

## 5

## Strategies and Tools for Gender Budgeting

Budgeting in the broadest sense is not confined to the preparation of the budget document but includes a series of processes that precede the preparation of the budget as well as processes that follow it. Gender Budgeting must therefore take place at various stages and levels if the budget is to be fully gender-responsive.

There are several issues that need to be borne in mind before deciding which entry points are most appropriate in a given situation. These include the actors involved, scope and stages of Gender Budgeting, and the prerequisites for the same.

### ACTORS IN GENDER BUDGETING

There are a number of different players (stakeholders) involved in Gender Budgeting initiatives - each having different roles and related activities. Some of the key players are:

- The Ministry of Women and Child Development (nodal ministry at the central level in India)
- The Ministry of Finance (at the Centre and in the States)
- The Planning Department or Planning Commission (at the Centre and in the States)
- Sectoral ministries: Each and every department and ministry can do Gender Budgeting - albeit there are more opportunities for some than others (at the Centre and in the States)

- Researchers and economists
- Statisticians
- Civil society organisations, especially women's groups
- Parliamentarians, members of legislative assemblies (MLAs) and other representatives of the people at state/district and sub-district levels
- Media
- Development partners/donors
- The women and men for whom the specific policy, programme or budget is intended.

Since this manual is intended for ministries and departments of the Government of India, the specific entry point tools that can be used by them are highlighted in the following pages.

### SCOPE OF GENDER BUDGETING

Gender Budgeting can be done for:

- The whole budget; or
- Impact of expenditure of selected departments or programmes; or
- Gender-sensitive design of new programmes and projects; or
- Assessment of selected forms of revenue and changes in tax system; or
- New legislation

## STAGES OF GENDER BUDGETING

Gender Budgeting can be done at various stages of the budget process, including budget preparation, when the budget is tabled, during implementation and post-implementation. Examples of possible activities at the different stages are described below.

### At the budget preparation stage:

- a. Ensure financial appropriations made in budgets enable the implementation of programmes, schemes and activities in a way that will match the needs [Government task]
- b. Assess likely impact of new revenue-raising methods on different groups, compared with their ability to pay [Government task]
- c. Compare budget estimates (BE) for the current year with revised estimates (RE) and actual expenditure (AE) of the previous year and ensure corrective steps are taken to ensure proper and full utilisation of the budgets of current year [Government task]

### When the budget is tabled:

- a. Analyse sector-wise or ministry/department-wise trends and shares of allocations and expenditure as an indicator of government's priorities. [Task of Parliament, academicians and civil society]
- b. Analyse the revenue side - what are the sources of revenue, subsidies etc and how will they impact men and women? Look at trends and shares - e.g. increases or decreases, percentage share, etc [Task of Parliament and civil society]

### At the budget implementation stage:

Ask: Is the budget being spent in the way it was intended and to the full extent? What are delivery costs? Who is receiving subsidies? Is the budget being spent for the purpose and the people for which/whom it was intended? [Task of government, as managing, implementing, and monitoring body. Task of Parliament as oversight]

### At the post implementation stage:

What have been the outcomes and impact of programmes, projects and schemes and their related budgets?

- a. Analyse expected outcomes from appropriations compared to actual outcomes including unintended ones
- b. Assess whether the money is being used in a manner that effectively achieves planned outcomes
- c. Assess the impact - what change has the expenditure brought about? [Task of government, as managing, implementing, and monitoring body. Task of Parliament as oversight]

## MECHANISMS FOR OPERATION-ALISING GENDER BUDGETING

Chapter 3 describes Government of India's establishment of Gender Budgeting cells in over 50 ministries. It also lists the activities that these cells are expected to carry out. The role as described in chapter 3 is very ambitious and broad. In reality, however, at the time of writing this manual the main task of the cells is limited to identification of schemes and computation of allocations meant for women.

To bring about a qualitative improvement in the functioning of the cells and make Gender Budgeting exercises more meaningful and effective, the following approach can be followed by the cells:

- Assessing budget allocations and proposing additional allocations for gender-related schemes / components;
- Analysing and reviewing policy, strategies, programmes and schemes from the perspective of improvement of the situation and status of women and identifying constraints;
- Identifying constraints in flow of funds to women through expenditure tracking studies;
- Institutionalising generation, collection and compilation of sex-disaggregated and other gender-relevant data;

- Monitoring of spending and service delivery;
- Assessing the extent to which women are benefiting under the schemes and programmes of the Ministry;
- Assessing beneficiary incidence; and
- Identification of areas where existing schemes can be further engendered and introducing new initiatives and schemes to promote gender equality.

In addition to the above, which will primarily be the responsibility of the individual sectoral Ministries and Departments, the Planning Commission and the Finance Ministry can facilitate assessment of national level gender outcomes through:

- Spatial mapping of gender gaps and resource gaps by Planning Commission
- Gender audit of public expenditure, programmes and policies
- Collection of sex-disaggregated and other gender-relevant data at national, state and district levels. Standardisation of data is also necessary to facilitate comparison not only at national but also international levels. The data should flow on a regular basis and should be compiled, collected and analysed periodically.

## BASIC PRE-REQUISITES FOR GENDER BUDGETING

### 1. Gender orientation and sensitisation of government and non-government stakeholders

One of the most basic pre-requisites before any kind of Gender Budgeting exercises can be taken up is a clear understanding and appreciation of gender, gender equality and women's empowerment. Regular orientation on gender and gender issues needs to be provided for all relevant government stakeholders.

### 2. Orientation to the concept and tools of Gender Budgeting:

The second pre-requisite is orientation and capacity building regarding the concept and tools of Gender

Budgeting, for all concerned government officials and policy makers. Very often, the will and desire to do Gender Budgeting exists, but 'the how to' is not known. It is therefore essential to build capacity and skills of government functionaries on the concept and tools of Gender Budgeting. Such capacity building should focus, in particular, on the particular tasks for which the officials concerned are responsible.

As noted in chapter 3, the Ministry of Women and Child Development has engaged with many of the ministries that have Gender Budgeting cells to orient them on gender analysis and Gender Budgeting. Chapter 3 includes some examples of budget-related ideas that emerged from these sessions.

### 3. Gender-relevant database

The compilation of sex-disaggregated and other gender-relevant data is one of the most important pre-requisites for any kind of Gender Budgeting. Such data are often lacking in central ministries and departments and appropriate databases must be developed and updated on a regular basis. Data are essential for gender analysis of the situation of women and girls in a sector, for identifying women's priorities, developing gender-sensitive programmes, and schemes, and prioritising allocation of resources from a gender perspective. Each ministry and department should develop a database that has relevant data on women/girls and men/boys disaggregated by other factors such as region, community, and household income. They should also ensure that their existing management information systems and other databases are gender-sensitive and sex-disaggregated. Databases should be placed on the internet and be accessible by all. New information on the changes in women's situation should be actively sought and added to the database.

As noted above, the first prerequisite for Gender Budgeting is gender orientation of the officials of the ministries and departments. The MWCD has taken the first steps, in this regard, by holding meetings with various ministries/departments. Some examples of points that came up during these discussions are

given in Chapter 3. These examples include initiatives that already exist as well as some suggestions of areas that need to be addressed.

## ENTRY POINTS FOR GENDER BUDGETING

There are a number of ways that one can do Gender Budgeting and there are a range of different entry points. When governments start doing Gender Budgeting, they might start by preparing gender budget statements to show how much of the budget is allocated for women. This is what was done in Statement 20 of the Expenditure Budget of the Union Government of India in 2005-06, 2006-07 and 2007-08. This is a start, but these statements have their limitations and they should not be taken to be all that is necessary for ministries to do.

This section of the handbook therefore discusses further entry points and associated tools to help Government of India officials go further. Either one or a combination of two or more of these can be used at any given time. What is presented below must not be seen as "rules" about how one must do Gender Budgeting, but as guidelines or ideas on which to build, modify and innovate to suit your purpose and situation. In this way we will continue to develop new tools related to the different entry points of a particular context depending on availability of sex-disaggregated data and the kind of analysis and advocacy that is required at a particular point of time.

Before presenting the entry points and associated tools that are considered most appropriate in the Indian context and that are promoted by the Ministry of Women and Child Development, we present in the following box the five steps of Gender Budgeting. These five steps should, in fact, underlie any budgeting process as they ensure that the budget addresses real needs, and that the money allocated is used for the intended purpose. The five steps represent a framework against which to understand the stage in the process at which different tools can be used. Subsequently, we note for each entry point to which step of the framework it corresponds.

### The Five Step Framework for Gender Budgeting

- Step 1:** An analysis of the situation for women and men and girls and boys (and the different sub-groups) in a given sector.
- Step 2:** An assessment of the extent to which the sector's policy addresses the gender issues and gaps described in the first step. This step should include an assessment of the relevant legislation, policies, programmes and schemes. It includes an analysis of both the written policy as well as the implicit policy reflected in government activities. It should examine the extent to which the above meet the socio-economic and other rights of women.
- Step 3:** An assessment of the adequacy of budget allocations to implement the gender sensitive policies and programmes identified in step 2 above.
- Step 4:** Monitoring whether the money was spent as planned, what was delivered and to whom. This involves checking both financial performance and the physical deliverables (disaggregated by sex)
- Step 5:** An assessment of the impact of the policy / programme / scheme and the extent to which the situation described in step 1 has been changed, in the direction of greater gender equality

*Source: UNIFEM-UNFPA Gender Responsive Budgeting and Women's Reproductive Rights: Resource Pack*

### Entry point 1. Participatory planning and budgeting

(Can happen at all five steps)

Involvement of women in decision making is seen as a key to success of Gender Budgeting initiatives. It is not enough to say that women's needs and concerns have been taken into account. Women have to be treated as equal partners in decision making and implementation rather than only as beneficiaries. For this to be effective, there may be need for capacity

building not only of elected women representatives but also of women members of community-based organisations (CBOs) and self help groups in order to ensure their active involvement in decision making and budgeting.

### Entry point 2. Spatial mapping

(Corresponds to Step 1 of the Five Step Framework for Gender Budgeting)

Women's empowerment requires adequate resource allocation in all areas including health, education, water sanitation and nutrition, sustained employment, access to credit and asset ownership, skills, research and design technology and political participation. Further, regional imbalances have to be corrected. For this, we need to know about the specific needs of women residing in particular villages and towns.

Spatial mapping of social infrastructure and access to employment opportunities for women can highlight the resources available and overall gaps. This will help in pointing to the resources required taking into account the size of the population and norms for availability of facilities, so that universalisation of basic social-economic infrastructure is achieved progressively, and interventions and allocations are more focused. The spatial maps can become the basis for regional plans and projections of funds required for women's empowerment. Mapping would also encourage the taking into account of regional imbalances within states and districts.

### Entry point 3. Gender Appraisal for all new programmes and schemes

(Corresponds to Step 2 of the Five Step Framework for Gender Budgeting)

All new programmes, projects and schemes (PPS) for which funds are requested should be viewed through a gender lens. The suggested format for doing this is in Annex 4. Use of this format will encourage gender sensitivity and women's participation in all new PPSs from the start. It will also ensure that the implementation modality of the PPS is gender-sensitive and that gender impact assessment is built into the design of the PPS.

### Entry point 4. Guidelines for gender-sensitive review of public expenditure and policy

(Corresponds to Step 2 of the Five Step Framework for Gender Budgeting)

The Ministry of Women and Child Development has formulated specific guidelines in the form of Checklists I and II. (See Annex 5). Checklist I is for programmes that are beneficiary-oriented and consciously target women. Checklist II covers other "mainstream" sectors and programmes. These guidelines help in reviewing public expenditure and policy from a gender perspective to enable identification of constraints in outreach of programmes and policies to cover women and introduction of suitable corrective action.

### Entry point 5. Gender-based profile of public expenditure

(Corresponds to Step 3 of the Five Step Framework for Gender Budgeting)

Preparation of a profile facilitates review of schemes and public expenditure from a gender perspective and highlights the gender component of expenditure and physical targets. The trend of the targeted expenditure, and male/female reach in terms of beneficiaries is indicative of the extent to which budgeting is gender responsive. The exercise can, when first done, point to constraints such as non-availability of gender-relevant data. It can highlight the need to determine reasons for non-adherence to targeted expenditure on women.

The format in Annex 6 is recommended for use in constructing the profile. The numbers in the financial section of the format in respect of targeted initiatives indicate if this scheme includes special actions to address gender imbalances, such as scholarships for girls. The columns in the physical section of the format reflect the actual achievements, irrespective of whether there is a special targeted action/initiative. Poor performance in respect of physical targets could indicate the need for targeted actions.

## Entry point 6. Outcome budget

(Corresponds to Steps 4 and 5 of the Five Step Framework for Gender Budgeting)

The Charter for Gender Budget Cells lists among the functions of the cells the possibility of including the results of gender analysis of Ministry budgets in their outcome/ performance budgets.

Government of India first introduced performance budgeting in 1969. This innovation initiated a focus on what is done with the money, for example what is delivered ('outputs') and to whom, alongside the traditional focus on bookkeeping and accounting for the financial numbers. Over the years, Government of India also realised there was a need to move beyond performance to outcomes - to what is achieved through the expenditure.

In 2005, Government of India introduced a requirement for quarterly physical outcome targets. In 2006-07, the outcome and performance budgets presented to Parliament included all Plan

expenditure as well as a significant portion of non-Plan expenditure. For 2007-08, the Ministry of Finance required the ministries and departments to present a single outcome budget covering both performance and outcomes. For 2007-08, this was to cover:

- Actual physical performance 2005-06
- Physical performance for 9 months of 2006-07
- Targeted performance for 2007-08

The Ministry of Finance's office memorandum, dated 12 December 2006 (see Annex 7), detailing these requirements noted that ministries and departments would need to put in place the necessary systems of data collection. To meet the needs of Gender Budgeting, the data collection systems need to include gender-relevant data items, and all items relating to individuals need to be sex-disaggregated.

The above office memorandum twice explicitly mentions women. Firstly, it states that as far as feasible there should be sub-targets for coverage of women and SC/ST beneficiaries under schemes. Secondly, it says that Chapter III of the outcome budget should detail how reform measures and policy initiatives relate to intermediate outputs and final outcomes in a range of areas, including gender empowerment.

The memorandum states that the 'real value of Outcome Budget lies in its utility as a policy tool to establish effective linkage with allocation and disbursement of public funds on the basis of measurable performance.' From a Gender Budgeting perspective, the Outcome Budget provides a golden opportunity to examine the linkages between allocations and disbursements, the delivery of immediate benefits and services for women and girls, and gender equality outcomes.

## Entry point 7. Impact analysis

(Corresponds to Step 5 of the Five Step Framework for Gender Budgeting)

Beyond monitoring who the money reaches, it is important to evaluate the impact of programmes and

### The two way categorisation of Government of India

The GOI currently requires government official to use a two-category format as the basis of presentation in the Gender Budget Statement in the Union Budget. The two categories cover:

1. Pro-women allocations, where 100% of the allocation is meant for women
2. Pro-women allocations where between 30 to 99% of the allocation is meant for women

Some Gender Budgeting initiatives across the globe have focused on the first category because they are easier to identify and measure than the gender-responsiveness of non-targeted allocations. These targeted allocations can be important as a form of affirmative action or positive discrimination. However focusing on the first category alone often means focusing on a small part of the budget meant exclusively for women while the main budget is ignored. For the second category, assuming that 30% means 'pro-women' is a problem since about half of the population of India is female.

## Using the five steps of Gender Budgeting to assess Chiranjeevi Yojna, Gujarat<sup>2</sup>

This example using the Chiranjeevi Yojana - an innovative scheme of the Government of Gujarat to reduce the maternal mortality rate in the state - shows how we can use the five steps of Gender Budgeting to assess a programme for its gender sensitivity.

### 1. Describe the situation of women and men, girls and boys, who are served by a particular sector

The Government of Gujarat was very concerned about the high levels of maternal mortality and infant mortality in the state, with a maternal mortality rate (MMR) of 378 per one lakh live births, and an infant mortality rate of (IMR) of 38 per one lakh live births. To identify the extent of the problem, a needs assessment was undertaken in the five worst affected districts of Gujarat. The assessment revealed that many of the districts did not have adequate infrastructure or skilled doctors to address the issue.

### 2. Examine government policies and programmes in the sector, to see whether they address the 'gender gaps' - that is, inequalities in the service offered to each group as described in the first step.

The state realised that it had neither a specific programme nor the capacity in terms of infrastructure to address the issue of MMR completely on its own. The State Government of Gujarat, in its Vision 2010 document, indicated that it would reduce maternal mortality from 378 to 100 per one lakh live births and reduce the IMR from 38 to less than 30. Hence, they formulated Chiranjeevi Yojana to provide facilities for institutional deliveries of women in below poverty line (BPL) families using the private sector. The Health Department identified private institutions and doctors who could provide these facilities and the State signed a memorandum of understanding with the private practitioners to do what was needed. Both electronic and print media were used to publicise the scheme amongst the target group.

### 3. Examine the budget to see whether sufficient money has been allocated to implement effectively the gender-sensitive policies and programmes

The scheme was started in the five worst affected districts of Kutch, Banaskanta, Sabarkantha, Godhra and Dahod in December 2005. Rs 93.5 million was allocated in the first year to provide delivery services to an estimated 58,637 pregnant women. The average cost of each delivery and transportation cost worked out to Rs 1,795 (assuming there would be about 20 complicated deliveries, for which a higher rate was fixed, for every 80 normal deliveries).

### 4. Monitor whether the allocated money has been spent and who has benefited from the money

### 5. Go back to the first step and re-examine the situation, to see whether the budget and its associated programme has improved on what was initially described.

The Ministry of Health undertook a review within six months of the implementation of Chiranjeevi Yojana to evaluate its effectiveness through a rapid qualitative study. The specific objectives were to examine whether there was increased accessibility of services; understand the utilisation pattern of services and client satisfaction and analyse the factors influencing and impeding service utilisation. Views of programme managers were gathered to suggest effective ways of improving uptake of services and to explore the possibilities of expanding the package of services under the scheme. It was found that during the first six months of the implementation of the Scheme, only one maternal death was reported among the beneficiaries who benefited from the Scheme. There were, however, some areas for improvement:

- It was suggested that there was need to expand the package of services and include care for the new-born who often required medical attention but were not covered under the scheme.
- The MOU between government and private providers discusses partnership and payment but did not explicitly state details of elements covered in the CY package. This led to problems regarding reimbursement of persons accompanying the women to hospital.
- There were no guidelines on the use of standard definitions for obstetric complications and quality compliance.
- Change in modalities of payment from advance payment to reimbursement to private providers led to problems of payment.

Revisions were made based on the review as well as feedback from beneficiaries (existing and potential) and service provider. The Scheme is now universally implemented across the State.

<sup>2</sup>Source: Benita Sharma, IFES-USAID, based on the evaluation of the Chiranjeevi Yojna by UNFPA.

schemes of the government to see if they are meeting the objectives for which they were initiated. Impact analysis can be done through a range of different methods, including impact assessments, evaluations and field level surveys.

Results of impact assessment of programmes from a gender perspective help in identifying barriers to women's access to public services/expenditure. They may also identify that, although women were reached by the programme, it did not bring about the desired changes in their situation and lives. In some cases impact assessments may identify challenges which require fundamental changes to initiatives. In other cases, only minor changes in design and modalities of implementation may be necessary.

## INTERNATIONAL TOOLS FOR GENDER BUDGETING

Professor Diane Elson, from the United Kingdom, developed the seven tools described below in the very early days of Gender Budgeting. As will be seen, the focus of these tools is on analysis rather than formulation of a budget. For government actors, tools on formulation of a budget are also necessary. Nevertheless, some of these tools are somewhat similar to the ones described above.

### I. Gender-aware policy appraisal

This is an analytical approach that involves scrutinising the policies of different portfolios and programmes by paying attention to the implicit and explicit gender issues involved. It questions the assumptions that policies are "gender neutral" in their effects and asks instead: "In what ways are the policies and their associated resource allocations likely to reduce or increase gender inequalities?" It aims to evaluate policies and their budget appropriations to identify their likely impact on men and women. For doing this, the 5 step framework, referred to above, is often utilised.

For example, a gender-aware policy appraisal could be done for the Education for All Policy of the

Government and the increase or decrease in the gender gap in education could be studied.

### 2. Sex-disaggregated beneficiary assessment of public service delivery and budget priorities

This tool aims to collect and analyse opinions of women and men on the extent to which government policies, programmes and services reflect their priorities and meet their needs. Possible instruments to ascertain this are opinion polls, attitude surveys, participatory rapid appraisal, focus group discussions, conversational interviewing and preference ranking and scoring.

For example, the perceptions of women and men regarding the quality of services being provided to them by the sub-centres or primary health centres in a block/district could be ascertained using this tool.

The limitations of this tool are that it captures only the perception of the beneficiary and not the non-user or the service provider; it is time consuming; and it usually addresses only one service at a time.

### 3. Sex-disaggregated public expenditure incidence analysis

The objective of this tool is to analyse the extent to which men and women benefit from expenditure on publicly provided services. Statistical analysis is done to determine the distribution of expenditure between men, women, girls and boys. This analysis can be done for any sector or programme.

The approach requires calculating the unit cost of providing a service (e.g. the cost of running a primary school for one year), calculating the number of girls and boys who benefited and working out the benefit incidence by multiplying the unit cost by the number of girls and again by the number of boys.

The limitation of this tool is that it assumes that the cost of a service for male and female, rich and poor, rural and urban is the same. It can also only be done for services targeting individuals.

#### 4. Sex-disaggregated public revenue incidence analysis

This analysis examines both direct and indirect forms of taxation in order to calculate how much taxation is paid by different categories of individuals or households and the impact on each. This tool aims to answer questions such as what kinds of tax and user fee reforms are more beneficial for poor women and men, which sources of revenues have a progressive and which a regressive nature, and whether the tax system provides labour market incentives for women.

#### 5. Sex-disaggregated analysis of the budget on time use

This tool aims to show the link between government budgets (in a particular sector e.g. water supply to villages) and the way female and male members spend their time in relation to the presence or absence of that service (e.g. collection of water for the household). This helps to compare the imputed value of unpaid work with budget amounts. For example, it allows comparison of the cost of providing water supply to a village / area, according to the budget and the imputed cost of fetching water. This tool also helps to ensure that the time spent on unpaid work by women is accounted for in policy analysis.

#### 6. Gender-aware medium-term economic policy framework

This tool has two meanings. The first meaning involves incorporating gender issues into macroeconomic models. This requires disaggregating appropriate variables by gender; introducing new variables with a gender perspective; incorporating unpaid care work; and changing underlying assumptions about the social and institutional set-up for economic planning.

Macro-economic models are usually based on economy-wide models, for example (i) financial programming model (ii) fixed coefficient, 2 gap, growth accounting models (iii) macro econometric

models and (iv) computable general equilibrium models. Currently all these models generally exclude a gender perspective. A variety of approaches could be used to introduce gender concerns:-

- Disaggregate existing variables in the models on the basis of sex, where applicable
- Introduce new variables and equations to incorporate a gender perspective
- Construct new models incorporating the conventional macroeconomic system (based on the national income accounts) and a gender relations system (based on household income accounts of unpaid work)
- Change the assumptions of the available models regarding social-institutional set-up to incorporate a gender perspective.

The second meaning of this tool involves the engendering of the medium-term budget/ expenditure frameworks that many countries are now introducing as part of budget reforms. These frameworks involve the development of budgets for a period of several years, usually three or five, rather than one year at a time. The reforms usually include the introduction of some form of performance budgeting, including indicators of performance. Engendering such frameworks could include applying many of the tools applied to annual budgets to the 3- or 5-year framework, as well as ensuring that the performance indicators are gender-sensitive.

#### 7. Gender-aware budget statement

This tool can be used to disaggregate projected expenditure into gender-relevant categories. This involves stating the expected gender implications of the total national budget (public expenditure and taxation) and/or the gender implications of expenditure by sectoral ministries. The statement can be constructed on the basis of any of the above tools. It can also be constructed according to pre-set categories.

In India, public expenditure is conventionally disaggregated (i) by income (revenue) and

expenditure (ii) by ministry (iii) by plan and non-plan (iv) by capital and revenue expenditure and (v) by budget lines. These forms of presentation make it difficult to judge how public expenditure priorities take into account the needs and concerns of women and men and how they are likely to benefit from the expenditure. A gender aware budget statement aims to project or present the budget in a gender sensitive way. There are a number of ways the budget can be categorised. GoI has chosen the two-category (100%, and 30-9% targeting of women) approach described above. Some other countries have used a categorisation developed by Rhonda Sharp for South Australia as the basis for their gender budget statements (see box).

### **Rhonda Sharp's categorisation**

Categorise expenditure according to whether they are:

- (1) Women specific expenditures - targeted to women and girls in the community, or
- (2) 'Equal employment opportunity' expenditures by government on their employees which are designed to change the gender and skills profile of the public sector workforce, or
- (3) General or mainstream budget expenditure that make goods and services available to the community ('outputs') and need to be assessed for their gender impact ('outcomes'). A number of pre-set questions are then asked in respect of expenditures under each category, thus further deepening the analysis.

## CHECK LIST FOR INTEGRATING GENDER / GENDER BUDGETING INTO NEW PROGRAMMES, PROJECTS AND SCHEMES (PPS)

This check list should be used for all new programmes, projects and schemes.

Participation	Response to questions
Has the PPS been developed in a participatory way involving all stakeholders, especially women? Women's involvement should not be tokenism but they should be encouraged to participate and contribute by creating an enabling environment. Their participation and contribution should be at all stages - planning, implementation, monitoring as well as participatory evaluation.	
<b>I. Background and justification</b>	
1. Is gender part of the context analysis of the PPS?	
2. Does this section include arguments for gender mainstreaming and gender equality?	
3. Are the data quoted in the background sex-disaggregated?	
4. Have the different needs and concerns of men and women, girls and boys been identified?	
5. Is the language of the PPS gender sensitive and does it avoid gender stereotypes?	
<b>II. Goal / Objective:</b>	
1. Does the goal or objective reflect the needs of women and men?	
2. Does it aim to meet practical gender needs (PGN) of women or strategic gender interests (SGI) (that will seek to change gender relations and address gender inequality and promote women's rights and control over her body and her life?)	
<b>III. Target Group / Stakeholders:</b>	
1. Are women and men both going to benefit from the PPS?	
2. Is there need for affirmative action (quotas or reservation) to ensure women are benefited?	
<b>IV. Strategy and Activities:</b>	
1. Is there a better, more women-friendly and yet cost-effective way of achieving the objectives? Can it be considered?	
2. Are the strategies and activities of the PPS gender sensitive?	
3. What are the constraints to women benefiting? Does the PPS address the constraints in order to reduce them?	
4. Have possible constraints on women benefiting been addressed? For example, are the activities planned for times when women are free from household chores?	
5. Will the PPS entail an additional burden on women? If so, what steps will the PPS take for men to share the burden of women's traditional roles?	
6. If technology is involved, is it women friendly and appropriate for women?	

Contd...

<b>IV. Strategy and Activities:</b>	<b>Response to questions</b>
7. Who will implement the PPS? Are they sufficiently gender sensitive? Do they need gender orientation? (e.g. health service providers, teachers, cooperative department staff should be sensitized if necessary)	
8. Do implementation mechanisms use existing networks or organisations of women (e.g. self help groups, mother's groups in Integrated Child Development Scheme (ICDS))	
9. If there is an information / IEC component, will women be involved in developing it and field testing it to ensure its gender and cultural sensitivity, comprehensibility and efficacy?	
<b>V. Budgeting for equality:</b>	
1. Has sufficient budget been allotted for each of the components of the PPS?	
2. Has the PPS budgeted for gender training?	
3. Is the budget sufficiently disaggregated to ensure that gender concerns are adequately addressed?	
4. Has the PPS budgeted for monitoring?	
<b>VI. Indicators for measuring outcomes and outputs:</b>	
1. What are the indicators for measuring progress on outcomes and outputs? Are they sex-disaggregated and gender sensitive?	
2. Are the indicators SMART - specific, measurable, accurate, relevant and time-bound?	
3. Do the indicators measure progress in achieving strategic gender interests (SGNs) as well as practical gender needs (PGNs)?	
<b>VII. Monitoring:</b>	
1. Has the PPS built in participatory on-going monitoring, involving women? What is the frequency? And are the monitoring tools (formats, visit timings etc) women friendly?	
2. Does the monitoring strategy look at both content and process? Both are important.	
<b>VIII. Evaluation:</b>	
1. Has the PPS provision for a mid-term (after 2 or 3 years) and an end-term (if the PPS is for a fixed duration) evaluation? This is essential.	
2. Does the evaluation design allow for (a) the differential impact of the PPS on men and women to come out clearly; (b) women to be part of the evaluation team; and (c) perspectives and feedback from women beneficiaries to be obtained first-hand and not through male family members?	

## CHECKLIST I FOR GENDER-SPECIFIC EXPENDITURE

Conventionally, gender budget analysis, by way of identification of women-related expenditure, has been carried out for Ministries/Departments like Health and Family Welfare Rural Development, Human Resource Development, Urban Employment and Poverty Alleviation, Youth and Sports Affairs, Labour, Social Justice and Empowerment, Tribal Affairs, Drinking Water, Small Scale Industries and Agro and Rural Industries, Science and Technology, Non-Conventional Energy Sources, Textiles and Agriculture.

Suggested steps that may be undertaken by these various Ministries/Departments who are running programmes/schemes of a gender-specific nature i.e. where the targeted beneficiaries are primarily women are as follows:

### Planning and Budgeting

1. List schemes and programmes which are gender - specific
2. Briefly indicate activities undertaken under the programme for women.
3. Indicate expected output indicators like number of women beneficiaries, increase in employment of women, post-project increase in resources/income/skills etc.
4. Quantify allocation of resources in annual budget and physical targets thereof.
5. Assess adequacy of resource allocation in terms of population of targeted beneficiaries that need the concerned schematic intervention, the trend of past expenditure etc.

### Performance audit

1. Review actual performance - physical and financial - against the annual targets and identify constraints in achieving targets (like need for strengthening delivery infrastructure, capacity building etc.)

2. Carrying out reality check - Evaluate programme intervention, incidence of benefit, identifying impact indicators like comparative status of women before and after the programme etc.
3. Compile a trend analysis of expenditure and output indicators and impact indicators.

### Future planning and corrective action

1. Address constraints identified from steps above.
2. Establish requirement of resources in terms of population of targeted beneficiaries/magnitude of perceived problems like IMR, MMR, literacy ratio etc.
3. Review adequacy of resources available - financial and physical like trained personpower, etc.
4. Plan for modification in policies and/or programmes/schemes based on results of review.

### Checklist II for mainstream sectors

Sectors like Defence, Power, Telecom, Communications, Transport, Industry, Commerce etc. may consider adopting the following checklist to determine the gender impact of their expenditure.

1. List all programmes entailing public expenditure with a brief description of activities entailed.
2. Identify target group of beneficiaries/users.
3. Establish whether users/beneficiaries are being categorised by sex (male/female) at present and if not to what extent would it be feasible.
4. Identify possibility of undertaking special measures to facilitate access to services for women—either through affirmative action like quotas, priority lists etc. or through expansion of services that are women-specific like all-women police stations, women's special buses etc, or through delivering the services in a more

gender-friendly way e.g. looking at opening hours, safety, etc.

5. Analyse the employment pattern in rendering of these services/programmes from a gender perspective and examining avenues to enhance women's recruitment.
6. Focus on special initiatives to promote participation of women either in employment force or as users.
7. Indicate the extent to which women are engaged in decision making processes at various levels within the sector and in the organizations and

initiating action to correct gender biases and imbalances.

These exercises can be done by each Ministry/Department of the Government, to start with, for a few select programmes/schemes which may be selected either in terms of their perceived gender impact, or the selection can be based on considerations of heaviest budget allocation. Based on the result of carrying out the above steps, the Gender Budgeting exercise may be institutionalised in the manner detailed in checklist I.



## Annex 6

F.No. 2(1) Pers/E-Coord/OB/2005 Ministry of  
Finance Department of Expenditure

New Delhi, the 12th December 2006

OFFICE MEMORANDUM

SUBJECT: GUIDELINES FOR PREPARATION OF OUTCOME BUDGET 2007-08

Introduction

1. As the various ministries are aware, a system of performance budgeting by Ministries handling development programmes was introduced in 1969 on the basis of the recommendations of the Administrative Reforms Commission. A need was felt to address certain weaknesses that had crept in the performance budget documents such as lack of clear one-to-one relationship between the Financial Budget and the Performance Budget and inadequate target-setting in physical terms for the ensuing year. Also, there has been growing concern about need to track not just the intermediate physical 'outputs' that are more readily measurable but also the 'outcomes', which are the end objectives of the state intervention, as articulated by the Finance Minister in Para 100 of his budget Speech for Budget 2005-06. Subsequently, the Prime Minister, in his letter dated March 17, 2005 addressed to all Union Ministers had urged examination of the programmes/schemes being implemented and conversion of financial outlays into physical outcomes with quarterly targets in respect of each. Outcome Budget 2005-06 was accordingly presented to both the Houses of the Parliament on August 25, 2005 as a combined document covering Plan schemes. In March 2006, OUTCOME BUDGET 2006-07 and PERFORMANCE BUDGET 2005-06 were presented to Parliament by most Ministries/Departments and those documents also covered a significant portion of non-Plan expenditure and Internal and Extra Budgetary Resources as well.
2. In preparation for the Budget 2007-08, the following guidelines are issued. One of the main features of the new guidelines in merger of performance

budget into the outcome budget. Thus, there will be only a single document titled OUTCOME BUDGET 2007-08. This will broadly indicate physical dimensions of the financial budgets indicating the actual physical performance in 2005-06, performance in the first 9 months of the year 2006-07 and the targeted performance during 2007-08.

Scope of coverage in Outcome Budget 2007-08

3. The Outcome Budget documents will be prepared separately by each Ministry/Department in respect of All Demands/Appropriations controlled by them, except those exempted from this requirement and to the extent disclosures are not barred on considerations of security etc. A list of exempted Demands/Appropriations is enclosed at **Annexure I**. However, even the Ministries/Departments and other authorities "exempted" from preparation of Outcome Budget and placing it in public domain are requested to carry out this exercise for internal use and voluntarily deciding to place it in public domain fully or partially.
4. As far as feasible, sub-targets for coverage of women and SC/ST beneficiaries under various developmental schemes and the schemes for the benefit of the North-Eastern Regional should be separately indicated.

Identification of 'outcomes' and process of converting 'outlays' in 'outcomes'

5. Three key terms used in these guidelines, viz., 'Outlays', 'Outputs' and 'Outcomes' are elaborated in **Annexure II**. Converting 'outlays' into 'outcomes' is a complex process addressing 'value for

money' concerns; being more a management process than merely a financial process; and admitting possibilities of different approaches and modalities including 'best practices' which may differ from Ministry to Ministry and programme to programme. Preparation of the Outcome Budget is an evolving and dynamic process, which will require detailed scrutiny and examination on yearly basis, with value addition based on the preceding year's experience. Some of the important steps in this conversion process are as follows:

- a. Defining intermediate and final outcomes specifically in measurable and monitorable terms;
- b. Standardizing unit cost of delivery;
- c. Benchmarking the standards/quality of outcomes and services;
- d. Capacity building for requisite efficiency at all levels, in terms of equipment, technology, knowledge and skills, including human resource development;
- e. Ensuring adequate flow of funds at the appropriate time to the appropriate level, avoiding both delay and 'parking' of funds;
- f. Setting up effective monitoring and evaluation systems, to indicate the directions for further calibration and honing of the processes, to deliver the intended outcomes;
- g. Involving the community/target groups/recipients of the service, with easy access and feedback systems.

## Broad Format of Outcome Budget 2007-08

6. The Outcome Budget 2007-08 will be prepared on the basis of Budget 2007-08 in the form of a document, separate for each Ministry/Department, broadly consisting of the following chapters:

**Executive Summary** Apart from summarizing relevant chapters, this portion should prominently highlight the details of the monitoring mechanism and the public information system put in place by the Ministry/Department to regularly

**monitor physical and financial progress during the course of the year and inform general public about it.**

**Chapter I:** A brief introductory note on the functions of the Ministry/Department, organizational set up, list of major programmes/schemes implemented by the Ministry/Department, its mandate, goals and policy framework.

**Chapter II:** This will contain a tabular format, which may be visualized as "vertical compression and horizontal expansion" of the Statement of Budget Estimate (SBE) included in the Expenditure Budget Vol. II (with suitably adapted format for Railways). There may be separate tables for separate Demands /Appropriations controlled by the Ministry/Department. The main objective is to establish a one-to-one correspondence between (Financial) Budget 2007-08 and Outcome Budget 2007-08. The details will comprise of the financial outlays, projected physical outputs and projected/budgeted outcomes (intermediate/partial and final, as the case may be). An indicative format for these Demand/ Appropriation - wise tables is enclosed at **Annexure III**. Explanatory notes may be liberally added, wherever necessary.

**Chapter III:** This will detail reform measures and policy initiatives, if any, taken by the Ministry / Department and how they relate to the intermediate outputs and final outcomes in areas such as public private partnerships, alternate delivery mechanisms, social and gender empowerment processes, greater decentralization, transparency etc.

**Chapter IV: Review of past performance** At the very least, this should indicate the performance during 2005-06 and that up to the third quarter of 2006-07 (i.e. upto 31 December 2006) in terms of targets already set. The analysis of physical performance should be Scheme-wise with the reasons for variations; explaining the scope and objectives of individual programs/schemes, giving their physical targets and achievements.

**Chapter V: Financial review** covering overall trends in expenditure vis-à-vis Budget Estimates/Revised Estimates in recent years, including the current year. Data should be segregated scheme-wise, object head-wise, and institution wise in the case of autonomous institutions. Position of outstanding utilization certificates and unspent balances with States and implementation agencies should also be brought out.

**Chapter VI:** Review of performance of Statutory and Autonomous Bodies under the administrative control of the Ministry/Department.

7. The following points may be noted in respect of the contents of Chapter II of Outcome Budget 2007-08 giving targets for 2007-08:-

- i) The description of items should match with the description shown for the different items in the Statement of Budget Estimate (SBE) as included in Expenditure Budget Vol. II of the budget 2007-08. However, minor items may be clubbed to avoid cluttering up and focusing attention on significant items.
- ii) The term "complementary extra-budgetary resources" refers to the resources committed for the purpose by the entities other than the Central Government. Typically, it would include matching share from the State Governments for Centrally Sponsored Schemes or resource contribution by Public Sector Undertakings or by private parties in the case of public private partnership projects.
- iii) There should be a separate table for each Central Public Sector Enterprise (CPSE) under the administrative control of the Ministry, with itemized listing of major projects in hand. The Outcome Budget should be prepared on the basis of the Central Plan Outlay' comprising of both the Gross Budgetary Support component as well as the Internal & Extra Budgetary Resources (IEBR) component of the Central Plan Outlay. Thus, the Outcome Budget in respect of CPSEs may be prepared even if there is no budgetary support.
- iv) Wherever a Ministry/Department has large Autonomous Bodies substantially dependent upon Government for financial support, separate tables may also be considered for each such organization as per the assessment of the Ministry/Department.
- v) The tables concerning CPSEs or Autonomous Bodies should list out important projects in hand and give such details as sanctioned cost, scheduled date of completion, total cumulative expenditure till the beginning of the year, total expenditure planned during 2007-08, likely date of completion, and the related "outputs" and "outcomes".
- vi) The 'final outcome' need not necessarily be co-terminus with the annual outlays and 'intermediate physical outputs'. 'Final outcomes' may span a longer time frame than the annual final outlays and corresponding intermediate outputs. Wherever the 'final outcomes' are estimated to take longer than one year, the estimated time frame should be clearly indicated. In case the gestation is four to five years or longer, the 'partial outcomes' need to be tracked on an annual basis to ensure that the 'final outcomes' once indicated as achievable after five years are not forgotten or mechanically repeated in the document from one year to the other, and that the progress made towards achieving the final goal is reflected. Information should be provided whether the project is in the 'initial' stage, 'intermediate' stage or 'final' stage.
- vii) Wherever 'physical outputs' are in a sense the 'final outcomes', assessment of 'quality of output' through 'appropriate indicators of quality' should be brought out.
- viii) Wherever 'final outcomes' are not the direct results of the annual outlays and are the cumulative effect of past several years' outlays, this should be clearly explained.
- ix) The 'final outcome' component of the Outcome Budget need not necessarily have

yearly targets, as final outcomes will vary by Ministry and Programme. 'Final outcome' wherever possible can be measured in a five year time frame in line with Five Year Plans. 'Partial outcome' may be mentioned in these cases in the Outcome Budget of that year.

- x) Where the 'final outcomes' are not measurable and quantifiable, the likely benefit that will accrue may be incorporated.
  - xi) The explanatory notes should attempt to bring out the role and financial commitment of other agencies that is required to fructify the intended outcomes of a particular scheme of the Ministry/Department, even though such agencies may or may not be directly involved in the implementation and may be providing complementary services.
  - xii) Non-Plan expenditures are necessary to maintain the basic infrastructure without which the Plan interventions are bound to fail in meeting the intended objectives. Role of non-Plan expenditure is therefore supplementary and facilitative. Hence, outcomes cannot be categorized as Plan outcomes and non-Plan outcomes. The Outcome Budget 2007-08 will cover non-Plan expenditure as far as possible. The column on Budget Support would have two sub-columns "Plan" and "non-Plan" and the outcomes will be related to the total budget provision. Schemes / items in the Statement of Budget Estimates having only non-Plan expenditures, which can be linked to certain deliverable outputs, should find mention in the Outcome Budget.
- 8. The outcomes reflect the ultimate aims of Government policy through budgetary support, tax exemption / concessions and preferential treatment in procurement of goods and services. It would be desirable if the Ministries/Departments may include a chapter in the Outcome Budget detailing such extra-budgetary measures and their impact. The revenue forgone in promotion of certain policy objectives is de-**

**finied as 'tax expenditures' and it would be useful if the impact of this implicit expenditure is also assessed.**

### Certain presentational features

9. It is desirable that the above documents brought out by different Ministries / Departments have a common level of detailing, at least for a minimum set of disclosure parameters; separately in Hindi and English; be reader-friendly and adopt certain common printing formats. Accordingly, the following may be kept in view:
- i) In the case of Departments having total budget provision of less than Rs, 100 crore (as per the netted figure shown in the Expenditure Budget Vol. II), all amounts may be shown in "Rs. in lakhs" with two decimal places. For others, the amount may be shown in "Rs. in crore" with two decimal places. The amounts may be shown with comma separators.
  - ii) Each page may be given a running header giving the chapter number, title and page number running for the whole document from the 1st page of Chapter I. The documents may be printed on the size of paper used for Detailed Demands for Grants.
  - iii) Any other addition/alteration, inclusion of graphics/charts etc. to improve readability of the document.
10. However, the above guidelines are not intended to prescribe a rigid format. These are indicative of minimum disclosure requirements and do not preclude any value addition that the Ministries/Departments decide to carry out on their own.

### Planning for future refinements

11. The Ministries/Departments are advised to put in place, if not already there, systems of data collection, with the help of specialized agencies wherever necessary, for the purpose of (i) developing measurable 'indices of performance' to measure and assess quality of implementation; (ii) developing norms of

standard unit cost of delivery of a service; (iii) quantification/factoring in of environmental outcomes; (iv) quantification of community and empowerment outcomes through social capital formation; and (v) quantification of impact of funds earmarked for publicity/awareness generation. This will not only involve collecting data on past trends but also on present developments in markets and technology. The Ministries/Departments are encouraged to make use of the services of the Cost Accounts branch of this Department in addressing the costing issues.

### Independent Evaluation

12. The Ministries/Departments may engage independent evaluators and assessment agencies for scrutiny/evaluation of the achievements against physical outputs and final outcomes of major flagship schemes. Due care may be taken to avoid duplication of efforts with evaluation studies conducted by the Planning Commission or the Department of Programme Implementation.

### Time scheduled and responsibility

13. The Outcome Budget 2007-08 documents should be laid before both the Houses of Parliament, after final approval of the Minister-in-charge, latest by March 20, 2007 or such other date as may be necessary to ensure that the process is complete before the Houses go into recess. In exceptional cases where laying of documents is not feasible, these may be circulated to Hon. members of Parliament through the Secretariat of the House. These should be available to the Departmental Standing Committees of Parliament for examination during the recess period. The Ministries / Departments should also place these documents in the public domain by putting it on their website after presentation in Parliament.
14. Responsibility for preparation of one document will rest essentially with the Ministries/Departments. The Financial Adviser of the Ministry/Department will be the nodal officer for

coordinating the whole exercise and organizing 'need-based consultations' with various officers whether within the administrative Ministry/Department, or with the Ministry of Finance, the Planning Commission and outside experts, with due regards to the confidentiality of the budget process. Head of various Divisions handling different schemes may be instructed to provide necessary draft write-ups and other material to the Financial Advisor sufficiently in advance. **The draft Outcome Budget 2007-08 in respect of "Flagship Programmes" (list to be notified separately) may be got vetted from the Department of Expenditure as well as from the Planning Commission.**

### Follow up action after presentation of Outcome Budget

15. The real value of Outcome Budget lies in its utility as a policy tool to establish effective linkage with allocation and disbursement of public funds on the basis of measurable performance.
16. As mentioned in paragraph 6 above, the Ministries/Departments should indicate their monitoring mechanism and the public information system in the Outcome Budget. This will result in periodic progress reports being made available to the Ministry/Department by the implementing agencies. This next logical step would be to link release of funds with progress in achieving monitorable physical progress against commitments made in the Outcome Budget.
17. As the Ministries are aware, Rule 212 of the General Financial Rules, 2005 has introduced significant changes in the system of "Utilization Certificates". Besides financial certification of having fully spent the amount for approved purposes, the Utilization Certificate should also disclose whether the specified, quantified and qualitative targets that should have been reached against the amount utilized, were in fact reached, and if not, the reasons therefore. Utilization Certificates should contain an output based

performance assessment instead of input based performance assessment.

18. Accordingly, the Ministries/Departments should revise the guidelines and practices applicable to their schemes to ensure a staggered and controlled release of funds. In combination with other expenditure management measures like e-banking

it should be feasible to ensure that funds are made available in time for actual requirement and that the funds are neither delayed, not diverted nor parked outside Government account.

(Dr. Sanjiv Misra)  
Secretary (Expenditure)

All Secretaries to the Government of India

All Financial Advisers to the Ministries/Departments

All Heads of accounting wings in the Ministries/Departments

Copy to:- Member Secretary, Planning Commission

## Annexure I

## LIST OF DEMAND/APPROPRIATIONS IN RESPECT OF WHICH OUTCOME BUDGET IS NOT MANDATORY

The Outcome Budget 2007-08 is intended to cover the entire Central Plan Outlay (Gross Budget Support and Internal and Extra Budgetary Resources) and connected non-Plan provisions that are amenable to Outcome Budgeting. In general, a Ministry/

Department may exclude the 'Assistance to State Plan' component of its Plan Budget from the scope of Outcome Budget. The following demand/appropriations are specifically exempted from the purview of outcome budgeting:

Ministry of Defence	Transfers to Union Territory Governments
Defence Pensions	Election Commission
Defence Services - Army	Supreme Court of India
Defence Services - Navy	Ministry of Parliamentary Affairs
Defence Services - Air Force	Ministry of Personnel, Public Grievances and Pensions
Defence Ordnance - Factories	Staff, Household and Allowances of the President
Defence Services - Research and Development	Lok Sabha
Capital Outlay on Defence Services	Rajya Sabha
Interest Payments	Union Public Service Commission
Transfer to State and Union Territory Governments	Secretariat of the Vice-President
Loans to Government Servants etc.	Andaman & Nicobar Islands
Repayment of Debt	Chandigarh
Pensions	Dadra & Nagar Haveli
Indian Audit and Accounts Department	Daman & Diu
Cabinet	Lakshadweep

## Annexure II

## OUTLAYS, OUTPUTS AND OUTCOMES

1. It is recognized that in the long process of conversion of outlays into outcomes, there are several intermediate stages and complementary resources are also required in achieving intended outcomes. The cause and effect chain is not always direct and several environmental factors come into play that influence the actual outcomes, not just the outlays earmarked. Nevertheless, a broad understanding of these would be helpful in finalizing the content of the Outcome Budget.
  - ❖ **Outlays** imply total financial resources deployed for achieving certain outcomes. Part of this money may come directly from the Government budget and part may be contributed by other stakeholders such as the State Governments, Public Sector Undertakings or even private parties in the growing area of Public Private Partnerships. As far as possible, total resource commitment should be brought out in the Outcome Budget with clear segregation of Central Government's budgetary support. The outlays should be segregated scheme-wise, covering both Plan/Non Plan budget (as shown in the Expenditure Budget Vol. II) for the financial year in monetary terms. In case of projects (whether Government or parastatal) spanning multi-year time frames, total sanctioned cost of the project and the planned annual expenditure both should be brought out as both are relevant 'outlays' for effecting linkage with outcomes.
  - ❖ **Outputs** are a measure of the physical quantity of the goods or services produced through an activity under a scheme or programme. They are usually an intermediate stage between 'outlays' and 'outcomes'. For example, construction/completion of a school building is the 'output', whereas increase in the literacy rate will be the 'final outcome'. Enrolment would be an "intermediate outcome". Similarly, for a social sector programme/scheme, the intermediate results before identifying, measuring and arriving at the 'final outcome' as per the objectives of the said programme/scheme, may be treated as 'output'. The purpose is to capture intermediate 'outputs' before identifying and measuring the 'final outcome'.
  - ❖ **Outcomes** are the end products/results of various Government initiatives and interventions, including those involving partnership with the State Governments, Public Sector Undertaking, Autonomous Bodies, private sector and the community. They involve much more than mere 'outputs', since they cover the quality and effectiveness of the goods or services produced as a consequence of an activity under a scheme or programme. The 'outcomes' will be measured keeping in mind the objectives of the programmes/scheme by following appropriate methodology.
2. Ministries may find it useful to refer to Millennium Development Goals, Plan documents and Performance Budgets in formulation of outputs and outcomes. Both the Outputs and Outcomes should be in measurable terms. This would typically be in terms of movement of absolute numbers and or percentages over a certain time frame. The percentages may be in terms of annual growth or share in certain broader aggregate.
3. Major programmes listed in the SBE must be shown separately, while smaller items of SBE may be clubbed. An exercise to weed out schemes with sub-critical financial outlays or merge them appropriately into major programmes is separately being undertaken.

4. Typical examples of outcomes/outlays are given below for illustration:

### Outcomes

- ❖ Improvement in literacy level from \_\_\_ % to \_\_\_ % by a target year or bringing \_\_\_ (no.) of educationally most backward districts (or other administrative unit) to minimum 50% literacy by a target year.
- ❖ Similar targets for 'Infant Mortality Rate', Minimum employment guaranteed under law: % of population/districts covered', % of children covered under immunization programme, % of villages provided with access to portable water, % of villages connected to block headquarters by all-weather road; % of villages/blocks/districts certified by Ministry of Labour as "Minimum wage - compliant"; % share in total

power generating capacity; volume of trade with developing countries; tourist arrivals; etc.

- ❖ Sub-targets, to the extent feasible, for coverage of women, SC/ST population, Special Category States, North Eastern Region etc. may be considered for further value-addition.

### Outputs

- ❖ Quantity and value of goods/services produced or supplied; number of new schools, primary health centres or Anganwadis opened; number of children enrolled, enrolment ratio and retention ratio; number of beneficiaries assisted; amount of (subsidy linked) credit disbursed; number of mandays employment generated and value of assets created or incremental value of work in progress.

## Annexure III

## FORMAT OF TABLES IN CHAPTER II OF OUTCOME BUDGET 2007-08

(Rs. in crore or in lakhs, as prescribed)

S. No.	Name of Scheme/ Programme	Objective/ Outcome	Outlay 2007-08			Quantifiable Deliverables/ Physical Outputs	Projected Outcomes	Processes / Timelines	Remarks / Risk Factors
			4 (i) Non-Plan Budget	4 (ii) Plan Budget	4 (iii) Complementary Extra-Budgetary Resources				
1	2	3		4					

**Notes:**

1. Items in column 2 shall be as per Statement of Budget Estimate (SBE) included in Expenditure Budget Vol. II Major Programmes listed in the SBE must be shown separately, while smaller items of SBE may be conveniently clubbed. An exercise to weed out schemes with sub-critical financial outlays or merge them appropriately into major programmes is separately being undertaken.
2. Figures in column 4(i) and 4(ii) as per Statement of Budget Estimate (SBE) included in Expenditure Budget Vol. II with Plan Budget figure including the amount allocable for NE out of lump sum allocation.
3. Figures in Column 4(iii) complementary extra-budgetary resources means expenditures committed for the purpose by entities other than the Central Government. Typically, it would include matching share from the State Governments for Centrally sponsored schemes or resource contribution by public sector undertakings or resources contributed by private parties in the case of public private partnership projects. Thus, it will include the IEPR figure in respect of CPSEs as per Statement of Budget Estimate included in Expenditure Budget Vol. II, which may be explained through a footnote.