



Gender Responsive Budget: Its impact on health, education and labour force participation of women in Patna

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Abstract : *The innovative concept of Gender Budgeting has received substantial attention worldwide. There are about 85 countries around the world which have followed Gender Budgeting. Gender Budgeting is looking at the economy through women's eyes. The issue of Gender Budgeting has become very important today in the Indian scenario of the social, economic and educational development of women as a whole. The present study was conducted to ascertain broad insights into the status of women in Bihar, with a view to*

examine any signs of transformation in gender relations. This paper evaluates concepts, terms and schemes related to Health, Education and Labour Force, and tries to situate the general condition of women in Bihar.

Keywords: *Gender budgeting, Health, Education, Labour Force.*

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Introduction :

Gender Budgeting is one of the important components of Gender mainstreaming. It is an initiative to ensure that the entire budgeting process is carried out in a gender perspective to bring gender equality and empowerment. Gender budgeting is a dissection of the Government Budget to establish its gender differential impacts and to translate gender commitments into budgetary commitments. Gender budgets are referred to by several names like "Gender Budgets", "Women's Budgets", "Gender Sensitive Budgets", "Gender Responsive Budgets", "Applied Gender Budget Analysis", etc. All these terms refer to gender budget initiatives.

The concept of Gender budgeting came into existence in 2005. For the first time, the Government of India included a statement on Gender budgeting in the budget 2005-06, which presented the magnitude of allocation for various schemes/programmes under 10 demands for grant that were expected to benefit women substantially, and hence make them eligible to be part of the Gender Budget. The total allocation, included in the Gender Budgeting statement, constituted about 2.8% of the total expenditure. In 2006-2007, these grants were given under 18 Ministries of the Union Government and 5 Union Territories, and it shows a rise of 5.1% of the total in the budget estimate for 2006-2007. The rationale for Gender Budgeting arises from recognition of the fact that national budgets impact men and women differently through the pattern of resource allocation. Women constitute 48% of India's population, but they lag behind men on many social indicators like health, education, economic opportunities etc. Hence, they warrant special attention due to their vulnerability and lack of access to resources. The way the government budgets allocate resources has the potential to transfer these gender inequalities.

The State Government has used a range of mechanisms to implement Gender Budgeting. These include the identification of Nodal departments for Gender Budgeting; constitution of a Gender Budgeting lens; formation of a State policy for gender; setting up of committees for oversight; creating a Gender Data Bank; making checklists; including a Gender Budget Statement in the State Budget; capacity building; publication of Brochure and Handbook; and conducting Performance Audit and Linkages.

Bihar Government in 2008-2009 introduced a Gender Sensitive Budget in 10 departments, with special focus on socio-economic development of women. 15% of the total budgetary allocations for 10 departments were earmarked. In 2011-2012, the number of departments reflecting budgetary allocations for women has increased to 16, whereas the table showing the GRB statement of the Govt. of Bihar is shown in the ANNEXURE. The Departments under GRB are:

1. Social Welfare
2. SC and ST Welfare
3. Public Health and Engineering

4. Minority Welfare
5. Human Resource Development
6. Health
7. Rural Development
8. Urban Development and Housing
9. Panchayati Raj
10. Labour Resources
11. Planning and Development
12. BC and EBC Welfare
13. Revenue and Land Reforms
14. Art, Culture, and Youth
15. Industry
16. Finance

Introduction to Health Education and Labour Force Participation

Gender inequality is a hindrance in the path of the growth and development of the State. The ideas and concepts of development stand not only upon the quantitative measures, which are basically growth but also depend upon the qualitative factors, like fulfillment of some of the basic human necessities, to lead their livelihood and to give each and every citizen the support of basic infrastructure, Health and Education, Economic opportunities. But, practically speaking, it is too hard to provide all these at the same time, for the government of a developing state like **BIHAR**, due to its resource constraint. In a state, where more than 40% of the population lives below poverty line and more than 80% of the population live in the pitiable condition of rural Bihar, to talk about the marginalization and equalization of women has been considered meaningless. Women remain disadvantaged; their opportunities for educational, social, and economical advancement are usually markedly inferior to those for men. On a positive note, however, this decade has witnessed great emphasis on women empowerment. Thus, this CPE research project has tried to situate the general condition of women in Bihar in terms of health, education, empowerment, autonomy, participation in work and the institutional efforts in order to reach women. This, hopefully, will enable us to contextualize our study.

Health :

Good health is an integral component of human wellbeing. It is a fundamental human capacity that

enables every individual to achieve her/his potential to actively participate in social, economic and political processes. Providing quality and affordable health care to the largest population, particularly the poor and underprivileged, is a formidable task for the Bihar Government.

The State has recorded the highest decadal growth during the 1990s. While all-India decadal growth rate of population was 21.34%, the population of Bihar rose by 28.45% between 1991 and 2001. The major health and demographic indicators of the State, like Infant Mortality Rate, Maternal Mortality Ratio, Total Fertility Rate, etc. are much higher than the all-India level and reflect a poor health status in the State. Although the Human Development Index has increased for Bihar, like the rest of India, still the State lags behind at 0.367 compared to the Indian average of 0.472. Amongst the major States, the HDI of Bihar has been the lowest for the last three decades. In view of the large population size, High Poverty Ratio and High Decadal Growth indices in the State; Bihar is one of the States covered by the National Health Mission.

Health is still not a high priority area and, as such, needs to be brought under the prime focus, particularly at the State level. The reason why we are focusing on women's health status is because health is an area where women suffer. To work with the hypothesis in more depth, we have taken three schemes run by the Government so that it would become easier and more specific for us to know whether our hypothesis is correct or not.

A short introduction of the Schemes :

- **JANANI SURAKSHA YOJANA (JSY):**—JSY was launched in April 2005, to enable women, especially from the vulnerable sections of the society, to access institutional delivery.
- **RAJIV GANDHI SCHEME FOR EMPOWERMENT OF ADOLESCENT GIRLS (SABLA):** RGSEAG is an initiative launched in 2012 that targets adolescent girls. The scheme offers a package of benefits to at-risk girls between the ages of 10 and 19. The programme offers a variety of services to help young women become self-reliant including nutrition supplementation and education, health education and services, and life skills and vocational training.

- **KISHORI SHAKTI YOJANA (KSY):** KSY seeks to empower adolescent girls, so as to enable them to take charge of their lives. It is viewed as a holistic initiative for the development of adolescent girls. It aims at breaking the integrated life cycle of gender disadvantages and providing a supportive environment for self-development.

Education :

Education of women is indeed the most important component and intervention for women's growth. Whereas education has to be participatory and non-hierarchical, so that it helps women to build their confidence and self-respect, and to unleash their creativity.

Bihar has recently undertaken several policy initiatives to make education more affordable and accessible to children. These initiatives have focused on reducing the "opportunity cost" of schooling and providing incentives for enrolment and performance. Bihar has an average Literacy Rate of 61.8%, with Male Literacy at 71.2% and Female Literacy at 51.5%. There are 53844 schools in Bihar. Out of these there are 53034 Government schools. 95.15% (50464) of the Government schools are located in the rural area. The enrolment in Government schools in Bihar is 98.66% as compared to India where it is 78.56%. (Source: Economic Survey of Bihar).

To provide quality education and develop appropriate skills, many programmes are being implemented by the Government, both in elementary and secondary education, and higher and technical education. In Bihar, new schemes have been introduced to attract students toward school and reduce the dropouts. These schemes include free text books, Mid-day Meal Scheme, free school dress, cash for attendance sheet, and bicycle for students and cash for girls scoring 1st division in matriculation. Bihar is now spending a major portion of its revenue on education, so as to overcome the century-old problem of illiteracy, poverty and gender inequality. Schemes to be discussed are as below;

- Mid-Day Meal Scheme (MDMS)
- Sarva Shiksha Abhiyan (SSA)
- Mukhyamantri Balika Cycle Yojana (MBCY)
- Sanitary Napkin.

A short introduction of the Schemes :

- **MID DAY MEAL:** MDMS was introduced to give a boost to universal elementary education in terms of increasing enrolment, retention and attendance in primary classes by supplementing nutritional requirements of children.
- **MUKHYAMANTRI BALIKA CYCLE YOJANA:** Under this scheme all girls are to be given bicycles free of cost by the State Government after getting admission in class IX. The scheme mandates a cash transfer of rupees 2,000 per girl to purchase a bicycle within a stipulated time.
- **SANITARY NAPKIN:** Under this scheme school girls are entitled to receive sanitary napkins by the State Government. It might help in lowering girl's dropout. A budget of 32 crore was earmarked. A separate production unit was set up in 'Phulwarisharif' under the brand name BHARTI.
- **SARVA SIKSHA ABHIYAN:** Indian Government programme aimed at the Universalization of elementary education "in a time bound manner", as mandated by the 86th Amendment to the Constitution of India, giving free and compulsory education to children between the ages of 6 to 14 . The programme focuses on universal access and retention, bridging gender and social gap and enhancement of learning levels.

Labour Force Participation :

Bihar has a significant teenage girl population but their participation in the economic growth of the state is dismal. Recent statistics revealed that 40% of girls in Bihar were married before attaining the legal age of 18 and 12.2% of them had attained motherhood at the adolescent stage. Besides, only 22% women complete 10 years of schooling, resulting in decline in the rate of work participation of women in the State. (Source: Hindustan Times Newspaper). The point that we wish to emphasize here is the pervasive nature of Bihar's social and economic backwardness of women.

The state is growing faster and faster every day in every sense of the term. The gross State Domestic

Product of Bihar for 2016-2017 is estimated to be Rs.5,58,809 crore. This is 15% higher than the revised estimates for 2015-2016. If we refer to the 10th Bihar Economic Survey Report (2015-16), it has termed the growth performance of Bihar's economy as 'steady' in the recent decades. The State economy has grown annually at 10.05% during the period 2005-06 to 2015-16, and this is the highest among all major Indian States, with the participation of 60% of the service sector followed by 23% by agriculture and 17% by manufacturing. Thus, Bihar economy becomes one of the fastest growing economies in the country. (Source: 10th Policy Research Studies Legislative Research).

The major hindrance in the path of growth and development of the State is the declining status of women in the work force. The National Sample Survey Office's last survey for 2011-12, 'Employment and Unemployment in India', shows only 9% of Bihar's women in the 15-59 years age group participating in economic activities. This is the lowest for any State and also way below the labour force participation rate of 78.5% for men in Bihar.

Gender Gap :

Bihar's performance in closing gender gaps is mixed. Adult women are twice as likely to be illiterate than adult men. The state has the lowest rate of female labour force participation in the country. There also exists a gender pay gap in the state. The unemployment rate for women is also higher than that of men. There also exists a gender gap in the ownership and autonomy over property in the state. On a positive note, a social revolution is underway in Bihar allowing women to feel empowered. This has been made possible by a slew of affirmative measures taken by the State Government such as 50% reservation for women in Panchayat bodies. The State Government has also announced 35% of reservation for women. With the help of various schemes and initiatives like SSA, MDM, the gender gaps in elementary education have narrowed. Also the Bihar Government has given priority to women's health. Various schemes are running to fulfil the motive of 'First wealth is health'. Thus, the programmes/policies of government have reduced the gender gap.

Objectives :

It is important to understand the various dynamics of women's life to accelerate the process of women

empowerment and, keeping this in mind, the present study was conducted with the following objectives:

- To develop an understanding of Gender Budgeting.
- To analyze Government Gender Budget policies and schemes.
- To recognize the Gender Gap present in labour force participation.
- To study the impact of Gender Budget on Women Empowerment.
- To access the outcomes of Gender Responsive Budget in Bihar.

Hypotheses :

- Low level of awareness and approachability of health schemes for women.
- Increase in enrolment rate of girls in primary and secondary schools.
- There exists a low rate of female labour force participation in the state.
- Programmes/policies of the Government have reduced the Gender Gap.

Methodology :

- **Area of Study**
 - Schools- Prathmik Vidhyala, Sheikhpura, Patna ; Bankipur Girls High School, Gandhi Maidan, Patna; Rajkiya Madhya Vidhyala, Rajabazar, Patna.
 - Health Care Centres- PMCH, IGIMS, Red Cross Society, Centre for Health and Resource Management , Patna
 - Governmental Organizations- Gender Resource Centre, Women Development Corporation in Patna.
- **Tools and Techniques of Data Collection**
 - **Case study** of schools and health care centres in Patna.
 - **Interviews** (through questionnaire) with Principle Consultant Gender Resource Center; Telephonic Interview with N. Vijaya Lakshmi, Women Development Corporation.

- **Data Analysis**

Both primary and secondary data were used in order to analyze the study.

Primary data: Collected through personal Interviews, surveys and observations

Secondary data: Internet, Economic survey of Bihar, articles by Ministry of Women and Child Development, and newspapers.

- **Methods of Data Analysis**

Represented by: Tables, Pie-charts and Graphs.

Research Findings :

On the basis of interview/ survey, we present the findings below:

- Table 1 shows a detailed analysis of GRB in the budget from 2010-2016.

Analysis related to first hypothesis:

- Table 2 shows the eligibility criteria of the scheme JSY.
- Table 3 shows the scale of cash assistance of the scheme JSY in rural and urban areas.
- Table 4 gives a detailed coverage under JSY scheme from 2010-2015.
- Table 5 shows the status of Patna on employment of ASHA workers.
- Table 6 shows the number of institutional deliveries in Patna from 2010-2015.
- Fig 1: A survey done by centre for health and resource management says that out of 159 maternal deaths, 142 deaths were because of lack of referral transport in Patna.
- Fig 2: Shows that the overall percentage of respondents among **beneficiaries** in the age group of 11-14 year girls in the sample is 32.1% and the remainder 67.9% refers to the age group of 15-18 years.
- Fig 3: As per the analysis, only 1.50% of the beneficiaries have received Kishori Card under the scheme, whereas the rest 98.5 % did not.
- Fig 4 : We found that the respondent receiving THR and not HCM, out of which 57.3% share their food with their family, 42.4%

consume it by themselves, 0.2% share it with their friends while 0.1% share it with others.

- Fig 5 shows that 35% of our respondents know about JSY, whereas 40% of them know about KSY and SABLA on the whole 25% of our respondents do not know about the schemes.
- On the basis of our study, we found that schemes like JSY, KSY AND SABLA are helping very much those women who are dealing with chronic health problems. As per our survey, we found that 75% of women were aware of the schemes that we have taken up whereas 25% of them were unaware about the schemes. Also, we found that the major hindrances that come in the way of women are illiteracy and an approachability, due to lack of referral transport and patriarchal mindset.

Analysis related to second hypothesis:

- Table 7 shows the menu of MDMS which is served to the students of Prathamik Vidyalaya.
- Fig 6 graph showing Primary and Secondary Attainment Rate (2015-2016)
- Fig 7 shows the gender gap in schooling of male and female in year 2015-2016.
- Fig 8: During our survey we found that increase in enrolment of girls through SSA seems to be 30%, 25% through MDMS, 30% through MBCY whereas 15% through Sanitary Napkin Scheme in the schools of Patna.
- According to our survey, we found that the enrolment rate in girls has increased and the Gender Gap in schooling has narrowed.

Analysis related to third hypothesis:

- Table 8 shows a comparison between the labour force of male and female in India and Bihar.
- Fig 9 shows that Bihar has the lowest female labour force participation in the country.
- Fig 10 shows that the unemployment rate for women in the rural area was 12.7% against 2.9% for men, whereas it was 25.0% & 5.3% for women & men in urban areas during 2011-12 (National Sample Survey).

- Fig 11, the graph shown below refers to the wide definition of labour force participation, that is, the primary and secondary activities of both men and women, which include self-employment, wage and salaried regular work, and casual work.
- Fig 12 shows that in the women employment organised sector, a total of 20.5% women were employed in the organized sector in 2011 with 20.4% working in the public sector and 1.9% in the private sector. There is an increase of 0.1% in both public and private sectors from the previous year.
- Fig 13 shows the average wage/salary (in rupees) received per day by regular wage/salaried employees of age 15-59 years. In the same period, the average wage/salary received by regular wage/salaried employees of the economically active age group was Rs.188.42 per day for females compared with Rupees 450.49 per day for males in rural areas. For urban areas, it was Rupees 369.02 and 417.10 per day for females and males respectively.
- Fig 14 shows a sharp decline in the female labour force participation in Bihar mainly in rural areas. Also one of the major findings was that the Female labour force participation rate has declined, even though the school enrolment rate has increased.
- We found that there exists a low rate of female labour participation and economic remuneration in the society and women lag behind the 27.4% of that of men.

Analysis related to the fourth hypothesis:

- Thus we conclude that the programmes and policies of Govt. have reduced the gender gap. The graphs, tables and data are shown in the ANNEXURE at the end of the paper.

Recommendation :

The major recommendation for the sustainable process of GRB is as follows:

Creativity—Government should advertise more about GRB, so that the current standard of GRB in the society can be improved. Government should also try to lessen the shortcomings that come in the path of GRB and end up creating myths and chaos about it.

Scalability—The institutional implementation on GRB should be strengthened.

Responsiveness—The sectoral initiatives on GRB should be emphasized. Also government should try to setup more Gender Resource Centers in the society.

Awareness—The government and other organizations should organize GRB awareness programmes, like workshops and seminars.

Accountability—There should be proper accountability in the form of annual reports, so that it becomes much easier to find out if there is any gender disparity in the society or not.

Simplicity— The GRB implementation policies should be simpler and easier to comprehend so that it becomes much easier for everyone to understand GRB.

Conclusion :

The introduction of Gender Budgeting by the Government of India shows that Government has also started taking steps forward for improving the condition of women in the society. Though women perform various roles in uplifting or developing the society, still society counts it as the least contribution to the development. So, the analysis in this project has focused on identifying key issues that represent gender inequity, in the context of their health, education and labour force participation. After the survey of various schemes and women's life, it is clear that Bihar is trying to make better efforts in uplifting women's status and

participation in the society.

In the context of health, it is observed that there is lack of approachability and advertisement in the State, whereas women were aware of all the details of the schemes.

In the context of education, the result of the survey suggests that there is a sharp decline in the dropout rates, and the enrolment rate is quite high among girls. Although many leftouts and loopholes can be seen in terms of the Mid Day Meal provision, there is a proper training of Teachers, so that they can easily communicate with students regarding their problems related to education, provision of better quality of sanitary napkins and especially in terms of infrastructure of educational institutions.

In the context of the labour force, the result of the survey suggests that the female labour force participation is low in Bihar because of vast differences in women's salaries for the same work and insecurity that they face at work place. There are also no awareness programmes that can help in encouraging women's labour force participation.

In the end our survey concludes that there are already various programmes that have been started, with a view to holistic development of women and are functioning well. However, also we found during our survey is that the various programmes or schemes need to be modified.

LIST OF TABLES

ANNEXURE

- A detailed analysis of GRB in budget (2010-2016).
(Amounts in Rs.crore)

Table 1. Gender Budget Summary

DETAILS	2011-12	2012-13	2013-14	2014-15	2015-16
Category I schemes for women (100% beneficiaries)	1995.64	2293.84	2740.20	3920.05	2996.06
Category II schemes for women (30% beneficiaries)	4092.48	5541.79	7007.98	8658.27	8362.95
Total outlays for women	6088.12	7835.63	9748.18	12578.32	11359.01
Total outlays for related Dept.	27841.55	34615.35	19003.48	33703.68	28059.94
Outlays for women as a % of total outlays of related Dept.	21.9	22.6	51.0	37.2	40.5
Total size of the State Budget	60181.69	69206.57	80405.28	94697.94	120685.32
Share of outlays in the state budget	10.12	11.32	12.12	13.28	9.41
GSDP	243269.02	293615.93	343662.79	402282.99	474129.95
Outlays for women as % of GSDP	2.5	2.7	2.8	3.1	2.4

Source: Department of Finance, GOB

LIST OF TABLES

- The eligibility criteria of the scheme JSY, Cash Assistance.

Table 2.

LPS states	ALL pregnant women delivering in government health centers like sub-centre, PHC/CHC/FRU/ general wards of district and state hospitals.
HPS states	BPL pregnant women, aged 19 years and above.
LPS AND HPS	ALL SC AND ST WOMEN, delivering in a government health centre like PHC/CHC/FRU/ general wards of district and state hospitals.

- Scale of cash Assistance.

Table 3.

Category	Rural area	Urban area
LPS	1400 (Mother) 1000 (Mother)	600 (ASHA) 200 (ASHA)
HPS	700	600

- Coverage under Janani Suraksha Yojana.

Table 4.

Coverage Under JSY	Figure in ('000)
2010	54
2011	68
2012	70
2013	139
2014	60
2015	31

- Status of Patna on employment of ASHA workers.

Table 5.

Employment Status of ASHA workers	Number of sanctioned posts	Years	Number of ASHA workers
Patna	5842	2012-13 2014-15	3182 3018

- Number of institutional deliveries in Patna:

Table 6.

Status	Population on share	Year	Number of Deliveries	Number of Deliveries in %
Patna	5.6	2010-11	60796	4.4%
		2011-12	74704	5.2%
		2012-13	68557	4.7%
		2013-14	77716	4.7%
		2014-15	67809	4.4%

EDUCATION

- Menu of Mid-day Meal

Table 7.

DAYS	DISHES
MONDAY	CHAWAL DAL, SABZI
TUESDAY	JEERARICE, ALOONUTRELLA SABZI
WEDNESDAY	KHICHADI CHOKHA
THURSDAY	CHAWAL DAL, SABZI
FRIDAY	PULAO CHOLA
SATURDAY	KHICHADI CHOKHA

(Source: Prathmik Vidhyala)

LABOUR FORCE**Table 8.**

CHARACTERISTICS	MALE (INDIA)	FEMALE (INDIA)	MALE (BIHAR)	FEMALE (BIHAR)
Labour force participation rate	82.7	33.1	78.5	9.0
Worker population ratio	80.9	32.3	76.1	8.4
Casual Labour employment ratio	29.4	31.2	40.9	49.1
Agriculture worker ratio	43.6	62.8	61.4	72.5
Literacy Rate(2011)	82.14	65.46	73.39	53.33
Literacy Rate(2001)	75.26	53.67	59.68	33.12

(Source: National sample survey organization 2011-12)

LIST OF FIGURES

- Survey report done by Centre for Health and Resource Management, Patna

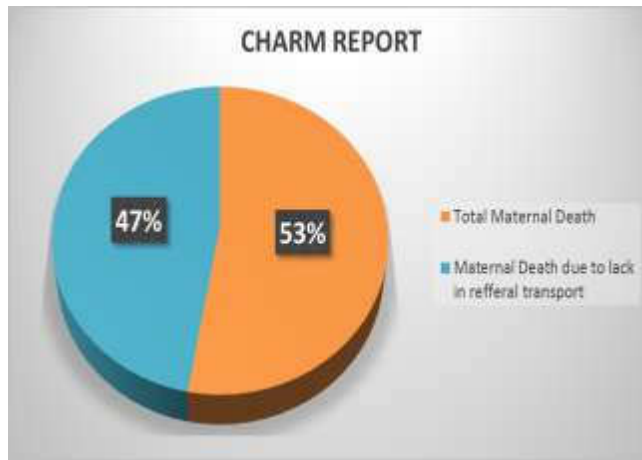


Fig. 1.

- Graph showing percentage of respondents among beneficiaries.

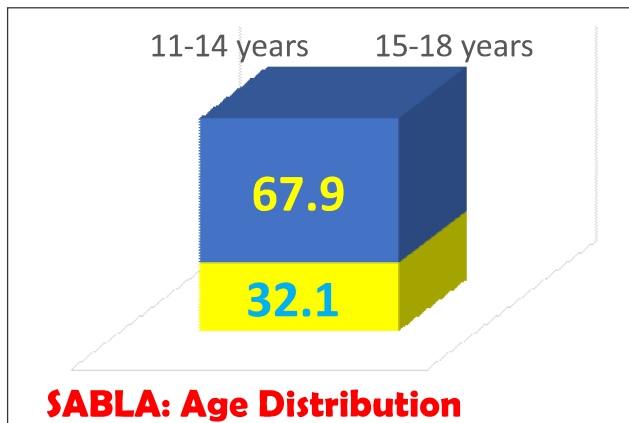


Fig. 2.

- Number of beneficiaries who have received Kishori Card.

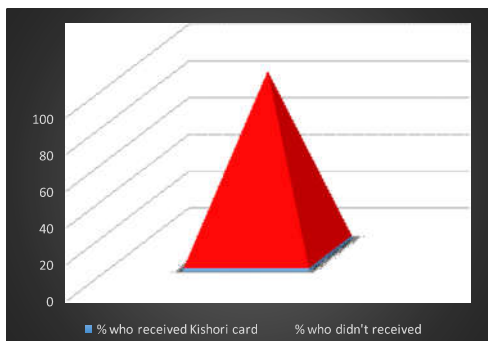
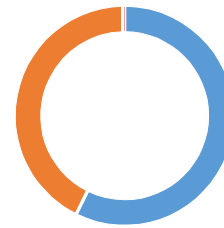


Fig. 3.

- Consumption pattern of Girls.

CONSUMPTION PATTERN OF THR



Share with Family consumed by me share with friends others

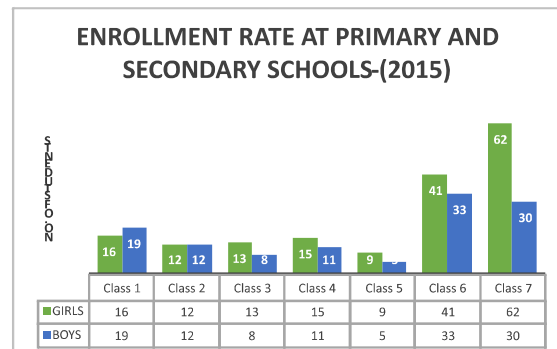
Fig. 4.

- Awareness of schemes amongst women.



Fig. 5.

- Graph showing Primary and Secondary Attainment Rate (2015)



- Graph showing Primary and Secondary Attainment Rate (2016)

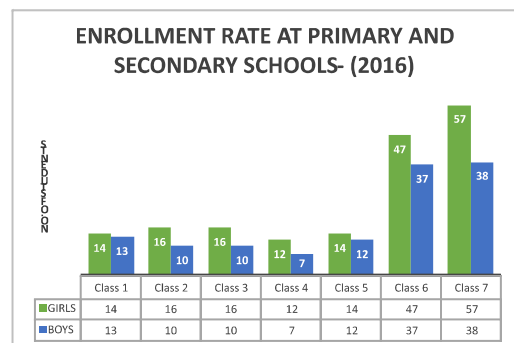


Fig. 6.

(Source: Prathmik Vidhyala & Rajkiya Madhya Vidhyala, Patna)

- Graph showing Gender Gap in Schooling

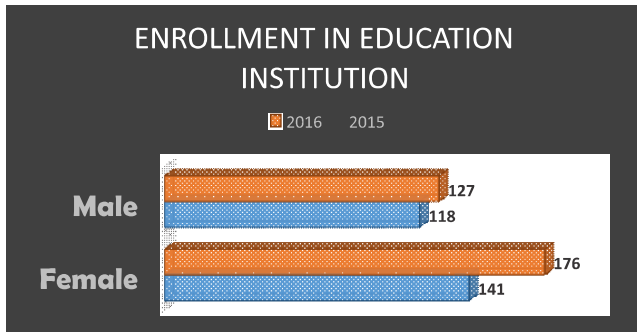


Fig. 7.

- Beneficiaries among girls.

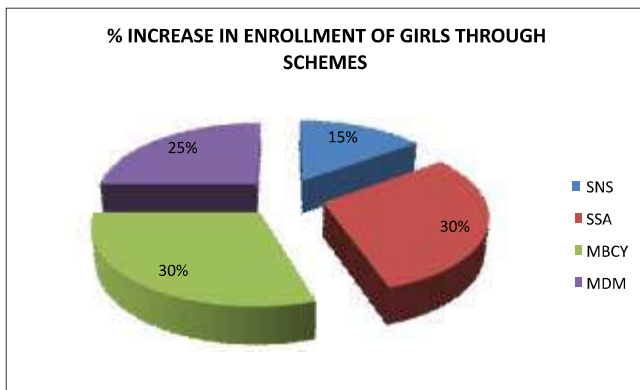


Fig. 8.

- Bihar has the lowest female labour force participation in Country.

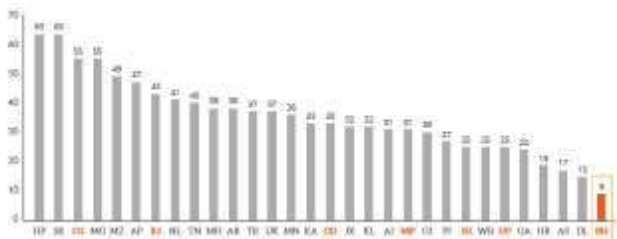
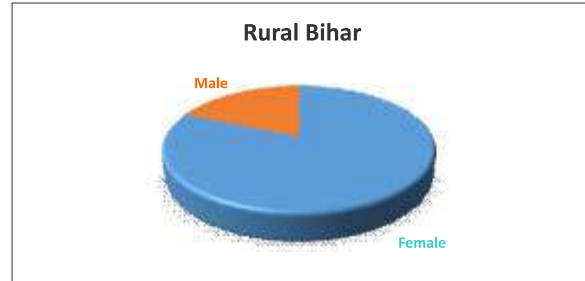


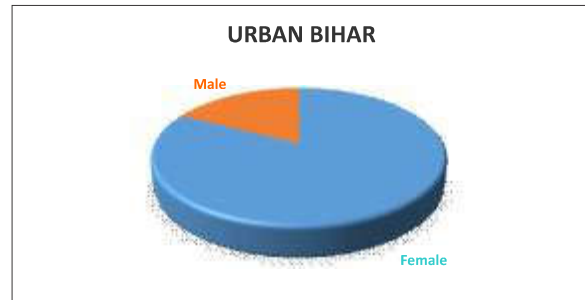
Fig. 9.

- Unemployment Rate :

The unemployment rate for women in the rural area was 12.7% against 2.9% for men, whereas it was 25.0% & 5.3% for women & men in urban areas during 2011-12 (National Sample Survey).



(Source: National sample survey 2011-2012)

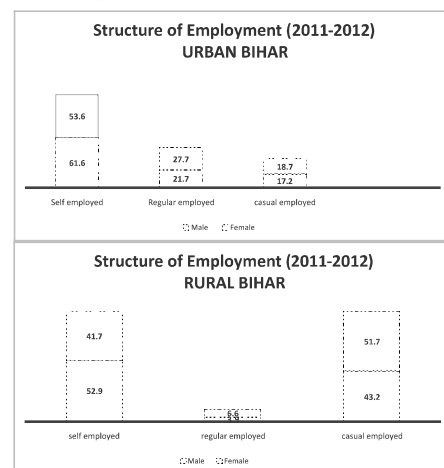


(Source: National sample survey 2011-2012)

Fig. 10.

- Structure of Employment:

The graph shown below refers to the wide definition of labour force participation, that is, the primary and secondary activities of both men and women, which include self-employment, wage and salaried regular work, and casual work.



(Source: According to the data given by labour resource department, Patna)

Fig. 11.

- **Women Employment in Organised Sector:**

A total of 20.5% women were employed in the organized sector in 2011 with 20.4% working in the public sector and 1.9% in private. There is an increase of 0.1% in both public and private sectors from previous year.

