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Internship Report

On

**‘Gender Budgeting for Women Entrepreneurship: Karnataka
Case Study’**

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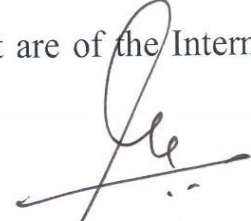
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Certificate

This internship report titled "*Gender Budgeting for Women Entrepreneurship: Karnataka Case Study*" is a report on the study taken up at the Fiscal Policy Institute (FPI) in 2020-21.

The internship report is prepared by Anubhuti Hiwase studying at NLSIU, Bengaluru under the mentorship of Ms. A. Soumya Ponnappa, Special Officer, Fiscal Policy Institute.

All opinion and conclusions expressed in the internship report are of the Intern and usual disclaimer applies.



Sujit Kumar Chowdhury

Director, FPI



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Declaration

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Abbreviations

FY	Financial Year
DWCD	Department of Women and Child Development
KMF	Karnataka Milk Federation
KSFC	Karnataka State Financial Corporation
KSWDC	Karnataka State Women Development Corporation
SC	Scheduled Castes
SHGs	Self Help Groups
ST	Scheduled Tribes
WE	Women Entrepreneurship

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Abstract

The journey from unemployment or employment to self-employment is liberating in multiple ways for the Indian woman. Education and financial support through state policy are often the prerequisites for this transition. In recent years, gender budgeting and gender-responsive policymaking all over the country is working towards enabling Indian women to be a part of the labour force, so that employed women financially support themselves and their families. Nowadays, some women are entrepreneurs as well as the breadwinners of their families. With the help of the case of Karnataka state, which is often ahead of others when it comes to novel methods of policy implementation, the objective of this paper is to find out if the current model of gender budgeting has the potential to improve in order to facilitate women entrepreneurship.

I. INTRODUCTION

About fifty per cent of the Indian population is female. Yet, diverse sectors of the economy such as industry, commerce, trade and business spheres are largely male dominant. Similarly, entrepreneurial ventures too have been considered a male prerogative, while women have to stick to domestic labour or opt for 'secure' wage employment. With the women's labour force participation falling hard (from 33% in 1993 to only 25% in 2011-12 and to a mere 23.3 % in 2017-18), the vast literature on the falling female workforce participation provides some reasons for this decline. One explanation is that women withdraw from the workforce due to an 'income effect', that is an increase in the husband's income which pushes up the household income (Kapsos et al., 2014). Another reason is that women's domestic and childcare responsibilities constrain them from participating in the labour market (Chaudhary and Verick, 2014). However when women do work, they are increasingly working in salaried jobs. In India, Gujarat, Maharashtra and Karnataka have the largest number of women entrepreneurs.

II. WOMEN AND ENTREPRENEURSHIP

Empowerment of women is seen as crucial for the emancipation from poverty through meaningful participation in entrepreneurship. The results appear at the household level too. Women continue to remain under-represented in society and their success often remains invisible and unacknowledged. Access to financial services and the resultant transfer of financial resources to poor women over time have led to women becoming more confident and assertive. When we talk entrepreneurship in the Indian context, it is most essentially about 'self employment'. With the growth in women-run enterprises, there has been a change in the business demographic. Women-centric policies have been formulated by the government as a result of their significant participation in the economic growth of the country. Innovation, entrepreneurship training and awareness, government support programme, social entrepreneurship and women's participation are key for the development of entrepreneurship which eventually stimulates employment and alleviates poverty. More importantly, the family background and cultural set-up also have a significant influence on how much a woman-run enterprise can sustain and grow. Entrepreneurial ability or disability of women always has multidimensional causes and efforts towards women's empowerment in one aspect may not lead too far in getting them away from socio-economic dependence.

In India, there is often a limitation set on women's mobility and interactions. These are set by the head of the household or the unsaid proprietor of the woman of the household. Governed by the rigid system of patriarchy, women in India have always been conscious about their interactions and movements. This has also seeped into how they manage their business independently. This independence is at most times limited because of physical mobility and in terms of knowledge dissemination (Srinivasan, 2019).

In her 2019 Union Budget speech, Finance Minister Nirmala Sitharaman described *Naari* (woman) as *Narayani* (goddess) and said that she will constitute a committee to evaluate 15 years of gender budgeting. She reiterated what Swami Vivekananda told us in the context of gender equality. Vivekananda had said "It is not possible for a bird to fly on one wing". Some time later, Mao Zedong, who was also a poet, summed it up well when he said "Women hold up half the sky". It is evident that the importance of gender responsive policy-making, especially in the 21st century, is supreme. Gender budgeting, which came to light in the 21st century, is one of the major tools of fiscal policy that contribute to women's empowerment.

III. GENDER BUDGETING AROUND THE WORLD

Gender budgeting can be applied to any type of budgetary system at all levels of government.

Gender budgeting at central government level

For looking at gender budgeting at the central level, Austria can be seen as one of the best examples. The reason is that it is one of the only three countries worldwide that have implemented gender budgeting in their constitutions. As part of the reforms in 2007, gender equality became one of four constitutionally mandated budgetary principles; the others are transparency, efficiency, and a true and fair view of the financial position of the federal government of Austria. These features render Austria's gender budgeting initiative one of the most institutionally robust in Europe, and arguably provide a strong legislative basis for a refinement of its methods so as to effect more substantive gender equality outcomes in line with socio-economic priorities (Quinn, 2017).

For an illustration on how gender budgeting has been integrated at the Central government level, we can see the Austrian example. The speciality of the Austrian example is that they have strong constitutional, legal and policy frameworks that guide and sustain gender equality: In addition to the strong legal framework, they have some unique features.

Independent gender equality body

The ‘Ombud for Equal Treatment’ for the private sector (called as Gleichbehandlungsanwaltschaft) is the main authority who is to be reached for all cases of discrimination in employment and occupation on the grounds of sex. The most significant functions of this authority figure are usually supporting victims of discrimination, conducting research and surveys, promotion of good non-discriminatory practices, making policy recommendations, and engaging with civil society.

Dedicated Parliamentary bodies

Additionally, Austria has the Equal Treatment Committee which is in charge of gender equity and women-specific policy as well. This ensures that experts within Parliament can deliberate policy in small groups as well as consulting external experts.

Method and tools

Gender budgeting/gender impact assessment in Austria is based on two pillars.

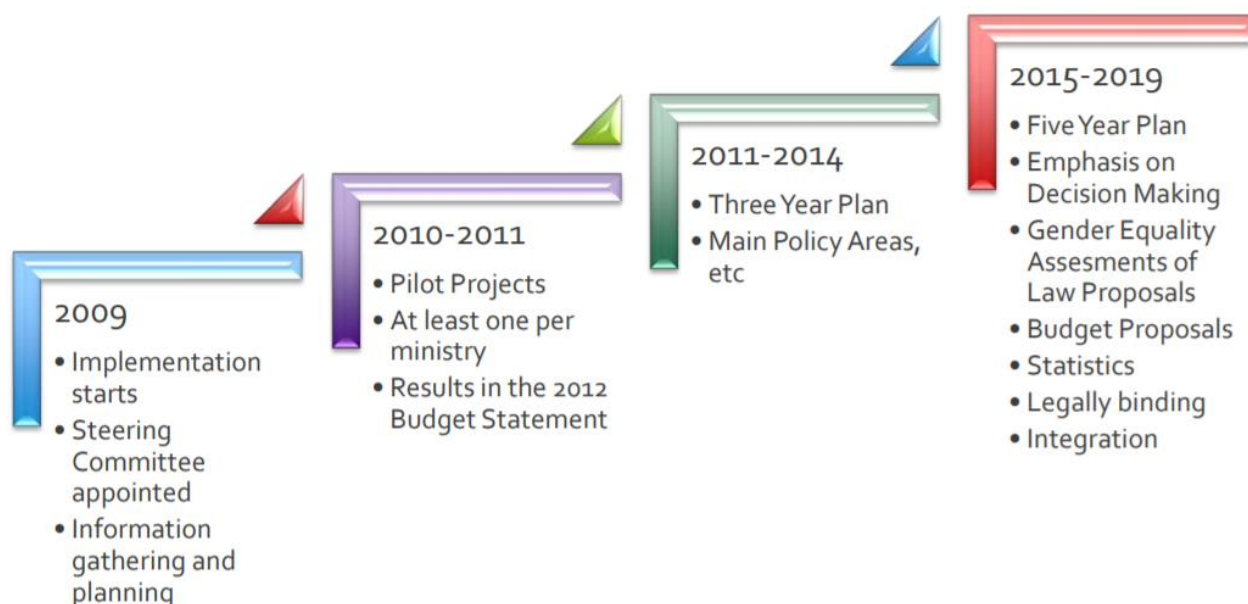
Firstly, within the regular budget cycle, the federal ministries and supreme authorities are obliged to formulate at least one gender equality objective and one measure for its implementation, as one of (at most) five objectives and measures. These must be included in the budget documents and are legally binding. The obligatory ex ante impact assessment of laws, directives and major programmes proposed at federal level must also explicitly consider the potential effects on gender equality in practice (Austrian Federal Government , 2010).

- Since 2013 when gender budgeting got introduced, there has been one objective of the federal ministry towards gender equality, i.e, to address the impact of tax incidence and tax system on distribution of paid and unpaid work between both genders.
- In addition there is a yearly monitoring and evaluation exercise for key indicators
- Progress on the gender equality front is then discussed when the ‘Annual report on outcome orientation’ is tabled in Parliament containing the results of the evaluation exercise.

Another example to look for when we try to understand better performing models of gender budgeting is Iceland. The country is a consistent winner in closing the gender gap and has been a top ranker in the World Economic Forum’s Gender Gap Report in the previous years.

Fig. 1: How gender budgeting developed in Iceland (Source: IMF working paper)

THE PROCESS



In Iceland, gender budgeting involves and obliges all ministries to carry out gender analysis of budget demands as well as proposed bills. The budget bill submitted to Parliament must also outline the impact of changes in revenue and expenditure policies on gender equality targets (Stotsky, 2016).

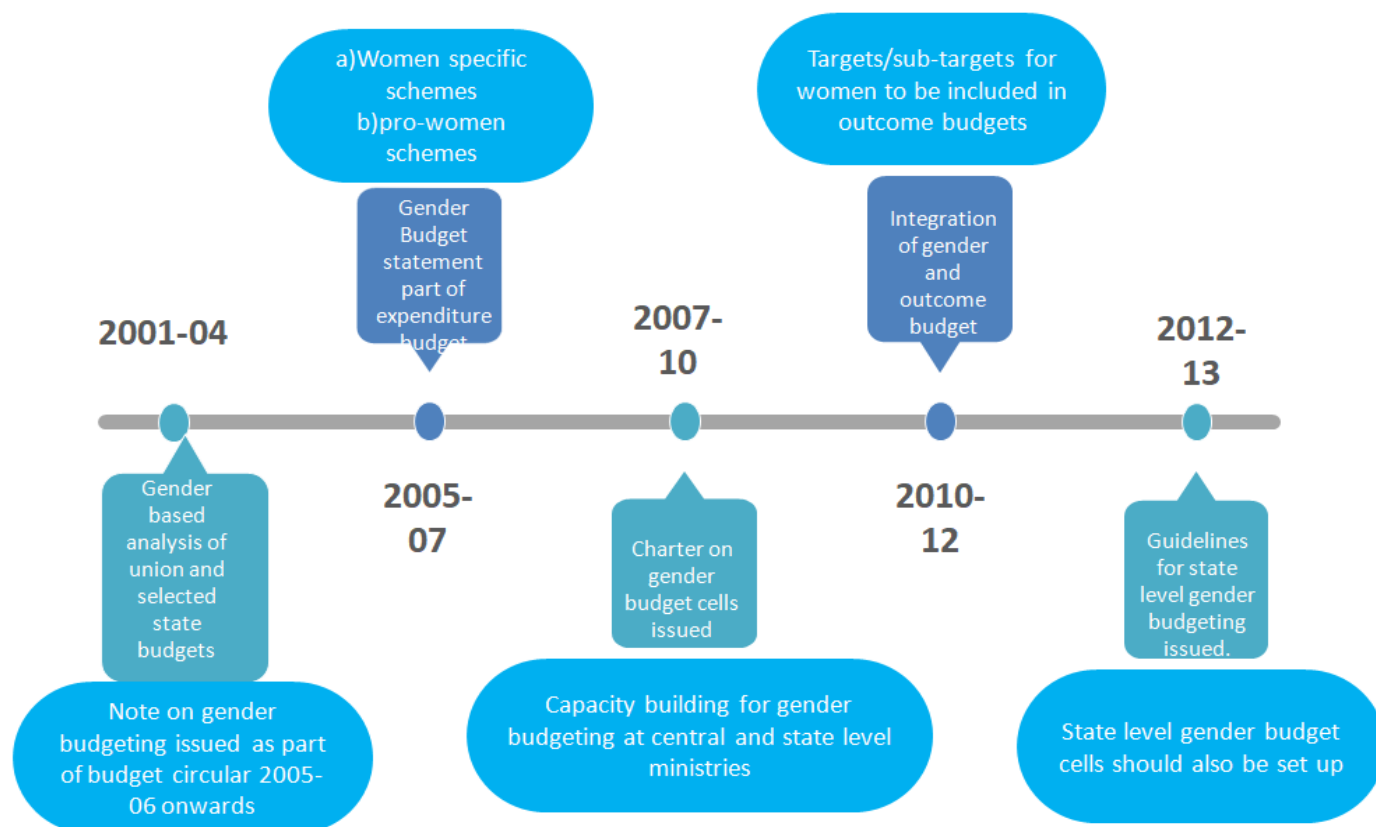
Gender Budgeting at regional levels

However, when we look for a country with a society and economy more comparable to India, it should be a state that is decentralised and where policy implementation success roots from success at regional levels. Spain, thus fits the bill. In Spain, there is a strong legal framework with toothy powers to require that a department headed by a minister should send a gender

impact report of its expenditures to the Secretary of State for Budget and Expenditure. These reports constitute the basis for the Secretary of State for Budget and Expenditure to formulate an overall Gender Impact Report accompanying the General State Budget White Paper. We see here that strength of accountability mechanisms is at the core of the gender budgeting models of countries where it has been successful. Countries like Spain have also found success by disintegrating the gender budgeting model to a decentralised version. The regional success of gender equality policy goals is one of the top indicators of a gender budgeting policy model, particularly in developing countries.

Fig.2: How gender budgeting developed in India .(Source: self made)

Evolution of gender budgeting in India



Speaking of such decentralisation of gender budgeting in India, many state governments have been presenting gender budgets, along with their state budgets, right since the adoption of gender budgeting in the country. However, Kerala, Odisha, Bihar, and Karnataka have been performing better compared to other states on this front. For instance, the Odisha government,

on an average, earmarks 36% or more of its total annual budgetary allocations to meet the requirements of the gender budget. Kerala, on its part, reports 18.4% of its budgetary allocations towards the needs of the gender budget. However, the share of gender budget in the total annual budget presented by the Government of India has remained a fraction of state figures, at less than 5% (Mehta, 2020).

What worked?

The key enabling factors for gender budgeting in most cases include:

- political will and political leadership;
- a high-level of commitment of public administrative institutions;
- improved technical capacity of civil servants;
- role of civil society;
- availability or active collection effort for sex-disaggregated data.

IV. KARNATAKA CASE STUDY: STATE OF WOMEN ENTREPRENEURSHIP

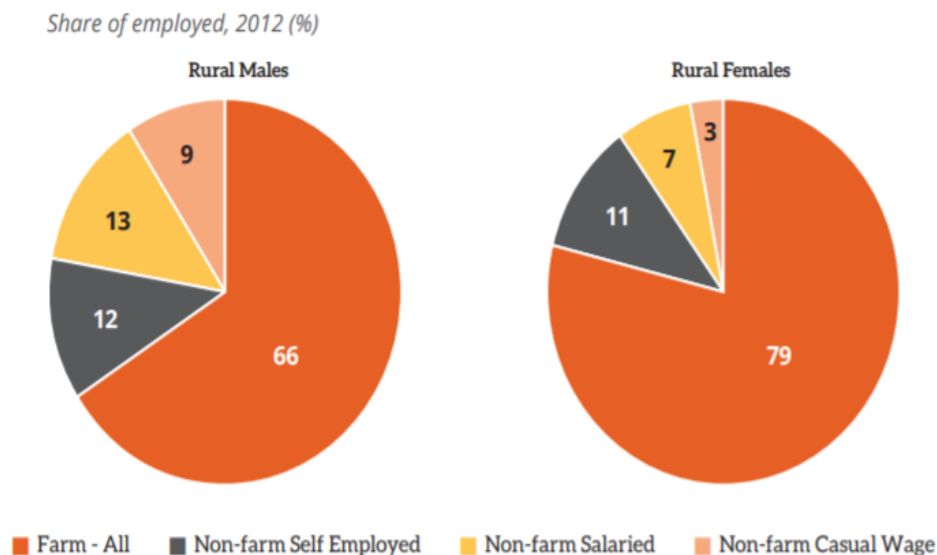
Background

Women entrepreneurship in India largely means ‘self-employment’. Many state and non-state actors and institutions have taken the initiative to create infrastructural and other facilities for encouraging self-employment opportunities for women in Karnataka in the past decades. Yet, the number of beneficiaries remain low owing to implementation voids and inherent societal evils like patriarchy which widen the already deep socio-economic divide between men and women. In the past, some of the schemes deployed by the state government to improve the status of women are: Bhagyalakshmi Scheme, Taayi Bhagya, Sakshara Bharatha, Santhwana, and so on, Working Women's Hostels, Financial Assistance to Women Law Graduates, Special Cell For Eradication of Social Evils, Implementation of Protection of Women from Domestic Violence Act, 2005, Legal Literacy, Financial Assistance for the Remarriage of Destitute Widows and Marriages of Devadasis, Swadhara scheme for women in difficult circumstances, so on and so forth. Notably, special emphasis on skill development amongst young women was

an important feature of Karnataka Industrial policy 2009-2014. The following graphics show the status of some important indicators of self-employment in women of Karnataka.

Fig. 3: Share of rural men and women in Karnataka employed in farm and non-farm jobs

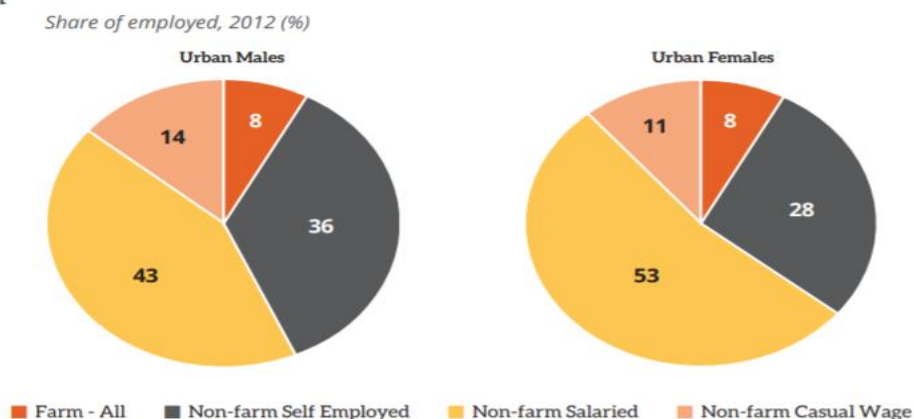
Women in rural Karnataka work mainly on the farm, more non-farm jobs for men



(SOURCE: World Bank report, 2017)

Fig. 4: Share of urban men and women workers in Karnataka engaged in different types of employment

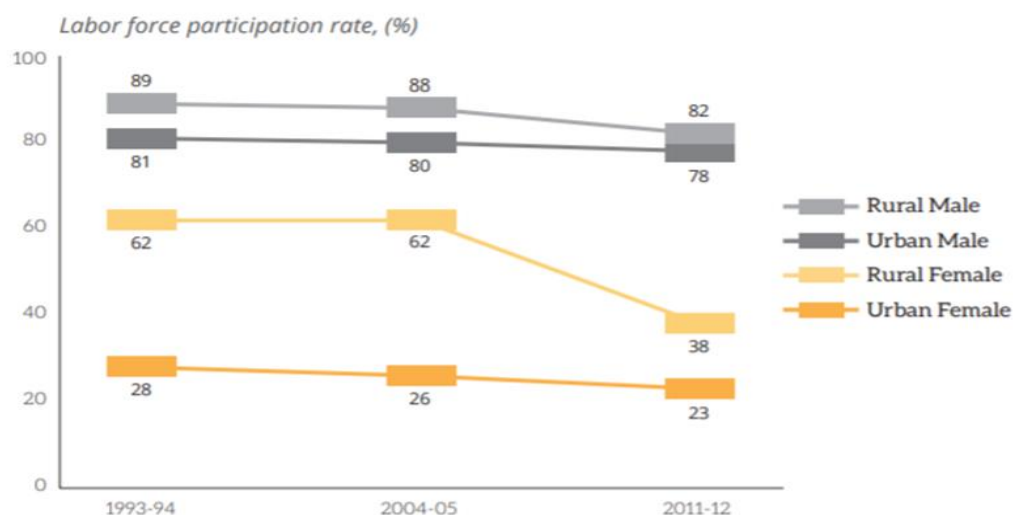
One in two women workers have salaried jobs in urban Karnataka, greater self-employment among men



(SOURCE: World Bank report, 2017)

The number of women participating in non-farm self employment here in both rural and urban circumstances is sizeable. Yet it cannot be totally attributed to entrepreneurship as with the dearth of gender disaggregated data, we do not know whether women are self-employed by and for themselves or they are only assisting their husbands or relatives.

Fig. 5: The change in labour force participation rate in rural and urban men and women in Karnataka since 1993



(SOURCE: World Bank report, 2017)

Although the state boasts of a labour force participation rate for women being above the national average, over the last two decades, Karnataka has seen a decline in this important indicator.

Current Schemes influencing Women Entrepreneurship

The government has been actively laying out schemes for reducing gender inequalities through various departments and ministries. The Karnataka government schemes that have an impact on women entrepreneurship in general, direct or indirect, are as follows. These are the schemes from category A. For the purpose of this paper, we have taken the case of only category A beneficiary oriented schemes that affect women’s entrepreneurship, because quantification of the exact expenditure on women through category B schemes is not possible due to the dearth of sex-disaggregated data.

(SOURCE: Gender Budget 2020-21)

STATE Sector

I. Beneficiary oriented (These are schemes implemented by various departments and benefit women or girls directly)

- **Department of Animal Husbandry and Veterinary Services**

1) Dairy Programme for Women (2007-08) (2404-00-191-1-16)

The scheme has been deployed to support widows, devadasis, distressed women and SC/ST women in leading a dignified life by by creating sustainable livelihood opportunities. For FY 2019-20, an allocation of Rs 900 lakh has been allotted to the scheme and expenditure of Rs 44 lakh was incurred till December 2019. Under this scheme, 147 women (farmers/livestock owners) have availed the benefit of 75% subsidy towards the purchase of sheep and goats and 30% subsidy towards animal husbandry.

- **Social Welfare Department**

1) Micro Credit to SCs through Self Help Groups (SHGs) (2225-01-190-2-09)

By this scheme, financial assistance is provided to members of SHGs to start small businesses. The unit cost is Rs 15,000, of which Rs 10,000 is subsidy and Rs 5,000 is margin money. For FY 2019-20, an allocation of Rs 1400 lakh was provided and an expenditure of Rs 524 lakh was incurred till December 2019. A total of 3,498 women members have benefited from the scheme. The allocation of budget is utilised for SCs, through Self Help Groups along with Micro Credit Subsidy (4225-01-190-0-03).

2) Micro Credit to STs through Self Help Groups (SHGs) (2225-02-190-2-07)

Through the scheme, a member is provided financial assistance of Rs 15,000 which consists of Rs 10,000 as subsidy component and the rest Rs 5,000 as seed money. The beneficiary has to make repayments in 36 instalments over three years to the ST Corporation. For FY 2019-20, an allocation of Rs 650 lakh was provided and an expenditure of Rs 300 lakh was incurred till December 2018. The allocation of budget is utilised for ST, through Self Help Groups along with Micro Credit Subsidy (4225-02-190-1-02).

3) Micro Credit to SCs through Self Help Groups (SHGs) (4225-01-190-0-03)

This scheme provides financial assistance in the form of loan and subsidy. The loan and subsidy will be sanctioned for units up to Rs 25,000 to take up self-employment. Subsidy is obtained from Gram Panchayath, Taluk Panchayath and other bodies or from the Social Welfare Department. For FY 2019-20, an allocation of Rs 525 lakh has been provided and an expenditure of Rs 131 lakh has been incurred as of December, 2019 for 3498 beneficiaries. The budget allocation is utilised for SCs through Self Help Groups along with the Micro Credit Scheme (2225-01-190-2-09).

4) Micro Credit to STs through Self Help Groups (SHGs) (4225-02-190-1-02)

This scheme provides financial assistance to SHGs to start small businesses. A member can avail financial assistance of Rs 15,000 which consists of Rs 10,000 as subsidy component and the remaining Rs 5,000 as seed money. The beneficiary has to make repayment in 36 instalments in three years to the ST Corporation. For FY 2019-20, an allocation of Rs 500 lakh was made and an expenditure of Rs 189 lakh has been incurred as of December 2019.

- **Department of Women and Child Development**

1) Chetana (2235-01-202-3-01)

The Chethana Scheme provides alternative livelihood opportunities to a particularly marginalised group of women - sex workers. The KSWDC provides loan facilities through nationalised banks up to Rs 1 lakh to enable them to take up self-employment. From the Corporation, subsidy up to a maximum of Rs 20,000 of the unit cost is released. For FY 2019-20, an allocation of Rs 205 lakh was provided and Rs 153.75 lakh has been spent till December 2019. A total of 278 sex workers have benefited from this scheme.

2) Interest subsidy for women through KSFC (2235-02-001-0-10)

KSFC provides financial assistance to women to promote small, medium and large scale industries. The assistance is in the form of loans from Rs 5 lakh to Rs 50 lakh. KSWDC provides interest subsidy of 10% of the interest charged by KSFC. For FY 2019-20, Rs 1000 lakh was provided and expenditure of Rs 750 lakh has been incurred till December 2019. A total of 300 women have benefited from this scheme.

3) Rehabilitation of Devadasi women (1994) (2235-02-103-0-11)

This is an old scheme that started in 1994. It has been introduced in districts such as Belagavi, Vijayapura, Bagalkote, Raichuru, Koppal, Dharwad, Haveri, Chitradurga, Shivamogga, Gadag, Ballari, Kalaburagi, Davanagere and Yadgir where the Devadasi system is prevalent. This scheme attempts to fulfill the objectives of Karnataka Devadasis (Prohibition of Dedication) Act 1982 and has an impact on encouraging the entrepreneurship and empowerment of Devdasis. Ex-Devadasi women are provided 50% of the subsidy from the corporation and 50% loan through banks, out of the Rs 20,000 unit cost to take up various income generating activities. For FY 2019-20, an allocation of Rs 830 lakh was provided. An expenditure of Rs 622.50 lakh was incurred till December 2019. In total, 440 Devadasis were benefited under this scheme.

4) Training Programme for Women Entrepreneurs through Women's Development

Corporation (2004-05) (2235-02-103-0-16)

This particular scheme has been introduced to provide women with the skills required for entrepreneurship. It provides various job oriented/skill training programmes to women belonging to lower income groups, widows, the destitute and physically handicapped women. A total of 41 skill-based training programmes have been conducted and the duration varies from 15 days to 4 months. Priority is given to widows, destitute women, physically handicapped and SC/ST women with no income limit. The annual family income limit should not exceed Rs 40,000 for availing the benefits by women belonging to lower income group. For FY 2019-20, an allocation of Rs 350 lakh was provided, and Rs 262.50 lakh was spent as of December 2019. A total of 1750 women have been provided training through the Skill Development Corporation by WDC.

5) Udyogini (1987-88) – Women Development Corporation (2235-02-103-0-38)

The target group for the scheme is women of the age group of 18-55 years to undertake self-employment activities. The unit cost for SC/ST eligible women is Rs 5 lakh, and out of the unit cost, 70% or Rs 3.50 lakh is subsidised with the balance amount as bank loan. For other category eligible women, the unit cost is Rs 3 lakh and out of the unit cost, 30% or Rs 90,000 is subsidised with the balance amount as bank loan. The selected beneficiaries are provided EPD training from the government. For FY 2019-20, an allocation of Rs 2530 lakh was

provided, and Rs 1897.50 lakh was spent as of December 2019. For the current year, 3418 women have benefited from the scheme.

6) Stree Shakti (2000-01) (2235-02-103-0-41)

Introduced in 2000-01, the Streeshakti scheme has the objective of socio-economic empowerment of women by organising them into Self Help Groups (SHGs). So far, Rs 1.40 lakh rural Streeshakti groups have been formed in the state. Streeshakti groups have been provided 6% interest subsidy for the loans of Rs 0.25 to Rs 1 lakh availed by them. The groups are given legal awareness, training in skill development and financial empowerment. Incentives are given to groups which have started income generating activities and groups who have excess savings. An annual revolving fund of Rs 5,000 is given to the groups. For FY 2019-20, an allocation of Rs 1079 lakh was provided and expenditure of 347.80 lakh was incurred till December 2019. A total of 6057 SHGs have benefited from this scheme.

7) Samrudhi (2235-02-103-0-66)

The scheme is specifically for street vendors. It is being implemented by the KSWDC since 2016-17 for women belonging to BPL families and running roadside businesses. The main objective of the scheme is to reduce the unemployment problem in this demographic and also to provide them assistance at interest rates lower than available in the market. Under this scheme, a sum of Rs 10,000 is provided as financial assistance. During FY 2019-20, an allocation of Rs 300 lakh was provided, an expenditure of Rs 250 lakh was incurred as of December 2019 and 2,500 women had availed benefits under this scheme.

8) Dhanashree (2235-02-104-2-07)

This scheme started in 2016-17 and targets a particularly vulnerable demographic. The main objective of this programme is to encourage HIV infected women in the age group of 18-60 years to take up self-employment and raise their social status by enabling them to lead a dignified life. Under this scheme, each beneficiary is provided a loan of Rs 40,000 and subsidy of Rs 10,000. The loan amount of Rs 40,000 needs to be repaid in 36 instalments. For financial year 2019-20, allocation of Rs 500 lakh was provided and an expenditure of Rs 375 lakh was incurred as of December 2019. A total of 738 women benefitted from this scheme till December 2019.

9) Micro Credit Financing for SHGs (6235-60-800-0-06)

This scheme facilitates loans being sanctioned for SHGs' members, enabling them to take up income generating activities. Loan amounts ranging from Rs 5,000 to Rs 10,000 are sanctioned to each member with a maximum of Rs 1 lakh for each SHG at the rate of 6% interest per annum. During FY 2019-20, Rs 500 lakh had been allocated. Till December 2019, a sum of Rs 375 lakh had been incurred. A total of 187 women members were benefitted.

II. Non- Beneficiary oriented schemes

- **Department of Women and Child Development**

1) Construction of training institute for SHGs & cluster (2011-12) (4235-02-103-1-04)

This scheme is being implemented to construct four divisional level training centres for Self-Help Groups & cluster groups and also to facilitate training for the Streeshakti groups / Federation members including marketing for the products produced by them. In FY 2018-19 an allocation of Rs 20 lakh was provided and Rs 5 lakh expenditure had been incurred till December 2019.

III. Beneficiary and Non-Beneficiary Oriented Schemes: District Sector

1) Infrastructure Facilities to Milk Producing Cooperative Societies for women (2425-00-101-0-30) (Link Code: 2425-00-196-1-01)

Under this scheme, financial assistance of Rs 50,000 per society is provided for infrastructure development, such as construction of building for the collection of milk and for purchasing equipment for Rs 4,000. For FY 2019-20, an allocation of Rs 70.75 lakh had been provided and Rs 2 lakh had been incurred till December 2019.

2) Loans to Women Cooperatives for Construction of Common Workshed (6425-00-101-0-31 & 6425-00-108-3-74) (Link Code: 2425-00-196-1-01)

This programme caters to entrepreneurship through loans for the creation of work infrastructure. Loan assistance is provided to the women's cooperative societies for the

construction of common workshed. Maximum assistance of Rs 25,000 is provided to manufacturers of small products and other industrial products in the common workshed owned by them. For the year 2019-20, an allocation of Rs 13 lakh has been provided and no expenditure has been incurred till December 2019.

3) Investment in Women's Cooperatives (4425-00-101-0-62) (Link Code: 2425-00-197-1-01)

The scheme aims to incentivise the proper functioning of women cooperative societies by providing assistance to meet the managerial costs during the initial years for engaging the services of qualified persons in the establishment. Financial assistance of Rs 7,500 per society is released on a descending scale of Rs 3,000, Rs 2,500 and Rs 2,000 during the first, second and third year respectively. Further, the societies are assisted with share capital and loan of Rs 25,000 each. For FY 2019-20, an allocation of Rs 23.75 lakh was provided and no expenditure had been incurred till December 2019.

4) Loans to Women Co-operatives (Working Capital) and Construction of Business Premises (6425-00-101-0-64) (Link Code: 2425-00-197-1-01)

This also caters to the infrastructure-related needs of entrepreneurial ventures of women. Under the scheme, loan assistance up to Rs 1 lakh at a low rate of interest is provided to the women cooperative societies for the construction of business premises. For the year 2019-20, an allocation of Rs 7 lakh had been provided and no expenditure had been incurred till December 2019.

Thus out of 60 odd schemes benefitting women in several ways under the departments of revenue, transport, social welfare and so on, a total 19 schemes were seen to have a direct or indirect bearing on women entrepreneurs in the state. The department of women and child development had the lion's share in this as 9 out of the 19 schemes are monitored by the department. The gender budgeting model currently followed divides these schemes into category A and B where the former has 100 per cent women beneficiaries and the latter has 30 to 99 per cent women as beneficiaries. To understand the scope of fiscal efforts by the government on women's entrepreneurship, the table below provides the budget allocations of the last three years on the Category A schemes discussed above.

Table. 1: GENDER BUDGET 2020-21: Holistic picture of Category A Schemes targeting women entrepreneurship (Source: Calculated using Gender Budgets 2016-17 to 2020-21)

Department	Scheme/ no.	Demand	Accounts 2018-19	Budget (BE)2019- 20	Revised 2019-20	Budget BE 2020-21
Department of Animal Husbandry and Veterinary Services	1) Dairy Programme for Women - KMF (2007-08) (2404-00- 191-1-16)		1082.07	900	900	0
Social Welfare Dept	1) Micro Credit to SCs through Self Help Groups (SHGs) (2225-01-190-2-09)		1400	1400	650	1000
	2) Micro Credit to STs through Self Help Groups (SHGs) (2225-02-190-2-07)		650	650	162.5	650
	3) Micro Credit to SCs through Self Help Groups (SHGs) (4225-01-190-0-03)		524	525	525	550
	4) Micro Credit to STs through Self Help Groups (SHGs) (4225-02-190-1-02)		123	500	500	500
Department of Women and	1) Chetana (2235-01- 202-3-01)		205	205	205	400

Child Development					
	2) Interest subsidy for women through KSFC (2235-02-001-0-10)	3924	1000	1000	5000
	3)Rehabilitation of Devadasi women (1994) (2235-02-103-0-11)	700	830	830	614
	4)Training Programme for Women Entrepreneurs through Women's Development Corporation (2004-05) (2235-02-103-0-16)	500	350	350	100
	5)Udyogini (1987-88) – Women Development Corporation (2235-02-103-0-38)	2530	2530	2530	2000
	6)Stree Shakti (2000-01) (2235-02-103-0-41)	1224.64	1079	1105.86	702
	7)Samrudhi (2235-02-103-0-66)	500	500	300	0
	8)Dhanashree (2235-02-104-2-07)	500	500	500	200

	9)Micro Credit Financing for SHGs (6235-60-800-0-06)	500	500	500	2500
Department of Women and Child Development(Non-Beneficiary oriented)	1)Construction of training institute for SHGs & cluster (2011-12) (4235-02-103-1-04)	10	20	20	0
Block Grants for Beneficiary and Non-Beneficiary Oriented schemes	Multiple other activities influencing women entrepreneurship	581.1	597.08	597.08	430.33
TOTAL		14953.81	12086.08	10675.44	14646.33

It is to be noticed that for 9 out of 11 odd schemes listed above, there have been budget cuts in the latest Gender Budget FY 2020-21. Some schemes like the ‘Construction of training institute for SHGs & clusters’, ‘Samruddhi’ and ‘Dairy programme of Women’ have seen zero allocations in the provisional budget 2020-21, the reasons for which remain to be explored. Yet, there has been an overall increase in budget allocations for women entrepreneurship in comparison with last year.

For a better understanding of the fiscal policy of government, let us now see a comparative analysis of the last five years’ budgets.

Table-2: GENDER BUDGET ALLOCATION FOR THE LAST FIVE YEARS for schemes targeting women entrepreneurship (Source: Calculated using Gender Budgets 2016-17 to 2020-21)

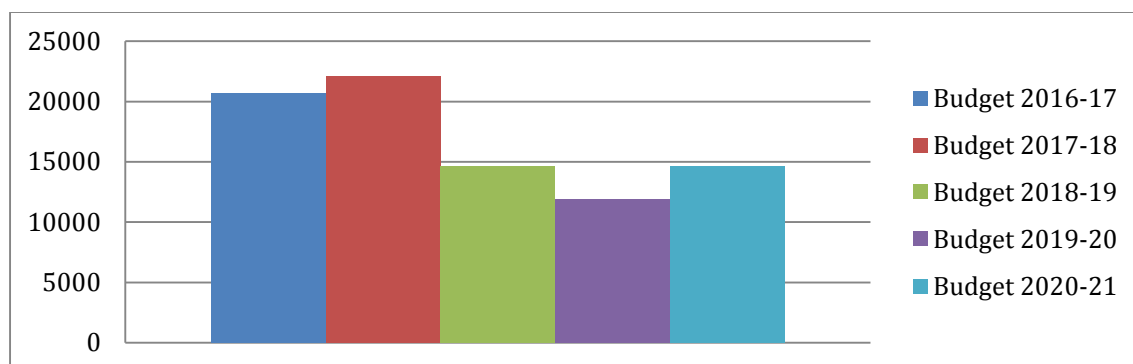
Department	Scheme/ Demand no.	Budget RE 2016-17	Budget RE 2017-18	Budget RE 2018-19	Budget RE 2019-20	Provisional Budget BE 2020-21
Department of Animal Husbandry and Veterinary Services	1) Dairy Programme for Women - KMF (2007-08) (2404-00-191-1-16)	1450	1450	1101	900	0
Social welfare Dept	1) Micro Credit to SCs through Self Help Groups (SHGs) (2225-01-190-2-09)	1500	1800	1400	1400	1000
	2) Micro Credit to STs through Self Help Groups (SHGs) (2225-02-190-2-07)	400	575	650	650	650
	3) Micro Credit to SCs through Self Help Groups (SHGs) (4225-01-190-0-03)	2500	900	524	525	550
	4) Micro Credit to STs through Self Help Groups (SHGs) (4225-02-190-1-02)	200	225	123	500	500
Department of Women and	1) Chetana (2235-01-202-3-01)	200	205	205	205	400

Child Development						
	2)Interest Subsidy for women through KSFC (2235-02-001-0-10)	250	3500	3294	1000	5000
	3)Rehabilitation of Devadasi women (1994) (2235-02-103-0-11)	800	700	700	830	614
	4)Training Programme for Women Entrepreneurs through Women's Development Corporation (2004-05) (2235-02-103-0-16)	416	416	500	350	100
	5)Udyogini (1987-88) – Women Development Corporation (2235-02-103-0-38)	2084	2000	2530	2530	2000
	6)Stree Shakti (2000-01) (2235-02-103-0-41)	8100	7500	1470	1079	702
	7)Samrudhi (2235-02-103-0-66)	1000	1052	500	300	0
	8)Dhanashree (2235-02-104-2-07)	500	500	500	500	200
	9)Micro Credit Financing for SHGs (6235-60-800-0-06)	1000	1000	500	500	2500

Department of Women and Child Development(Non-Beneficiary oriented)	1)Construction of training institute for SHGs & cluster (2011-12) (4235-02-103-1-04)	100	50	20	20	0
Block Grants for Beneficiary and Non-Beneficiary Oriented schemes	Multiple schemes	171	182	584	597.08	430.33
	TOTAL	20671	22055	14601	11886.08	14646.33
	PER CENT INCREASE/DECREASE		7%	-34%	-19%	23%
			(Increase)	(Decrease)	(Decrease)	(Increase)

There was a constant decrease in budgets since 2017 fiscal. Though the budget allocations increase by 23 % in the current fiscal year, the overall trend in government allocations in the last five years looks to be declining. From the table above we can see that between 2016-17 and 2020-21, state spending on women entrepreneurship has declined by about 29 %.

Fig. 6: Declining state allocation over last five years (figures in lakh) (Amount on Y axis, Year on X axis)



(Source: Gender Budgets 2016-17 to 2020-21)

For instance, let us take the case of KSWDC - Karnataka State Women and Child Development Corporation. The department implements the highest number of schemes having an impact on women entrepreneurship. So to understand the patterns of expenditure and to assess if there are cases of underspending, let us perform a comparative analysis of physical as well as financial achievements of the category A schemes influencing women entrepreneurship under Karnataka State Women Development Corporation and the Department of Women and Child Development. Schemes under analysis are:

Karnataka State Women Development Corporation
1)Chetana (Sex workers)(2235-01-202-3-01)
2)Interest Subsidy for women through KSFC (2235-02-001-0-10)
3)Rehabilitation of Devadasi women (1994) (2235-02-103-0-11)
4)Training programme for women entrepreneurs through Women's Development Corporation (2004-05) (2235-02-103-0-16)
5)Udyogini (1987-88) – Women's Development Corporation (2235-02-103-0-38)
6)Stree Shakti (2000-01) (2235-02-103-0-41)
7)Samrudhi (Street Vendors)(2235-02-103-0-66)
8)Dhanashree (HIV +ve) (2235-02-104-2-07)

9)Micro Credit Financing for SHGs (6235-60-800-0-06)

List of Indicators that are targeted to be potentially impacted by the schemes:

1. Chetana Scheme
 - a. Increase in non-farm jobs done by women
 - b. Access to credit
 - c. Savings, Wages
 - d. Financial independence

2. Interest subsidy for women through KSFC
 - a. Access to credit
 - b. Financial independence
 - c. Increase in non-farm jobs done by women
 - d. Self-employed as a percentage of total employed
 - e. Number of small businesses

3. Rehabilitation of Devadasi women
 - a. Increase in non-farm jobs done by women
 - b. Access to credit
 - c. Savings, wages
 - d. Financial independence

4. Training programme for women entrepreneurs through Women's Development Corporation
 - a. Skill development
 - b. Labour force participation rate for women
 - c. Access to credit

5. Udyogini
 - a. Skill development

- b. Labour force participation rate for women
 - c. Access to credit
6. Samrudhhi
- a. Labour force participation rate for women
 - b. Access to credit
 - c. Improvement of wages for women in BPL families
 - d. Financial independence
7. Dhanashree
- a. Social inclusion for HIV positive women
 - b. Financial independence
 - c. Access to credit
8. Micro credit financing for SHGs
- a. Increase in SHG membership
 - b. Access to credit for SHGs
 - c. Increase in Non- farm jobs done by women

The following matrix explains the targetted indicators better.

Table-3: List of indicators potentially targetted by the objectives of the women entrepreneurship schemes

Indicators													
Sr. no.	Scheme	Increase in non-farm jobs done by women	Access to credit	Savings, Wages	Financial independence	Self-employed as a percentage of total employed	Number of small businesses	Skill development	Labour force participation rate for women	Improvement of wages for women in BPL families	Social inclusion for HIV positive women	Increase in SHG membership	Social-inclusion for devadasi women
1	Chethana Scheme	✓	✓	✓	✓	✓	✓	☐	✓	☐	☐		
2	KSFC Interest Subsidy Scheme	✓	✓	✓	✓	✓	✓	☐	✓	☐	☐		
3	Rehabilitation of devadasi women	✓	✓	✓	✓	✓	✓	☐	✓	☐	☐		✓
4	Udyogini	✓	✓	✓	✓	✓	✓	✓	✓	☐	☐		
5	Women Training Programma	✓	✓	✓	✓	✓	✓	✓	✓	☐	☐		
6	Micro Credit Financing for SHGs	✓	✓	✓	✓	✓	✓	☐	✓	☐	☐	✓	
7	Samrudhi (Street Vendors)	✓	✓	✓	✓	✓	✓	☐	✓	✓	☐		
8	Dhanashree (HIV +ve)	✓	✓	✓	✓	✓	✓	☐	✓	☐	✓		

Table-4: Gender Budget (last five years): Schemewise allocation to Category A schemes (8 schemes mentioned above) influencing women entrepreneurship of the Dept. of Women and Child Development

(Source: Gender Budgets 2016-17 to 2020-21)

	2016-17	2017-18	2018-19	2019-20	2020-21
Total allocation to WCD	444144	500345.29	577383.88	521806.7	462591.25
Category A allocations under WCD	65531	78688.72	90732	79633.04	38255.4
Women entrepreneurship schemes allocation	6180	9373	8729	6215	10814
Per cent allocation to women entrepreneurship schemes out of total allocation to WCD	1%	2%	2%	1%	2%
Per cent allocation to women entrepreneurship schemes out of total allocation to category A	9%	12%	10%	8%	28%

From the table above, we gather the following:

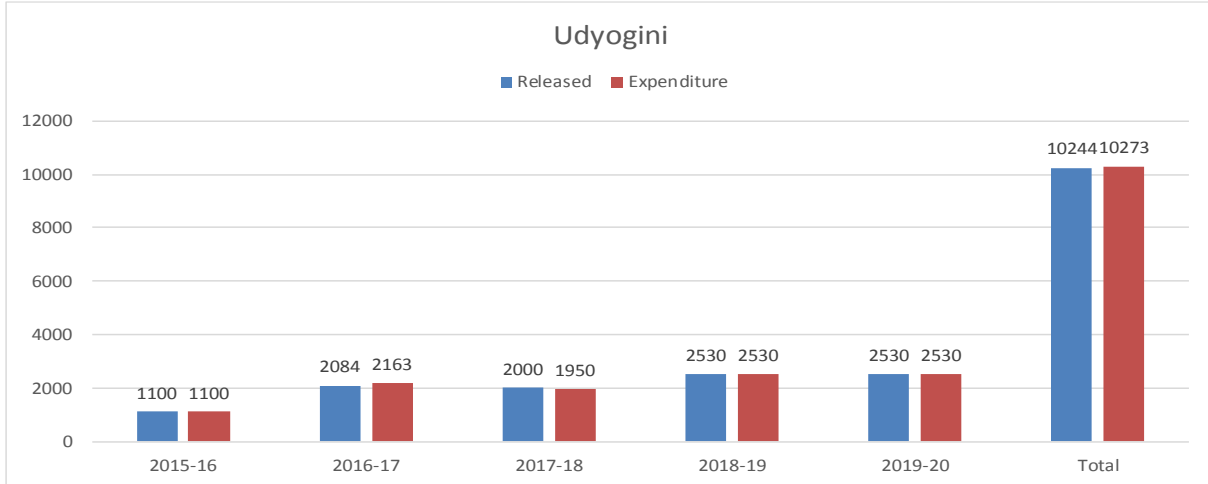
1. Total allocations to category A schemes have declined, more so in the last two years.
2. Allocations to women entrepreneurship schemes under WCD show a steady rise in amount.
3. There is an increasing trend in the percentage share of women entrepreneurship related budget allocations in the Category A allocations. But the reason for this could also be the above two inferences. A major decline in total Category A allocations under WCD and a more or less steady rise in WE schemes might have contributed to the major rise in share of WE schemes in the allocations.

Sometimes the reason for less allocations can be the much needed of rationalisation of subsidies, though this motivation would hold ground only in case there is an actual need for rationalisation, if the schemes are facing problems like underutilisation, misappropriation of funds, leakage or very low socio-economic viability. Thus let us take a look at the physical and financial performance of the WE schemes under consideration.

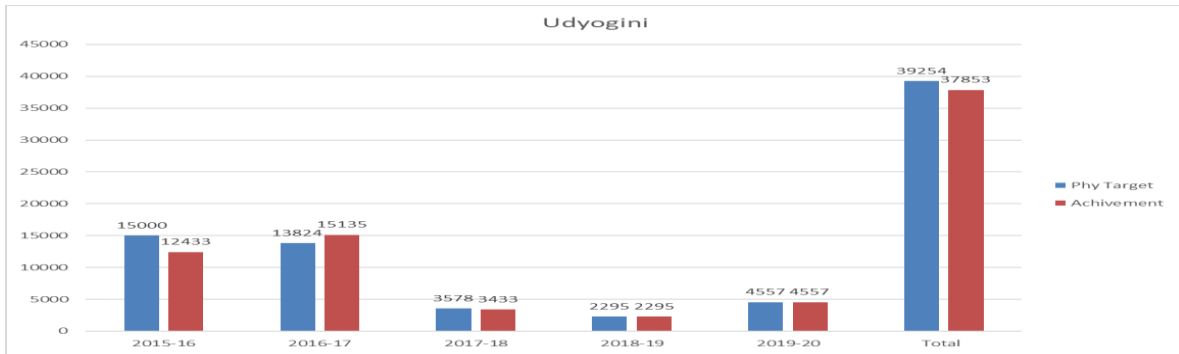
(For all the graphics prepared below, Source: Data received from KSWDC)

- UDYOGINI**

1) Financial targets and achievements for last five years (Amount in lakh on Y axis, Year on X axis)

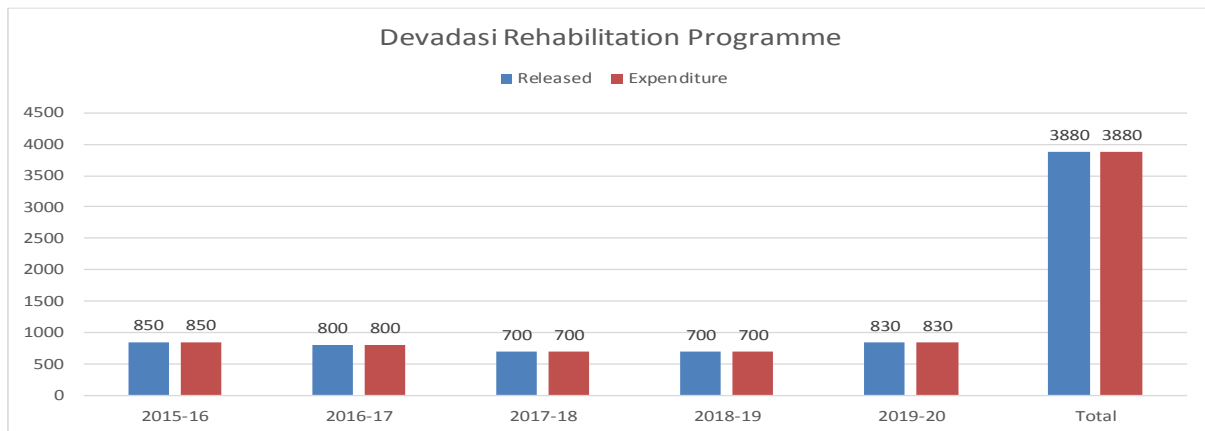


2) Physical targets and achievements (Number of beneficiaries on Y axis, Year on X axis)

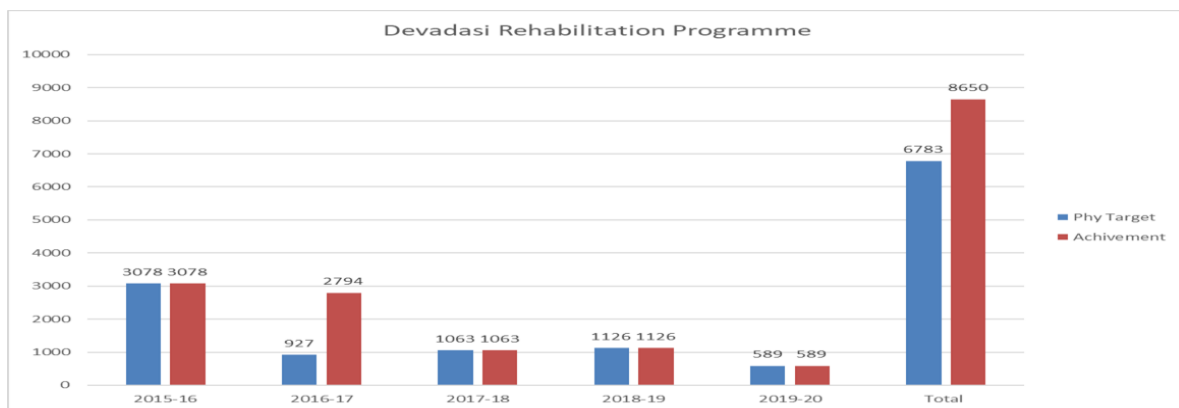


- DEVADASI REHABILITATION SCHEME**

1) Fiscal targets and achievements (Amount in lakhs on Y axis, Year on X axis)

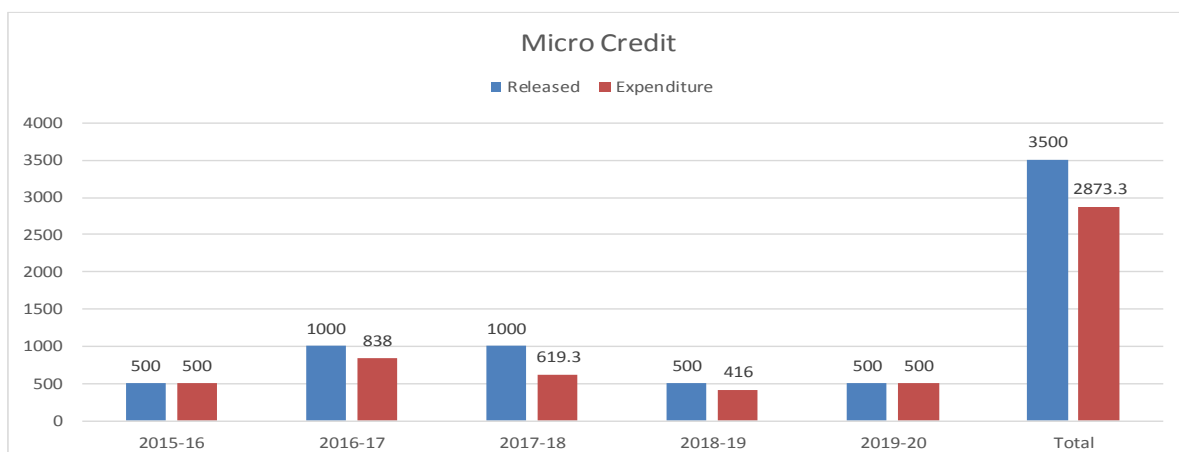


2) Physical targets and achievements (Number of beneficiaries on Y axis, Year on X axis)

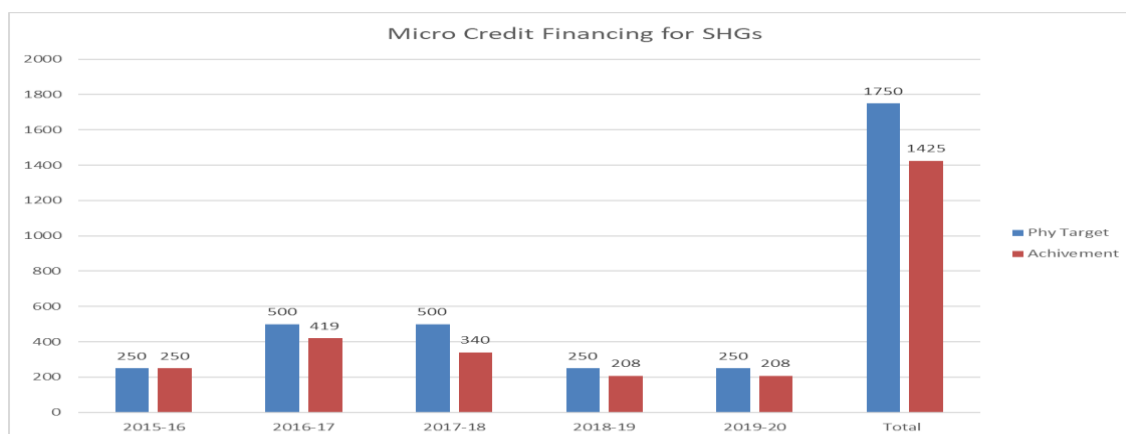


- MICRO CREDIT FINANCING FOR SHGs**

1) Fiscal Targets and achievements (Amount in lakhs on Y axis, Year on X axis)

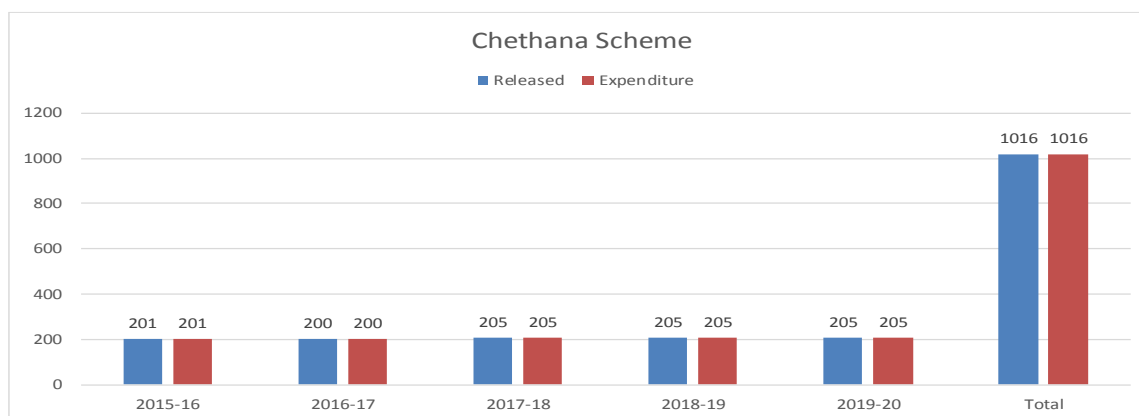


2)Physical targets and achievements (Number of beneficiaries on Y axis, Year on X axis)

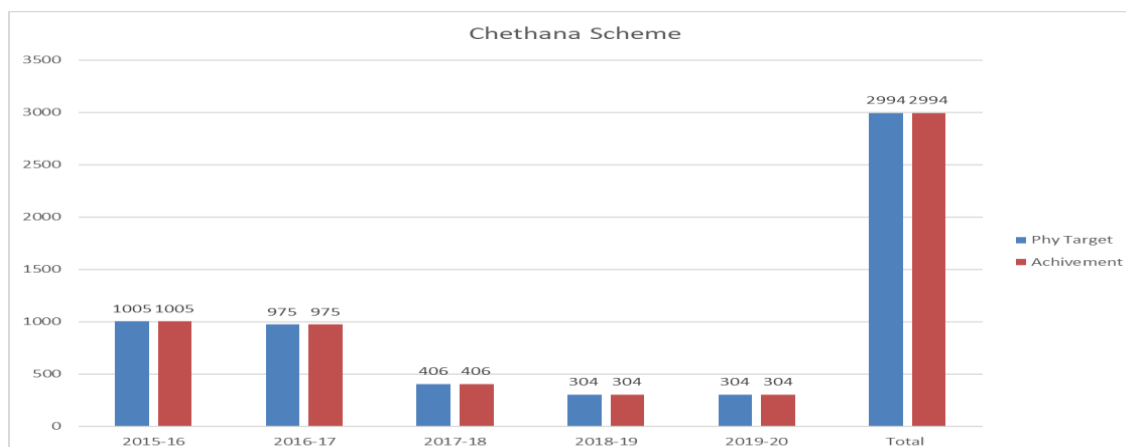


- CHETHANA SCHEME**

1)Fiscal targets and achievements (Amount in lakhs on Y axis, Year on X axis)

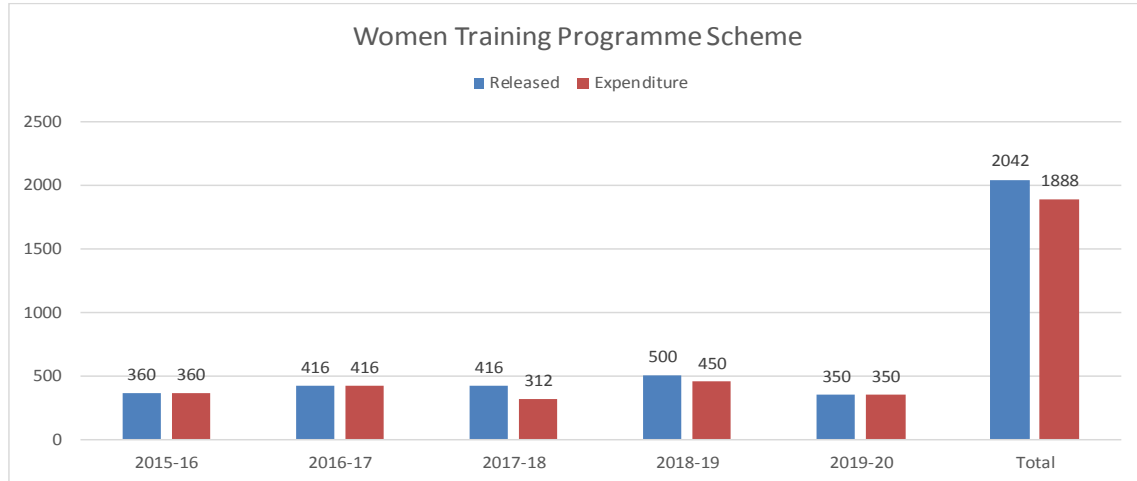


2) Physical targets and achievements (Number of beneficiaries on Y axis, Year on X axis)

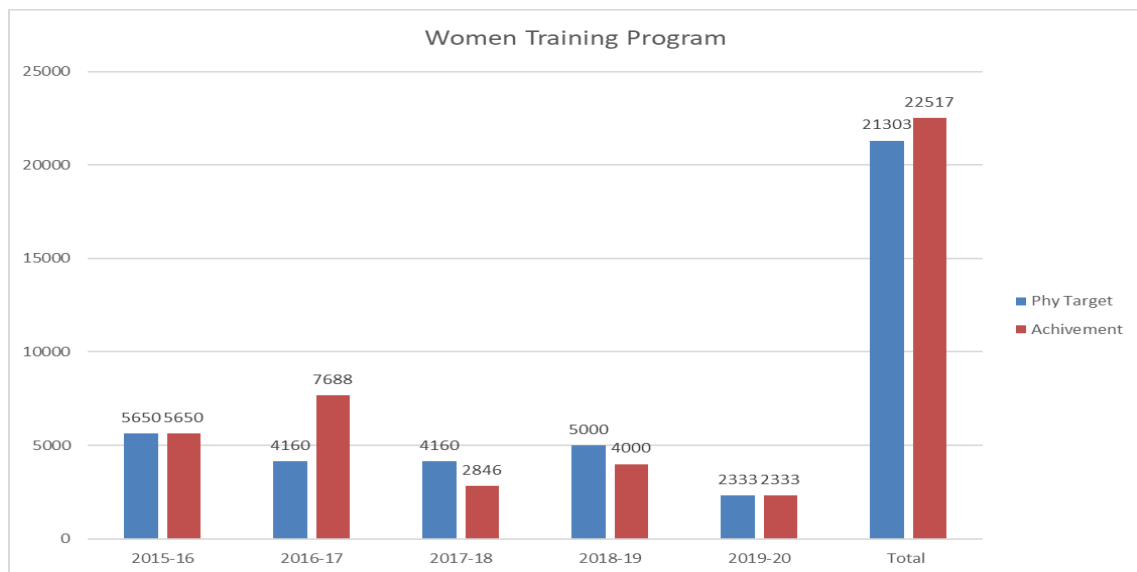


- **WOMEN'S TRAINING PROGRAMME**

1) Fiscal targets and achievements (Amount in lakh on Y axis, Year on X axis)

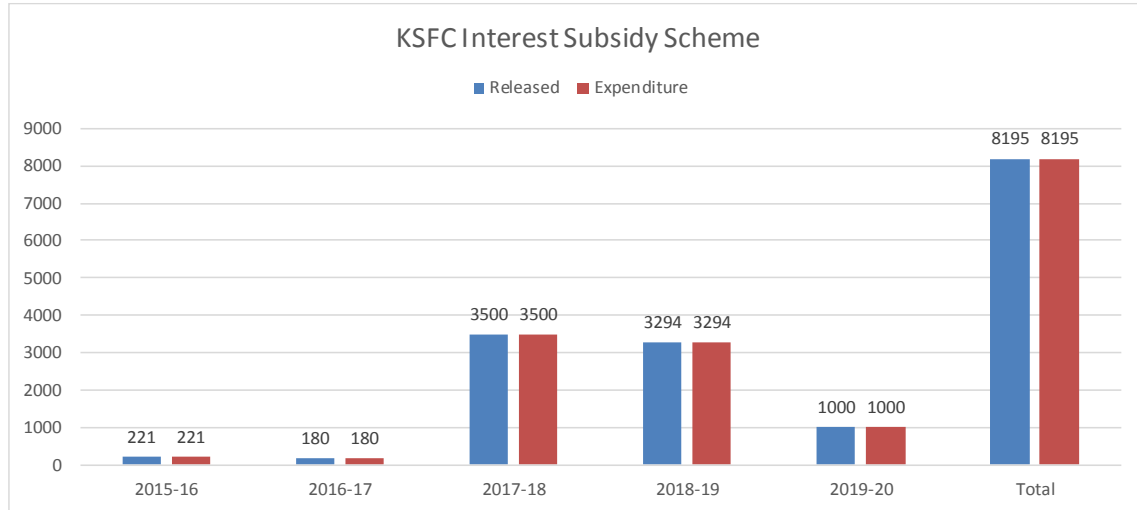


2) Physical targets and achievements (Number of beneficiaries on Y axis, Year on X axis)

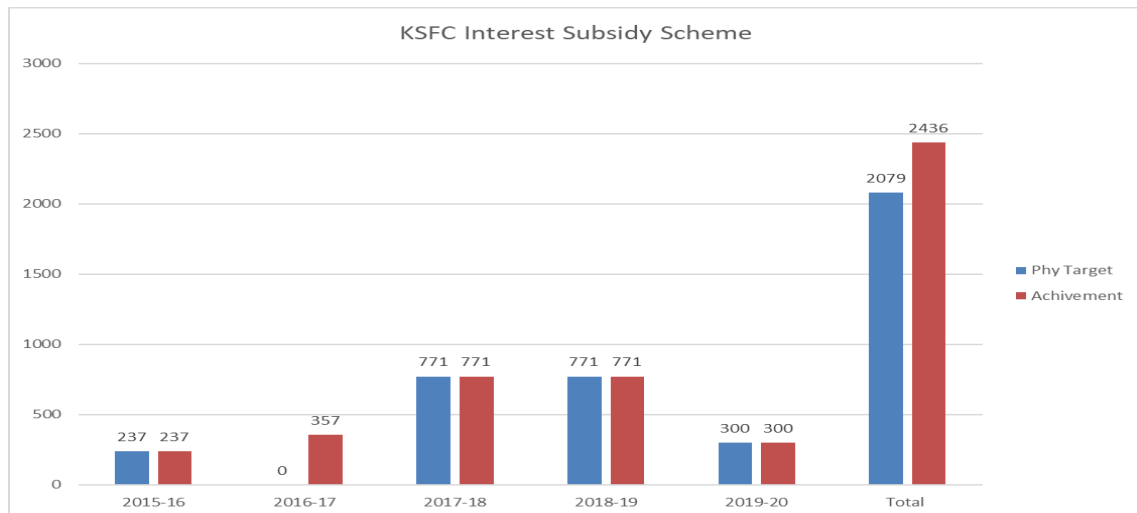


- KSFC INTEREST SUBSIDY SCHEME**

1) Fiscal targets and achievements (Amount in lakh on Y axis, Year on X axis)

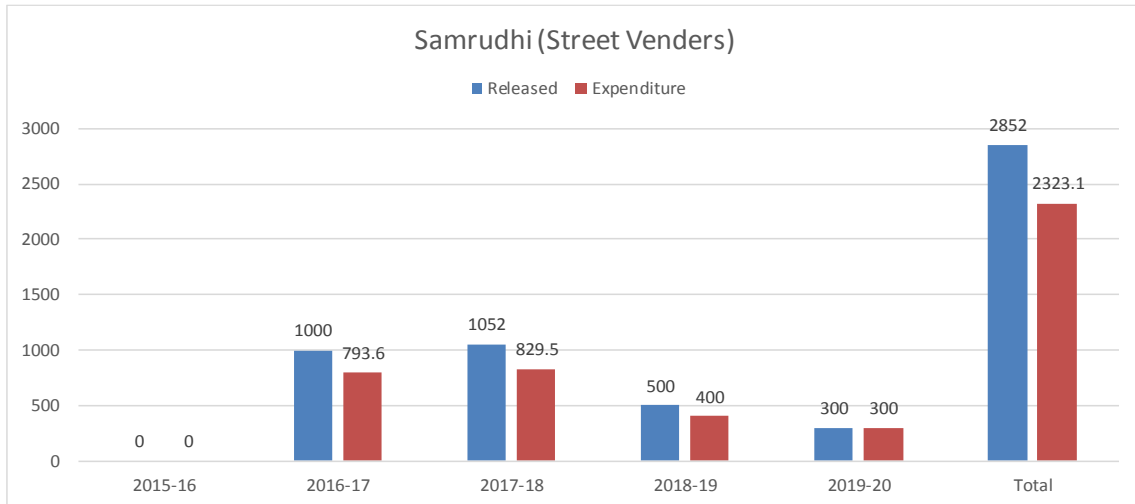


2) Physical targets and achievements (Number of beneficiaries on Y axis, Year on X axis)

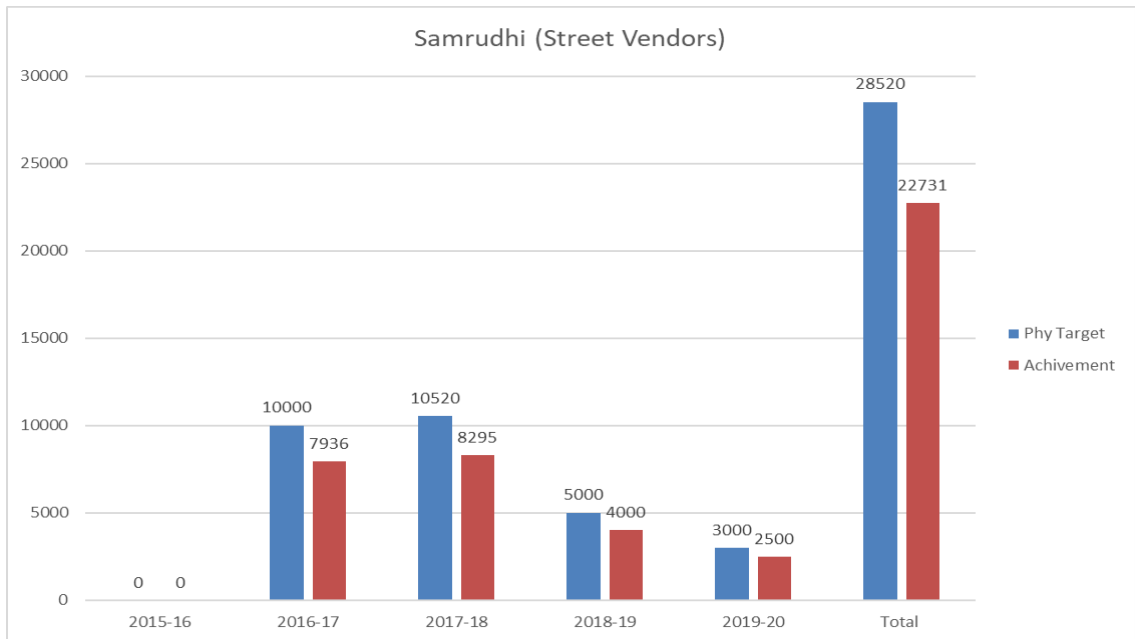


- SAMRUDDHI (Street Vendors Scheme)**

1) Fiscal Targets and achievements (Amount in lakhs on Y axis, Year on X axis)

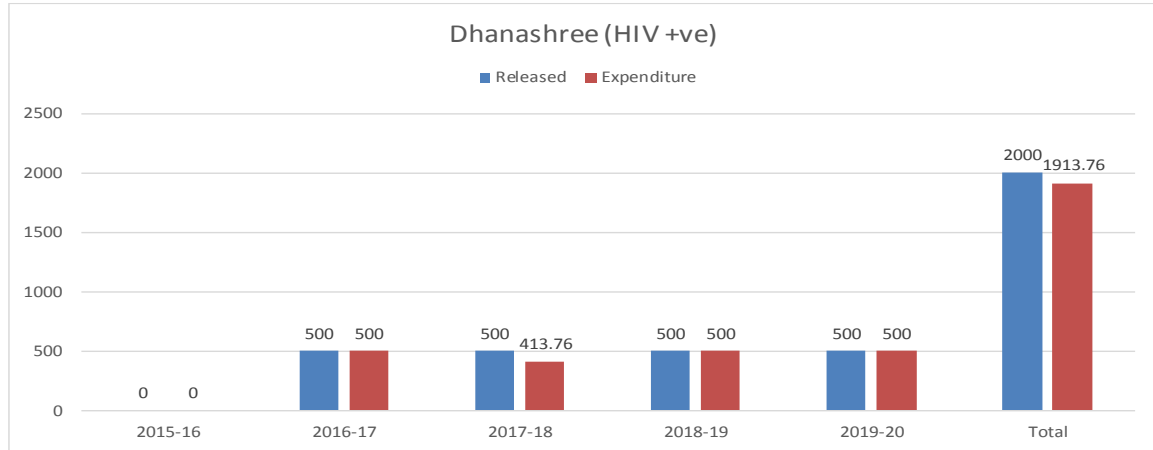


2) Physical targets and achievements (Number of beneficiaries on Y axis, Year on X axis)

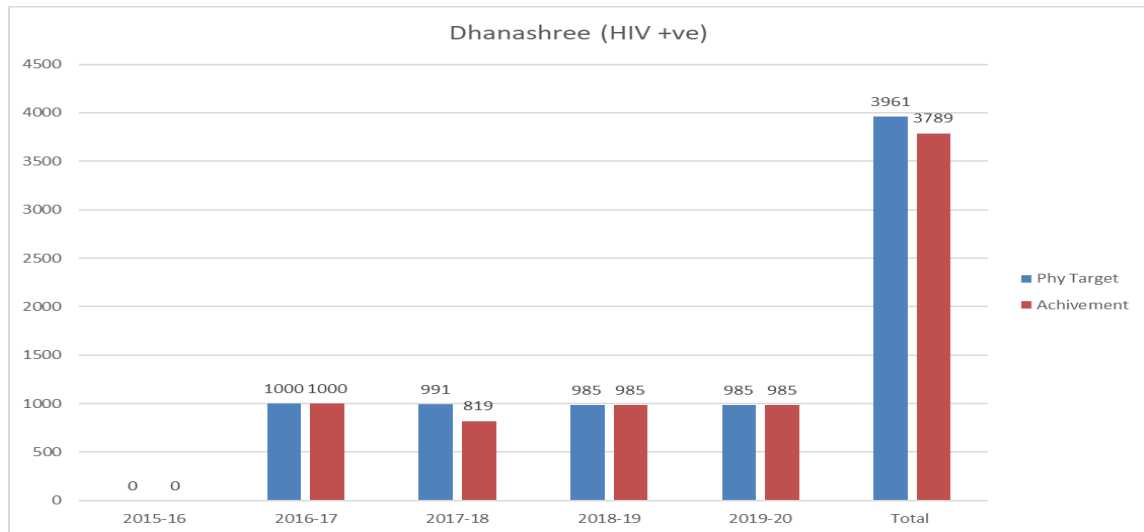


- DHANASHREE (for HIV+ve women)**

1) Fiscal targets and achievements (Amount in lakhs on Y axis, Year on X axis)



3) Physical targets and achievements (Number of beneficiaries on Y axis, Year on X axis)



The following table compares the schemes and their rates of achievement with respect to the targets over the last five years:

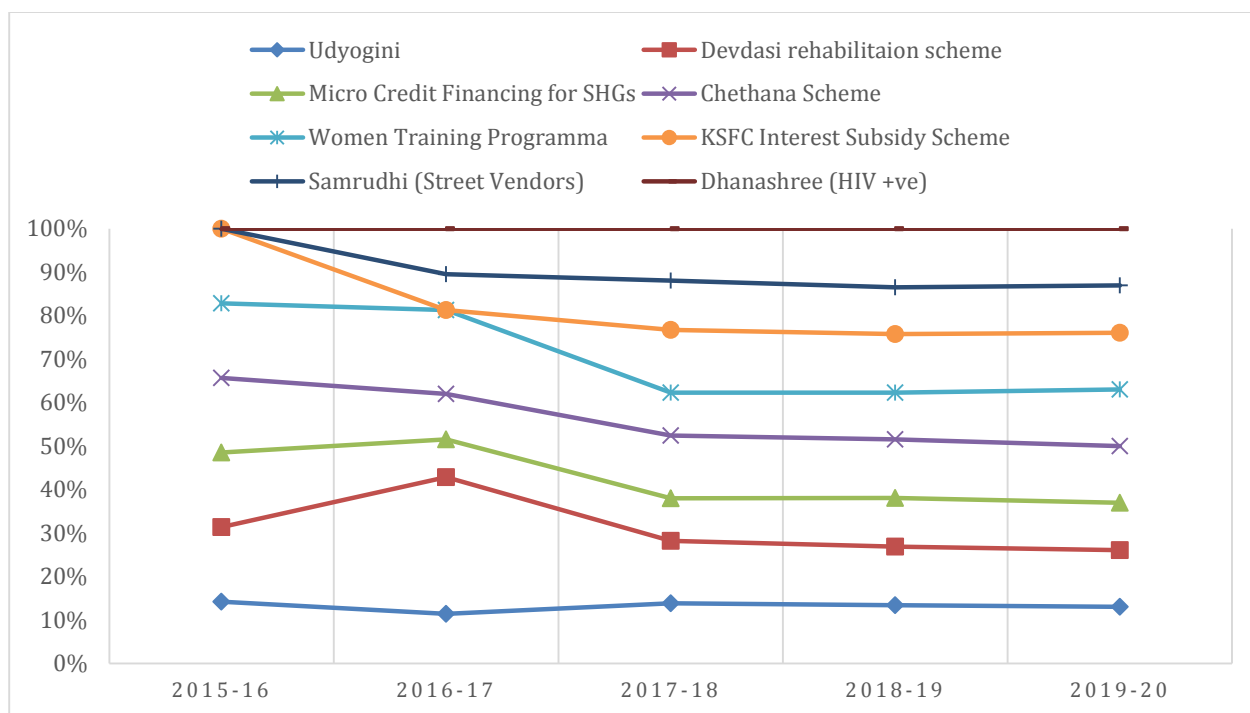
Table-5: Physical targets and achievements of women entrepreneurship schemes over the last five years (Source: Calculated using Data received from KSWDC)

Sl. No.	Schemes	2015-16			2016-17			2017-18			2018-19			2019-20			Total		
		Phy Target	Achivement	Rate of achievement	Phy Target	Achivement	Rate of achievement	Phy Target	Achivement	Rate of achievement	Phy Target	Achivement	Rate of achievement	Phy Target	Achivement	Rate of achievement	Phy Target	Achivement	Rate of achievement
1	Udyogini	15000	12433	83%	13824	15135	109%	3578	3433	96%	2295	2295	100%	4557	4557	100%	39254	37853	96%
2	Devadasi Rehabilitation Programme	3078	3078	100%	927	2794	301%	1063	1063	100%	1126	1126	100%	589	589	100%	6783	8650	128%
3	Micro Credit Financing for SHGs	250	250	100%	500	419	84%	500	340	68%	250	208	83%	250	208	83%	1750	1425	81%
4	Chethana Scheme	1005	1005	100%	975	975	100%	406	406	100%	304	304	100%	304	304	100%	2994	2994	100%
5	Women Training Programma	5650	5650	100%	4160	7688	185%	4160	2846	68%	5000	4000	80%	2333	2333	100%	21303	22517	106%
6	KSFC Interest Subsidy Scheme	237	237	100%	0	357		771	771	100%	771	771	100%	300	300	100%	2079	2436	117%
7	Samrudhi (Street Vendors)	0	0		10000	7936	79%	10520	8295	79%	5000	4000	80%	3000	2500	83%	28520	22731	80%
8	Dhanashree (HIV +ve)	0	0		1000	1000	100%	991	819	83%	985	985	100%	985	985	100%	3961	3789	96%
	Total	25220	22653	90%	31386	36304	116%	21989	17973	82%	15731	13689	87%	12318	11776	96%	106644	102395	96%

Table-6: Comparative average rate of achievement of physical targets from FY 2015-16 to FY 2019-20. (Source: Calculated using Data received from KSWDC)

	Schemes	2015-16	2016-17	2017-18	2018-19	2019-20	Average Rate of achievement
		Rate of achievement	Rate of achievement	Rate of achievement	Rate of achievement	Rate of achievement	
1	Udyogini	83%	109%	96%	100%	100%	98%
2	Devadasi Rehabilitation Programme	100%	301%	100%	100%	100%	140%
3	Micro Credit Financing for SHGs	100%	84%	68%	83%	83%	84%
4	Chethana Scheme	100%	100%	100%	100%	100%	100%
5	Women Training Programma	100%	185%	68%	80%	100%	107%
6	KSFC Interest Subsidy Scheme	100%	NA	100%	100%	100%	100%
7	Samrudhi (Street Vendors)	NA	79%	79%	80%	83%	80%
8	Dhanashree (HIV +ve)	NA	100%	83%	100%	100%	96%
	Total	90%	116%	82%	87%	96%	94%

Fig. 7: Comparison of target achievement rates from FY 2015-2016 to FY 2019-20.
 (Source: Calculated using Data received from KSWDC)



V. POLICY VOIDS AND STRATEGIC RECOMMENDATIONS

It was observed through the study of gender budgets and conversations with officers from the department that some schemes have been performing very well over the years. For instance, the KSFC Interest subsidy scheme has an average rate of physical target achievement of 100% in the last five years from FY 2015-16 to 2019-20. Yet the scheme has seen a constant decline in the budget allocations over the same period. From the lack of field data on the issue, reasons for this declining trend cannot be attributed currently, yet an increase of budgetary allocations to the high performing scheme is a natural course of action for the coming fiscal years.

There have been instances of underspending the allocated budgets. For several schemes, underutilisation of resources occurs. There are a number of reasons relating to field realities of implementation of these schemes that might contribute to the cases of underspending. Conversations with consultants and development inspectors from the KSWDC and DWCD revealed some after-budget concerns were the reason why the number of beneficiaries was less satisfactory.

For the women's training programme, the average achievement rate was above 100% , yet on the ground, the scheme has not been able to improve the employment rate indicator as promised. The scheme comprehensively covers the skill-building part, yet after skilling, the employment rate has been low as there is no assistance provided in that area. This means there is a policy gap in connecting the skilled women to employment or self-employment. There is a need for handholding and motivation efforts after skilling to be included as a part of the scheme budget. For most other schemes where credit subsidies have been extended to socio-economically marginalised women, the gender budget shows a declining trend despite almost all of them showing average achievement rates of over 80% over the last five years. With such high achievement rates, wherever there is a problem of underutilisation of allocated funds, the reasons have to attributed to the gaps in implementation or administration.

One example of such a gap is the understaffed Department of Women and Child Development all across the state. Only one development inspector is assigned to each district office of the department. This officer has crucial responsibilities including monitoring as well as publicity related duties. She has to undertake the important task of spreading awareness about the schemes from the department through local newspapers and other media. The task is an essential aspect of policy implementation as it can help reduce the information asymmetry between the state and the potential beneficiaries. Backward districts where devadasis and those from other marginalised demographics is substantially large are particularly vulnerable to the perils of not having enough awareness about the schemes that are tailor-made for their well-being. In this context, understaffed offices are a flaw that cannot be overlooked and has to be rectified.

VI. LIMITATIONS OF THE STUDY

The only major limitation to the study was created by the COVID-19 pandemic. Due to lockdown in Karnataka as well as personal safety issues, conducting field research was not a feasible option. The author's data sources are hence all secondary, involving phone interviews with department officers, data sourced from the state department and a thorough review of the literature, also including extensive comparative analysis of Gender Budgets for the last five years and other state documents. Another obstacle to the study was that many officers of the state department directly involved in the implementation of schemes were on COVID-19 duty over the period of the research. This made it difficult for them to allot time for telephonic

interviews for the research. The study is thus only an indicative framework and hence gender disaggregated primary data collection is highly recommended in order to be able to offer and implement concrete policy solutions for women entrepreneurship.

VII. CONCLUSION

Mahatma Gandhi proclaimed, "Woman must cease to consider herself the object of man's lust. The remedy is more in her hands than in men. She must refuse to adorn herself for men including her husband, if she will be an equal partner with man." Entering the third decade of the 21st century, the women of Karnataka are itching to break age-old metaphorical jails that patriarchy put them in. Educated and enabled through the platter of well-tailored schemes by the government, they have economic independence in easy reach. However, to see real improvement in per capita income and the complete annihilation of social exclusion of marginalized and needy women, much remains to be done on both policy and implementation fronts. The upcoming gender audit, if deployed with regularity, has a real chance at eliminating one of the biggest flaws in budgeting and policy making - the lack of gender-disaggregated data. One can say that gender auditing, coupled with an increase in investment on bridging the connection gaps between skill and employment, and sufficient staffing can be the prospective policy goals for women entrepreneurship in the short as well as the long term.

With the help of the above discussion, it is clear that woman entrepreneurs in Karnataka are supported by a variety of facilities to start entrepreneurship. Not only the government, but also various other association and groups have shown interest in supporting the women entrepreneurs.

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