specific analytical tools to analyze the Budget from a gender perspective. The Budget should not be the only element analyzed in this fashion – in gender-responsive budgeting, we also go behind the Budget and look at the policy captured in the Budget. We look at the macroeconomic and sectoral policies from a gender perspective; we examine the budgets to determine their impact on men and women, girls and boys. Are the interests of urban and rural men and women being served equitably by the Budget and its underlying policies?

In gender-responsive budgeting, we attempt to highlight the different but definite contributions of women and men to the economy, including the care economy. As my example showed, we also expose the linkages and trade-offs between the household, care, and market economies. We call for creative ways of recognizing, counting and rewarding women's unpaid work and equitable sharing of the Budget. We emphasize creativity: we are not asking for a cheque to be given for the work they do in the household, but we would like to see public funds being used, first of all, to reduce the burden of care work so that women have the opportunity to go out and earn an income, and

also to contribute to the economy in that respect, but also to ensure that justice is done and that men and women are rewarded fairly for the work they put into the whole economy.

Box 1 The Five-Step Framework for Gender Budgeting

Step 1: An analysis of the situation for women and men and girls and boys (and the different sub-groups) in a given sector.

Step 2: Assess the extent to which the sector's policy addresses the gender issues and gaps described in the first step.

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

Step 4: Monitoring whether the money was spent as planned, what was delivered and to whom.

Step 5: An assessment of the impact of the policy/ programme/scheme and the extent to which the situation described in step 1 has changed.

(Source: Debbie Budlender, Year)

Check Your Progress Exercise I

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

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

1. Is the gender budget a separate budget for women? Explain.

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2. How would you define gender budgeting in your own words?

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**6.6 WHY IS GENDER BUDGETING
NECESSARY?**

The achievement of human development is heavily dependent on the development and empowerment of the 662.90 million women and girls who, according to the 2011 census of the Government of India, account for 48.5

per cent of the country's total population. These women and girls comprise a large part of the country's valuable human resources; they are also individuals in their own right. Their socio-economic development sets the foundation for the sustainable growth of the economy and society. In addition, the Constitution of India has mandated equality for every citizen of the country as a fundamental right.

Nevertheless, the reality is that women in India continue to face disparities in access to and control over resources. These disparities are reflected in indicators of health, nutrition, literacy, educational attainments, skill levels, and occupational status, among others. Several gender-specific barriers prevent women and girls from gaining access to their rightful share in the flow of public goods and services. Unless these barriers are addressed in the planning and development process, the fruits of economic growth are likely to altogether bypass a significant section of the country's population. This, in turn, does not augur well for the economy's future growth.

6.7 POLICY AREAS COVERED BY GENDER BUDGETING

Gender budgeting theory and practice have grown out of a widening understanding that economic policy can narrow or widen gender gaps across a broad spectrum of policy areas, including health, education, welfare, transport and development - hence gender budget initiatives can be applied to any policy area.

Additionally, gender budgeting applies to macro and micro-level economic policy and public spending and revenue. Most initiatives around the world have focused on public expenditure.

In practice, the extent of gender budget initiatives varies from the broadest analysis of the entire national Budget to the more narrow expenditure of selected government departments or programmes or, narrower still, the expenditure on new programmes, selected forms of revenue, changes in the tax system or the implementation of new legislation. The extent to which the practice is applied will depend on government commitment to gender budgeting, available resources and expertise, national and international pressure, etc.

6.8 BENEFITS OF GENDER BUDGETING

Ultimately, as Himmelweit (2002) explains, gender budgeting can benefit society by reducing socio-economic gender inequalities and ensuring that public money is better targeted and spent more efficiently, improving policy outcomes. Gender budgeting also brings internal benefits to Government. By strengthening the collection and analysis of gender-disaggregated data and enhancing the ability to determine the actual value of resources targeted toward women and men – gender budget initiatives can provide a better understanding of how resources are being spent and increase policy efficiency.

Case Studies related to Gender Budgeting

Case Study 1 Appraisal of the 'Nirbhaya Fund' from a Gender Lens

The following case study will let the learners know about government allocation for specific schemes. The Nirbhaya Fund is an important initiative of the Government of India. The Official Memorandum dated 25th March 2015 states that the Ministry of Women and Child Development shall be the Nodal authority to be approached by various Ministries/Departments with the proposals/schemes funded from the 'Nirbhaya Fund'. The Ministry of Women and Child Development (MWCD) shall appraise these schemes to decide their suitability for getting funds from the 'Nirbhaya Fund'. The MWCD shall forward the suitable proposals to the Department of Economic Affairs (DEA) for necessary budgetary allocations in the respective Demands. Ministry of Women and Child Development shall be the Nodal Ministry to review and monitor the progress of these schemes in conjunction with the line Ministries/Departments. As the nodal Ministry towards ensuring empowerment of women and the girl child, MWCD will be able to ensure that all proposals submitted under the Nirbhaya Fund address the most crucial concern of ensuring the safety of all women and eliminating gender-based violence. (Source Government of India, Ministry of Women and Child Development (2015), Gender Budgeting Handbook for Government of India Ministries/ Departments/ State Governments/District officials/ Researchers/Practitioners., New Delhi: Government of India)

Case Study 2 is based on research conducted for the Gender Resource Centre of the Ministry of Agriculture, GOI, Neeraj Suneja.

Case Study 2: Gender Budgeting in Agriculture

Rural women are major food producers in terms of value, volume and hours of work. Nevertheless, women's control over resources and processes remains extremely limited. Women may function as the head of the household for a significant part of the year. Nevertheless, the landlords and officials continue to recognize the husband as the cultivator in the official lists and statistics. Women then have difficulty accessing credit and inputs from mainstream institutions and government schemes and becoming members of farmers' associations and beneficiary organizations. Agricultural research has also focused on increasing the production of high-value major cereal and cash crops rather than the traditional varieties of cereals and subsistence crops farmed by women and providing the primary food source to their families. Upgrading of technology has focused on implements and tools designed with male users in mind.

The National Agriculture Policy of 2000 prioritised 'recognition and mainstreaming of women's role in agriculture. At the state level, states are encouraged to allocate 30% of allocations for women farmers and women extension functionaries under the extension interventions, focusing on the formation of Women SHGs; capacity building interventions; linking women to microcredit, and improving their access to information through IT and

other extension activities. A National Gender Resource Centre in Agriculture (NGRCA) has been established at the central level to assist the centre and the states with advisory services.

The Ministry of Agriculture has started several programmes and schemes which target women. These include:

- **Horticulture:** The State Horticulture Missions have been directed to earmark at least 30% of their budgets for women beneficiaries in all ongoing programmes under the National Horticulture Mission and Technology Mission for Horticulture in the North Eastern States, Sikkim, Jammu & Kashmir, Himachal Pradesh and Uttaranchal.
- **Agriculture Extension:** In the scheme "Support to States Extension Programme for Extension Reforms", 30% of resources are allocated for women farmers and extension functionaries.
- **Watershed Development Programmes:** The Watershed Development programmes provide for the involvement of women farmers in the constitution of Watershed Associations and other institutional arrangements and the formation of women SHGs and User Groups (UGs).
- **Crops:** The scheme "Technology Mission on Cotton" encourages States/Implementing agencies to give preference to women farmers in components like distribution of agriculture inputs, training and demonstrations so that at least 20% of the total allocation reaches them. Under another Mission, a subsidy is provided to distribute sprinkler sets to women farmers and other disadvantaged groups.
- **Technology Mission on Oilseeds & Pulses:** The "Integrated Scheme of Pulses, Oilseeds, Palm Oil and Maize" provides subsidy/ assistance to women farmers for sprinkler sets and pipes for carrying water from the source to the field.
- **Integrated Nutrient Management:** 25% of seats are reserved for women in the training courses for farmers on organic farming.
- **Cooperation:** Four projects are being run under the special scheme 'Intensification of Cooperative Education in the cooperatively under developed States' for bringing rural women into the cooperative fold.

Some states have also initiated schemes targeting women.

The Department has encouraged demand-driven bottom-up planning, including women in selected schemes. For example, a scheme launched in the Tenth Plan by the Extension Division, namely "Support to States for Extension Reforms", provides for representation of women in all bodies at the district level, including the governing board, and farmer advisory committees, farm women interest groups and commodity-based organizations.

The Department is also reviewing data availability on women in agriculture

and allied sectors in partnership with all the relevant data-gathering agencies.

Questions about this case study

- Are there any extra costs involved in targeting and reaching women through these schemes?
- What can the Department of Agriculture and Cooperation do beyond 30% and other targets regarding beneficiaries to ensure that women benefit equitably from the Department's Budget and activities?
- Is 30% target adequate if women account for most producers?

6.9 LET US SUM UP

There is no single model of Gender Budgeting, and you could able to see how other countries have utilized diverse models. Nevertheless, the common theme across all these models is a perspective and approach for gender mainstreaming that asks: “What is the impact of governmental budgets on women and men, girls and boys?”

International experience with Gender Budgeting suggests that, despite its potential contribution to development, initiatives may fall by the wayside if those responsible for doing the work do not understand why they are doing it or feel that the added value is not worth it. The Government of India's plan is that Gender Budgeting should be institutionalized as part of the standard budget process. Gender Budgeting should be seen to shape the central government budget rather than as an add-on. In the early years of doing Gender Budgeting, there will be extra work as government officials learn new skills and methods of analysis. As the lead agencies, the Ministry of Finance and Ministry of Women and Child Development have developed perfect methodology and guidelines.

6.10 UNIT END QUESTIONS

1. Does gender budgeting influence the social position of women? Explain your arguments with suitable examples.
2. What are the steps to be followed in preparing gender budget? Explain.
3. How does gender budgeting facilitate women's empowerment in different sectors? Explain this by drawing case studies from sectors like agriculture and science.

6.11 REFERENCES

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6.12 SUGGESTED READING

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