

6

Case Studies of Gender Budgeting

INTRODUCTION

This chapter presents five case studies that illustrate how different ministries and departments have designed their programmes and projects and allocated budgets to address women's needs and be more gender-sensitive. Each of the case studies ends with a set of questions intended to stimulate further thinking. The case studies are intended to provide ideas that can be extended to other ministries and departments.

CASE STUDY 1: GENDER BUDGETING IN AGRICULTURE³

Rural women are major producers of food in terms of value, volume and hours of work. Nevertheless, women's control over resources and processes remains extremely limited. Women may function as head of the household for the major part of the year. Nevertheless, the landlords and officials continue to recognise the husband as the cultivator in the official lists and statistics. Women then have difficulty in accessing credit and inputs from mainstream institutions and government schemes and also in becoming members of farmers associations and beneficiary organisations. 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 which are farmed by women and which provide the major source of food to their families. Upgrading of technology has focused on implements and tools designed with male users in mind.

The National Agriculture Policy of 2000 gave high priority to 'recognition and mainstreaming of women's role in agriculture'. At state level, states are encouraged to allocate 30% of allocations for women farmers and women extension functionaries under the extension interventions, focusing on formation of Women SHGs; capacity building interventions; linking women to micro credit; and improving their access to information through IT and other extension activities. At the central level, a National Gender Resource Centre in Agriculture (NGRCA) has been established to assist the centre and the states with advisory services.

The Ministry of Agriculture has started a number of 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 Mis-

³This case study is based on research conducted for the Gender Resource Centre of the Ministry of Agriculture, GOI by Neeraj Suneja.

sion and Technology Mission for Horticulture in 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 meant to be 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 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, trainings and demonstrations so that at least 20% of the total allocation reaches them. Under another Mission, a subsidy is provided for the distribution of 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 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 which includes 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 district level, including the governing board, farmer advisory committees, farm women interest groups and commodity-based organisations.

The Department is also reviewing the availability of data 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 Co-operation do beyond 30% and other targets in respect of beneficiaries to ensure that women benefit equitably from the Department's budget and activities?
- Is a 30% target adequate if women account for the majority of producers?

CASE STUDY 2: HIV&AIDS⁴

While ill health affects both men and women, there are several reasons why women are often affected more severely than men. Firstly, women's lack of access to and control over resources and decision-making means that women are more likely to be brought to health facilities for diagnosis and treatment at severe stages of illness, when treatment is less effective. Secondly, when any member of the family falls ill, it is usually women who provide care for them in addition to doing their other daily tasks. Thirdly, a large proportion of women and girls in India suffer from anaemia due to lack of nutrition.

In 2007 the number of HIV positive people in India was estimated to be 24.7 lakhs (0.36 - 0.4% prevalence), of whom 5 - 6 lakhs were in need of

⁴This case study is based on research conducted for the National Commission for Women on "The Budget: A Gender and Poverty Sensitive Perspective" New Delhi, 2003; research conducted for a UNIFEM-IIPM study entitled "The Impact of HIV/AIDS on Women Care Givers in Situations of Poverty: Policy Issues", Aasha Kapur Mehta and Sreoshi Gupta, UNIFEM and IIPA, New Delhi, 2006

antiretroviral therapy (ART). The prevalence rate was estimated at 0.4% for females and 0.3% for males⁵. Six states - Andhra Pradesh, Tamil Nadu, Maharashtra, Karnataka, Manipur and Nagaland - have generalised epidemics and are considered high prevalence states. India receives financial and technical assistance in respect of HIV&AIDS from, among others, the United Nations, European Union, USAID, DFID, SIDA, CIDA, the Gates Foundation, and the Global Fund. In addition, Government of India and state governments allocate funds from their own resources to combat the epidemic. Nevertheless, the following case study suggests that many needs are still unmet.

QUESTIONS ABOUT THIS CASE STUDY

- What forms of support would help this woman and her family?
- Which of these forms of support are already being provided by government? Which parts of government are providing them? Why is this support not reaching all who need it?
- Which additional forms of support could be provided by government?

CASE STUDY 3: TACKLING ANAEMIA THROUGH NUTRITION⁶

More than half of all pregnant women in rural India suffer from iron deficiency anaemia. Adequate iron status during pregnancy is crucial for reducing prenatal mortality, low birth weight of babies and pre-term birth.

Iron supplementation has been implemented in India for the last two decades, but the hoped-for impact was not achieved. In YEAR, the National Anaemia Control Programme increased the dose from 60mg of elemental iron to 100mg. But merely increasing the dose was not enough. A study of rural mothers from six villages in rural Maharashtra revealed that birth size was strongly linked with consumption of micronutrient

HIV in the context of stark poverty

A woman is living with her family on a footpath in Kurla district in Mumbai. Their home is a 6 feet by 6 feet space on a footpath under a roof made of a plastic sheet with holes in it. The Mumbai Municipal Corporation demolishes the tiny space they live in every few months.

The woman's husband used to work as a plumber and earned Rs.3,000 per month before he fell ill. Four years ago, she sold her jewellery for Rs.10,000, when her husband was very unwell, as a result of being HIV positive. The doctor told him to take medicine for six months. The medicine costs Rs.800 per month. They could not afford this. So, he took it for four months and then discontinued it.

Her husband is now taking ART medicine given by government, but he suffers from fever, vomiting, diarrhoea and weakness. There are days when he cannot get up. When he is unwell, she has to take leave to care for him. It is especially difficult when he is suffering from diarrhoea, as they do not have access to safe sanitation facilities. The woman has six children to feed, in addition to having to care for her husband.

An NGO heard that they were going to commit suicide and started helping the family with basic rations, medication and educational expenditure for children for a few months. The NGO plans to taper off this assistance as the situation stabilises. The woman has started working as a part-time domestic servant. Earlier, she was able to work in three houses and earned Rs.1,500. Now she too is unwell and does not have the energy to work as hard. So, she works in only two houses and earns Rs.1,200. She and her husband visit the hospital for medication several times each month and each visit is expensive. They have to spend on X-rays and CD-4 tests. So, she had to borrow money from the houses where she works.

rich foods like green leafy vegetables (GLVs) and fruits especially in the last three months of pregnancy. Pregnant women thus need more than iron alone.

Food-based interventions for women and adolescent girls are, however, difficult to implement. Some of

⁵Source: NACO (rough estimates)

⁶This case study is based on research on improving maternal nutrition with leaf concentrate supplement by Mathur.B, Magon A, and Joshi.P and compiled by Dr Vinita Sharma of Min of Sc & Technology. GOI & K.Vijayalakshmi, Centre for Indian Knowledge Systems, Chennai.

the reasons given by rural women for not consuming GLVs are (a) their children and husband do not like them; (b) when cooked, GLV shrinks and is not adequate for the family; c) GLVs do not stay fresh even for a day; (d) the women do not know many dishes that can be prepared from GLVs; and (e) GLVs are expensive to buy for landless families.

The Department of Science and Technology (DST) has undertaken the following actions to improve intake of GLVs by women:

- Meetings highlighting the importance of good nutrition during pregnancy with special reference to micronutrients;
- Initiating kitchen garden activity;
- Live demonstrations of GLV recipes which are iron-rich, low cost, tasty and quick to prepare; Simple methods of preservation of GLVs to encourage all year round use;
- Booklet of 100 recipes from GLVs, prepared in local language with illustrations.

Testing at six-month intervals shows that iron levels increased significantly among women who actively participated in the action programmes. The women also experienced better weight gain during pregnancy.

Questions about this case study

- How will women benefit from the DST's initiative?
- How will children benefit from the DST's initiative?
- How will other members of the family benefit from the DST's initiative?

CASE STUDY 4: WHAT DOES TECHNOLOGY MEAN FOR WOMEN?⁷

The Department of Science and Technology decided to set up special Technology Parks for women in order to provide technological solutions to the problems faced by women and inspire them to work together on conservation of natural resources. During the process of setting up these Parks, a field visit was

undertaken to elicit responses from women in rural areas as to what their expectations were from technology. On being told in broad terms what technology means, the women had very clear ideas about what they wanted from technology. The following are some excerpts from their inputs:

"Technology to me means a bus designed maybe even without seats. So that I could carry vegetable baskets, goats, hens etc for sale in the city markets in the body of the bus instead of putting them on the roof. It is very inconvenient in a sari to climb up to keep produce on the roof. I do not mind not having seats as I can easily stand or squat on the floor of the bus."

"Technology to me means a cotton cloth which I can put to different uses to cover my baby, to make a cradle for my baby, to tie up seeds collected and even tie up the fodder/fire wood I bring back home."

"I have been working in the salt brines in Kutch since I was a little girl. My feet are calloused and as hard as a stone. I have seen that when old women who have worked in the salt brines die, their bodies do not burn completely their feet are left unburnt. The protective shoes developed by scientists are uncomfortable and hot. Moreover, they do not look nice with my traditional attire. Can technology help me?"

"Technology for me means low-cost easily disposable sanitary napkins which I can provide to my daughter as she goes to school and needs them. The products of multi-national corporations (MNCs) are very expensive. Earlier used cotton saris were available. Nowadays, with synthetic saris being cheaply available, no cotton cloth is readily available."

Questions about this case study

- What role can government departments play in meeting the needs of the women quoted above?

⁷This case study is based on research conducted by Dr Vinita Sharma and Agarwal S.K. on "Reaching the unreached: technical model for women's empowerment and sustainable development" from the Compendium "Technologies for empowering women, 2005".

- How can this type of assistance be built into existing programmes, projects and budgets of ministries and departments?

CASE STUDY 5: THE SUNDARBANS EXPERIENCE: USING TECHNOLOGY TO ASSIST RURAL WOMEN⁸

Sunderbans, the vast mangrove delta on the southern part of northeastern India, has many creeks, streams and rivers. Biologically, it is one of the richest forests supporting a diversified flora and fauna. It is one of the few areas in the world where man-eating tigers are commonly found. These man-eaters attack the locals who enter the Reserve Forest for honey, firewood and other products.

The majority of the population is dependent on agriculture on reclaimed land. Other common occupations are fishing, pisciculture, honey collection and woodcutting. The majority of families remain poor despite the hard work that they do. Women are not only responsible for household tasks, but also often have to help the family survive financially. They work as helpers in the field, as firewood collectors, as backyard horticulturists and in fishing. Fishing for prawn in particular is a dangerous job usually done by the women and the children who move through the waist- or neck-deep water dragging the nets behind them to catch the fishlings.

Bananas are among the common horticultural crops in the area, but have been grown as a backyard crop rather than for commercial sale. The crop yields have also been poor, and the costs (Rs.15-20 each) of elite varieties of plantlets are too high for most to afford.

The Department of Science & Technology (DST) supported a project which identified ten varieties of banana suitable for this region, and provided 70 farmers with plantlets hardened for 1-2 months in a nursery. The response of the farmers was positive and the demand for these plantlets increased. A second projected targeted Kutali block, which is situated on the fringes of the Sunderbans and is one of the most backward blocks of the country. 51% of the women population belong to scheduled castes (SCs) while 2.8% belong to scheduled tribes (STs).

The goal of the project was to involve the womenfolk in nurturing the micro-propagated plantlets of banana so that these could be a source of income for them. Potential female entrepreneurs were selected in each Gram Panchayat (GP), and those selected were trained to take care of the plantlets at the primary and secondary hardening stages. The eventual plan is to create GP-level nodal persons who will obtain plantlets from the laboratory and sell them to farmers after primary and secondary hardening. It is expected that they should earn Rs 3 per plantlet. But they will each need a space where 10,000 plantlets can be maintained at a time, and polythene bags in which to put the plantlets.

Questions about this case study

- What lessons can be learned from this case study for other Ministries?
- What costs would the Ministry need to budget for?
- What would be the costs (monetary and non-monetary) to the beneficiaries?

⁸This case study has been compiled by Dr Vinita Sharma of the Min of Sc and Tech, GOI from the research by R Datta "Empowerment of women in the Sunderbans through Science and Technology: our experience" from the Compendium: Technologies for empowering women" 2005.