

Gender Budgeting

THE ROAD TO EMPOWERMENT OR



A GENDER PERSPECTIVE TO THE NATIONAL BUDGET OF SRI LANKA 2008

INTRODUCTION

The national budget is the most effective policy tool, to improve or worsen the living standard of different groups of men and women, by contributing to widening or narrowing the gender gaps in accessibility to and consumption of resources, of incomes, education and training, health and nutrition, participation in employment, and decision making. In a gender sensitive budget, three analytical categories of public expenditure can be identified (1) specifically targeted expenditure for men and women boys and girls (2) pro – women allocations composite expenditure schemes with a women component (3) main stream public expenditures that have gender differential impacts.

Unavailability of gender based data centrally, or regionally is a major drawback in an analysis of the national budget in a gender perspective.

The current research exercise involving a little more than 11% of the total recurrent budget in 2007 & 2008, examines the allocations for the recurrent expenditure of the Ministries of Education, Health and Agriculture. The national budget of Sri Lanka is a gender neutral policy statement. Specific allocations targeting women men and children are identified in allocations for maternal and child care services, Piriven education, Girl Guide, Boy Scout organizations. For a major part of the budgetary allocations the objective of gender neutrality is maintained.

2.0 SUMMARY OF FINDINGS

2.1. MINISTRY OF EDUCATION (MOE)

The revised budgetary expenditure of the Ministry of Education, reflecting the prioritized welfare policy of the government, amounted to a little more than 2007 1 million in 2007 and comprised 3.2.% of the government total recurrent expenditure and for 2008, a little more than 20358 million comprising approximately three percent of the government total recurrent expenditure.

In 2007, approximately 93% of the budget of MOE comprised of allocations for personnel emoluments (54%) and transfers (39%) In 2008, other allowances (6%) and new recruitments (1%) have been added. This expenditure allocated on a welfare concept **has been unplanned and untargeted** and to that extent, **the gender parity objective, have not been achieved**. This expenditure was partly for the personnel involved in the service delivery of the implementation of free education policy and partly as transfers to households to ensure equity in participation of children in the free education system.

PERSONNEL EMOLUMENTS

Traditionally the education sector has been an important area of employment creation for females in the services sector. Currently, at least 8% of the service sector employment - (35% of total female employment) for females is in the education field.

The allocation of MOE for personnel emoluments was for 41,543 officers responsible for service delivery of the free education policy at the central government level; of whom 40,743 officers were attached to MOE of whom approximately 59% were females; 565 officers in the Department of Evaluation and Examinations of whom 33.6% were females and 235 officers in the department of Establishment services, of whom approximately 37% were females.

Female representation at the decision making levels of employment in the Ministry of Education as well as in the Departments of Examinations and Publications was quite low. At the very senior level there was no female representation in all three departments. In MOE, two percent were at the senior level of which approximately 26 % were females. Of the 83 % of the employees at the Secondary level 54% were females and of the 11 % at the Primary level at least one third were females. One percent of the employees were in the other category which comprised of casual workers and in this category at least 32 % were females.

TRANSFERS

More than a tenth of (10.3 %) of the transfers allocation was as property loan interest to public servants. At least 24% of the welfare budget constituted of **untargeted** transfers such as 7 million free text books for primary level students. **The proportion of female students at the primary level of school participation in all the provinces was less than that of males.** Hence at the primary cycle, the major consumers of free text books were males. At the Secondary cycle including Piriven students 20 million text books have been distributed. Female students of secondary school cycle in five provinces (Western, Southern North Central and North Western) were the better consumers of this subsidy because male participation was less than that of female..

Bursaries and Scholarships for Grade 5 students amounted to Rs. 275 Million constituting 3.5% of transfers - **In all the provinces the female students had done better than the male students and in all the provinces, they became the highest beneficiaries of this allocation. Un targeted distribution of free school uniforms** for the entire school population:- girls, boys and Priests is another segment of transfers.

Free nutritional programme – Currently given to students of grades 1 and 2 coming from families of a monthly income of less than Rupees 2500. Male children were the better beneficiaries because female enrolment was less than that of male. **Approximately 49% of students in grades 1 and 2 were females**

Special education –religious education and handicapped children. More than 17% of the allocation comprising the largest portion for special education was for Piriven education to **enhance the educational level of Buddhist priests - entirely male priests.** Less than one percent (0.56 %) of the transfers budget were for the 9260 handicapped students provided through approximately 850 special education units in government schools employing about 930. Approximately 25 special schools are assisted to provide for the handicapped.

There were 20345 children who had various types of handicaps. Approximately (54.1%) of female children were affected by blindness and visual impairment largely located in the Southern and Uva Provinces **In all the other types of identified handicaps the larger percentage constituted of males.** In the Southern and Uva provinces a larger proportion of mentally retarded as well as those who had down syndrome and autistic children were found. Similarly in Northern, Eastern and Uva provinces there were a larger percentage of children with learning difficulties. Additionally except in the Western Province, a larger proportion of female children had not been included in the specific handicap category.

National Centers of Education (NCE) provided pre service teacher education to all non graduate entrants to the teaching profession and 0.05 % of the allocation is for payment of salaries and other expenses of the employees of 18 NCEs and 0.01% of the allocation to pay approximately 1006 employees in the training collages. Among **the nine Teacher Training Collages the proportion of female employment was lower than parity only in two teacher training collages.**

2.2 MINISTRY OF HEALTH AND NUTRITION (MOH)

Total recurrent expenditure for the Ministry of Health, **a major segment of the prioritized welfare policy of the government**, constituting 6.1% of total recurrent expenditure in 2007, amounted to approximately Rupees 36,322 millions, and have been estimated to increase to Rs. 40200 millions in 2008, and an estimated 5.5 % of the recurrent budget of that year,

Allocations for personnel emoluments (52%) for health service delivery,

free medical supplies (33%), and transfers (8%) comprised (93 %) of the total budget of the Ministry of Health and Nutrition. At least 9656 medical officers, including the administrators and specialists were employed Only a little more than 25% of females were employed at the decision making level – the Senior level of employed. The proportion employed at the decision making level of various departments was even less amounting to less than 5% of the total employment.

Health Administration. & Management, Population, HR Development, received approximately 18 percent of the total allocation. A larger proportion of females participated in the administration & establishment services and in the National Drug Quality Control Unit.

The life expectancy at birth, an important parameter to examine the **gender based beneficiary impact** of health service delivery indicates that **the male Life Expectancy at Birth is 68.8 years and is much less than that of females which amounts to 76.8 years.**

Service delivery of curative services of Health is implemented through an array of hospitals. Diagnosis, treatment and supply of free medicine have been very much higher in the OPD segment of the curative health service delivery.

Teaching Hospitals (20) in number received more than a quarter (26%) of the allocation for MOH to maintain and promote community health and approximately 42 % of personnel emoluments. **In all the hospitals of this category, the female share of employment was much more than that of male. Male death rate was much higher than that of females for most of the diseases treated in these hospitals.**

General Hospitals and Base Hospitals have been allocated, 14% of the recurrent expenditure of the Ministry. and 22 % of the total Ministry allocation for personnel emoluments. Except in the Base Hospital Gampola, the female share of employment was much more than that of male. Live female discharge for all causes of morbidity treated in this category of hospitals was less than that for males. Live discharges for females were very much lower for TB (33.5%), Other Bacterial diseases (31.0%), Traumatic injuries (32.8%), Toxic effects of pesticides (37.0%)

Special Hospitals and Treatment Units - (11 institutions) received approximately 11% of the total allocation for MOH in 2007 and 10% in 2008. Approximately 68,004 cases have been treated at the Lady Ridgeway hospital, and 853 million OPD patients. The maternity hospitals treated at-least 75,000 “Inpatients”, and 222,986 OPD patients. The eye hospital, 13,107 cases and 342511 OPD patients. In the Cancer Hospital there were 26030 cases and 99,890 OPD cases. **In maternity and children’s hospitals of this category, the expectant women, mothers, male and female children were the targeted beneficiaries.**

A little more than 17 % of the total allocation for personnel emoluments was for special hospitals and treatment units, the female share of employment was much higher than that of males except for the National Blood transfusion centre.

Death rate was highest in the Cancer hospital, 50 per every thousand cases admitted. At least 10 out of every 1000 cases had died at the Chest hospital. At least 6 out of every 1000 children admitted died in the Children’s hospital. In case of hospitalized cases for Malnutrition and Vitamin deficiency, the live discharge rate of male children was higher than that of females (Ministry of Health, 2006)

There is hardly an improvement in the maternal mortality patterns. In the maternal hospital in 2005, 42,422 births had taken place and at least 4 mothers out of every 10,000 births had died. As at 2005 the maternal mortality rate for the country was 38 per one hundred thousand live births in 2005, direct and indirect obstetric causes ranked 6th in leading causes of maternal mortality in Sri Lanka. In Ampara, Kilinochchi and Badulla it was the 3rd leading cause of death.

HEALTH PROMOTION AND DISEASE PREVENTION

The allocation for health promotion and disease prevention is for improving the quality of life by reducing preventable disease, health problems and disability. In this segment of health service delivery, the female share of employment was more than 50% only in STD/AIDs Prevention Programme and the Family Health Bureau. **The Epidemiological Unit, the Anti**

Malaria Campaign, the Family Health Bureau were the main service providers of preventive health services.

TRANSFERS

Male death rate was much higher than that for female for Hypertensive diseases, Ischemic heart diseases, Diseases of the Respiratory system Diseases of the digestive system Transport accidents, Intentional self harm, Mental and behavioural disorders (Ministry of Health, Annual Health Statistics, 2006).

Approximately 8 percent of the total allocation for the Ministry of Health and Nutrition, amounting to 2827 millions was for transfers. A large proportion of this allocation, approximately 5% was for welfare programmes where equity in beneficiary pattern is assumed. A little more than two percent was for public institutions and as subscription fees.

2.3 MINISTRY OF AGRICULTURE & AGRARIAN SERVICES (MOA&AS)

The budgetary allocations for the Ministry of Agriculture and Agrarian Services amounted approximately 14190 millions of rupees in 2007 and 17478 millions in 2008 and constituted a little more than two percent of the total recurrent expenditure for 2007 and 2008.

Approximately 97% of the Ministry allocations were for the development activity projects **In all the institutions investigated, beneficiary impact was less than parity or very much less than that proportion for females.** In the department of export agriculture only a little more than a quarter of allocations for development activity were consumed by the females.

Approximately 21% of the total allocation for the Ministry of Agriculture was for personnel emoluments which was reduced by 2% in 2008 for salaries and wages and for overtime and holiday payments. Nevertheless there was an allocation for new recruitments in the 2008 budget. The female share of employment was less than parity in all the departments and the least was observed in the Department of Export Agriculture where only 28 % of employment was for females..

At least 77% of the total allocation for the Ministry of Agriculture and Agrarian Services was for Transfers. Approximately 88% of the Transfers allocation was for development subsidies and approximately 12 % for public institutions. Male farmers were the better consumers of these subsidies. The beneficiary impact of subsidies to farmers have been assumed to be gender neutral, which **is not achieved because of lesser number of participatory farming women.**

The Farming Women Agricultural Extension Programme organized by the Agricultural Women Training Centre, Department of Agriculture, is an important project that address the farming women The extension programme is currently carried out in nine provinces in all the districts. There are 26 female agricultural extension officers working at the district level. Currently there are 3588 farming women associations organized in 17 districts.

Identified Issues	Policy Recommendation	Implementation
1.Unavailability of gender based data to integrate a gender perspective to the national budget	Strengthen and build up gender based data bases of the Department of Census and Statistics and all the line Ministries and at the provincial level to collect, collate and analyze gender based data	Department of Census and Statistics All line Ministries at the Centre and Provincial level
2.Inadequate focus on gender issues at the national project planning level and at provincial level	Analyze every project, programme for effects on men women girls and boys separately with out assuming gender neutrality	An independent body or cocas group or a separate unit attached to a Ministry
3.Increased employment opportunities have been available for females in the Education and Health service delivery sectors	Take steps to enhance the human capital resources through research and development training and improve the productivity of such personnel	Ministries of Finance and the related line Ministries
4. Low representation of females at the decision levels of employment	Increase opportunities for females to step up the employment ladder and reach decision making levels of the institutions	To be decided
5. Property loan interest for public servants is visibly a gender neutral allocation. Yet the Social convention promotes male land ownership in Sri Lanka.	In cases where female employee is entitled to get this loan, the ownership of land should be accordingly shared	The agency which implements the property loan interest to public servants
6.The transfers of MOE are unplanned and untargeted.	Transfers of Free text books, School uniforms should not be allocated on gender neutral basis but be for more deserving (based on household income) male/ female students .	Provincial Ministries
Delay in delivery of text books within first term of the school attendance	Take steps to ensure timely printing and delivery of the required quantum text books	Ministry of Education
Only 0.6 % of the transfers allocation of MOE for Handicapped Children	Increase this quantum of transfers and take steps to ensure male as well as female handicapped children are benefitted	Ministry of Education & Ministry of Finance and Planning
Male farmers are the main beneficiaries of budgetary allocations of farmer and fertilizer subsidies	Increase the membership of the female farmers in the Farmer Organizations. Increase agricultural training programmes for women	MOA & Agrarian Services
Budget policy identifies the requirement of increased local milk production	Promote integration of crop farming and dairy farming among female farmers	Ministry of Agriculture and Agrarian Services

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Male life expectancy at birth is much lower than females. In most leading causes of death male death rate is higher than females	Investigate the cause specific deaths by gender at hospital service delivery level and take remedial action	Ministry of Health
Prevalence of malnutrition and under weight among preschool children & infants expectant and lactating mothers	Promote breast feeding practices of infants; Promote provision of nutritious mid-day meal for primary cycle of students. Take steps to improve nourishment of pregnant & lactating mothers	Ministry of Health Ministry of Education
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Least reductions in Maternal mortality rate is observed	Investigate the cause specific maternal deaths occurring in hospitals and take remedial action	MOH

ABOUT THE AUTHOR

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Dr. (Mrs) Masinghe has worked with both the education service and the treasury for over two decades. As a freelance Researcher/Consultant, Dr. Masinghe has worked with the Commonwealth Secretariat, urban Development Authority and the Department of Physical planning and the Ministry of Education. Mrs. Masinghe also worked as a Consultant to the government of Belize on Integrating a Gender Perspective to the National Budget of Belize 2001-2002 1st phase.

SANVADA...

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This is the eleventh in the series of Sanvada policy briefs and analyses 'Gender Budgeting.' The detailed analytical paper which was the basis of this note can be viewed at www.sanvada.org. The views and opinions expressed in this brief do not necessarily reflect the views of the Pathfinder Foundation. We cordially invite your constructive criticisms and/or the feedback on the findings in here.

Let us work together to upgrade the standard of public discussions and debates outside the Parliament, in order to effect positive changes to the process of economic policy making and corporate, economic and political governance in the country.

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