

GENDER TRAINING MANUAL FOR THE PARLIAMENT OF GHANA

Parliamentary Centre © 2009

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Table of Contents

Foreword and Acknowledgement	v
Introduction	vii
Module 1: Gender Concepts and Issues	1
Unit 1: Understanding Gender: Terms and Concepts	1
- Introduction	1
- Gender Concepts	2
- Exercises to clarify 'Sex' and 'Gender'	3
- Activities on Gender Values	5
- Gender Terms	6
- Gender Roles	10
- Gender Relations	11
- Gender Analysis	12
- Gender Mainstreaming	13
- Gender Responsive Budgeting	13
Unit 2: International, Regional, and National Responses to Promoting Gender Equality	14
- Introduction	14
- International Responses to Promoting Gender Equality	15
- Regional Responses to Promoting Gender Equality	17
Module 2: Gender Mainstreaming	25
Unit 1: Gender Equality Issues:	25
- Introduction	25
- Poverty	26
- Access to productive resources	26
- Education	26
- Gender and Decision making	27
- The Millennium Development Goals (MDGs)	28

Unit 2: Gender Mainstreaming	33
- Introduction	33
- What is Gender Mainstreaming	33
- What is the Mainstream	34
- Principles of Gender Mainstreaming	34
- What is Gender Analysis	35
- Advantages of Gender Analysis	37
- Gender Analysis in Practice	37
- Gender Mainstreaming Strategies and what Parliamentarians can do	43
Module 3: Gender Budgeting	50
Unit 1: Budgeting: Basic Concepts and Principles	50
- Introduction	50
- What is a Budget	51
- Objective of Budgeting	54
- The Budget Process	56
- Budget Transparency and Participation	
Five African Case Studies	59
Unit 2: A Gender Perspective on the Budget	63
- Introduction	63
- What is Gender Resonive Budgeting	63
- Why Gender Responsive Budgets	64
- National Budgets and Gender Issues	65
- Tools for Gender Budget Analysis	66
- Framework for Gender Analysis of Expenditures	69
- Gender Perspective of National Budgets	70
- Oversight Role of Parliamentarians in Gender Budgeting	72
- Benefits Gender Responsive Budget Analysis for Governments	74
- Challenges and Limiting Factors in G ender Budgeting	74
- Gender Responsive Budget Analysis Exercise	77
- Tools for Gender Budget Analysis	78
- Case Studies	80

FOREWORD AND ACKNOWLEDGEMENT

The Gender Strategy of the Ghana Parliamentary Committee Support Project Phase Two (GPCSP II) is designed to influence the project efforts at improving gender awareness and capacity building of Parliament towards gender mainstreaming of Parliament's work. A two-pronged approach has been adopted to achieve this objective - provision of capacity increasing support to women members of the target committees in particular to participate effectively in committee work; and to bolster capacity of all six target committees to understand and address gender concerns in the course of their work. As part of the latter approach targeted parliamentary staff and parliamentary leadership have been have received gender training to help their work in Parliament.

"Engendering" parliaments entails raising awareness among all MPs, men and women, of the importance of taking gender into account - understanding how a society's concept of "man and "woman" leads to inequalities - in all actions, from policy-making to budget preparation through implementation and evaluation. Appreciating the need to modify mindsets and improve institutional structures in order to achieve policy effectiveness and that outcome of Government policies, programmes and projects favour equitably for vulnerable groups and women in particular, the project incorporated gender analysis and use of relevant tools in project implementation. These included ensuring gender representation among participants for skills enhancement and capacity strengthening activities, mainstreaming gender in training modules, and providing for stand-alone presentations and discussions on gender relevant topics.

With poverty reduction as the focus of Ghana's Medium Term Development Plan, coordinated by the National Development Planning Commission, the project identified under its gender strategy specific gender equity initiatives to assist equitable participation of women in project management, project activities and Parliament's own initiated activities on poverty reduction oversight interaction with MDAs, legislation development and passage, and representation of citizens through all the facets of the parliamentary functions.

Feedback of CIDA team and the gender desk in particular has been helpful to improving the Gender Strategy of the project. Support from gender advocacy institutions and individual researchers in this field have also enriched the project's efforts at engendering parliamentary governance. The participation and the incisive contribution by Joanne Opare, a former UN-Gender Consultant, Afua Bubaa Ansre of UNIFEM-Ghana, Rose Mensah-Kutin of Abantu for Development, Vitus Azeem formerly with ISODEC, and Bernice Sam of WiLDAF and Nana Oye Lithur of the Commonwealth Human Rights Initiative have been helpful in generating effective discussion in Parliament and among MPs on gender and development issues. The Centre appreciates the consultancy services of Mrs Susan Osam in helping to pull this manual together, and the incisive comments from the Parliamentary Centre team, Mr. Vitus Azeem and Gifty Dzah of WiLDAF. Last and not the least Members of the Parliamentary Committee on Gender and Children of the fourth Parliament of the Fourth Republic, and its leadership, Hon. Esther Obeng-Dappah and Hon. Julian Azumah for the partnership work with Parliamentary Centre and civil society coalitions on Domestic Violence and Human Trafficking provided platform for learning and capacity building on substantive area of gender work under GPCSP II partnership with Parliament of Ghana.

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INTRODUCTION

The varying roles of women and men in their communities generate different needs and concerns. Over the years, the failure to recognize and address these varying needs and concerns as part of development efforts in various societies has created adverse effects for women and girls in particular. Therefore, even though decades of national and international development efforts have made significant progress in most aspects of the lives of underprivileged women and men, being female remains a disadvantage. Women experience inequality in many areas of their lives, including access to productive resources, right to education and participation in decision making.

Equality between men and women is not only a democratic right but also a necessary precondition for sustainable development. This is because it facilitates the utilization of all available resources in order to promote development. The marginalization of some groups on the basis of social roles creates jobs in the mobilization of human resources for national development. Unless women and men have equal opportunities, capabilities and voice, gender equality will remain elusive and difficult to achieve.

Members of parliament and parliamentary staff have a role to play in promoting gender equality in society. Therefore, they must understand gender and have skills for mainstreaming gender into their work. Yet, an assessment of level of knowledge of members of Ghana's Parliament concerning gender issues in 2005 by the Parliamentary Centre revealed that the majority (68%) of the sampled staff had never benefited from any gender training, whilst 22% had only benefited once from such training. It was also found that even though the majority (86%) of respondents had heard of the word "gender" before, they had no idea about what it really meant. An analysis of the various responses by respondents also indicated the absence of a well-spelt out policy on gender for Ghana's parliament. Training is imperative to building an understanding of gender and the role Members of parliament and parliamentary staff can play to address gender inequality in Ghana.

The Parliamentary Centre is developing this manual primarily for Members of the Ghana Parliament and Parliamentary Staff. It is made up of three modules, with each module comprising two units, and is designed to provide knowledge and skills on gender and gender mainstreaming to Ghana's Parliament. The manual's target audience includes the chairs and members of parliamentary committees, and staff of parliamentary committees. This manual is the Parliamentary Centre's contribution towards supporting parliamentarians to acquire knowledge on gender, and building skills for the effective promotion of gender equality in Ghana. The manual will also be of benefit to individuals who are interested in learning about gender and gender mainstreaming.

The specific objectives of the manual are to:

- Provide information on gender and gender-related issues;
- Help Members of Parliament and Parliamentary Staff to recognize and address gender equality issues;
- Help Members of Parliament and Parliamentary Staff to promote gender equality in their work.

The expected outcome of this manual is to increase sensitization of Members of Parliament (MPs) and Parliamentary Staff on gender. It is also intended to build their capacities to mainstream gender into the core functions of parliament and its structures, in order to promote gender equality in Ghana.

1

Module

GENDER CONCEPTS AND ISSUES

UNIT 1: Understanding Gender: Terms and Concepts

Learning objectives

After studying this unit, you should be able to:

- Define each of the following terms: gender, gender equality, gender equity, gender blind, gender bias, gender perspective, gender relations, gender roles, affirmative action, women's empowerment, glass ceiling, gender analysis, gender mainstreaming, and gender responsive budgeting.
- Understand the difference between "sex" and "gender".
- Understand what it means to have a gender perspective.

Introduction

Unit 1 defines gender concepts and terms. It provides exercises, and discusses the definition of gender by making a distinction between the biological differences which determine sex, and the social construct which makes use of biological differences to justify the assignment of different roles to men and women. Knowledge of gender concepts and terms are essential for critical analysis of gender inequality, and for the formulation of laws, policies and programmes necessary for achieving equality between men and women.

Gender Concepts

Defining gender

Gender is a social construct that defines the roles, rights, responsibilities, and obligations of men and women in a given culture, location, society and time. Although the specific nature of these values and norms vary across society, over time, they are such that they generally favour men and boys over women and girls in terms of the capabilities, resources and opportunities these roles present, for the enjoyment of social, economic and political power and well being.

Sex

Sex refers to the biological characteristics that distinguish men from women, and with which they are born. Sex differences are the same across all societies.

The table below gives the distinctions between sex and gender.

Gender	Sex
A social construct or a set of socially given attributes	A fact of human biology/ Determined by birth
It is society-specific and varies between and within societies	Does not vary within and between different societies
It changes over time	Fixed and unchanging over time
Differentiates roles, responsibilities and obligations	Same for all women. Same for all men.
Is influenced by many factors including education, income level, religion, age, social class and others	Not influenced by economic and social factor

The next section introduces readers to exercises aimed at helping them to understand the distinction between sex and gender. These are followed by exercises that allow readers to reflect on their own values in relation to gender.

Exercises to Clarify 'Sex' and 'Gender'

A. Exercise on gender: Likes and dislikes

The participants of a gender training workshop that was organized in Accra, Ghana were given these directives: 'If you are a woman, write down one thing you like about being a woman, and one thing you dislike about being a woman'. 'If you are a man, write down one thing you like about being a man, and one thing you dislike about being a man'. The statements made by the participants are provided above:

- I do not have to go through pregnancy and child birth.
- I do most of the house chores alone.
- My family looks up to me for 'chop money'/ I am looked up to as the main provider of the family.
- I plan and organize what my family eats each day, week and year.
- I can marry more than one.
- I take the decisions in the house.
- I do not have to go through menstruation.
- We are always contacted on difficult issues

Distinguish between statements that have sex-specific connotations, and statements that have gender-specific connotation. Indicate which statements you think were made by women and which were made by men, and your reasons for saying so.

At the end of the exercise make your own statement about gender.

B. Exercise on gender: Statements about men and women

Read the statements below and distinguish between statements that have sex-specific connotations, and statements that have gender-specific connotations:

1. Women give birth to babies, men do not.
2. Little girls are gentle, boys are not.
3. Women can breastfeed babies, men cannot.
4. Most drivers in Ghana are men.
5. Men's voice break at puberty, women's voice does not.
6. Young girls marry and have children when their bodies are not yet mature.
7. Women grow their hair, braid their hair, men do not.
8. Women should breast feed; therefore, they should stay home with children.
9. Women menstruate, men do not.
10. Women who wear short skirts risk being raped.
11. Men have sperms, women have ovaries
12. In most countries including Ghana, there are more men in parliament than women.

At the end of the exercise, make your own statement about gender.

- C. Group Exercise on gender: Identifying sex roles and gender roles
- a. **Group One:** Identify some female sex roles and male sex roles
 - b. **Group Two:** Identify some male and female gender roles

- D. Group work on gender: 'Gender' at home and at the workplace

"Write down what comes to mind at the mention of the word 'Gender' (a) At home (b) At the workplace.

Share your thoughts and make your own statements about gender.

Activities on Gender Values

Brain teaser 1

A child and his parent went driving on a highway; unfortunately, they were involved in an accident. When they were carried to the hospital, the doctor who was to attend to them shouted "this is my son" upon seeing the boy.

Which parent is the doctor?

FATHER OR MOTHER? Explain your answer.

Brain teaser 2

Mention anything – songs, proverbs, adages, etc., you remember from your childhood till now that tells you what it means to be a man, woman, girl, or boy.

Reflect on the gender connotations. Are these songs, proverbs, and adages reflective of what exists today?

Sample responses to activities on gender values

Brain teaser 1

Answer: Mother

Issues to consider: (a) Stereotypes about women are changing (b) No profession is reserved for men.

Group Activity on 'Statements about Women and Men'

For each of the statements below decide whether you strongly agree, agree, strongly disagree, or disagree.

Statement one: Women are better parents.

Statement two: Life is easier for men than for women.

Give reasons for views expressed. Make your own statement about gender.

Gender Terms

Having defined gender as a concept, this section provides definitions for gender terms and concepts.

Gender blind

Gender blind means failing to take account of, or recognize the different roles, capabilities and needs of women and men. It is often assumed for instance, that a national budget will, in its functions, benefit women and men, boys and girls equally. A gender blind budget fails to acknowledge that there are different roles, capabilities and needs of men and women which need to be taken into account in national budgets.

Gender bias

Gender bias means failure to take account of or recognize the different roles, capabilities and needs of women and men which often result in favouring men over women. National budgets are often prepared in ways that ignore gender differences, and reinforce existing inequalities.

Gender perspective

Having a gender perspective means recognizing the different roles, capabilities and needs of women and men and taking account of them before embarking on an intervention. In the preparation of national budgets, bringing a gender perspective to the budget is to ensure that budgets and economic policies address the needs of women and men, girls and boys of different backgrounds equitably, and attempt to close any social and economic gaps that exist between them. In terms of governance, using a gender perspective involves incorporating an understanding of how being a man or a woman defines capacities such as taking up positions as parliamentarians and assembly women.

Glass ceiling

Glass ceiling refers to the disproportionately large presence of groups of people, such as women, at lower levels in the workforce, whether between or within professions, and their absence at higher levels. The nursing and teaching professions are often examples of where the glass ceiling occurs. Women are employed in large numbers at lower levels, but are relatively few compared to men, in decision-making levels such as in parliaments. In other words, the glass ceiling refers to the limitations that are placed on women with regard to certain professions, or promotion to certain positions across professions.

Gender equality

Gender equality refers to the goal of achieving equality for men and women, boys and girls. Gender equality means that there should be no discrimination on the basis of a person's sex. There should be equality of opportunity, which implies that women should have equal rights and entitlements to human, social, economic and cultural developments, and an equal voice in civic and political life. However, because of their different positions in society, women and men may not be able to take advantage of equal opportunities to the same extent. In some cases, equal opportunities can actually have a negative impact on women's wellbeing if women exert time and energy to take advantage of them with no results. In order to ensure that development interventions result in equality of outcome for women and men, it is necessary to design them on the basis of gender analysis. "Equal" treatment, therefore, does not mean "the same treatment".

Gender equity

Gender equity relates to the exercise of rights and entitlements that lead to outcomes which are fair and just for women and men. This includes fairness and justice in the distribution of responsibilities, access to resources, control over resources and access to benefits between men and women.

Gender equity takes into account the differences in men's and women's lives such as level of economic well-being, educational attainment, ethnicity, geographical location, rural/urban location, religious beliefs, and disability. It also recognizes that different approaches may be needed to produce outcomes that are equitable.

Affirmative action

Measures targeted at a particular group, and intended to offset disadvantages, or eliminate and prevent discrimination arising from socially defined roles and responsibilities assigned to men and women.

How well do you understand the concepts?

Adumanso Township decided their community needed two things: electricity and pipe borne water. A meeting was called. The opinion leaders (all men) met to discuss the issue. They agreed on electricity as the immediate need.

The women in a separate meeting also decided they wanted pipe borne water for the community to ease the time burden and solve the numerous illnesses they suffer from drinking the contaminated ground water.

At the end the electricity was brought.

What is gender blind about the decision?

How is the choice made gender biased?

What gender perspectives are expressed?

Was equality or equity adhered to?

Gender is about development

Promoting greater gender equality is about transforming women's and men's roles, identities and power relations to create a fairer society for all. Men are as affected by gender roles and expectations as women. There are situations where men's lives and opportunities are adversely affected by gender stereotypes, and where men and boys need targeted support. For instance, most men of combatant age are often the ones who get conscripted and, therefore, killed or injured during conflicts. In conflicts in Rwanda, the Democratic Republic of Congo and Sierra Leone, local leaders coerced and manipulated young men and boys to take up arms based on distorted ideals of "what a man should be". Men are also targeted in armed conflict and they make up the in parliaments in Africa including Ghana. Yet, increased participation of women in decision making is a necessary means to achieving good governance because good governance requires maximum citizen participation. For instance, a good representation of women in parliament could help ensure that legislations, policies and programmes promote the interests of women. Having affirmative actions to enhance women's participation in politics is one way of working towards the achievement of gender equality as it makes it possible for women to have a say in policies and programmes that affect the welfare of women. Having more women in parliament, who have a gender perspective, can influence gender budgeting for improved allocation of resources to promote gender equality.

Gender Roles

Gender roles are learned behaviours in a given society which condition the type of activities, tasks and responsibilities that are perceived as male or female. Gender roles can be identified as productive, reproductive, and community roles.

Productive roles

Productive roles are the activities carried out by men and women in order to produce goods and services for buying and selling or for meeting the needs of the family. These activities generate income and assets. Productive roles are economically valued by society, and recorded in national accounting. Examples are fishing, farming and teaching.

Reproductive roles

Reproductive roles are activities carried out by men and women to ensure the replacement of people in the community especially the community's work force. They are very important for keeping communities going but are invisible in national accounting. Examples are child bearing and child rearing.

Community roles

Community roles can be classified into community managing and community politics:

i. Community Managing

These are activities that are undertaken by members of a community to improve their lives. Community managing roles ensure the provision and maintenance of scarce resources for family needs. They are mainly done by women at the community level as part of their reproductive role. Examples are provision of water, education and health care.

ii. Community politics

These are activities organised by communities to improve their lives. They are carried out in the public domain, involve decision making and are prestigious in status. They may be organised at the political level, often within the framework of politics. They are

normally done by men in the community. An example is a church executive role such as presiding elder.

Do you understand what gender roles are?

Dr. Sylvia Suakorh works at the Science Research Centre in Accra.

She had to take Nii her son to the clinic and then drive Naakai to school.

When she returns home she has to help Nii revise his church confirmation lessons

Which roles - reproductive, productive or community managing role is Dr. Suakorh fulfilling when she undertakes these activities?

Women's triple role

Women's triple role refers to their reproductive, productive and community managing roles, and since women have to balance these triple roles, there are implications for their ability to participate in planned interventions.

It is important to recognize that changes in gender roles are taking place. This can be attributed to factors such as democracy, access to information through the media, education and efforts at creating equal opportunities in society.

Gender Relations

These are the ways in which culture or the community defines rights, responsibilities, and identities of men and women in relation to one another.

Gender Analysis

Gender equality does not simply or necessarily mean equal numbers of men and women in all activities, nor does it necessarily mean treating men and women exactly the same. It is about recognising that men and women often have different needs, aspirations and priorities, face different and unequal constraints and contribute to development in different ways. Gender analysis is, therefore, about recognising these differences and designing interventions with those differences in mind. For example, policies or policy documents such as budgets and poverty reduction strategies may be examined to see how they recognize and address the different needs and priorities of women and men.

Gender analysis entails a process of studying information to ensure that benefits of policies are equally distributed to all target groups. The study requires an understanding of the meaning of gender and the availability of gender disaggregated statistics on the subject being studied.

Women's empowerment

Empowerment is about people, both men and women. It is about building the capacity of people to participate in all aspects of the economy and social life and be able to control their own destinies. Women's empowerment implies that women must not only have equal capabilities such as in health and education; but also equal access to resources and opportunities such as land and employment. It also implies that they must have the opportunities to use these rights, capabilities, resources and opportunities to make strategic choices and decisions such as is provided through leadership opportunities and participation in political institutions. They must also be able to live without fear of coercion and violence.

Empowerment can thus be seen as the process and end result of improvement in autonomy through various means such as participation in political institutions. For instance, access to education for girls and women enables them to make informed choices about their reproductive activities. It also enables them to access and use information as well as compete for gainful employment in the labour market. This in itself improves their economic self-reliance and ability to lead comfortable lives away

from violent relationships. In addition, it strengthens their capacities to take up leadership positions.

Women's empowerment also involves developing their ability to collectively and individually take control of their lives, identify their needs, set their own agendas and demand support from their communities and the state to see that their interests are responded to. In some cases, empowerment of women requires transformation of the division of labour and of society.

Gender Mainstreaming

Gender mainstreaming is the integration of a gender perspective into every stage of the policy process – design, implementation, monitoring and evaluation – with a view to promoting equality between women and men. Gender mainstreaming is not a goal in itself but a means to achieving equality. Additionally, it is not concerned only with women, but with the relationship between women and men for the benefit of both. Specific actions may be required in addition to mainstreaming, to remove those inequalities between men and women which have been identified.

Gender Responsive Budgeting

The budget is the single most important policy tool of government as it affects the successful implementation of all other policies. Gender responsive budgets are not separate budgets for men and women. A gender responsive budget is one that ensures that the needs and interests of individuals from different social groups (sex, age, race, ethnicity, and location) are addressed in expenditure and revenue policies. A gender responsive budget uses various tools, approaches and strategies to monitor outcomes, outputs, activities and inputs of budgets with a gender perspective.

Gender equality advocates the use of the technique to call for equity in resource allocations to promote women's rights by asking governments to allocate resources towards the fulfilment of international commitments contained in human rights instruments. The objective of gender budgeting is to enhance efficiency, effectiveness, accountability and transparency in public spending, tilting towards women and other disadvantaged groups in society.

Unit 2: International, Regional, and National Responses to Promoting Gender Equality

Learning Objectives

After studying this unit, you should be able to:

- Know some international, regional, and national responses to promoting gender equality
- Understand approaches to gender management, especially, the Gender and Development Approach
- Gain knowledge of some major actions taken by Ghana to promote gender equality
- Identify the role parliament can play to advance national, regional, and international commitments to gender equality

Exercise

Which gender equality and women's rights conventions do you know?

List them

Read below to find out more international, regional and national

Introduction

There are powerful international, regional (Africa) and national frameworks for the pursuit of gender equality and women's rights. This unit provides information that helps readers to learn international and regional agreements that Ghana and other governments have given support to, and national actions taken in response to these agreements.

International Responses to Promoting Gender Equality

Until 1946, when the United Nations set up the Commission on the Status of Women to monitor the situation of women and promote women's rights, women's issues were debated only in bodies specifically concerned with human rights. The 1948 Declaration on the Universal Human Rights by the United Nations General Assembly, which prohibits discrimination on the basis of sex, embodies the most important human rights principles in relation to the promotion of gender equality.

When it was set up, the Commission on the status of women observed that all over the world, the most severe forms of discrimination against women were in the areas of political rights, legal rights (both as individuals and family members), access of girls and women to education and training (including vocational training), and working life. In 1975, therefore, when the first international conference on women was held in Mexico City, and 1975-1985 declared the decade of women, the three objectives of the decade were Equality, Development and Peace. The major aim of the declaration, therefore, was to work towards the eradication of all kinds of discrimination against women.

The Convention on the Elimination of All Forms of Discrimination against Women (CEDAW) was adopted by the United Nations in 1979 and came into force in 1981. It re-echoes the 1948 declaration on human rights, guaranteeing women equal rights with men in many spheres of life including education, employment, health care, political participation, nationality and marriage. However, unlike the Universal Declaration of Human Rights, CEDAW has the force of law. In addition, the 1999 Optional Protocol to CEDAW was adopted to provide better enforcement for human rights issues. It enables individuals to raise complaints with the UN Committee for CEDAW and allows the committee to probe into violations of human rights in member states.

At the regional level, African states including Ghana have committed themselves to various international and regional policy documents. Fifty-one out of fifty-three African states have ratified CEDAW and twenty-four have signed its optional protocols (The African Capacity Building Foundation, 2009, p. 5). The Beijing Platform for Action, which complements CEDAW, has also been ratified by many countries in Africa. Ghana has ratified CEDAW and the Beijing Platform for Action; and has signed the optional CEDAW

protocols but not ratified them. Regional obligations include the adoption of the Dakar (the regional meeting held on preparation for the Beijing Conference) and Beijing Platforms for Action.

Two more significant international conferences on women that took place after the 1975 conference are the 1980 mid-decade World Conference on Women, and the 1985 conference to review and appraise the achievements of the UN decade for women. During the second UN conference on women that was held in Copenhagen in 1980, there was more systematic collection of sex disaggregated data to monitor women's situation. The 1985 UN conference on women held in Nairobi saw a shift in approach from Women in Development to Gender and Development. Also, the issue of violence against women was raised for the first time.

The Beijing Declaration and Platform for Action came out of the UN conference on Social Development that was held in Copenhagen in 1995 and complements CEDAW. There was consensus on the need to put people at the heart of development. Twelve critical areas of action for women's development are outlined in the document. These are poverty; education and training; health including reproductive health; violence; armed conflict; economy; power and decision making including aiming at gender balance in government bodies; institutional mechanisms; human rights; media; environment; and the girl child.

The fourth World Conference on women, held in Beijing in 1995, was built on issues raised by previous meetings/conferences, and emphasized the need for gender equality, equity and the empowerment of women in all aspects of development.

The 2000 Beijing + 5 conferences and its political declaration and outcome document served to build further on the need to pursue gender equality issues.

The 2005 Beijing + 10 Summit that was held in New York was devoted to a review of the Beijing Platform for Action. The meeting reaffirmed that the full implementation of the Beijing Platform for Action is essential to achieving the internationally agreed development goals including the Millennium Development Goals.

All these conferences, to which Ghana was party, helped to put gender equality issues at the fore, and helped to formulate and strengthen strategies for advancing gender equality.

Regional Responses to Promoting Gender Equality

In July 2004, heads of states in Africa adopted a Declaration of Gender Equality in Africa (African Heads of State, 2004). This affirmed their commitment to the various international instruments, as well as addressed areas of concern to women on the continent. These include:

- Women's access to land;
- Inheritance and property rights and how they affect women;
- Exclusion of women from decision making in conflict resolution while conflicts disproportionately impact them;
- The recruitment of girl children as soldiers and sex slaves;
- The strengthening of gender programmes at the national level with more human and financial resources;
- The high incidence of AIDS/HIV among women, and the lack of support from governments and non-governmental organization, given that the burden of care for AIDS-affected people falls on women, and
- The adverse impact of gender inequality on economic growth in Africa.

(The African Capacity Building Foundation, 2009, p6).

Indeed, the African Union (AU), in its constitutive Act itself, provides that the organization functions in accordance with the principle of the promotion of gender equality. The African Union has established a global precedent for gender equality by adopting the principle of gender parity in decision making and electing an equal number of men and women commissioners to lead the AU. There is a commitment to extend the principle of equal representation to all levels of the AU Commission and to other AU organs and programmes, including the New Economic Partnership for Africa's Development (NEPAD). (The African Capacity Building Foundation, 2009, p4).

In addition to the above mentioned commitments, significant regional processes that African countries have embarked upon as mechanisms for the eradication of gender discrimination include adoption of the African Charter on Human and People's Right, and the New Partnership for Africa's Development (NEPAD).

The African charter on human and people's right

The African Charter on Human and People's Rights was adopted in 1981 and entered into full force in 1986. The Protocol to the African Charter on Human and People's Rights, the first protocol to be developed by Africans for African women, applies CEDAW and the Beijing Platform for Action in the African context. It builds on and strengthens other regionally negotiated issues that have been detrimental to women's human rights. It challenges cultural behaviour and traditions such as widowhood and inheritance rights that often violate the fundamental rights of women in Africa. With regard to the rights of women, the charter provides that 'The State shall ensure the elimination of every discrimination against women and also ensure the protection of the rights of the woman and the child as stipulated in international declarations and conventions' (Article 18 (3)¹.

On November 25, 2005, the protocol to the African Charter on Human and People's Rights on women's rights entered into force. The protocol provides, as CEDAW, a reference legal framework enabling various stakeholders and populations to daily work towards the respect of women's rights. It includes rights in political participation as specified in Article 9.1, which states specifically that 'women shall take part in all elections without discrimination'. Ghana has signed (in 2003) but not ratified the Protocol to the African Charter on Human and People's Rights on the rights of Women in Africa (AfriMAP 2007).

The New Economic Partnership for Africa's Development (NEPAD)

The New Economic Partnership for Africa's Development (NEPAD) was adopted in 2001 by the heads of governments represented in the AU. NEPAD is the region of Africa's

1. <http://www1.umn.edu/humanrts/instree/z1afchar.htm>

strategy for eradicating poverty. There are eight priority areas that constitute the focus of NEPAD's sustainable development strategy. These are:

- Peace and security
- Infrastructure development
- Human-resource development
- Poverty alleviation
- AIDS/HIV and health
- Agriculture
- Science and technology; and
- Arts and culture.

The NEPAD secretariat has gone a step further to institute a Gender and Civil Society Organisation's unit at the secretariat to spearhead the raising of gender-awareness in the deliberations of NEPAD and the mobilization of Civil Society Organisation's participation in the NEPAD process.

ECOWAS protocol on good governance and democracy

The Protocol on Democracy and Good Governance signed in Cotonou in 1993 is the last and certainly the most ambitious of the texts adopted by ECOWAS aimed at strengthening peace, democracy, and stability in the region.

While it is concise, it highlights the fundamental stakes and challenges faced by the region in order to establish democracy and peace. The Protocol is composed of fifty articles organized in three chapters dealing with the principles and modalities of its implementation, sanctions, general, and final provisions.

The principles are set out according to the following eight thematic sections:

1. Constitutional Convergence Principles
2. Elections
3. Election Monitoring and ECOWAS Assistance

2. http://www.panapress.com/forumcotonou/Protocole_CEDEAO_EN.pdf

4. The Role of Armed Forces, the Police and the Security Forces in Democracy
5. Poverty Alleviation and Promotion of Social Dialogue
6. Education, Culture, and Religion
7. Rule of Law, Human Rights, and Good Governance
8. Women, Children, and the Youth²

Article 40 of the Protocol states that "member states upon ratification agree that the promotion of the welfare of women is an essential factor for development, progress and peace in the society and, hence, undertake to eliminate all forms of discrimination and harmful and degrading treatment against women."

All these conventions and policy frameworks commit African governments, including the Government of Ghana, to address gender equality, equity and the empowerment of women; and countries are subject to periodic reviews to measure the extent to which these commitments have been delivered.

National Responses to Promoting Gender Equality

The Government of Ghana's commitment to gender equality is expressed in but not limited to:

- Ghana's ratification of international instruments;
- The 1992 constitution;
- Various Legislation and policies, and
- Institutional structure and mechanisms to promote gender equality.

Ghana is party to the African Charter on Human and People's Rights, which was adopted in 1981 and entered into full force in 1986, and a signatory to the Protocol to the African Charter on Human and People's Rights. The country is also committed to the principles of The New Partnership for Africa's Development (NEPAD). Such regional commitments, together with commitments to international legal instruments, make Ghana responsive to gender equality issues. In addition, the 1992 constitution of Ghana upholds the principle of gender equality.

Constitution of Ghana upholds the principle of gender equality. Likewise, a number of policies have been designed while some legislations have been promulgated to advance gender equality. Significant among these measures taken by Ghana to promote gender equality, was the establishment of a National Machinery for the Advancement of Women.

National machinery for the advancement of women

In Ghana, until the International Women's year of 1975 made the issue of inequality between women and men gain national and international significance, it was mainly voluntary women's societies that concerned themselves with issues relating to inequality between women and men. These included religious groups, market associations, and professional groups. As gender inequality issues gained international and regional prominence, it equally gained national eminence. Many discussions on gender inequality issues were conducted at various levels within the country. As well, there were numerous research studies into gender equality issues. Government, non-governmental organizations, and international development agencies worked together to bring to the fore critical gender inequality issues, and to address these.

The National Council on Women and Development was set up in 1975 in response to the United Nations' call on member countries to set up national machineries to study the conditions of women, initiate programmes to promote the emancipation of women and to monitor progress. Subsequently, in 2001, the Ministry of Women and Children's Affairs was set up to oversee the promotion of women's rights. The establishment of a whole ministry, with a member of cabinet status, should be seen as indicative of Government's commitment to advancing gender equality in Ghana.

Gender and children's policy

Addressing gender equality requires having a clear vision and mission, and working towards specific goals and objectives. One response by Government has been the formulation of a National Gender and Children's Policy by the Ministry of Women and Children's Affairs. The overall goal of the policy is to mainstream gender concerns in the national development process in order to improve the social, legal/civic, political, economic and cultural conditions of the people of Ghana particularly women and children. The strategic plan of the ministry further serves to advance this cause.

Ministry of Women and Children's Affairs (MOWAC) strategic plan

In terms of planning, The Ministry of Women and Children's Affairs has a strategic plan, which has the following objectives:

- To establish and strengthen National, Regional and District institutions to support the implementation of the Ministry's mandate.
- To formulate/reform, implement and monitor policies and legislation affecting women and children.
- To initiate and implement sustainable programmes that improves social, economic and political status of women and children.
- To develop and strengthen strategic partnerships with public, private, civil society stakeholders, and development partners.

MOWAC's key role of working with public, private and civil society organizations to advance gender equality in the country cannot be underestimated, but this requires the active and effective support of parliament.

Fulfilling National, Regional, and International Responses and the Role of Parliament

Introductory exercise:

**From what you have read so far,
what do you think is Parliament's role in
achieving gender equality?**

Ghana signed the CEDAW in 1980 and ratified it without reservation in 1986. CEDAW is, perhaps, the most comprehensive codified international legal instrument articulating equality between men and women and which sets out the bill of rights for women. By rectifying it, Ghana has taken important steps towards achieving greater gender equality and promoting women's participation in politics, in line with CEDAW. As a practical demonstration of Ghana's commitment to promoting gender equality, in 1998, cabinet issued a White Paper on an affirmative action policy which established a 40 per cent quota for women's representation on all government boards, commissions, committees

and other official bodies. In practice, however, the effect of this commitment remains weak as the CEDAW committee has noted poor implementation of the affirmative action policy

because women's representation in elective and appointive bodies of state remains low despite the 40 per cent quota.³

Parliament has a role to play by lobbying and getting both government and political parties to take urgent action to improve this situation through their candidate selection. However, with a parliament dominated by men, most of who want to remain there, this is most unlikely. Parliament can also enact laws to ensure this and hold the Executive accountable for the enforcement of such legislation

As asserted earlier, the mandate of the CEDAW committee is to monitor its implementation by state parties which have ratified it, through the submission of periodic reports. Ghana submitted its first periodic report in 1991 and has subsequently submitted other reports. The third, fourth and fifth CEDAW reports were submitted to the United Nations in August 2006. The sixth periodic report is were submitted to the United Nations in August 2006. The sixth periodic report is due in 2010. As reporting lies basically in the hands of Government, parliament has to work to ensure adequate budgeting for reporting regularly to the committee. Parliamentarians can also seek to oversee the African Peer Review Mechanism process, which is designed to assess a country's performance in attaining the NEPAD goals, to ensure it brings about greater gender equity. Other specific actions can include the celebration of important yearly calendar events such as the International Women's Day (March 8) and Sixteen Days of Activism against Gender Violence (November 25 – December 2010).

These occasions can be used as platforms by government to account for actions and measures undertaken to implement international, regional and national commitments to women in their respective countries.

3. http://www.afrimap.org/english/images/report/AfriMAP_Ghana_PolPartDD.pdf

Parliamentarians should also work with civil society organisations to advocate and take strategic actions for women's advancement and empowerment.

Above all, as members of parliament have an important role to play in passing legislation, they can ensure the adoption of gender-sensitive laws and constitutional provisions. They can also invite private members' bill and demand ministerial statements on obligations undertaken towards meeting international, regional, and national commitments to promoting gender equality.

Module 2

GENDER MAINSTREAMING

UNIT 1: Gender Equality Issues

After studying this unit, you should:

- Learn about gender equality issues in Ghana
- Have knowledge of the Millennium Development Goals (MDGs)
- Understand that the goal to achieve gender equality and the empowerment of women is critical to achieving all the Millennium Development Goals (MDGs)
- Have knowledge of parliament's role in achieving the MDGs

Introduction

Gender equality issues are the effects, consequences, results, or outcomes of unequal opportunities between men and women in society. Poverty faced by women, inequality in women's access to productive resources, low levels of education, and under-representation in formal decision-making structures are among key gender equality issues which require redress. This section discusses these gender equality issues. It throws light on the Millennium Development Goals, a set of internationally determined goals and targets for addressing critical development challenges in the world. It further discusses how achieving gender equality is critical to achieving the MDGs, as well as the role of parliamentarians in achieving the MDGs.

Poverty

Poverty is generally defined as a state of inadequacy, which is often perceived in terms of basic human needs of food, shelter, safe water, sanitation, education, health, and information. The World Bank defines it further as a state of deprivation of opportunity, security, capability, and empowerment (World Bank, 2004).

Although poverty affects both men and women, it is often experienced differently by each of them because of gender roles. The gender roles of women often translate to reduced opportunities, security, and capability as well as disempowerment. Illiteracy is higher among women than men in Ghana. The percentage illiteracy (> 15 years) ratio is 34:

50 for men and women. (UNFPA, State of the World Population 2008). As education is undoubtedly a pre-requisite for better employment opportunities, high illiteracy among women curtails women's access to better and well-paid employment.

Access to Productive Resources

Despite the existence of laws, instruments and commitments, women in Africa, including those from Ghana continue to suffer from bias and discrimination in favour of men when it comes to access to productive resources such as land, labour, capital and technology. Many women work on the land, which is their main source of economic activity. Yet women are less likely than men to own land. Even when they do own land, their landholdings are smaller. This inequality is driven by unfavourable marital and inheritance laws, family and community norms, and unequal access to markets. Their exclusion from land ownership and inability to contribute to decision-making about the use of land is a factor in the continuing high rates of poverty amongst women.

Education

Education is a prerequisite for better employment opportunities but, in most developing countries, including Ghana, the illiteracy rate is higher among women than men. The educational needs of a boy child take precedence over that of a girl child when family resources are limited and this is because of the value placed on the education of boys as a result of gender roles. Gender disparity in the educational sector in Ghana is also attributable to the fact that more girls than boys drop out of school at all levels of education. At the primary level, girls make up 60% of students who are out of school

(USAID 2008). Mothers' education is a significant variable affecting children's education attainment and opportunities. Therefore, education of women is important for ensuring equal rights for men and women as well as necessary for achieving development.

Gender and Decision-making

Irrespective of the pivotal role Ghanaian women play within the family, community and society, only a few women occupy key decision-making positions in any of the sectors of economic, social and political life. Traditional prejudices, beliefs and perceptions, gender discrimination and low levels of literacy have contributed to the low level of women's participation in the policy making process. The 2008 Annual Progress Report on the "Implementation of the Growth and Poverty Reduction Strategy 2006 – 2009" shows that in 2008, only 20 out of 230 members of parliament were women.

Table: Women in Administrative and Political Leadership 2008⁴

Position	Total	Male	% of Total	Female	% of Total
Chief Justice	1	-	-	1	100
Chief Director	25	19	76	6	24
Supreme Court Judges	14	10	71	4	29
High Court Judges	27	23	85	4	25
Members of Parliament	230	210	91	20	9
District Assembly Appointee	1,956	1,401	72	555	28
District Assembly Elected	4,8	4,254	88	576	11

4. <http://www.ndpc.gov.gh/GPRS/AnnualProgressReport-2008.pdf>

The table shows clearly that women do not feature prominently in politics. Factors that contribute to women's low participation in governance include the widely-held perception that political activity is "dirty" and not for decent women. Women have also not been voted for because politics is often viewed as belonging to an arena which is best managed by men. Husbands and families are reluctant to have their women in the public eye. Besides, women lack public arena skills and some do complain of intimidation by male opponents (Offei Aboagye, 2000).

These gender equality concerns are related to development issues that the millennium development goals discussed below seek to address.

Teaser

List the names of any women you know who occupy any of the positions listed in the table on the previous page.

The Millennium Development Goals (MDGs)

What are MDGs?

In September 2000, 147 Heads of State and Government, and 189 nations in total, pledged to uphold the principles of humanity by adopting the United Nations Millennium Declaration, which in essence is a commitment to eradicate poverty. The MDGs are internationally determined goals and targets to resolve and eliminate some of the most critical development challenges in the world. The targets set in 2000 were revised in 2008 to include four new targets. This was based on further agreement by member states at a World Summit held in 2005. Ghana's national development plans and strategies have, therefore, been designed within the framework of achieving the MDG quantitative targets and goals. The priorities for Ghana have been identified in the three pillars of the Ghana Poverty Reduction strategy (GPRS) human development; good governance and civic responsibility; and private sector competitiveness for growth, with a focus on modernizing agriculture.

The MDG Goals and Targets⁵

Goals	Targets
1. Eradicate extreme poverty and hunger	<ul style="list-style-type: none"> Target 1.A: Halve, between 1990 and 2015, the proportion of people whose income is less than one dollar a day Target 1.B: Achieve full and productive employment and decent work for all, Target 1.C: Halve, between 1990 and 2015, the proportion of people who suffer from hunger
2. Achieve universal primary education	<ul style="list-style-type: none"> Target 2.A: Ensure that, by 2015, children everywhere, boys and girls alike, will be able to complete a full course of primary schooling
3. Promote gender equality and empower women	<ul style="list-style-type: none"> Target 3.A: Eliminate gender disparity in primary and secondary education, preferably by 2005, and in all levels of education no later than 2015
4. Reduce child mortality	<ul style="list-style-type: none"> Target 4.A: Reduce by two-thirds, between 1990 and 2015, the under-five mortality rate
5. Improve maternal health	<ul style="list-style-type: none"> Target 5.A: Reduce by three quarters, between 1990 and 2015, the maternal mortality ratio Target 5.B: Achieve, by 2015, universal access to reproductive health
6. Combat HIV/AIDS, malaria and other diseases	<ul style="list-style-type: none"> Target 6.A: Have halted by 2015 and begun to reverse the spread of HIV/AIDS Target 6.B: Achieve, by 2010, universal access to treatment for HIV/AIDS for all those who need it Target 6.C: Have halted by 2015 and begun to reverse the incidence of malaria and other major diseases
7. Ensure environmental sustainability	<ul style="list-style-type: none"> Target 7.A: Integrate the principles of sustainable development into country policies and programmes and reverse the loss of environmental resources Target 7.B: Reduce biodiversity loss, achieving, by 2010, a significant reduction in the rate of loss Target 7.C: Halve, by 2015, the proportion of people without sustainable access to safe drinking water and basic sanitation Target 7.D: By 2020, to have achieved a significant improvement in the lives of at least 100 million slum dwellers

5. <http://siteresources.worldbank.org/DATSTATISTICS/Resources/MDGsOfficialList2008.pdf>

Why Gender Equality is Critical to Achieving all the MDG GOALS

Gender equality is critical to achieving all the MDGs and, therefore, this section discusses why this is so within the framework of the MDG goals.

MDG Goals	Why it is Critical
Goal 1: Eradicate extreme poverty and hunger	<ul style="list-style-type: none"> Gender equality in capabilities and access to opportunities can accelerate economic growth
	<ul style="list-style-type: none"> Equal access for women to basic transport and energy infrastructure (such as clean cooking fuels) can lead to greater economic activity. Gender equality in farm inputs helps increase agricultural production and reduce poverty because women farmers form a significant proportion of the rural poor. Equal investment in women's health and nutritional status reduces chronic hunger and malnutrition, which increases productivity and well-being.
Goal 2: Achieve universal primary education	<ul style="list-style-type: none"> Educated girls and women have greater control over their fertility and participate more in public. A mother's education is a strong and consistent determinant of her children's school enrolment and attainment and their health and nutrition outcomes.
Goal 3: Promote gender equality and empower women	<ul style="list-style-type: none"> The goal that is critical to achieving all the MDGs.
Goal 4: Reduce child mortality	<ul style="list-style-type: none"> A mother's education, income, and empowerment have a significant impact on lowering child mortality
Goal 5: Improve maternal health	<ul style="list-style-type: none"> A mother's education, income, and empowerment have a significant impact on lowering maternal mortality
Goal 6: Combat HIV/AIDS, malaria and other diseases	<ul style="list-style-type: none"> Greater economic independence for women, increased ability to negotiate safe sex, greater awareness of the need to alter traditional norms about sexual relations, better access to treatment and support for the care function that women perform are essential for halting and reversing the spread of HIV/AIDS and other epidemics.
Goal 7: Environmental sustainability	<ul style="list-style-type: none"> Gender-equitable property and resource ownership policies enable women (often as primary users of these resources) to manage in a more sustainable manner.

Source: Grown C., Gupta G. and Kes A. (2005) P. 31

Ghana and the MDGs

Ghana has had a period of economic stability, with poverty levels declining from 39.5 per cent in 1999 to around 28.5 per cent in 2006. (MDG Monitor: Tracking the Millennium Development Goals; November 2007). The steady decline of poverty nationwide and increases in access to basic social services have been a result of efforts under the Ghana Poverty Reduction Strategy (GPRS I and II). However, in terms of working towards the attainment of the Millennium Development Goals, although there has been steady progress in areas such as poverty reduction and education, other areas are faced with challenges towards achieving the set goals by 2015. Challenges in the areas of child health/child mortality, maternal mortality, and gender equality require special attention.

To address such challenges, the government has embarked on a number of measures including expanding nationwide fee exemptions for maternal deliveries; introducing a basic education capitation grant as well as a school feeding programme; and a Livelihood Employment Against Poverty (LEAP) programme. Additionally, there is refocusing of attention on family planning and adolescent sexual health; and instituting a national health insurance scheme with exemptions for the poorest, and passing of Domestic Violence Act.

Parliament's Role in Achieving the MDGs

What do you think is parliament's role in achieving the MDGs in Ghana?

Parliament has a role to monitor the performance of the MDGs. Adoption of the MDGs as targets establish the link between expenditures and outcomes, which simplifies the oversight role of parliamentarians. Since the MDGs are specific, measurable and time bound, they allow for parliamentary oversight through quantitative analysis, monitoring and evaluation of policies and programmes, including those aimed at achieving gender equality. In particular, as the GPRS embodies the MDGs, Parliament has an important role to play in monitoring the GPRS through the GPRS committee. The committee should recognize and address structural factors of poverty and gender inequality, and ensure that the poverty reduction objectives of the GPRS are prioritized.

Specific actions by parliament to enhance the achievement of the MDGs should include:

- Ensuring the introduction of legislations, as well as recommending policies that promote women's access to land so that women, who constitute the majority of those engaged in agricultural work, can have increased access to, and ownership of land.
- Ensuring affirmative action measures and/or targeted interventions to increase the number of children accessing primary education. They can, for instance, work to ensure that beyond primary school level, there are sufficient budget allocations for scholarships targeted at girls from poor families, as a way of ensuring continuity to 2nd and 3rd levels of education for brilliant but needy girls.
- Ensuring increased commitment and resources to addressing child mortality and maternal health through the provision of maternal health care packages.
- Ensuring increased commitment and resources to address the impacts of HIV and AIDS on society in general, and on children and women in particular.
- Ensuring that gender issues in environmental protection programmes and initiatives, and the management of natural resources are prioritized and addressed through government policies and programmes.
- This can be done by the Gender and Children's Committee of parliament. Strengthening oversight responsibility of the gender components of the GPRS by institutionalized engagement with the GPRS/MTEF (Medium Term Economic Framework) processes, and by regularly updating parliament on progress towards GPRS/MTEF gender targets across all sectors, as well as recommend strengthening of gender targets.
- The committee should also strengthen its oversight of gender in government strategic programmes and projects such as micro-financing, capitation grant, school feeding programme, Livelihood Employment Against Poverty (LEAP) and specific Ministries Departments and Agency (MDA) projects.

UNIT 2: Gender Mainstreaming

Learning objectives

After studying this unit, you should:

- Know what gender mainstreaming is
- Be able to do gender analysis as a step in gender mainstreaming
- Be familiar with gender mainstreaming strategies
- Understand why mainstreaming gender equality in policy and programming is important
- Have knowledge of what parliament can do to promote gender equality in Ghana

Introduction

Unit 2 defines some gender analysis terms and introduces readers to gender analysis, which is the first step in gender mainstreaming; and to gender mainstreaming. Case studies and practical exercises are included to enhance understanding and skills for gender analysis and gender mainstreaming. It discusses gender mainstreaming strategies and what parliamentarians can do to promote gender equality. In addition, benefits of mainstreaming gender into parliament are addressed.

What is Gender Mainstreaming?

Gender mainstreaming is a strategy for making women's as well as men's concerns and experiences an integral dimension of any planned action including legislation, policies or programmes, in all political, economic, and societal spheres so that women and men benefit equally, and inequality is not perpetuated. The ultimate goal is to achieve gender equality.

Mainstreaming includes gender-specific activities and affirmative action, whenever women or men are particularly in disadvantageous positions. Gender-specific interventions can target women exclusively, men and women together, or only men, to enable them to participate in and benefit equally from development efforts. These are

necessary temporary measures designed to combat the direct and indirect consequences of past discrimination.

What is the Mainstream?

The mainstream refers to inter-related set of dominant ideas and development directions, and decisions or actions taken in accordance with them. The assumptions, ideas and practices of the mainstream affect the decisions taken by policy makers, and guide resource allocations. Therefore, if parliamentarians who work on national opportunities. This latter approach calls for empowering people so that they can participate in and benefit from development processes. It is this shift in understanding of the problem of gender inequality, the realization that previous approaches to development were not resulting in real change in the position of women and gender equality, as well as the recognition that gender equality is integral to development, that has paved way for gender mainstreaming as an approach to addressing gender inequality and the empowerment of women.

Principles of Gender Mainstreaming

Gender mainstreaming should be guided by principles as outlined below:

- Responsibility for implementing gender equality is system-wide, and rests on actors at the highest levels within agencies and their departments or units.
- Mainstreaming requires clear political will from senior management who should ensure allocation of adequate resources, and competent leadership for mainstreaming. Additional financial and human resources if necessary, are important for translating the concept into practice.
- Adequate accountability mechanism for monitoring progress needs to be established within each and every area of work including collaboration with partners/stakeholders.
- Analysis/understanding of the history, context, rationale, ideology, and implications of gender equality is necessary. Also, necessary is an initial identification of issues and problems across all areas such that gender differences and disparities can be diagnosed. As such the commissioning of

specific gender studies and surveys, and a systematic use of gender analysis and sex disaggregated data are requirements.

- Mainstreaming requires programmatic, organizational, personal introspection, and transformation.
- Gender analysis should always be carried out. This implies taking gender relations into account at all stages of policy and programme cycle, and legislature, in order to achieve gender equality.
- Mainstreaming does not replace the need for targeted, women specific policies and programmes and positive legislation. As women are under-represented in politics and public life, for instance, gender mainstreaming in this area requires that efforts be made to broaden women's participation in governance at all levels.
- Mainstreaming requires a correct perception that gender inequality is not a women's issue that should be addressed by women; rather, it is a societal issue that must be addressed by society.

Having explained gender mainstreaming and the principles for mainstreaming gender, the next section exposes readers to gender analysis tools and skills for doing gender analysis, which is a step in gender mainstreaming.

What is Gender Analysis?

Gender analysis provides a basis for vigorous analysis of the differences between women's and men's lives as this removes the possibility of analysis being based on incorrect assumptions and stereotypes. Analysis involves addressing questions such as the differences in impacts of policy/programme on men and women, the advantages and disadvantages, roles and responsibilities, who does what, who has what, who needs what, strategies and approaches in closing the gap between what men and women need. It helps to reveal the experiences of men and women, boys and girls in relation to an issue being examined. It examines why disparities exist, whether they are a matter of concern and how they might be addressed. Such an understanding helps to institute actions that take real needs and interests into account.

Gender analysis is used in a variety of settings, such as, to examine different forms of social, political and economic organizations like the household, the state, markets, civil society and community based networks. To this effect, there are frameworks that serve to assess the situations of women and men on a step by step basis in order to arrive at proper understanding of their respective real situations and needs. There is no one best way to conduct gender analysis.

The next section provides information on a 'Ten Key Questions Tool' (UNFPA 2003) that may be used in different situations such as the family, the community, institutions and society at large. They are based on well-tested gender analysis tools, namely; the contextual analysis model, the Harvard analytical model, the Women's Empowerment framework, and the gender analysis matrix. (UNFPA 2003; Gender Mainstreaming: Taking Action, Getting Results; Module 2, P. 13).

Gender Analysis Tool

The 10 Key Questions

1. Who does what? {activities}
2. How? With what? {access to resources}
3. Who owns what? {ownership of assets}
4. Who is responsible for what? {obligations}
5. Who is entitled to what? {claims, rights}
6. Who controls what? {income, spending}
7. Who decides what {power}
8. Who gets what? {distribution}
9. Who gains and who loses? {redistribution}
10. Why – What is the basis for the situation? {rules, norms, customs}

Questions 1-9 can be combined with the additional question, 'And with whom' in order to capture the social relations involved⁶.

6. UNFPA (2003) Distance Learning Courses on Population Issues; Course 3: Gender Mainstreaming: Taking Action, Getting Results. Module 2, Page 13

Advantages of Gender Analysis

- Gender analysis provides an understanding of gender and its implications for policy development and implementation.
- It aids in the generation of scientific/objective information for planning, implementation, monitoring, and evaluation.
- It helps to establish benchmarks for tracking progress on gender equality issues.
- It provides the justification and rationalization for interventions.
- It breaks down the division between the private and the public domains, and brings the private into the public sphere.
- It looks at how the dynamics within the household interrelate with dynamics at international, state, market, and economy level.

Gender Analysis in Practice

This section provides exercises and illustrations of gender analysis in different contexts.

Gender analysis context A

Gender Analysis at the Family Level: Exercise on 24 Hour Activity

Instructions: Choose between one of these three community settings:

- i. A rural fishing community
- ii. A rural farming community
- iii. An urban community

Using the table on the next page, tabulate the daily activities of a man and a woman indicating the time each activity is conducted. Add to the task whether it is a productive (P), community (C) or reproductive (R) role. Add up roughly the number of hours each of them works.

Who does the most hours of work?

Who performs the productive, reproductive, and community roles?

Identify the similarities and differences.

How are these realities reflected in policies, plans, and programmes?

Repeat the exercise for the two other community settings and identify the similarities and differences in roles in the community settings.

Type of community setting selected:

Gender analysis context B

Gender Analysis of an Institution

- Think about the institution you belong to. Use the 10 key questions in section 2.7 to do an analysis.
- Identify the gender equality issues.
- Determine the consequences of not addressing the issues.
- Determine what interventions can be made to address the gender equality issues.

Gender analysis context C

Practical and Strategic Gender Needs: Case Study of Gari Processing in Ghana

Mafi-Kumasi is a community in the Mafi Traditional Area in the Volta Region. The women have cassava farms but their main occupation is the processing of cassava into gari using a tedious manual process. The women had been processing and selling gari on their own for years. A development partner (USAID) funded and put up a model gari processing factory and the women were organised into cooperatives to own and operate the factory. To ensure regular supply of cassava to feed the factory, USAID provided a tractor to help the women expand their cassava farms and the chiefs in the community willingly gave land for that purpose.

Upon their insistence, men in the community were allowed to join the cooperative with a condition that their numbers would not exceed one third of the total membership. Additionally, the positions of the president, vice president and secretary had to be held by women. A young woman was trained to manage the factory. Two young men operated the grater and the press.

Members of the cooperative as well as non members paid to have their cassava processed into gari at the factory. The cooperative had an account at a nearby rural bank at Adidome where proceeds from the operation of the factory were saved. Funds from the savings account were used for the repairs and maintenance of the equipment and tractor. The factory operated successfully and supplied bulk gari to institutions and individuals in the community.

The project succeeded in saving the women time and the drudgery involved in gari processing. It also succeeded in increasing their income and enhanced their capacities to feed and clothe themselves and their children. The cooperative also became a viable group for educating the women on various topics including sanitation, nutrition, child-care, and family planning⁷.

A. *Instructions*

Which of the roles (activities) of women do you think the project/programme intended to focus on? How?

- Did the focus remain the same?
- Which role did it have an impact on in practice?

B. *Instructions*

- Do you think the project/programme was trying to meet practical or strategic gender needs? How?
- Were these and other needs met in practice?

The answers to Gender Analysis Context C are provided at the end of this unit.

Gender analysis context D

Gender Analysis at the Policy Level: Case Study of the Educational Sector in Benin⁸

In Benin, as in other countries in less developed regions, there is gender disparity in education at all levels in favour of boys. In 1991, for instance, 327,081 boys were enrolled in school as compared to 163,084 girls (UNESCO 2003).⁹ Benin has signed the International Declaration for All (EFA) and has ratified various conventions related to discrimination against women. Girl's education is therefore, a priority for the country

7. Culled from: Dolphyne, Florence A., (1991), *The Emancipation of Women: An African Perspective*

8. Parliamentary Centre, Workshop Report on 'Parliaments and Gender Budgeting' Cotonou, Benin – October 4 – 6, 2005.

<http://parlcent.com/africa/Gender/docs/Report%20for%20Benin%20Gender%20Budget%20Workshop%202005.pdf>

9. <http://unesdoc.unesco.org/images/0014/001467/146769e.pdf>

and many measures have been instituted to improve girls schooling. In spite of these efforts, norms and beliefs in the society continue to be strongly influenced by the cultural view that women are subordinate to men. The case study below is an analysis of the outcome of an educational policy on the participation of boys and girls in school. It helps to illustrate the point that public policies that are not made with a gender perspective may, in fact, reinforce imbalances that exist in a given social context.

Parliamentarian participants of a workshop (Parliamentary Centre Workshop on Parliaments and Gender Budgeting, 2005) made an analysis of a real case based on figures from the Benin Ministry of Education, which showed that despite an increase in funding for education and an increase in overall national enrolment, the enrolment of girls remained consistently lower than boys. They identified factors that led to this situation, and these factors could be grouped under the following headings:

1. Social factors

- Discrimination in the family between boys and girls at birth
- Religion
- Teenage marriage and pregnancies
- Parental ignorance
- Domestic tasks that keep girls away from school
- Sending girls to work early for financial gains for the family

2. Poverty

- Minors in the labour force
- High cost/fees of education
- Weak family revenues
- Malnutrition and famine
- Large families with too many children

3. Educational system

- Insufficiencies and inadequate infrastructures
- Unprofessional behaviour of teachers
- Sexual harassment of girl students
- Schools built in far away zones, inaccessible to most children
- Drop out rate of girls
- Lack of female leadership in the development of educational policies to promote girl education
- Lack of qualified teachers

4. Other environmental factors

- Rural exodus to urban centres
- Confusion and homesickness when children are forced to change regions to attend higher levels

The Parliamentarians made the following recommendations to deal with the obstacles to gender equality:

1. Social factors

- Increase awareness at all levels
- Reduce the domestic tasks of both girls and women in the home
- Legislate to have a minimum age for marriage and update the laws on family

2. Poverty

- Support women through micro-finance programmes
- Train women with micro-projects
- Encourage women to form associations and support groups to undertake joint income-generating activities

3. Educational system

- Clearly define educational policies in the national budget
- Make schools more accessible in rural areas and create drop-in centres for girls
- Improve training and increase number of teachers
- Provide better pay and more recognition for teachers
- Involve parents in the education of girls
- Introduce civic education and health education in school programmes
- Reintroduce the system of boarding schools

4. Other Environmental Factors

- Decentralize development projects to avoid mass exodus from rural areas
- Increase number of colleges for girls to avoid them leaving their families to pursue education

Gender Mainstreaming Strategies and What Parliamentarians Can Do

What is the role of the parliamentarian in mainstreaming gender into parliamentary work and/or in the work of government through the various ministries?

As discussed all along, every policy, programme or project has an impact on society and therefore, on women, men, boys and girls. Equitable policies for men and women benefit society as a whole. On the other hand, inequitable policies result in resources such as development funds that are not well spent.

In order to ensure that policies and plans have a gender perspective, parliamentarians should take the needs, interests and special circumstances of men and women, as well

as boys and girls into consideration. For this to happen, the Women and Children's Committee should play a leading role to ensure gender mainstreaming in Parliament. This implies introducing organizational transformation, and, as is required of every change process, this change must be managed. Managing it should be seen as the responsibility of not only the Women and Children's committee, but indeed each member who has a role to play in parliament. The creation of an enabling environment for gender mainstreaming should therefore, be seen as critical to institutionalizing gender equality.

Exercise: Assessment of Enabling Environment for Gender Mainstreaming

The exercise above helps to assess the preparedness of an institution to mainstream gender.

Enabling Environment for Gender Mainstreaming	Yes	No	Partial	Comments
Political Will and Leadership: Formal commitment from decision makers to support the implementation of gender mainstreaming.				
Policy Framework: The adoption of specific gender equality policy, plan, or statement				
Structures and Mechanisms: Organisational structures and mechanisms, such as planning, priority setting, resource allocation, implementation, monitoring and evaluation, are consistent with the goals of gender mainstreaming and contribute to the incorporation of a gender perspective in our day-to-day work.				
Human & Financial Resources: Resources allocated to support structures and practices required for mainstreaming activities. i.e. – to engage in gender analysis and gender-responsive planning and implementation.				

Enabling Environment for Gender Mainstreaming	Yes	No	Partial	Comments
Sex-disaggregated Data: Data that documents differences in circumstances and opportunities between women and men is available to provide the basis for the programme development and evaluation from a gender perspective				
Knowledge of & Supporting Tools: The tools and materials to conduct gender analysis and the skills to use these tools effectively to develop gender mainstreaming strategies.				
Adequate Motivation: Individual employees, both male and female, are given opportunities, encouragement and incentives to develop new skills and take on new responsibilities for mainstreaming gender into their work				
Demand from Stakeholders: Individuals and groups that play a role in motivating an organization to fulfil its commitment to gender mainstreaming.				

The Role of The Gender and Children's Committee of Ghana's Parliament

What is the role of The Committee on Gender and Children in Parliament?

The Committee on Gender and Children has responsibility to work systematically at, and sustain gender mainstreaming of Ghana's parliament. Specific recommended actions include the following:

- a. As an initial step, there should be sensitization of key people within parliament, in order to raise awareness of gender issues, and the need for gender

mainstreaming. The committee should ensure that a gender mainstreaming strategy is in place in parliament, used and reported upon regularly. To this effect, a gender audit should be carried out to reveal gaps in institutional structure, programmes and policies; and a gender policy document developed. These processes would include developing the necessary policies, memoranda and guidelines for mainstreaming gender in a participatory way and circulating them. There should as well be gender mainstreaming responsibility allocation. This may require setting up a technical working group to do this. Internal or external experts may be used to facilitate the process.

- b. Subsequently, changes have to be effected into parliament as an institution so that mechanisms, structures, capacities, resources and tools are in place to support gender mainstreaming. Mainstreaming initiatives should be integrated into key legislation, policies and programmes and this would mean providing special training or remedial activities where necessary. Institutionalizing gender mainstreaming also implies ensuring that there is accountability, and that mechanisms and processes to continually review policies, programmes, and projects are accepted and practised by everyone in parliament.

Facilitating and coordinating the exercise of mainstreaming gender into parliament would include working towards the following:

- Increased participation of women in governance at all levels.
- Ensuring that parliament includes gender as a substantive area in all policies, programmes, and legislature.
- Ensuring frequent discussion of gender issues at all meetings.
- Collecting and disseminating gender relevant information.
- Supporting networking, documenting, and disseminating best practices on gender mainstreaming into governance.

What are the benefits of mainstreaming gender into each Parliamentary Committee?

What do you think are the benefits of mainstreaming gender into each parliamentary committee?

List your answers.

The benefits of mainstreaming gender into each parliamentary committee are:

- It opens up opportunities for both women and men
- Real problems of men and women are considered
- There is increased capacity for each committee to address gender concerns in the course of its work.
- There is increased capacity of the women members of each committee to participate effectively in committee work.
- It contributes to good governance.

As an institution with oversight responsibility of poverty reduction in the country, the benefits of gender mainstreaming in parliament include:

- Improved accountability of the central government to parliament and the people of Ghana, particularly with respect to poverty reduction.
- Increased transparency of central government decision making as a result of parliamentary activities.
- Strengthened participation of civil society in central government decision making as a result of parliamentary activities.
- Enhanced involvement of the poor in governance in Ghana and more effective poverty reduction efforts in Ghana.

Appendix: Answers to Gender Analysis Context C

Analysis of case study

A

ROLE AFFECTED

INTENTION	BY THE END
- PRODUCTIVE	- PRODUCTIVE - REPRODUCTIVE - COMMUNITY

B

GENDER NEEDS MET

INTENTION	BY THE END
- PRACTICAL	- PRACTICAL - STRATEGIC

Glossary of Terms used in Module 2

Condition: refers to the material circumstances in which men and women live.

Access: the ability to use a resource or opportunity.

Control/Power: the ability to make decisions about and derive benefits from resources and opportunities.

Practical gender needs: Needs of women and men that relate to responsibilities and tasks associated with their traditional gender roles or to immediate perceived necessity. Responding to practical gender needs can improve the quality of life but does not challenge gender divisions or men's and women's position in society. Practical needs generally involve issues of condition or access.

Strategic gender interests: Interests concerning the position of women and men in relation to each other in a given society. Strategic interests may involve decision-making power or control over resources. Addressing strategic gender interests assists women and men to achieve greater equality and change existing gender roles and stereotypes. Gender interests generally involve issues of position, control, and power.

Module

GENDER RESPONSIVE BUDGET

Unit 1: Budgeting: Basic Concepts and Principles

Learning objectives

After studying this unit, readers should:

- Be able to define the budget and its components
- Be exposed to some basic concepts and principles in budgeting
- Be able to understand the principles of good budgeting
- Know the objectives of budgeting

Introduction

National budgets are regularly produced financial plans of the government comprising revenues and expenditures of the state; they reflect government policy priorities and their fiscal targets. They should be comprehensive and transparent and ensure funding predictability for government departments. Public resources are not limitless and therefore, will necessarily fall short of meeting all the needs of society. For this reason, competing claims and trade-offs on the budget are made. Meeting this challenge successfully requires that budgeting achieves and maintains fiscal discipline, the strategic prioritization of public funds, as well as sound operational management.

A well-prepared and implemented national budget can help contribute to economic and social development and poverty reduction, through public service delivery. This unit introduces readers to basic concepts and principles in budgeting.

What is a Budget?

The word budget is developed from bougette or 'small bag' in the early 19th century in France (Handbook for Parliament no 6, 2004). The use of the word spread to England, where it came to designate the leather bag in which ministers of the crown carried financial plans to parliament, and eventually it became synonymous with its contents. The use of the word in the United Kingdom now refers to the spring statement, which focuses on taxation measures. In most countries, the term refers to the annual expenditure and revenue plans tabled in the legislature. The first traceable legal definition of the budget is contained in a French decree of 1862: "The budget is a document which forecasts and authorizes the annual receipts and expenditure of the State"¹⁰.

The national budget consists of public revenues and public expenditures and it includes the government's expenditure and revenue proposals, which reflect its policy priorities and fiscal targets. The national budget is a reflection of government's policy, priorities, planning and implementation processes for delivery of goods and services. A government budget, in sum, is a financial statement of the expected revenue and intended expenditure of the government over a given period, usually a year.

Revenue is the money that government generates during the period of time the budget covers. This covers both tax and non-tax revenue. Tax revenue includes direct taxes and indirect taxes. Direct taxes are levied on income, property or capital. Such taxes are called direct taxes because it is normally assumed that the real burden of payment falls directly on the person or firm that is immediately responsible for paying them. By contrast, sales taxes or excise duties on alcohol and tobacco are called indirect taxes because it is assumed that the real burden of paying the tax will not fall on the firm immediately responsible for paying it but rather it will be passed on to the customer. The non-tax revenue sources includes mostly Internally Generated Funds(IGFs) resulting from user charges and/or fees imposed for the delivery of services by state institutions, and dividend income from investments. Foreign aid in the form of grant inflow is also an important source of revenue for Government.

10. Stourm R. 1917, p.2 as cited in Parliamentary Centre, Austrian Development Cooperation. (2009). Professional Development for Parliamentarians and Parliamentary Staff: The Role of Parliamentarians and Parliamentary Staff. P. 1.

Expenditure is the money that government intends to spend. On this side of the budget, government allocates funds to various functions such as health care, education, agriculture, justice, defence and so on. The share of total expenditure allocated to each sector is a key indicator of spending priorities for a given year and shifts in priorities over a period of time. In terms of economic classification of expenditures a distinction can be made between current and capital expenditures. Current expenditures are on goods and services that are consumed immediately; for example, wages of civil servants or supplies of learning materials for schools. Capital expenditures comprise money spent on the purchase of goods that can be used to produce other goods, for example, machinery or infrastructure and would normally have a longer lifespan.

When government spends more money than the available revenue, it is said to have a budget deficit. A government can meet this deficit either by raising taxes or covering the deficit with borrowed money. Government can borrow from either domestic sources or from external sources.

However, domestic borrowing can put upward pressure on interest rates so as to 'crowd out' private sector investment. In other words, when government uses most of the capital available on the borrowing market, less is available for the private sector to borrow in order to expand its activities. Deficit spending is expensive as government has to pay interest on loans in addition to paying the borrowed money (principal). Thus, government has to put aside a proportion of funds to service its stock of debt, leaving less money for service delivery. The reduction in service delivery programmes affects vulnerable groups in society that are most dependent on the state. Excessive deficits are associated with inflation. Some governments have resorted to 'printing money' in order to meet debt servicing obligations. However, this strategy is difficult to pursue when the Central Bank enjoys entrenched independence from the government both legally and in practice. On the other hand, taxes reduce the disposal incomes of citizens or reduce the quantity of goods and services they can acquire with their limited incomes. As such, citizens always resist new or higher taxes because they are left worse off.

Where a government with a budget deficit decides not to borrow or raise taxes, it has only one option: to revise the planned expenditures downwards or cut down expenditures. Cutting expenditures almost always impacts the poor and marginalized

more as they are not adequately represented in the decision-making process. For example, governments would not reduce staff salaries but will cut down on drugs and textbooks if it is cash-strapped.

Principles of Good Budgeting¹¹

Comprehensiveness: The budget must cover all fiscal operations of government, encompassing all public expenditures and revenues, to enable full and informed debate of the trade-offs between different policy options.

Predictability: Spending agencies should have certainty about their allocations in the medium term to enable them to plan ahead. Stable funding flows support departmental planning and efficient and effective delivery.

Contestability: No item in the budget should have automatic claim to funding. All policy and attached funding should be regularly reviewed and evaluated in order to ensure prioritization and optimal performance of spending agencies.

Transparency: All relevant information required for sound budgetary decision making should be available in an accessible format, and in a timely and systematic fashion. Budget information needs to be accurate, reliable, and comprehensive.

Periodicity: The budget should cover a fixed period of time, typically one year, and the process of compiling the budget should follow a clear and reliable schedule that is agreed upon and published in advance.

Source: World Bank, 1998

11. As cited in: IPU, UNDP, WBI & UNIFEM (2004), Handbook for Parliament no 6, p. 14
http://www.unifem.org/attachments/products/parliament_budget_gender_eng.pdf

Objectives of Budgeting

If resources were limitless, there will be no need to budget. In reality, spending needs are inevitably beyond available funding. Governments have to make choices about the allocation of scarce resources to meet competing needs in society. Budgeting is effective in facilitating this process when it forces awareness of overall fiscal constraints, enables the prioritization of spending in line with policy objectives, and supports the efficient implementation of policies. This is key in Public Expenditure Management (PEM), which not only emphasizes that the government applies the right procedures during the budget process, but also stresses that it strives to efficiently achieve desired policy outcomes. PEM recognizes that even when a government adheres to accepted budget principles it may fail to obtain optimal fiscal outcomes. For example, many developing countries that have sound budget and financial management systems may still lack fiscal discipline. Therefore, they are unable to reallocate resources in accord with strategic priorities, or adhere to budget priorities and allocations, and hence continue to operate inefficiently.

Basic Elements of public expenditure management¹²

Objective	Requirement
Aggregate fiscal discipline	Budget totals should be the result of explicit, enforced decisions; they should not merely accommodate spending demands. These totals should be set before individual spending decisions are made, and should be sustainable over the medium term and beyond.
Allocative efficiency	Expenditures should be based on government priorities and on effectiveness of public programmes. The budget system should spur reallocation from lesser to higher priorities and from less to more effective programmes.
Operational efficiency	Agencies should produce goods and services at cost that achieves ongoing efficiency gains and (to the extent appropriate) is competitive with market prices.

12. Schick (1998) as cited in Parliamentary Centre, Austrian Development Cooperation. (2009). Professional Development for Parliamentarians and Parliamentary Staff: The Role of Parliamentarians and Parliamentary Staff. P. 3.

Aggregate fiscal discipline

It refers to the control of the key measures of fiscal performance, including total spending, total revenue, the financial balance and the public debt. Fiscal discipline requires that budget totals are the result of explicit and enforced decisions. Many factors are important for determining the appropriate total level of aggregate spending, including available revenues, access to borrowing, and the acceptable level of the deficit. Given these constraints, fiscal discipline calls for affordability of total spending, as well as taxing policies, including in the medium to long term.

Allocative efficiency or strategic prioritization

This requires government capacity to allocate resources and select programmes and projects in conformity with its objective. This process is supported where the policy basis of the budget is stated clearly on the basis of a medium term strategy. Allocative efficiency is threatened where spending departments are bailed out when they overspend, because poor budget execution can introduce substantial ad hoc realignments that distort stated priorities. Such distortion often diverts resources away from the poorest and most vulnerable groups in society to cater for the interest of bureaucrats and strong interest groups.

Operational efficiency

It is the ratio of the resources expended by government agencies to the outputs produced or purchased by them. To provide managerial incentives for operational efficiency high level civil servants can be given performance contracts that spell out clear objectives and targets. As well, effective parliamentary scrutiny and accountability for results can support a mind shift in spending departments from mentality of compliance to one of achievements. Parliaments increasingly not only consider allocation of money, but also what is delivered with the money.

The objective of aggregate fiscal discipline, allocative efficiency, and operational efficiency are interrelated. For example, politicians often promise improving macroeconomic conditions such as growth, employment and inflation, all of which impact on the amount of revenue government expects to collect. To be transparent, government should publish the macroeconomic assumptions and projections upon

which the budget is predicated. Unrealistic assumptions about improvement in revenue collection are symptoms of escapist fiscal planning. Such tactics threaten to undermine the objectives of budgeting.

The Budget Process

Budgets have to be passed regularly, usually on an annual basis, in order to ensure that government continues to operate. The budget process is governed by a timeline that typically can be separated into four different stages:

Budget drafting stage

This is the phase in which the package of economic and fiscal measures generally associated with an annual budget is devised. Various levels of the executive negotiate, and in some cases consult with parliament, civil society, and the private sector to emerge with the expenditure estimates that will achieve policy and programme outputs. This is the stage at which Civil Society Organisations and citizens can make an input, especially since not much can change when the budget gets to Parliament;

Legislative stage

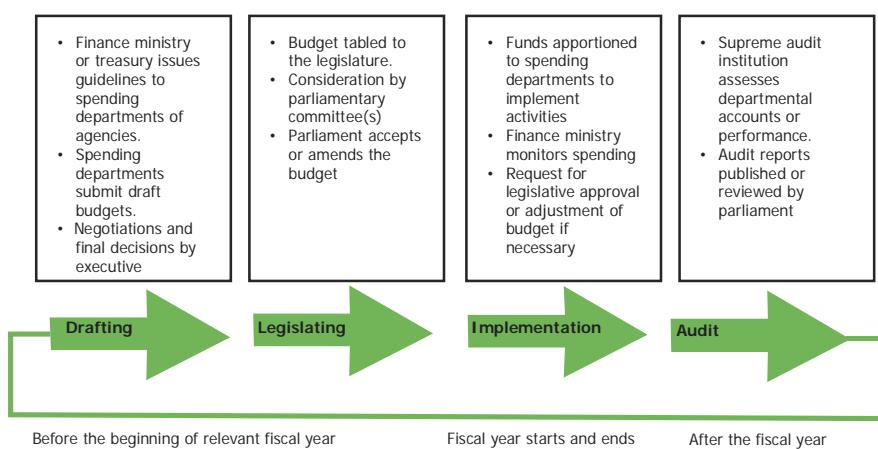
The phase in which budget measures are announced and presented to the legislature. The legislature then reviews, debates, and if necessary modifies or amends the budget, and finally either adopts or rejects the draft budget. At this stage not much can change. In the case of Ghana, Parliament's amendment powers are limited to cutting down or totally rejecting the budget, which hardly happens due to the composition of the House. Budget implementation, monitoring and control

During this phase (which may begin before formal endorsement is given) the government implements the budget by disbursing funds to the appropriate ministries and agencies to carry out the programmes as approved by Parliament. Budget implementation also includes mobilizing the resources for the expenditures. The government also ensures that an internal control system is in place to continuously monitor the budget, and ensure budget discipline and accountability. In Ghana, there is also usually a mid-year review of the annual budget to assess the status of implementation; and

Budget evaluation and audit

The supreme audit institution assesses whether the budget has been implemented efficiently and effectively as approved by Parliament. This is a role played on behalf of the Legislature which has oversight over the Executive. In Ghana, the supreme audit institution is the Audit Service, which is headed by the Auditor-General.

Stages of the annual budget process¹³



Source: Effective Financial Scrutiny - The Role of Parliament in Public Finance, 2007

The four stages provide a useful framework for understanding the budget cycle and the budget system. It is, however, important to note that their exact nature and timing differ across countries. Moreover, budget cycles overlap. At any given time, you have budgets at different stages of the budget process. For instance, while one budget is being drafted, a second budget might be awaiting legislative approval; a third is in the process of being implemented; and a fourth (which has already been implemented) might be subject to audit and evaluation.

This means that the legislature concurrently has to deal with several different budgets at different stages in their process.

13. As cited in Parliamentary Centre, Austrian Development Cooperation (2009). Professional Development for Parliamentarians and Parliamentary Staff: The Role of Parliamentarians and Parliamentary Staff, P. 5.

Budgeting is a process rather than an event, and budget cycles are ongoing and interconnected. The role of parliament should not be restricted to budget approval and review of audit findings. For instance, in a number of countries parliamentary committees ask government to report on the progress of drafting an upcoming budget yet to be tabled, and legislators might request some documentation that is used in the drafting process. During budget execution, the legislature should have access to actual revenue and expenditure data on an ongoing basis. In Ghana, Parliament can invite a Minister anytime to report on the status of its programmes/projects as part of its oversight role. In this way, it is able to keep track of the progress that is being made in implementing the approved budget. This provides opportunity to pick up problems at an early stage, before they result in significant deviations between approved budget and actual revenues and spending. When parliamentarians follow the entire budget process as it unfolds they will be in a position to acquire expertise and to keep track of emerging issues. Legislative effectiveness in budget scrutiny is enhanced by continuous oversight.

In modern economy the influence of government on the economy as a whole is immense since the government is the biggest employer, the biggest spender and the claimant on the country's resources. Beyond ensuring accountability of the government to the legislature for revenue and expenditure and serving as a mechanism for controlling spending, the budget is also used as a political, economic, and a legal tool in the budget process.

Political tool

The budget reflects government's policy to meet the needs and improve the well-being of the community, civil society generally, the private sector, and the public service. The values of the government of the day inform policy; therefore, the budget involves value judgment and trade-offs, which is why officials involved in supporting policy-makers need to understand the government's political philosophy and policy platform.

Economic tool

As an economic tool, the budget seeks to build the economy and influence where investment is directed, promote sustainable employment and contribute to a positive national savings pattern, among other issues. To what extent the budget as an

economic tool underpins the political objectives depends on the following factors, among others:

1. Sustainability of measures to be taken;
2. Trajectory, acceleration, and targets of economic growth;
3. Areas where jobs can be realistically promoted and created;
4. Initiatives that will influence the redistribution of income and opportunities; and
5. Development of competitive industries.

Legal tool

As a legal tool, the budget has to satisfy the constitutional requirements and relevant legislation and spirit of participatory democracy. The point to keep in mind is that government can only spend money that has been appropriated through appropriation bills.

Budget Transparency and Participation: Five African Case Studies

Research conducted by civil society budget analysis organizations from Ghana, Kenya, Nigeria, South Africa and Zambia published the results of a path-breaking research project on Budget Transparency and Participation in the Budget Process.¹⁴ The purpose of this exercise was to evaluate the extent to which these countries provided sufficient budgetary information and access to citizens and civil society organizations so that they could participate effectively in the budget process.

The study framework examines three issues. The first dimension examines the four stages of the budget process - the drafting, legislative, implementation, and auditing stages. The second dimension examines each of these stages by looking at the availability of information, the clarity of roles and responsibilities between institutions in the budget process, and the systems and capacity to generate budget information. The third dimension focuses on the legal framework supporting transparency and participation in the budget process.

14. Folscher, Alta (ed.). 2002. *Budget Transparency and Participation: Five Africa Case Studies*, IDASA, Cape Town, South Africa as cited in Parliamentary Centre, Austrian Development Cooperation. (2009). *Professional Development for Parliamentarians and Parliamentary Staff: The Role of Parliamentarians and Parliamentary Staff*.

Results

Although aspects of budget transparency and participation in the budget process were found to be lacking in each country, there were important distinctions between the countries studied. The results suggest that the countries could be classified into three categories. South Africa scored the highest. Ghana and Kenya came second in this categorization, and Nigeria and Zambia came third. South Africa scored 'good' on the legal framework and 'moderate' on transparency and participation in the budget process. This reflects the comprehensive overhaul of the budget process undertaken since 1994 and the substantial improvements in public availability of information. There is a clearer framework for accountability for public resources and delivery and more transparent management of the wider public sector. The primary concern now is the creation of better access for parliament and citizens, and the development of capacity in these institutions to make good use of the information.

Kenya and Ghana scored second highest. Both countries scored 'moderate' on the legal framework and 'weak' on participation. The Kenyan legal framework was found to be comprehensive, but outdated and in conflict with government policy. Although substantial public information is generated, it is often late, inaccurate and in formats that are hard to use. The budget process in Kenya does not easily accommodate external participation, but both parliament and civil society are increasingly exploiting opportunities to hold the executive accountable.

In Ghana, a moderately good legal framework should ensure greater information and participation. However, this potential is compromised by gaps and the official secrets legislation, which is outdated. Although public information is more available in Ghana than in Zambia and Nigeria, the information that is produced is frequently late, inaccurate and not particularly useful; in many cases, the result of poor capacity to produce information. On the positive side, the introduction of MTEF and increasing participation by civil society is helping to push the country in the right direction.

In the third group of countries, Zambia and Nigeria were found to have both 'weak' legal frameworks and 'weak' transparency and participation. The legal framework in Zambia allows for virtually limitless expenditure with approval and requires very little information to be published. While transparency is hampered by lack of compliance and cash budgeting, civil society and parliament are starting to forge a space for

participation with positive effects. In Nigeria, a contradictory and ambiguous legal framework is a large part of the problem, particularly as it impacts on the comprehensiveness of the budget and the audit process. While civil society participation also remains weak, the increasingly active engagement of the legislature is a positive sign.

The study concludes with the following cross-country recommendations (best practices):

- Budget documentation should include fiscal policy statements, explain the policy base of allocation decisions and be framed in the previous year's actual spending and non-financial information.
- Repeal official secrets legislation and replace with legislation that guarantees appropriate citizen access to state-held information.
- Entrench the provision of comprehensive and timely information on estimated and actual expenditure and revenues in a budget law that also sets out a clear budget process and clarifies roles and responsibilities.
- External reporting during the spending year should be obligatory, including under cash budgeting system. This should include departmental reporting on achievements. If late audit information makes early annual reports at central government and spending agency level unfeasible, interim mechanisms should be created.
- Extra-budgetary spending should be brought onto the budget. If this is difficult, comprehensive and accurate information on these activities should be included with the budget.
- The enhancement of external transparency should coincide with efforts to build internal transparency. Often political decision-makers and their administrative advisors make decisions on very imperfect information.
- The capacity of Auditors-General should be enhanced. Parliamentary capacity to scrutinize budget proposal and oversee implementation should be institutionalized.

Conclusion

Budgets are regularly produced financial plans of the government comprising revenues and expenditures of the state. They should be comprehensive and transparent and ensure funding predictability for government departments. Public resources are not limitless and, therefore, will necessarily fall short of meeting all the needs of society. For this reason, competing claims and trade-offs on the budget are made. And meeting this challenge successfully requires that budgeting achieves and maintains fiscal discipline, the strategic prioritization of public funds, as well as sound operational management.

Unit 2: A Gender Perspective on the Budget

Learning objectives

After studying this unit, readers should:

- Know what is a gender responsive budget
- Be able to explain gender responsive budgeting
- Understand the importance of gender responsive budgets
- Be exposed to lessons learned from implementing gender responsive budgeting

Introduction

It is often assumed that a national budget is gender-neutral; that in its functions, a budget will benefit women and men, girls and boys equally. In fact, by failing to take account of the different roles, capabilities, and needs of women and men, budgets can reinforce existing inequalities.

Analyzing the budget from a gender perspective provides a useful mechanism to assess the effects of government policies on men and women, boys and girls, and the real contributions all individuals make to the economy. In this way, government can evolve and implement policies that ensure equity. This unit helps participants to appreciate gender budgeting as a strategy for promoting gender equality.

What is Gender Responsive Budgeting?

It is important to emphasize from the outset that a gender responsive budget does not refer to a separate budget for women. As previously indicated, gender is not just about women. Gender responsive budgeting takes into account the inequalities that arise due to the different roles assigned to different groups in society. National budgets are developed as gender-neutral, but there is increasing recognition by governments that budgetary policies have different impacts on men and women. The budget, as an instrument for allocation of resources in society, is probably the most effective

mechanism that can be employed towards the attainment of objectives such as gender equality. The national budget is also an indicator of a government's priorities and hence a tool for measuring the consistency between pronouncements on gender equality and the resources allocated for achieving it.

Why Gender Responsive Budgets?

Analyzing the budget from a gender perspective provides a useful mechanism to assess the effects of government policies on men and women, girls and boys, and the real contributions all individuals make to the economy. In this way, government can evolve and implement policies that ensure equity. Gender responsive budgets are, therefore, important in many ways:

- Gender responsive budgets meet the needs of all sectors of society and, therefore, increase efficiency.
- Gender responsive budgets increase economic efficiency and social welfare.
- Gender Responsive budgets seek to reduce gender gaps and inequalities as they address the needs of the less privileged.
- Gender responsive budgets address poverty more effectively by way of implementing poverty reduction programmes that benefit the poor and marginalized in society more.
- Gender responsive budgets help governments to honour their commitments to achieve equality, as set out, for instance, in the Beijing Platform for Action, the Convention on Elimination of All forms of Discrimination against Women (CEDAW), and the Millennium Development Goals. Governments will often be reminded by gender budget analysis that they are not meeting their commitments, compelling them to sit up and address the gaps.
- The purpose of a gender perspective on the budget is to ensure that budgets and economic policies address the needs of women and men, girls and boys, equitably.

15. Mbaye Diouf (United Nations Commission for Africa) Resource expert of the seminar on Parliament and the Budgetary Process, Including from a Gender Perspective, Nairobi, Kenya, 2000.

"The budget is simply an instrument and no more than that. The instrument is there to translate a policy and strategy. Unless those policies and strategies are right, the instrument translates wrong things that run against the interest of gender equality."¹⁵(Mbaye Diouf , United Nations Commission for Africa).

National Budgets and Gender Issues

National budgets encompass all issues of national priority and concern, and there is no separate budget statement devoted to gender or to women issues. Budgets are not neutral instruments. The strategic and policy orientations underpinning them do not reflect interests and concerns of people, men and women, boys and girls. Engendering the budget is the best means of meeting the aspirations and needs of the majority of men and women, boys and girls.

Additionally, it is perceived that the budget as an instrument for allocating resources in a society is perhaps the most effective mechanism that can be employed towards the attainment of an objective such as gender equality. It is, therefore, imperative for an in-depth and thorough analysis of the budget with particular reference to analysing gender issues. This way of giving national budgets a gender twist or focus provides a useful mechanism to assess the effects of government policies on men, women, boys, girls and the real contributions all individuals make to the economy.

The following gender issues are critical areas to address in any national budget:

- ensuring allocation of sufficient funds to programmes addressing gender equality issues;
- gender dis-aggregation of statistics to assess impacts;
- expenditure on items such as education and health that have direct benefits to marginalized groups like women and children;
- analyze whether resource allocation to particular sectors undertaken in line with macro-economic policies benefits women and other disadvantaged groups;
- impact of sector analysis of expenditure line items on different groups; and

- formulation of programmes that allow participation by grassroots based organization such as women's groups.

Tools for Gender Budget Analysis

There are a variety of tools available for doing gender analysis of national budgets. They include:

Gender responsive budget statement

A commonly used tool is the Gender- Responsive Budget Statement, which can be applied to the whole budget, or to a number of sectors. Expenditures and revenues are analyzed, using various tools, for their likely impacts on different groups of women and men, girls and boys. Any of the tools listed in this section can be used. It 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 also the gender implications of expenditure by sector ministries. For example, increased cost of health services may negatively impact poor women than their colleague men; and single mothers are likely to benefit more when costs of education are reduced.

It normally requires a high degree of coordination throughout the public sector as Ministries Departments and Agencies (MDAs) undertake an assessment of the gender impact of their line budgets. Gender studies of revenues are not as well-developed as analysis of expenditures, but some examples exist in South Africa, the UK and a few other countries.

Gender-aware policy appraisal

This is an analytical approach that involves examining the policies of different ministries and programmes by paying attention to the implicit and explicit gender issues involved. It questions the assumption that policies are 'gender neutral' in their effects and asks: 'In what ways are the policies and their associated resource allocations likely to reduce or increase gender inequalities?' One can say this is carrying out a policy analysis with a special focus on gender issues or from a gender perspective.

Gender-aware medium-term economic policy framework

This is an approach to incorporate gender issues into macro-economic models with a medium term perspective. This is important as many policies take a long time to yield the desired results. This requires measuring the different gender impacts of states' and peoples' economic actions; introducing new measures to assess economic activity with a gender perspective; incorporating unpaid work; and changing underlying assumptions about the social and institutional set-up for economic planning in the medium-term to long-term.

Gender-disaggregated beneficiary assessment of public service delivery and budget priorities

This is developed on the basis of opinion polls and attitude surveys asking actual or potential beneficiaries the extent to which government policies and programmes reflect their priorities and meet their needs. The essence is to provide data that shows who and how many benefit from public service delivery such as health care. It helps the government to determine which expenditures are likely to ensure better lives for women and other marginalized groups.

Gender-disaggregated public expenditure incidence analysis

This is based on statistical analysis, usually with data from household surveys, to examine the nature of expenditure from publicly provided services in order to determine the distribution of expenditure between men and women, boys and girls. This analysis can be done for any sector or programme. This seeks to assess the impacts of public expenditure on the various categories of citizens.

Gender-disaggregated analysis of the budget on time use

This tool identifies the relationship between the national budget and the way time is used in households. This ensures that the time spent on unpaid work is accounted for in policy analysis. If the cost of child care and care for sick family members are taken into consideration in arriving at the Gross Domestic Product, then women's contribution would be bigger and can be used to justify more resource allocation through the budget.

Gender-disaggregated public revenue incidence analysis

This examines both direct and indirect forms of taxation in order to calculate how much taxation is paid by different categories of individuals or households. User charges on government services will also be considered. The analysis also looks at the impact of such taxes on the different categories of citizens so as to address any negative impacts of tax policies and, hence, reduce inequalities.

Gender responsive budget process

The South African Gender Budgeting model provides a five step approach to carrying out gender budgeting¹⁶.

Step 1: Situational analysis

This first stage involves analyzing the situation of women, men, boys and girls. At the sectoral level, this will involve analyzing the situation of the different sub groups in each sector as well. For example, this may mean looking at statistics on the status of maternal mortality, infant mortality; and literacy rates, as well as opinion surveys on gender targeted service delivery. This makes it possible to identify the key issues that need to be addressed, such as access to services and quality of services.

Step 2: Gender analysis

In the second stage, an analysis is done to assess the gender responsiveness of policies. Does the policy address gender issues described in the situational analysis? Are there any policies to address the key issues? If so, are they adequate to address the issues satisfactorily and ensure the desired results?

Step 3: Budget allocation

An assessment is made of budget allocations. If there are adequate gender sensitive policies, resources must be allocated for their implementation. Are resources allocated for these gender sensitive policies? Are these resource allocations adequate?

16. Source: UNFPA, UNIFEM (2006), Gender Responsive Budgeting and Women's Reproductive Rights: A Resource Pack, P. 57. <http://www.ipu.org/wmn-e/world.htm>.

Step 4: Monitoring spending and service delivery

Step four involves monitoring spending and service delivery. It is not enough to design policies to address gender inequalities. Resources must be allocated through the budget for their implementation. However, it is still not enough to allocate resources. The resources must be disbursed and the programmes carried out by the various Ministries Departments and Agencies (MDAs). It is, therefore, important to carry out checks to verify that funds are being disbursed and spent as planned and approved by Parliament. It is also important to monitor the physical deliverables.

Step 5: Assessing outcomes

Money must be spent for the intended purpose and must have the intended effects. Therefore, an examination is made of the impact of the policy and expenditures to assess whether it has promoted the gender equality commitments. For example, did increased resource allocation for health delivery result in reduced maternal mortality and infant mortality? In other words, have the desired impacts on the targeted groups been achieved?

Framework for Gender Analysis of Expenditures

Rhonda Sharp's framework¹⁷ is often used to break down expenditures into three categories:

Gender-specific allocations

These are allocations specifically targeting women and girls or men and boys. Examples are school bursaries for girls, or domestic violence counselling for men. Many governments have allocated special funds for women's programmes, such as providing loans to women-dominated productive sectors or for training women entrepreneurs. It is important to analyse their impact on women's lives and ensure that such programmes give value for money. However, experience shows that gender-specific allocations are very small compared to the rest of the budget, usually less than one per cent.

17. As cited in : IPU, UNDP, WBI & UNIFEM (2004), Handbook for Parliament no 6, p. 62
http://www.unifem.org/attachments/products/parliament_budget_gender_eng.pdf

Mainstream allocations

Mainstream allocations need to be examined for their gendered impacts. Most expenditures fall in this category and the real challenge of gender analysis budgets is to examine whether such allocations address the needs of women and men, girls and boys of different social and economic backgrounds equitably. For example, will increased resource allocations to public educational and health facilities benefit more disadvantaged women and children than it will benefit rich and privileged men and women?

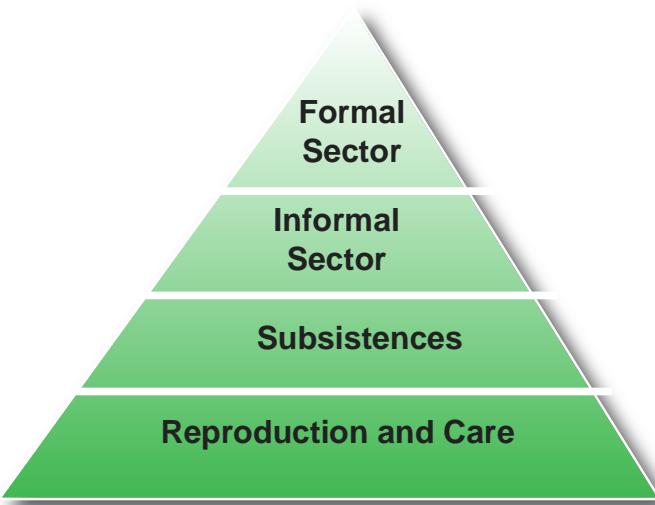
Equal opportunity employment allocations

Such allocations are intended to promote gender equality in the public service. For example, day-care facilities for employee's children, paid parental leave, or special training for women, middle-level managers. Particular attention is paid to the decision making levels because public service delivery systems make important decisions, which impact on the lives of poor women and men. If they are not gender balanced, their decisions are likely to be gender-insensitive. However, increased resource allocation to areas which tend to employ women and disadvantaged groups can narrow the gap in employment rates and increase incomes of these groups, hence reduce gender inequalities.

Gender Perspective of National Budgets

The purpose of bringing a gender perspective to the budget is to ensure that budgets and economic policies address equitably the needs of women and men, girls and boys of different backgrounds, and attempt to close any social and economic gaps that exist between them. All over the world, both women and men play important roles in society. However, their positions in the economy and the remunerations they earn are different. The figure below shows the structure of the economy when work done in households is included.

Sector of the Economy¹⁸



Source: Kabeer (2003)

At the apex of the pyramid is the visible, formal economy. It consists of paid activities done in the private and public sectors and is accounted for in government calculations of the size of the economy. In most developing countries, fewer women than men work in the formal sector and those women who do are concentrated in lower paying jobs. The informal sector consists of many micro and small-scale enterprises that rely heavily on unpaid labour of family members, especially women. In the less developed economies, the informal sector tends to be much larger than the formal sector whereas in industrialized countries the informal sector tends to be smaller. The goods and services of the subsistence economy are produced and consumed in households. For many poor rural communities, subsistence farming is the main activity that falls within this sector. At the base of the pyramid is the care economy that consists of all the tasks involved in producing and caring for people and building safe, peaceful and cohesive communities where they can live and work. Child-care, cooking, cleaning, laundry, fetching water and fuel wood, caring for the sick, elderly and disabled and voluntary work in neighbourhoods are all part of this labour-intensive and unpaid sector on which

18. As cited in: IPU, UNDP, WBI & UNIFEM (2004), Handbook for Parliament no 6, p. 56 http://www.unifem.org/attachments/products/parliament_budget_gender_eng.pdf

all the other sectors of the economy depend. Failure to take into account the linkages between care work and the paid economy can result in less effective policies and inefficient allocations of the budget.

On the other hand, expenditures on water, domestic fuels, child care, education, health, unemployment benefits, and pensions can reduce the burden of household work on women and free their time to engage in paid work. These are important considerations for governments and, for that matter, parliamentarians.

Oversight Role of Parliamentarians in Gender Budgeting

Parliamentarians have a key role to play in ensuring that governments uphold the rights of all citizens. The budget is the most important mechanism for equitable distribution of resources and should be used to attain gender equality.

Parliamentarians need to be conversant with the budget cycle process, have adequate information on the key policies and assumptions underlying them in order to effectively exercise their oversight role. It is often assumed that a national budget is gender neutral; that in its functions, a budget will benefit women and men, girls and boys equally. In fact, by failing to take account of the different roles and capabilities of women and men, budgets can reinforce existing inequality.

Success in reducing inequality and poverty must involve the following actions by parliamentarians:

- Ensure the allocation of sufficient funds to ministries, departments and agencies involved in programmes and projects addressing gender equality issues and ensure that resources allocated are gender informed.
- Insist on transparency in the formulation of poverty reduction programmes and the budget in order to allow participation of grassroots-based organizations, such as women's groups.
- Request gender disaggregated statistics to assess the impact of proposed resource allocation on all groups of society.

- Review the performance of gender allocations of previous year.
- Recommend, where necessary, the introduction of medium term expenditure framework (MTEF) budgets to allow sectoral analysis of expenditure line items to ascertain the impact on different groups over the medium term.
- Recommend reallocation of resources to expenditure items such as education and health that have a direct benefit to marginalized groups like women and children.
- Insist on the use of language that affirms the political leadership's commitment to gender equality.
- Encourage development of grassroots decentralized mechanisms to assist parliamentarians with monitoring of the budget preparation process and ensure involvement of people at the community level so that the budget is truly responsive to their needs.
- Examine tax laws to recommend amendments or introduce new laws that are gender sensitive.
- Analyze revenue measures, such as sales and fuel taxes, for its impact on vulnerable groups, such as women.
- Monitor the utilization of allocated resources and whether the stated objectives were met.
- Collaborate with civil society groups to collect information on the impact of the resource allocation on different groups.
- Analyze whether resource allocations to particular sectors, undertaken in line with macro-economic policies, benefit women.
- Commission and demand regular gender audit report on key government poverty reduction interventions.

Benefits of Gender Responsive Budget Analysis for Governments

- It can improve efficiency and impact by ensuring that expenditure benefits those who need it most
- It can be used to report on progress with government's commitment to democracy, equitable economic development and women's rights and equality;
- It can be used to improve transparency and accountability and help implement policies effectively;
- It can be used to track budgets and reduce corruption;
- It provides a space for government to work with civil society to enhance development impact, democratic governance, and transparency;
- It can be used to report on government's progress on compliance with national and international gender-related commitments, recommendations, and action plans (e.g. national gender policies and the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW), the MDGs and the United Nations Security Council Resolution 1325 on women, peace, and security.

Challenges and Limiting Factors in Gender Budgeting

There are many challenges and limiting factors relating to implementing gender budgeting and accepting the analysis generated by these processes. This section discusses some of these.

Inadequate sex-disaggregated data

Inadequate sex-disaggregated data is often a problem. In most countries there is some sex-disaggregated data within and outside government which can be useful. However, there is a need to generate more information in order to shed more light on the differences between women and men, girls and boys, particularly in access to resources, opportunities, and security. Without accurate and relevant data, it is not possible to integrate a gender perspective in the budget process. For legislators, information to enable a gender analysis of the budget should be timely and brief enough to be utilized during the period of the budget debate. For example, high maternal mortality ratios

will justify demands for more resource allocation to maternal health care, while illiteracy rates among women can be used to justify increased resource allocation to adult literacy classes targeted at women.

Assessing priority areas

Appropriate frameworks for determining priority gender issues are lacking. Most developing countries do not have the capacity and technical know-how to assess and determine key priority areas that will address gender inequalities. There is the need for appropriate frameworks to assist in determining priority gender issues within and across sectors in the context of whole budgets. This is particularly important where country-wide poverty reduction strategies are being implemented.

Building critical mass of people

Gender budget work is fairly new and still evolving and, therefore, in most countries there is lack of understanding of the concept, and lack of a critical mass of technical people with the knowledge and skill to support gender budget initiatives. Building a critical mass of people is necessary to help build high levels of budget 'literacy' among civil society partners, within national women's groups and amongst Parliamentarians, to help spread a range of skills such as advocacy, research techniques, and budget literacy, and analysis. For example, there has been some training of public budget officers on gender budgeting but not much has been done with regards to actually incorporating gender equality issues into national budgets.

Institutionalizing gender budgeting tools

Often, lack of political will and inadequate resources makes the institutionalization of gender budgeting difficult. Yet gender responsive budgeting is a powerful factor for change and its success depends on whether political will can be generated within government, and adequate resources made available to support a process of transforming the traditional budget-making and policy processes by removing long-standing, in-built biases which disadvantage women and girls. As well, when initiated, gender responsive budgeting requires sustained efforts. For example, many pronouncements have been made by governments officials about gender budgeting but there is little progress with gender budgeting, even within MDAs that are piloting it.

From analysis to changes in policy and budgets

Most gender budget initiatives worldwide are at the stage of analysis and there is little evidence connecting analysis with policy and budget changes. . For example, Civil Society Organisations in many African countries have conducted gender budget analysis, trained Parliamentarians and made some recommendations on how to make budgets more gender sensitive, but these are hardly used for policy making and do not reflect in the budgets. In many cases, resource allocations are not fully disbursed, especially if there is a shortfall in expected resources. Identifying, documenting, and sharing information about initiatives, particularly those ones that have progressed from the analytical stage to the stage of integrating gender in budget formulation is important.

Parliaments' weak role in the budget process

In terms of the role of Parliamentarians in promoting gender responsive budgeting, the weak role that most Parliaments have in the budget process, including limited power to amend allocations, is a hindrance to gender responsive budgeting. Other challenges to Parliament include lack of research capacity and even the time and skills to study and understand the gender issues in the budget. Often, Parliament has limited time to debate and approve the budget and the Executive does not provide adequate information to facilitate the debates in Parliament on the budget.

Limitations on legislative interventions

The role of legislatures in the budget process is often confined to budgetary approval and oversight, while budget formulation and execution are commonly functions of the executive. Even then, the amendments powers of Parliament in Ghana are limited to cuts and total rejection. This means that any proposals can only be applied in subsequent years. The composition of Parliament is such that it would hardly reject the Executive's budget as the ruling party has the majority in the House. To integrate a gender perspective in a budget requires gender mainstreaming of policies and programmes behind the budget. An active and gender sensitive legislature can use the enactment stage to question budget priorities and call for allocations to promote equality.

Gender Responsive Budget Analysis: Exercise

This section is aimed at providing readers with skills for analyzing budgets from a gender perspective. Key documents required for the exercise are:

1. The budget of any sector ministry
2. The gender policy document of the sector ministry, if available, or the sector ministry's policy document

A sample demographic and socio-economic data is provided as appendix, to provide insights into disaggregated data, which is a prerequisite for analyzing budgets from a gender perspective.

Instructions

1. State how much money has been allocated in the sector's budget document for the budget objectives. How much has been allocated for gender responsive policies? What is the proportion of resources allocated for poverty reduction programmes?
2. Study the sector policy and use the tools below to identify gender gaps in the sector budget by answering questions 1 – 5. Please list the gaps.
3. Use any of the tools listed to help you perform further analysis of the budget. For example: For each of the major items in the sector budget allocation, who is most likely to benefit (mostly men or women)? Give reasons.
4. Does the sector budget address the gender gaps you identified in the analysis?
5. Propose ways that the sector's money can be used to address the gender gaps you identified in the analysis. What can parliament do to help bridge the gaps?

Tools for Gender Budget Analysis¹⁹

		Question Explore	Requirements
1	Making gender visible	Who are the recipients?	Data disaggregated by sex
2	Auditing revenue and expenditure	How is spending/ revenue distributed between women and men?	Expenditure and revenue statistics disaggregated by sex
3	Gender impact assessment	<p>What are the implications in the short and long term for gender distribution of: -resources (money and time)? - Paid and unpaid work?</p> <p>Is provision adequate to the needs of women and men?</p> <p>How does policy affect gender norms and roles?</p>	Data on the unpaid, caring economy, for example, a satellite account incorporating time use data Micro-analytical model of income distribution, incorporating model of economic (e.g. labour supply) and other (e.g. fertility) behaviours sensitive to gender differentials Sensitivity to gender segregation, cultural practices and gender norms and the impact policy has on supporting or reconstructing these.
4	Gender mainstreaming	How is gender taken into account in policy formulation, design, and implementation? What priorities are given to reducing gender inequality?	Cooperation across government agencies and across the policy process Awareness of the scope of gender issues and ability to search out more hidden aspects of gender inequality Tools to assess the aims and priorities attached to policy
5	Benchmarking	Are specific targets for gender equality being met?	Awareness of complexity of gender inequalities when setting targets Ability to locate the policy and other influences on particular social phenomena

¹⁹ As cited in: Inter-Parliamentary Union, UNDP, World Bank, UNIFEM (2004). Parliament, the Budget and Gender. P. 65 http://www.unifem.org/attachments/products/parliament_budget_gender_eng.pdf

Appendix: Sample Demographic and Socio-economic Data on Uganda

General

- Women comprise 51% of the estimated 28 million Ugandans.
- Mean age at first marriage is 24.1 years for men and 19.9 for women.
- Only 7 per cent of women are owners of registered land.
- The percentage of women in parliament and local councils is 30.

Health

- Percentage of households within 5 km of a health centre is 70 percent for rural areas and 96 per cent for urban areas.
- Fertility rates are 6.7 children per woman differentiated by area as 7.1 for rural and 4.4 for urban.
- Comprehensive knowledge of AIDS/HIV is 31 per cent for women and 42 per cent for men.
- Sexual intercourse by age fifteen is 16 per cent for girls and 12 percent for boys.
- Women in the fifteen to forty-nine age group who have experienced physical violence is 60 per cent.
- Women in the fifteen to forty-nine age group who have experienced sexual violence is 39 per cent.
- Women in the fifteen to forty-nine age group who have experienced violence during pregnancy is 16 per cent.
- Mothers and infants who have received antenatal care from a skilled health worker is 94 per cent.
- Infants who have been delivered by a skilled health worker is 42 per cent.

Education and Literacy

- Literacy rate for the ten and above age group is 77.4% of which women are 62.4 per cent.
- Enrolment in primary school is 84% for boys and 85% for girls..
- Completion of primary school is 42 percent for boys and 33.9 percent for girls..
- Enrolment in secondary school is 23.5 per cent for boys and 22.5 per cent for girls.

Safe-water Coverage

- Availability of safe water is 63.6 per cent for rural areas and 86.8 per cent for urban areas.

Source: African Capacity Building Foundation. (2009) Gender Budgeting as a Tool for Poverty Reduction. p.79

Reflect carefully on the case studies below and write down the lessons learned:

- a. **What should be avoided?**
- b. **What are the good practices?**
- c. **What can a Member of Parliament do to sustain gender responsive budgeting initiatives?**

Case Studies

I Gender Analysis of Ghana's 2005 Budget: Lessons Learned²⁰

Since poverty is most prevalent among women, gender budgeting is one of the components of the Ghana Parliamentary project²¹, which commissioned the Centre for Social Policy Studies at the University of Ghana to conduct a gender analysis of the Ghana 2005 budget. The analysis focused on access to productive resources and women's participation in public life, as well as the following four broad categories of the budget:

- Economic policy
- Sector expenditure
- Gender and revenue projections
- The budget as an instrument for promoting economic and social rights

Economic policy

The language used by government officials indicated an absence of gender sensitivity. Language in economic policy and budget statements made no reference to gender considerations, implying that the policies have the same impact on men and women.

20. Ahadzie W. (2005). Gender Analysis of the 2005 Budget – A Synopsis: A Study Commissioned for Parliamentary Committees by the Ghana Parliamentary Committee Support Project Phase II

21. Funded by the Canadian Development Agency (CIDA) and administered by the Parliamentary Centre.

However, in reality, there is a continued disparity between the two sexes. For example, the PRSP in Ghana is supposed to provide affordable access to healthcare, particularly for the poor and vulnerable. Once again, this statement assumes that women and children, who are the poorest of the poor, would automatically benefit from providing affordable healthcare.

Sector expenditure analysis

The budgetary allocation for water and sanitation was designed generally to increase facilities as to meet the MDG targets. Such an allocation, once again, assumes women would be direct beneficiaries. However, whether women would benefit from the allocation depends on the location of the water projects and the type of sanitation. With respect to the agriculture sector, budgetary support was provided for cocoa and shea butter production, but there was no complementary allocation for shea nut production where most women are involved. Also, women only had limited access to agricultural finance, and there was no budget allocation for micro finance aimed at women's groups.

Only education and health included statements about improvement of services to women, matched by the requisite resources.

Gender, as previously stated, refers not only to women, but to men, boys and girls; and yet, the Ministry of Manpower, Youth, and Employment has no programme for the welfare of girls or women. Responsibility for programmes targeted towards women and girls is assumed to be under the portfolio of the Ministry of Women and Children's Affairs.

Gender, revenue and budget allocations

The personal tax relief proposed in the budget was intended to cushion the impact of higher petroleum prices on persons with relatively low incomes, but had no significant impact on women who are mostly engaged in the informal sector. The petroleum tax, designed as a source of revenue for enhancing the provision of services to the poor, has a negative impact on women due to the subsequent increase in production costs, which are passed onto consumers thus making women, who are the majority of the poor, more vulnerable.

The budget as an instrument of women's rights

Public funds are collectively generated and citizens have a right to claim these resources. Inequity in the allocation of resources represents a denial of rights to sections of the population. Gender responsive budgets provide a mechanism for reducing the disparities that exist between men and women.

The study on the 2005 budget was undertaken to provide insights into how implementing gender-neutral policies does not lead to any significant reduction in the disparity gaps between men and women in Ghana. Where gender sensitive policies are lacking, there is non-discriminatory allocation of resources and, therefore, disadvantaged groups do not stand to benefit much. Yet women's access to productive resources and participation in public life has been constrained by limited opportunities and negative cultural practices. The study points to the need to deepen the gender analysis of Government Economic Policy and Annual Budget so as to reduce disparity gaps between women and men in Ghana.

II Institutionalizing Gender Responsive Budgeting: The Case of Ghana²²

The Ministry of Women and Children's Affairs (MOWAC) began the implementation of Gender Responsive Budgeting in 2005, following the Commonwealth Finance Ministers Conference, when financing of gender became a topical issue. Following discussions between the Minister of Finance and Economic Planning (MoFEP) and the Minister of Women and Children's Affairs, a memorandum was sent to cabinet in 2006. Cabinet granted approval in 2007 and the Ministry was instructed to initiate implementation.

As a result, key officials from MOWAC participated in numerous conferences and programmes aimed at developing the capacity of the Ministry towards the initiative. The 2008 guidelines for the preparation of the Government Economic Policy and Budget statement indicated that Gender

22. Ministry of Women and Children's Affairs, July, 2009.

Responsive Budgeting will be implemented in three selected Ministries. A training programme was organized for key staff of the MoFEP, the National Development Planning Commission (NDPC) and the three implementing ministries and MDAs.

A steering committee was formed with representatives from the MoFEP. A gender policy analyst was engaged to assist with the capacity building. Key officials of the MoFEP and MOWAC participated in the UN Conference on the Commission on the Status of Women on the theme "Financing for Gender Equality" as part of capacity building and awareness creation.

Currently, the 2009 – 2011 budget guidelines/circular clearly states that all ministries should start gathering sex disaggregated data as part of the preparation towards the subsequent rolling out of gender responsive budgeting.

II. Case Study: Overcoming Illiteracy Among Women in Decision-Making²³

The poor are often excluded from the decision making process on the grounds of illiteracy, but a community radio project in rural Ghana helped to involve, in an innovative way, women who were often excluded from decision-making. The radio station worked with the community to develop community consensus over priority projects for their area. The community was divided into three groups: men, women, and youth. Each group had to rank five proposed projects in order of priority. The ranking system was conducted through the use of small sticks and each group would put the greatest number of sticks on the most desired project. The proposed projects included: water, roads, health clinic, school, and sanitation. The men and youth groups ranked water as their number one priority, while women singled out roads as the highest priority, contrary to the presumption that women would choose water, since they often walk long distances in search of water. As it turned out the water in the area was salty and the fresh water was supposed to be delivered by trucks. However, trucks

23. World Bank Institute, Parliamentary Centre. Parliamentary Oversight of Gender Equality Handbook

were not coming due to the poor status of the roads. The use of sticks in determining priorities allowed the illiterate to fully participate in the decision-making process. The discussion with the women revealed that the distortions in budget allocations, which arise as a result of the assumption that illiteracy impedes participation in poverty reduction, can be countered. Failure to consult widely, including marginalized groups such as illiterate women, leads to the inefficient utilization of resources.

IV. Institutionalizing a Gender Perspective on the Budget in the Ugandan Parliament²⁴

1996: Forum for Women in Democracy (FOWODE), an advocacy NGO established by women members of parliament, facilitated the formation of a special-interest-groups (SIG) caucus consisting of women, youth, disabled, and working class parliamentarians.

1997: FOWODE executives influenced by the Women's Budget Initiative in South Africa designed a two-year training programme for the SIG caucus and parliamentarians from economic policy and budget committees on, inter alia, gender, economic policy, budget issues and advocacy. Trainers were recruited from academia, ministries of finance and gender, and the central bank.

1997: Participants in the programme resolved to move a Private Member's Bill to reform the budget process and increase parliament's role. After a speech by a leader of the World Bank Institute, participants at an annual retreat of the SIG caucus resolved to start a similar initiative.

1998: The Gender Budget Project was launched as a partnership of SIG and other parliamentarians, government officials, independent researchers, NGOs and journalists. Training, research and advocacy activities were carried out around the budget cycle.

1999: FOWODE was invited to participate regularly in the powerful Poverty Eradication Working group of the Ministry of Finance and was involved in the PRSP process.

24. Inter-Parliamentary Union, UNDP, World Bank, UNIFEM (2004). Parliament, the Budget and Gender. P. 81; and African Capacity Building Foundation. (2009) Gender Budgeting as a Tool for Poverty Reduction. p. 92

2001: The Budget Act was passed and the new parliamentary Budget Office included gender analysis in its capacity-building plan and agreed to collaborate with FOWODE in taking the work forward. Gender budget advocates in parliament have introduced in the new rules of procedure an Equal Opportunities Committee responsible for gender mainstreaming and fielded a woman parliamentarian to head the new Budget Committee.

2002: The East African Gender Budget Network was launched. Co-ordinated by FOWODE, it brings together government economic planners, parliamentarians, researchers and civil society advocates to share strategies and tools for gender analysis and advocacy on budget economic issues.

2009: Although there are many NGOs active in gender focused advocacy, FOWODE is the only civil society organization in Uganda that has specialist knowledge and skills in gender budgeting. FOWODE and other advocacy NGOs have succeeded in having government mainstream gender, largely because they are dedicated and have persevered.

Conclusion

Within any country, stakeholders who may be involved in gender responsive budgeting by way of playing different roles and carrying out different activities are many. They include the national women's bureau, the Ministry of Finance, sectoral ministries, civil society organizations especially women's groups, Development Partners and the media. The case studies of Ghana and Uganda show the key roles governments, including parliaments can play in initiating gender responsive budgeting or putting it strongly on Government's agenda. In the case of Uganda, gender budgeting was actually led by FOWODE, which was an NGO established by women members of parliament.

As the third case study shows, policy makers should not fail to consult illiterate women and other marginalized groups, because their needs and interests are important. Budgets must meet the needs of all sectors of society if they are to be efficient. Gender budgeting should be part of a country's national strategic plans for promoting gender equality because it promotes a more even distribution of expenditure on poor and marginalized groups.

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