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Towards a new dawn

# Gender Mainstreaming in India : Perspectives and Concerns



Government of Karnataka  
**FISCAL POLICY INSTITUTE**

# **Gender Mainstreaming in India : Perspectives and Concerns**

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### *Acknowledgment*

# Education Sector Gender Budgeting in India

Mona Khare<sup>1</sup>

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## Introduction

Gender-responsive budgeting aims at mainstreaming gender into public finance. Since the Fourth World Conference of Women held in 1995 in Beijing, gender mainstreaming has become an internationally acknowledged strategy for promoting gender equality. The Beijing Platform for Action explicitly refers to the “integration of a gender perspective in budgetary decisions on policies and programmes, as well as the adequate financing of specific programmes for securing equality between women and men”. In the Beijing Plus 5 document, it was reiterated that limited resources at the state level make it imperative that innovative approaches to the allocation of existing resources be employed, not only by governments but also by non-governmental organisations and the private sector. Gender analysis of public budgets is emerging as an important tool for determining the differential impact of expenditures on women and men to help ensure equitable use of existing resources. The Organisation for Economic Cooperation and Development defines gender budgeting as “integrating a clear gender perspective within the overall context of the budgetary process through special processes and analytical tools, to promote gender-responsive policies” (OECD, 2016). It is considered crucial to promote gender equality and has been embraced by countries across the globe. Australia was the first country to have initiated Gender budgeting in the 1980s and proved that it has multiplier effects on poverty eradication, employment generation etc. Thereafter several countries in Asia, Europe, America, Pacific, Africa and the Middle East adopted Gender Budgeting.

## Section I. Why Gender Budgeting in Education?

The United Nations Convention on the Elimination of all Forms of Discrimination Against Women (CEDAW) was adopted by the UN General Assembly way back in 1979. CEDAW emphasised the importance of gender equality not only for promoting prosperity but as a matter of basic human rights. Education being an important component of economic as well as human development received visible attention from the 1990s especially with the publication of United Nations Development Programme (UNDP) Human Development Index (HDI) comprising of life expectancy, education and income per capita. Soon, the publication of Gender Development Index (GDI) and Gender Empowerment Measure (GEM) highlighting gender gaps in human development on three basic dimensions- health, education and living standards became the major indicators of measuring global and regional progress. Simultaneously, the momentum created by

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the Millennium Development Goals (MDGs) and the Education for All (EFA) agenda in the 1990s set off significant progress towards achieving Universal Elementary Education and improving educational opportunities for all at all levels and in all fields of study. As a result, the issue of gender inequalities in the education sector also received a lot of attention. Gender equality commitments are clearly outlined in the newly-formulated Sustainable Development Goals (SDGs) too, for not just improving equality in access to education but also reducing gender gaps in learning outcomes thereby targeting quality inclusive education.

Data suggest that despite several efforts globally and nationally by countries across the world large number of girls are still unable to enrol and/or complete schooling, the Gross Enrolment Ratio (GER) of girls dropping down sharply from primary through secondary to tertiary education. The 10-year review of the implementation of the Beijing Platform for Action pointed out that of the 104 million children in school-age that are out of school, 57% are girls. Worldwide, for every 100 boys out-of-school, there are 122 girls. In some countries, this gap is even wider. For example, in Yemen, for every 100 boys out of school, there are 270 girls, in Iraq 316 girls, in India 426 girls, and Benin 257 girls (UNESCO, 2007). Not very long ago, the UN had proclaimed that after poverty, gender is the most influential factor to keep people out of reach with regard to education (United Nations 2013). Gender inequalities in the education sector are concentrated in more vulnerable communities, being significantly higher in urban slums, rural areas, in poverty-stricken communities, among excluded groups (castes, ethnic and linguistic minorities, the disabled), in conflict and fragile regions. Such gaps in education and training are well evidenced in the literature to be having far-reaching effects on women's economic participation and only likely to grow in the new era of the knowledge-centric economy.

Already there is evidence that technological innovations demand new skills leading to “deskilling” of women in the labour force as ‘women tend to be disproportionately vulnerable to the quantitative and qualitative impact of technological change because of their concentration in a relatively small number of lower-skilled, labour-intensive jobs’ (ILO, 1994). Studies across the world have reported “technological unemployment” impacting women more than men as women’s jobs have a 70 per cent or higher probability of automation (IMF 2018). As per an IMF study, 26 million women’s jobs in 30 countries are at high risk of being displaced by technology within the next 20 years. Thus, increasing use of technology in future has all the fears of displacing women in favour of men in employment (Das and Das 2006, IMF 2018, Randstad) thereby adversely affecting their future potential to better education and work which can lead to distorted economic development for all. Thus, specific efforts at mainstreaming women in this new age industrial transformation by investing in their education and training are imperative. Needless to say that this is a long-term dynamic and continuous process of skilling, deskilling and reskilling for sustainable employability (Khare 2016) and would entail focused planning and budgeting. The Commission of the Status of Women (SW) reports to the UN Secretary-General and agreed recommendations of the 55th session of the

CSW reiterate this concern by urging countries to, among other measures, adopt gender-responsive budgeting to ensure that public resources in education, science, technology research and development, benefit women and men equally and contribute to the empowerment of women. It can be observed that Gender inequalities in education are both explicit as well as implicit.

### India - Explicit and Implicit Nature of Gender disparities in Education

Disparities can be seen in terms of Explicit and Implicit forms. Although, the Gender Parity Index in education at all levels of education reveals a balanced situation, the disparities are more explicitly visible through Adverse Literacy rates, Adverse Female Graduate Ratio, Adverse Female HE Participation Ratio to name a few and implicitly through India's Gender Inequality Index (GII) and adverse Female employment ratio in majority of the Indian States.

*Disparity in Participation:* While numbers of girls and women at all levels of education have increased under the EFA goals and the MDGs, access to education, and opportunities and freedoms gained through education remain unequally distributed. According to the latest census estimates, while the literacy rate has risen to 73% in 2011 the gender gap has narrowed only slightly, with women still at literacy levels 16% below men (GOI 2011). Overtly, in primary education, the current enrolment ratio of 940 girls per 1,000 boys seems perfectly in sync with India's overall gender ratio of 940 females per 1000 males. But a closer examination brings various other forms of disparities to light. When it comes to school choice between high fee charging quality private schools to neighbourhood free or low fee charging Govt schools, girls are mostly sent to the latter. There are 1,017 girls enrolled for every 1,000 boys in government schools and only 804 girls for 1,000 boys in private schools. States like Haryana (639 girls per 1,000 boys in private schools, and 998 girls per 1,000 boys in government schools), Rajasthan (643, and 1,060), Delhi (677, and 1,019), Gujarat (689, and 936), Punjab (710, and 816) have greater disparity. Some states like Kerala (967 girls per 1,000 boys in private schools), Bihar (974) and Assam (980) have lesser disparity but no state except Meghalaya has more girls than boys enrolled in private schools.

*Disparity in Learning Skills:* What is more worrisome is the fact that educational disparities by way of learning achievements in India are striking given their contrast to a worldwide pattern of less marked gender inequality in education. The gap in reading skills in India is especially noteworthy. While girls in most other countries (including 5 developing nations) typically outscore boys in reading as measured on international tests of comparative educational achievement (Lynn and Mikk 2009; Organisation for Economic Cooperation and Development (OECD) 2010) the situation in India is reverse. Innumerable social and economic reasons that hinder girls' education more than boys (Govinda), tend to reverse their retention rates, performance level and transition rates (from one school level to another).

**Disparity in Course Choices:** Similar disparities can be observed when it comes to the choice of courses/institutions, the inequalities only rising by rising levels of education. Gender Parity Index (GPI) in higher education calculated for 18-23 years age group based on the ratio of the female to male in higher education is one of the most popular measures of progress towards gender equity and the level of learning opportunities available for women in relation to those available to men. It also serves as a significant indicator of the empowerment of women in society. It may be noted that this is adverse for a large majority of Indian States. GPI is favourable for women (greater than 1) in only six of the major Indian states in the country and the gap is much higher for ST, SC - being 10 and 4 respectively. (Khare 2020)

Further, a continuing **adverse ratio in course-specific participation** is visible more so at higher levels. Several disciplines continue to remain male bastions, more importantly, the ones that are job-oriented. Gender inequalities and imbalance in the arts, humanities and social sciences is not just akin to India but a reality faced by the world as a whole (Equality Challenge Unit 2011). Female constitute more than half of the student enrollment in Arts and Social Sciences but their representation is lesser even in pure Science and commerce disciplines (Table No. 1).

**Table No. 1 Male-Female Ratio in Enrollments at Under Graduate Level in major disciplines**

Year	Arts & Social Science	Science & IT/ Computer	Engineering & Technology Total	Commerce	Medical Science	Professional Education	Library & Information Science	Others	Grand Total
2010-11	1	1.7	2.4	1.4	0.9	2	1.2	0.3	1.3
2015-16	0.9	1.1	2.6	1.2	0.6	1.9	NA	0.8	1.1

Source: Khare 2018

Rather in all disciplines, the situation is adverse with the exception of medical education. The gendered biases are more distinct in technical and professional courses where their representation is barely above one fourth and one third respectively. It needs to be stressed here that graduates from the latter disciplines have a higher probability of being in demand by employers. (Khare 2014). As such, women's capacity to actively participate and contribute economically gets stifled at an early stage. Such gender biases are both the cause and consequences of a life-cycle of explicit and implicit discrimination in girls education. The situation is still far worse with very little improvement for women from socially-disadvantaged communities as is evident from Table No.2

Table No.2 Enrollment in Technical Education (% of Female to total)

Year's	SC	ST	OBC	Open	total
2012-13	3.4	0.7	17.9	12.2	34.2
2013-14	3.7	0.8	10.0	11.7	26.2
2014-15	4.2	0.8	9.7	11.4	26.1
2015-16	4.5	0.9	9.9	11.4	26.7
2016-17	4.7	1.0	10.2	11.5	27.3

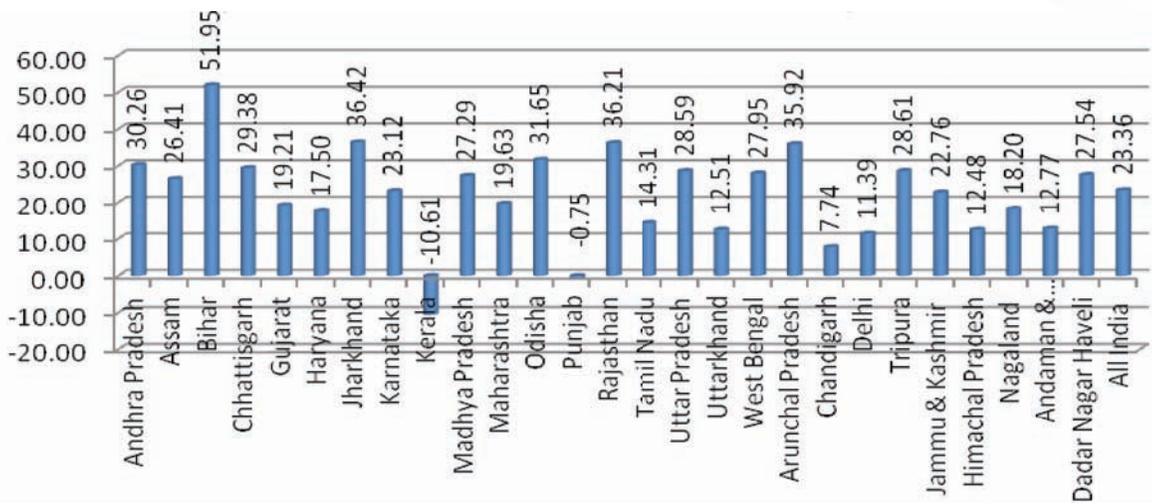
Source: <https://www.facilities.aicte-india.org/dashboard/pages/angulardashboard.php#!/graphs>

Even, those few who get the chance of being part of the technical/professional education rarely find a place in the best quality high-end institutions of good repute. The percentage of girl students in the IITs in India is a bare 8%. Although it is reported that women enrolments are rising fast and the gender gaps narrowing down, women participation continues to be lower in science and technology and high-status disciplines, prestigious institutions globally and in India. (Morley et al 2006, Morley & Lugg 2009, UNESCO 2010, Becher 2006, Beede et.al. 2011, Equality Challenge Unit 2011, Chanana 2012 Bebbington 2002, Dyhouse 2003, AISHE, 2015-16, Khare 2016) and are concentrated in subject areas associated with low-wage sectors of the economy (World Bank, 2002). There are disparities in mathematics and language learning, gendered curricula and subject choices (Morley et al 2006, 2009 EIU 2014, Ramachandran 2010), gender insensitive pedagogy (Welch 2006).

Such disparities in student life tend to get carried forward to the domain of opportunities for work and career progression. Studies from various parts of the world point at under-representation of women in positions of power and decision making, well-paid jobs (British Council 2014, Knight & Richards 2003, Chanana K. 2013, Morley 2013, Khare 2016 Pritchard, 2010)). Reflections from Graduate employment ratios in India substantiate the literature.

**Disparity in Graduate Population Ratio:** The story that begins at the most basic stage of literacy gets steeper with the gap between Male to Female HE graduates' share in the population being almost a quarter per cent. Such an Adverse Female Graduate Ratio has serious implications for women's economic participation and empowerment in future.

Figure No 1 Gap Between % of Male to Female HE graduates'



Source:- Census 2011,(C-8 )

Note self-calculated from C-8 EDUCATIONAL LEVEL BY AGE AND SEX FOR POPULATION AGE 7 AND ABOVE - 2011 only for Relevant age population as 21 years and above.

Barring the state of Kerala where the female share in graduate population outnumbers male share by 10% points and Punjab where it is very marginally higher (not even 1%), this ratio favours men in all other States of the country (Fig No.1). The gap is as high as 52% in favour of men in the State of Bihar followed by Jharkhand, Rajasthan and Arunachal Pradesh. These States certainly need to make efforts at correcting this severe skew. Interestingly, both the Southern and Northern States show a relatively better position. In more than 14 States this gap is higher than the All India gap and deserves attention. Reducing this gap becomes all the more pertinent in today's knowledge society where HE is valued highly by the global labour market. If such gaps continue to persist, they may lead to greater empowerment disparities given the highly dynamic, tech-savvy and innovation-driven labour market. The adversity becomes all the more clear when the course/programmatic biases for girls and women are analysed.

**Disparity in labour market participation:** Data prove that women's transition from HE to Labour Market as well as career advancement is highly-skewed in favour of men as is evident from an *Adverse Graduate Employment Ratio*. As against 69% of male main graduate workers, there are merely 27% of female main graduate workers. However, for the non-worker category, this share is almost reverse with Female graduates comprising 67% as non-workers as against male graduates (Census 2011)\*. The situation is no different for even the technically or professionally qualified. Not only is the ratio of male-to-female engineers 1.96, but a current ratio of females to males employed in

the IT industry is also lower than that of the engineering population (India Skills Report, 2014). Available literature says that women engineers not only face difficulty in getting jobs as employers are reluctant, but they get less promotion and fewer salaries as compared to men which eventually lead to less professional recognition. Similarly, only 3 % of legislative, management and senior official positions are quoted to be held by women (Nandy 2014). Underrepresentation of women in senior roles is something that is brought to the fore time and again by several authors (Morley 2011, UNESCO 2012, ECU 2011ASSOCHAM 2012, Jha 2008, The Corporate Gender Gap Report 2010 World Economic Forum 2009).

*Gender Development and Gender Inequality Rising:* One of the significant causes of the above-highlighted Gender disparities can be stated to be the existing dissonance between India's Gender Development Index and Gender Inequality Index - the two vital indices prepared by UNDP to map women's progress. Although India's GDI has improved in absolute terms in recent years, however, relative to the rest of the world, our ranking has barely changed (Lahiri). India ranked 149 (out of 164) in 2017. On the other hand, even after a moderate improvement in the GII with its value declining from 0.687 in 1995 to 0.524 in 2017, our global ranking went down. Which means we need to focus on bridging the various forms of gender inequality. In fact, of the three components of GDI (Life expectancy index, the education index and the income index) all Indian States fare worst on the education component. The GDI is the ratio of female to male HDI and shows how much are women lagging behind men on each of the three dimensions. According to the human development report 2018, the mean years of schooling for males was 8.2 and for females, it was 4.7. The components of the GII, in India, reveal that only 39% of adult women have reached at least a secondary level of education compared to 63.5% of their male counterparts. GB as embraced by many countries is thus a logical tool to be used.

## Section II. Gender Budgeting in India:

Although gender sensitivity while allocating resources might have become more explicit after the introduction of Gender Budgeting in the country, gender perspective on public expenditure made inroads as early as 1974 with the publication of the report of the Committee on the Status of Women. The Sixth Five Year Plan focused on health, education and employment of women and the following Seventh Plan initiated the monitoring of 27 beneficiary-oriented schemes to establish the impact of these schemes on women. However, it was in the Eighth Plan (1992-97) that the need to ensure a definite flow of funds to women was emphasised with the clear statement "special programmes on women should complement the general development programmes". However, this did not make any great difference. As such, the Ninth Five-Year-Plan (1997-2002), not only reaffirmed the earlier commitment but adopted Women Component Plan as one of its major Strategies. Directions were given to both Central and State Governments to ensure a minimum of 30 per cent of the funds/benefits/ to be earmarked in all the women related sectors and be especially vigilant in monitoring them.

As a follow-up measure, the National Policy for the Empowerment of Women was adopted by the Ministry of Women and Child Development in 2001. It was also specifically mentioned that a gender perspective in the budgeting process for all time-bound action plans should be implemented by the Ministries. Almost all countries use a budget call circular or equivalent document that serves as an official notice from the finance ministry instructing government agencies on how to submit their annual budget bids (Budlender, 2015). 2003 saw the formation of Sub-Group on Gender Budgeting by the Ministry of Finance in India in order to develop an Institutional framework and matrix capture of financial data of budgetary allocations from the gender perspective. Both steps were aimed to facilitate and speed up the process of Gender Budgeting in the Government. The Tenth Plan (2002-2007) further elaborated as to how gender differential impact is assessed and gender commitments are translated into budgetary commitments effectively by considering women's Component Plan and Gender Budgeting as complementary tools. Also to ensure that women receive their rightful share from not just women related but all general development sectors, too by the process of dissecting the Government budget. In Budget Speech 2005-06 (Para-25), the Finance Minister for the first time introduced a Gender Budget Statement with growing concern to provide money specifically for women and announced that "in course of time, all Departments will be required to present gender budgets as well as make benefit incidence analyses". (Budget Speech 2005-06, Para-25). The commitment went a step further in the Eleventh Plan (2007-2012) by adding Gender Outcome assessment to Gender Budgeting across the board, initiating the creation of separate Gender Budgeting Cells in all Ministries and Departments to undertake the task of collating relevant data regularly for more evidence-based budgeting and greater transparency by making it available in the public domain. The Twelfth Plan noted in continuation that "Mainstreaming gender through Gender Budgeting" is imperative for furthering Gender equity and hence, its reach needs to be extended to all Ministries, Departments and State Governments.

Gender Budget Statement was first introduced in the Budget 2005-06. The Ministry of Finance, Government of India issued instructions on Gender Budgeting to all Ministries and Departments. Since then, many state governments have prepared a Gender Budget Statement and have started reflecting allocations for women in the GB Statement of the State Budget.

The Gender Budget Statement indicates, in two parts, the budget provisions for schemes that are substantially meant for the benefit of women.

*Part A* details schemes in which 100% provision is for women and *Part B* reflects schemes where the allocations for women constitute at least 30% of the provision. It can be seen that schemes falling under Category

The structure of Gender Budget in India borrows from Rhonda Sharp's three-way categorisation of expenditure (Sharp, 2003)

- a) **Gender-targeted expenditure;** Gender-specific expenditure targeting women and girls (e.g. women’s literacy projects, women scholarships)
- b) **Equal opportunity expenditure;** Expenditures promoting equal opportunities in the public sector (e.g. evaluation of job descriptions to promote equitable hiring of faculty and
- c) **Mainstream expenditure** (the rest) budget expenditures not included under the two previous ones

Every year the Ministries/Departments are requested through the Annual Budget Circular to highlight the quantum of public expenditure earmarked in the budget for women. The Eleventh Plan (2007-2012) added Gender Outcome assessment to Gender Budgeting across the board, initiating the creation of separate Gender Budgeting Cells in all Ministries and Departments to undertake the task of collating relevant data regularly for more evidence-based budgeting and greater transparency by making it available in the public domain. Gender Budgeting Cells are envisaged as focal points with the Ministry of Women and Child Development (WCD) as the nodal agency for supporting the process of GB. The Ministry WCD has taken several initiatives and even facilitated for engendering the schemes and programmes for better planning and resource prioritisation in the past more than a decade. The Twelfth Plan further noted that “Mainstreaming gender through Gender Budgeting” is imperative for furthering Gender equity and hence its reach needs to be extended to all Ministries, Departments and State Governments. Unfortunately, still many States have not initiated GB (Table No.3)

**Table 3: Gender Budgeting in the States - Year of Adoption**

Early Adopters	Subsequent Adopters	Recent Adopters
Odisha 2004-05	Madhya Pradesh 2007-08	Andaman & Nicobar Islands
Tripura 2005-06	Jammu & Kashmir 2007-08	(November 2012)
Uttar Pradesh 2005	Arunachal Pradesh 2007-08	Rajasthan (August 2011)
Karnataka 2006-07	Chhattisgarh 2007-08	Maharashtra (January 2013)
Gujarat 2006	Uttarakhand 2007-08	Dadra Nagar Haveli 2011-12
	Himachal Pradesh 2008	
	Bihar 2008-09	
	Kerala 2008-09	
	Nagaland 2009	

Source: GB Handbook, GOI, 2015

States such as Karnataka, Kerala, Gujarat, Rajasthan, Madhya Pradesh, Chhattisgarh etc, have taken significant steps like identification of a Nodal Department for Gender Budgeting; Constitution of Gender Budgeting Cells; formulation of a State Policy for Gender; setting up Committees for oversight; creating a Gender Data Bank; making

checklists; including a Gender Statement in the State Budget; Capacity Building; preparation of a Brochure and Hand Book; and conducting Performance Audit and linkages with the RFD to institutionalise Gender Budgeting by using a range of mechanisms. Yet education departments in many states are struggling to implement it as per GOI guidelines. *“A gender-responsive budget is a budget that acknowledges the gender patterns in society and allocates money to implement policies and programmes that will change these patterns in a way that moves towards a more gender-equal society”.* (GOI 2015). Given differences in needs, Gender Budgeting is a more complex process to look at every part of the government budget and assess how it will address the different needs of male and female. It is not about simply dividing government money 50-50 between men and women or boys and girls. The overall aim is to ensure that every part of the government budget takes gender differences into account. Gender Budgeting is, therefore, a rather technical exercise and requires specially trained workforce that seems to be deficient.

Efficacy of GB is theoretically assessed on a three-pronged framework comprising of adequacy, responsiveness and impact. While the number of ministries adopting GB has grown consistently from 9 to 35 in the past 10 years and the number of demands too risen almost at the same rate, the magnitude of gender budget as a percentage to total budget started declining from the year 2011-12 such that even the absolute budget declined in the year 2015-16. The percentage share of GB to the total budget that increased from a mere 2.79 in 2005-06 to reach a maximum of 6.22 in 2011-12 to only go down to 4.46 in 2015-16 ( Khare 2018). Does this in any way means that the need for specific allocations to improve gender gaps no longer exists is a question that needs greater probe and shall be attempted a little later in the chapter.

### Section III. Education Gender Budgeting (EGB)

EGB is an approach designed to mainstream education-related gender dimensions into all stages of the budget cycle from planning to execution to review with the three-pronged objectives to be understood as follows:

1. **Adequacy objective:** It is not necessarily about whether an equal amount is spent on women and men, but whether the spending is adequate to women and men’s (pupils and teachers) needs in education. It is thus need-based one.
2. **Responsiveness objective:** Assesses the extent to which the national education budget responds to the needs of boys, girls, men and women, female and male (pupils and teachers) at all levels of the education system. It is thus action-based one.
3. **Impact objective:** Consider the impact of any form of public expenditure or method of raising revenues on women and girls, as compared to men and boys: whether it reduces disparities, increases disparities, promote discrimination etc. It is thus an outcome-based one.

Although, GB includes both the revenue and expenditure aspects this paper is limited to look at only the expenditure side of the GB in education in the following section.

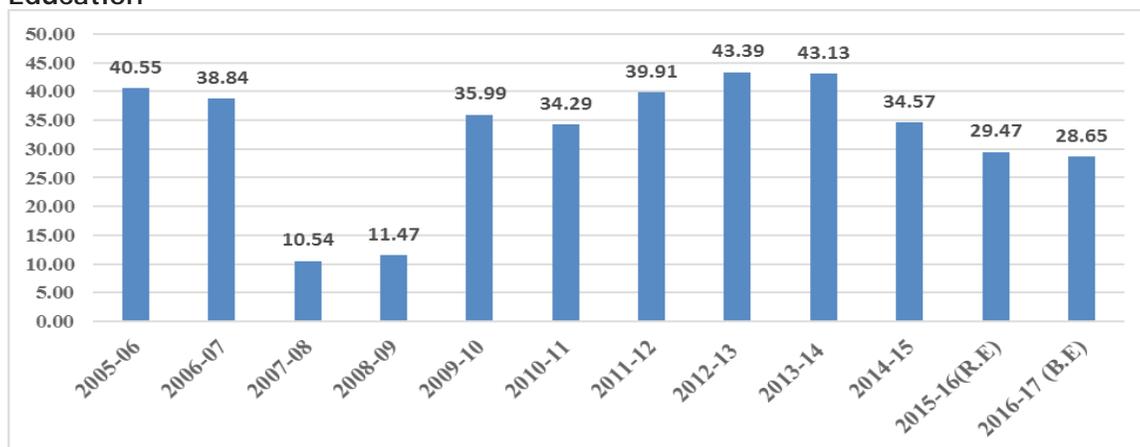
The effectiveness of education financing campaigns can be measured on how far they go in responding to gender issues in education to:

- Promote participation of boys & girls in schools (pre-school, primary, secondary, tertiary, etc)
- Reduce disparities between men and women in adult literacy classes
- Promote fair conditions for both male and female teachers
- Address school-related gender-based violence & discrimination
- Empower men and women in development

### *Education Sector Gender Budgets in India: Analysing Union Budget*

Although GB in education started in the year 2004-05, Gender Budget Cell, Department of Higher Education, was set up only in 2012 in the central Ministry of Human Resource Development (MHRD). An inter-sectoral comparison of Gender Budgeting in India reveals that the overall share of gender budget in education sector budget is much more than that of the share of consolidated gender budget in the total union budget. While the education sector gender budget is more than 1/3rd of the total education budget (Fig 2), the Percentage of consolidated Gender Budget to Total Union Budget is much lesser and has hovered around 5% since the last decade. However, the share of gender Budget as a whole as well as for the education sector in recent times has declined and forces one to ask questions. The education Sector GB that reached an all-time high in the year 2013-14

**Figure 2: Proportion of Gender Budget in Education to Total Public Expenditure on Education**



Source: Computed from Gender Budget and Analysis of Budget Expenditure on Education (Various Years Publication)

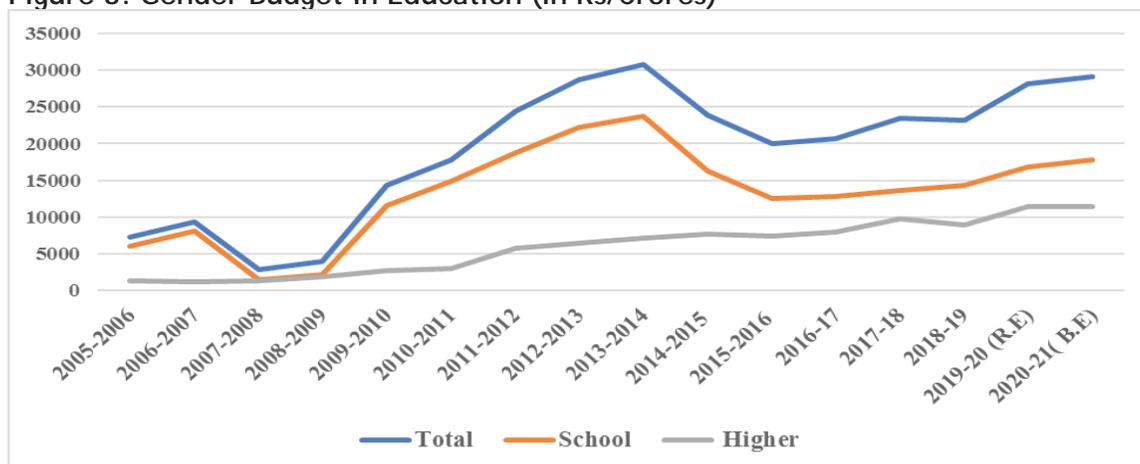
in absolute terms has been witnessing a continuous drop since then (Fig2). This decline is seen both in percentage as well as absolute terms even though the number of ministries and states initiating GB have increased during the period.

### *Sub-Sectoral Shares of GB in Education*

Gender Budget in education that grew sharply between 2008-09 to 2013-14 and witnessed a drop thereafter (Fig.3) if analysed by levels of education it has declined sharply for school education but the amount in absolute terms has grown for HE sector since 2011-12.

However, it is the school education and literacy that has a reasonably high share of gender component even today and this percentage is more than a quarter. While GB comprised almost a 40 to 50 % share in school-level public expenditure till the early years of this decade it fell sharply to remain only around 30% by 2016-17 (Table 1). On the other hand, the percentage share of gender budget in higher education did not grow at a similar rate and is not even double-digit (Table 4) even though the gender disparities are more pronounced in this sector with far-reaching effects. The increase in the share of EGB for HE in recent years may be considered as a realisation of this need. In the year 2014-15, school education had a total of 22 schemes under gender budgeting and Higher Education had been provided for 23 line items under gender budgeting.

**Figure 3: Gender Budget in Education (In Rs/Crores)**



*Source: Gender Budget and Analysis of Budget Expenditure on Education (Various Years Publication)*

In 2015-16, 24 schemes totalling to Rs 7446.34 Crore have been reflected in Part B of the HE Gender Budget Statement while the spending of Union government on girls' school education declined by 8.36 per cent.

**Table 4: % of Gender Budget to education expenditure (sub-sectoral levels )**

Year	2005-06	2006-07	2007-08	2008-09	2009-10	2010-11	2011-12	2012-13	2013-14	2014-15	2015-16 ( R.E)	2016-17 ( B.E)
School and Literacy	42.18	42.63	6.99	8.89	45.13	41.10	45.71	48.06	50.43	35.42	29.56	29.23
Higher Education	7.13	4.84	5.12	5.40	6.68	5.45	9.28	6.34	7.16	6.72	6.06	5.77

*Source: Gender Budget and Analysis of Budget Expenditure on Education (Various Year Publications)*

The interesting point here is that the decline was mainly witnessed in the major flagship programmes namely, Sarva Shiksha Abhiyan (SSA), Rashtriya Madhyamik Shiksha Abhiyan (RMSA), and National Programme of Nutritional Support to Primary Education (Mid-Day Meal Scheme). For instance, the spending on SSA declined around 9 per cent during 2014-15 and 2015-16.

In contrast to school education, the spending on higher education for girls increased from the year 2014-15 to 2016-17. In this period, the sanction to UGC has increased from Rs 2,959.61 crores to Rs 3,113.54 crores. The increasing share of HE in EGB is reflective of Government rising attention towards its policy of inclusive education by promoting girls participation in HE.

**Table 5: Proportion of Gender Budget on Education by level (%)**

Years	School Edu.	Higher Edu	Total
2005-2006	82.32	17.68	100
2006-2007	87.47	12.53	100
2007-2008	51.46	48.54	100
2008-2009	52.91	47.09	100
2009-2010	80.76	19.24	100
2010-2011	83.42	16.58	100
2011-2012	76.58	23.42	100
2012-2013	77.60	22.40	100
2013-2014	76.83	23.17	100
2014-2015	68.02	31.98	100
2015-2016	62.62	37.38	100
2016-17	61.67	38.33	100
2017-18	58.22	41.78	100
2018-19	61.68	38.32	100
2019-20 (R.E)	59.66	40.34	100
2020-21( B.E)	60.94	39.06	100

*Source: Expenditure Budget Vol.1, Statement 20 (various Years)*

Share of HE, which was only 17% in the EGB for the year 2005-06, increased sharply to reach around 42% in 2017-18 (Table 5) but still, it is only 6% of the public expenditure in HE and 30% in school education (Table 4). Thus, one can see a shift of the GB component towards HE but still does not seem to be sufficiently increasing to match the growing female enrolments in HE.

Yet another dimension that may be mentioned here is that while there are a large number of schemes and scholarships that have been earmarked for women in both schools as well as Higher education sector but the Special Focus on Gender Equity is more clearly reflected in the programmes for Education of Girls at Elementary Level and to some extent at secondary levels. But at the higher education level, it seems to be rather vague. Although, at the higher education level the GB is increasing, there is a lack of clarity on the interventions other than the Scholarship for College and University Students that rose from Rs. 110 crores to Rs. 135 crores. A list of all schemes meant for girls under category A (100% funding for women) as well as Category B (30% of funding meant for women) support the above statement.

A break-up of category-wise EGB reveals that commitment towards 100% women EGB is declining (Table 6). It is the Category B (at least 30% allocation for women) that comprises more than 95% of the total EGB. Same is true for both school as well as HE gender budget. A marginal increase can be seen in Category A for school education from 2010-11 vis-à-vis HE where it is continuously declining. The share of 100% women's schemes in category A went down from 3.62% in 2005-06 to a mere 1.98 % by 2013-14 and further to 1% by 2018-19 (Table 6). For school level, the category A share that was as high as 4.29 % went down to 1.3% by 2016-17 and has been declining continuously since then. At HE level, it had increased between the years 2005-06 to 2010-11 but has been declining continuously since then.

**Table 6: Gender Budget by Category - School and Higher (%)**

Years	Total Education Gender Budget		School Education Gender Budget		Higher Education Gender Budget	
	Category A	Category B	Category A	category B	Category A	category B
2005-06	3.6	96.4	4.29	95.7	0.5	99.5
2006-07	1.8	98.2	2	98.05	0.55	99.4
2007-08	1.2	98.8	2.34	97.66	0	100
2008-09	1	99	1.82	98.18	0	100
2009-10	1	99	0.33	99.67	3.62	96.38
2010-11	0.9	99.1	0.3	99.69	4.07	95.9
2011-12	1.9	98.1	1.87	98.13	2.12	97.9
2012-13	2.5	97.5	2.74	97.26	1.56	98.44
2013-14	2	98	2.57	97.43	0	100
2014-15	0	100	0	100	0	100
2015-16	0	100	0	100	0	100

2016-17	0.2	99.8	1.3	98.7	0	100
2017-18	1.1	98.9	2.3	97.7	0.2	99.8
2018-19	0.80	99.20	1.15	98.85	0.23	99.77
2019-20(R.E)	0.36	99.64	0.52	99.48	0.11	99.89
2020-21(B.E)	0.45	99.55	0.62	99.38	0.18	99.82

*Note: The 0 per cent figures as reflected in the table is likely to be erroneous data reporting an anomaly often found in the records.*

*Source: Expenditure Budget Vol. 1, Statement 20 (various years)*

It is clear that budgeting for 100% of women schemes is very low and declining over the years. What is even more worrisome is the fact that most of the category B expenditure in the EGB does not necessarily ensure a minimum of 30% allocation for women but it is just assumed to be so. Many times, women do not even comprise 30% of the total population served by those schemes/programmes/courses. For example, women comprise only 27% of the total enrolment in technical education while a large proportion of 'category B' EGB goes to technical education. Their representation in the elite IITs is a mere 8% and even these institutes figure prominently in the 'category B allocations' (Khare 2020).

**Scheme-wise analysis of GB:** There is a large number of schemes and scholarships that have been earmarked for women in both school as well as the higher education sector. The special focus on gender equity is reflected in the National Programme for Education of Girls at Elementary Level (NPEGEL) that aims to not just promote elementary education access to girls but retain and ensure their participation and learning. NPEGEL has been implemented in 280 educationally-backwards blocks. Interventions under NPEGEL to address the following issues: Reduce gender gap, increase access through provision of girls hostels, life skill education and additional incentive of school uniforms. Similarly, the Kasturba Gandhi Balika Vidyalayas are residential schools which cover hard-to-reach girls especially the deprived ones belonging to the SC, ST, OBC community and minority groups. Girls' hostels have been opened as a special strategy for ensuring retention of girls at upper primary level and secondary levels. The number of schemes under Category A has remained limited to a maximum of 3 in different years since 2004-05 (Table 7). These included National Scheme for incentive to the Girl Child for Secondary Education, Kasturba Gandhi Balika Vidyalaya Scheme (for SC/ST & OBC Women) Mahila Samakhya for Women, Girls hostels for students of Secondary and Higher Secondary Schools. The number increased under Category B from 11 in 2005-06 to around 30 by 2008-09 to be reduced to just 5 in 2019-20. Until 2013-14 the category B schemes covered a wide range of areas - starting from improving girls access to secondary and higher secondary levels, vocational, adult skill training, minorities, disabled children, NGOs, ICT, Mid-Day meal, teachers training etc. But, slowly by 2018-19 most of the smaller scheme were dropped. (Table 7)

**Table 7: Gender Budget in School Education - Scheme-wise (% share)**

	Category-B	2013-2014 Actual Budget Total	2013-2014 Actual Budget Total	Category-B	2018-2019 Actual Budget Total	2018-2019 Actual Budget Total
	Scheme	Rs Crore	%	Scheme	Rs Crore	%
1	Strengthening of Teachers Training Institution	160	0.69	Education Scheme for Madrassas and Minorities	5.48	0.04
3	Support to NGOs / Institutes / SRCs for Adult Education and Skill Development	62	0.27	Kendriya Vidyalaya Sangathan	1502.03	10.62
4	Adult Education and Skill Development Scheme	490.26	2.12	Navodaya Vidyalaya Samiti	963.90	6.82
5	Kendriya Vidyalaya Sangathan	779.77	3.38	Samagra Shiksha	8816.67	62.34
7	Navodaya Vidyalaya Samiti	586.99	2.54	National Programme of Nutritional Support to Primary Education (Mid-Day Meal Scheme)	2854.30	20.18
8	Vocationalization of Education	24.03	0.10	<b>Total (B) (SE)</b>	<b>14142.38</b>	<b>100</b>
9	Information and Communication Technology in Schools	105	0.45			
13	Directorate of Adult Education	3.61	0.02			
14	National Literacy Mission Authority	0.61	0.00			
16	SSA	13192.87	57.16			
17	National Programme of Nutritional Support to Primary Education (Mid-Day Meal Scheme)	5550.3	24.05			
19	NCERT	72.99	0.32			
20	NIOS	0.03	0.00			
21	CTSSA	15.64	0.07			
23	RMSA	1477.52	6.40			
24	National Means cum Merit Scholarship Scheme	21	0.09			
25	Central-Sponsored Scheme of Appointment of Language Teachers	1.74	0.01			
26	Scheme for Providing Quality Education in Madrassas	52.5	0.23			
27	Scheme for Infrastructure Development in Minority Institutions	15	0.06			
28	National Bal Bhawan	4.7	0.02			

29	Scheme for setting up of 6000 Model Schools at Block Level as Benchmark of Excellence	450	1.95			
31	Inclusive Education for the Disabled at Secondary Education	15	0.06			
	Total (B)	23081.56	100			

Source: GOI, Gender Budget in India Statement -20 (Various Year Publication)

### The scheme-wise analysis of Higher Education GB

The share of UGC that caters largely to general education had a very high average share in the first five years that went down drastically in the next five years by more than 40% while that of the technical and professional education category went up from not even 2% to more than 40% (Table 8).

Table 8: Gender Budget in Higher Education - Scheme-wise (% share)

Category A 100%		2005-10 (Av)	2010-15 ( Av)	2015-16	2016-17
1	Access & Equity	0.21	0.00	0.00	0.00
2	Women's Hostel in Polytechnics	0.75	1.60	0.00	0.00
Category B (30%)					
1	University Grants Commission	85.43	53.95	41.81	39.13
2	Distance Education & ICT	2.05	2.94	1.31	1.13
3	Polytechnics	2.78	4.05	0.00	0.00
4	Language & Promotion	1.22	1.31	0.00	1.25
5	Technical & Professional	1.50	30.24	39.48	43.77
6	Loans & Fund	0.00	3.18	8.58	7.30
7	Scholarship for College & University Students	0.41	1.95	1.81	1.68
8	RUSA & Consortium for Higher Education Electronic Resources	0.00	1.91	5.56	5.74
9	Total HE GB	100.00	100.00	100.00	100.00

\*Note:1. Access means the needs of women in the Areas like health, education and employment etc.

2. Equity means fairness of treatment for women and men according to their respective needs. This may include equal treatment or treatment that is different but which is considered equivalent in terms of rights, benefits, obligations and opportunities.

# 2.Distance Education=Indira Gandhi National Open University,

3. Polytechnics = Community Polytechnics+Upgradation of existing/setting up of new polytechnics +

4. Language & Promotion = National Council for Promotion of Urdu Language + Rashtriya Sanskrit

*Sansthan + Central Institute of Indian Language + Kendriya Hindi Sansthan + Central Hindi Directorate + Grant for Promotion of Indian Languages,*

*5. Technical & Professional = Sant Longowal Institute of Engineering & Technology (SLIET) + National Institute of Technical Teachers Training and Research (NITTTR)+North Eastern Regional Institute of Science and Technology, Itanagar + Central Institute of Technology Kokrajhar + Indian Institute of Technology + Indian Institute of Science Bengaluru + Indian Institute of Information Technology (Design & Manufacturing) Kanchipuram + National Institute for Industrial Engineering Mumbai + National Institute for Forge and Foundry Technology Ranchi + Indian Institute of Information Technology +Indian Institute of Science for Education and Research + National Institutes of Technology + Indian Institute of Management +Indian School of Mines Dhanbad + School of Planning and Architecture + Indian Institute of Information Technology (Design & Manufacturing) Kanchipuram +Support to Indian Institute of Science (IISc) and Indian Institute (s) of Science Education & Research IISER + NewSchools of Planning and Architecture (new SPA) + National Initiative for Excellence in Humanities and Social Science +Setting up of IITs /IIMs including upgrading 5 IITs/IIMs + Assistance to other institute including SLIET NERIST Ranchi CIT Kokrajhar*

*6. Loans & Fund = Education Loan Interest Subsidy + Interest Subsidy and Contribution for Guarantee Fund*

*Source: GOI Gender Budget in India Statement -20 (Various Year Publication) Khare (2020)*

Recent years continue to reflect this changing trend. Ironically, much of this allocation is for setting up of new IITs, IIMs or other technical institutes and their upgradation, which does not justify to be counted under category B schemes where a minimum of 30% is to be ensured for women/girls if the proportion of girls enrolled in such institutions is much lesser. Yet another component that makes its presence visible in later years is loans and funds comprising of interest subsidy with little guarantee that at least 30 per cent of allocation under this head is being utilised for girl's education. The interest subsidy gets covered by way of a concession that is provided to girl students and also to poor students through a central government subsidy scheme announced by the Govt. in 2009-10. This scheme allows for an interest subsidy on education loans to students from economically-disadvantaged sections (family income less than INR 450,000 a year) pursuing technical or professional studies in India. It will be interesting to see what percentage of girl students from this category of the population are taking benefit of this scheme for this allocation to qualify under category B as needless to say that their proportion in technical education is certainly not going to be more than that the overall percentage of girls' enrolment in such programmes. However, such an analysis is outside the purview of this paper. But, some indications of lesser participation of women in Educational loan schemes as also there is a higher percentage of female education loan defaulters can be found in other studies in India (Bandopadhyay 2016, Patra et.al. 2017). Similar questions can be asked with respect to DE & ICT, Polytechnic education, etc. particularly when there is a high focus on skill development and vocational education in recent years. Such a situation leaves one wondering if a decline in allocations (now being reported as zero) for improving access & equity is justified or not? Also, if Gender

is to be understood in its right perspective and not as a synonym to women, should medical education not find someplace in GB to promote male participation. There, certainly, is a case for redistribution of the GB earmarked under category A for access and equity within the HE sector but completely doing away with it is not yet called for. However, given the fact that there are several purely women orientated schemes under implementation (Box No. 1) zero reporting under Category A in the past few years seems to be a reporting error unless the allocations for these schemes are merged in the UGC, Technical education or scholarship heads under Category B allocations. Such observations call for serious gap analysis in GB reporting as is evidenced by a few examples of select schemes that qualify to be reported under -Part A ((Box No.1)

#### Box No. 1: 100 Percent Women's scheme

- UGC - Swami Vivekananda Single Girl Child Scholarship for Research in Social Sciences.
- UGC - Post-Graduate Indira Gandhi Scholarship for single girl child applicable to single girl child students up to the age of 30 years for non-professional courses only at PG level.
- UGC Post-Doctoral Fellowship to the unemployed women candidates holding PhD degree ( aim to accelerate the talented instincts of the women candidates to carry out the advanced studies and research).
- UGC 100 pc funding for construction of hostels for women and other related infrastructural facilities in colleges
- AICTE: PRAGATI (Providing Assistance for Girls' Advancement in Technical Education Initiative) envisages selection of one girl per family where family income is less than 6 lakh/annum on merit at the qualifying examination to pursue technical education
- UGC - Day Care Centres for married scholars/students in universities and colleges. (Daycare facility on-demand basis for children of 3 months to 6 years of age)

*Source:* Khare 2016

Such schemes (Box no 1) should have been reflected in Category A, which certainly exist and would have qualified for a good amount of share in the HE GB if reported properly. It is difficult to say, whether several of the category B allocations should have qualified for equal opportunity expenditure or mainstream expenditure. Like the ones on IITs, IIMs, up-gradation and setting up of new schools etc. for neither does the policy nor does the practice prove a minimum of 30% of women participation in this category of institutions. Until and unless the policy provides for such reservations for women, these may be considered to be treated as mainstream expenditure and not reported under Category B.

## Section IV. Major areas of Education Gender Budgeting in few States in India

Although many States have initiated GB in education, the focus is limited and concentrated towards the following 5 areas. These are improvement in,

GER via: Scholarship/ Stipend/ Education Voucher, MDM, Residential Schools/ Supply of School Educational Kit/Books

- Safety and security / Transport facility: special bus / cycle / Boundary wall
- Accommodation: Ladies Hostel / Residential Quarters for Women Employees, Special Sports Infrastructure including Hostels for Female
- Vocational education to increase income: Certifying the existing skill and facilitating to improve their standard of living, Coaching for Competitive examinations, Study Loans
- Hygiene: Girls toilets

There is still an immense scope to expand the horizons of GB in education. Some of these may be highlighted as follows:

Safety and security: Gender friendly toilets, incinerator in hostel and educational institutions self-defence training for girls

Decision making & Participation in Politics: Youth Parliament/ Competitions: essay/ debate

Financial Literacy: Add-on course

Awareness Programmes: Sex education, gender awareness

Gender-friendly Workforce Practices: Gender-neutral classrooms, Female Teachers, Incentive to work: Childcare leave, creche

Curriculum Development: Gender-inclusive textbooks, classroom activities.

Gender sensitisation training: To teaching and non-teaching staff, policymakers, officers and administrators.

## Section V. Gaps in Education Sector GB

Categorising the expenditure into the theoretical connotations, the following inferences may be drawn with respect to ES GB in India;

- a) **Gender-targeted expenditure:** Gender-specific expenditure targeting women and girls (e.g. women's literacy projects, women scholarships) exists but not correctly reported.
- b) **Equal opportunity expenditure:** Expenditures promoting equal opportunities in the public sector (e.g. evaluation of job descriptions to promote equitable hiring of faculty) are lacking and need to be strengthened. There may be several ways of doing it. For example, allocations for improving women's employability and

research capacity, academic growth, job potential, internship opportunities, jobs in science/technology labs, research and innovation centres, etc. more meaningful and rewarding PhDs. Providing and creating awareness towards opportunities to improve economic participation rather than just perform non-economic activities.

- c) **Mainstream expenditure:** (the rest) Budget expenditures not included under the two previous heads. This comprises a major chunk and requires to be assessed for its gender-differential impact, which is a rather technical and time-consuming exercise. Availability of sex-disaggregated data and technically-trained personnel to undertake such work are the two major challenges towards any such analysis.

It can thus, be seen that GB in ES falls short of its first two objectives i.e. the adequacy objective and the responsiveness objective. Firstly, the Adequacy objective - much needs to be done to improve and shift the participation of women as well as men to achieve greater gender balance in several disciplines and courses, institutions and regions. Secondly, the Responsiveness objective -Several felt needs of women (pupils and teachers), in particular still need to be addressed both for the students and faculty in the system. Assessment of the third objective i.e. Impact objective to consider the impact of any form of public expenditure requires a very rigorous data-based econometric exercise that needs sex-disaggregated data on several counts and is hardly available.

## Conclusion

Gender Budgeting has been made mandatory by Government of India for all ministries and departments including MHRD since 2005 -06. Following which many states adopted Gender Budgeting as an inherent part of their budgeting exercise. But many officers of the education departments of the States are not aware of the concept and process of Gender Budgeting.

Although gender gaps in education as a whole have reduced in terms of enrolments to a large extent, glaring gaps remain when it comes to their participation in education, choices given to them, their progression in work, self-estimation of their skills and capacities, etc., all of which go a long way in distorting gender balance in society.

Also, a lot needs to be done for gender-targeted interventions as well as equal opportunity interventions at sub-regional levels and different sections of the population as there exist large scale disparities on both fronts.

Several challenges also exist at the technical level. The Gender Budget Statement does not capture all the women-focused interventions. Anomalies are several. Sometimes, 100 pc women's schemes are not reported under that category while those that may not qualify to be in Category B are placed so. However, even if these may be used in smaller amounts, i.e. less than 30 per cent, they are important and relevant just as many other women-focused interventions where the allocations in themselves may be lesser than 30 per cent of the total budgets so that they do not get captured

by the gender budget statement. Although, they remain part of the mainstream budget and can certainly go a long way in addressing the gender-based challenges of women in HE. But, impact analysis of this portion of the budget on its gender relevance is a tough task that requires special expertise and good data, both of which are lacking. Sex-disaggregated data are still not available on several schemes. Assumptions behind reporting any specific proportion of funds in the GB Statement are not clear. Similarly the benefits accruing to women in various development schemes are also based on unclear assumption.

Even for the specifically-earmarked funds for Women, inconsistencies in GB statement can be noticed. While there are schemes currently under implementation and reflected in the outcome budgets they are not listed in Part A, and at times schemes reported in Category, B may show more than 100 per cent allocations against them. In the case of some of the educational / scholarship-based programmes, loans, professional and Technical education, etc. allocations are reported under Part B of the statement without any clear justification (by way of data on enrolments/number of scholarships provided).

Good Gender Budgeting relies heavily on data so that policies, programmes and budgets can be evidence-based rather than based on myths or assumptions. Data are both for the budgeting process and to make informed decisions. Even, simple spatial analysis with sex-disaggregated data can provide insights into the real need and problem. Only then can money flow to the right people at the right places. Several states in the country can be seen performing poorly on several fronts in attaining gender equality in education. The situation in the Indian education sector is more complex given its rising numbers and increasing diversities on campus, socio-cultural, regional connotations to the existing biases. Region-specific interventions through Spatial mapping at sub-national further down to district/block/village level may be more helpful.

The major challenges faced in the implementation of Gender budgeting may be identified as Lack of gender-disaggregated data, Budgetary constraints; Need for political support; Attitudes, Knowledge and capacity; Continuity and institutionalisation; Coordination; Technical Expertise; Identifying Gender Sensitive line budget items (bifurcation on Expenditures and outcomes, GS Training programme for men /women teachers)

### Major Suggestions

For Gender Budgeting to become effective in the education sector the following are required to be done.

- ❖ Sensitisation of all stakeholders towards the need and rationale of Gender Budgeting in education including Policy Makers and Practitioners.
- ❖ Identifying gender-specific needs in education at sub-regional levels by social groups, religious groups, income and occupational groups, other special categories

like disabled, physically challenged, etc.

- ❖ Integrate gender in Planning and Budgeting process at the grass-root level, institutional, sub-national, State and National level.
- ❖ CSR funds to be promoted in education in a gender-sensitive manner.
- ❖ Institutionalising and making gender budgeting cells functional.
- ❖ Proper and adequate staffing of personnel in the gender budgeting cells with technically trained people.
- ❖ Involving other stakeholders, like academicians, civil society, researchers etc., in supporting the proper implementation of gender budgeting.
- ❖ Gender-specific and gender-disaggregated database to be strengthened.
- ❖ Make some mandatory gender-specific requirements for the budgeting in private education institutions.
- ❖ Regular training and interactive events to be organised to be able to develop new skills, identify changing needs, and learn from good practices of different States.
- ❖ Proper training modules and teams to be formed to promote the right implementation of gender budgeting in education.

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