Volume

8

FACILITATOR'S HANDBOOK FOR TRAINING LOWER LOCAL GOVERNMENTS ON WOMEN'S RIGHTS AND GENDER BUDGETING IN NEBBI DISTRICT

August 2005

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Finally, we would like to extend our appreciation to all the people whose inputs, during the brainstorming session for exploring and prioritizing the key training contents, made the compilation of the manual a success. Particular attention goes to Mrs. Angela Anyolitho the Chairperson, Nebbi District Women Council.

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Programme Officer/AFARD.

UNIT

1

INTRODUCTION

This manual is designed to facilitate the training of lower local governments on issues relating to women's rights (in development) and gender budgeting. It aims to impart skills to the participants in order to pave a way for engendering lower local government development processes. Such an orientation targets the taken for granted gender biases in policy debates and implementation. It calls forth the need to ensure that all people, women and men, share equally in their contributions to and benefits from, any development initiatives meant for them.

1.1 TRAINING OBJECTIVE

> **Goal: To impart skills and knowledge to women council, and lower local government councilors and technical staff on women's rights and gender budgeting.**

Objectives: At the end of the training sessions participants are:
? **Able to enumerate at least 3 cardinal issues related to women's rights as stipulated in the Constitution.**
? **Able to explain development from a human rights perspective and position women's rights as pivotal in local government development process.**
? **Able to use a gender responsive budget analytical tool to analyze annual local government budgets.**

Participants: The training workshop participants include a diverse group of people selected from sub county/town council local governments. They include sub county and town council executives and their counterpart women council executives, women councilors; technical staff; and representatives of NGO/FBO/CBO in the sub county.

Training coverage

Topic	Sub topic		Time	Remarks
The Women Council	?	Why the Women Council?	1 hr	Focuses to underpin the vitality of Women council structure and its indispensability in governance
	?	The structure of the women council		
	?	Roles and functions of the women council		
	?	Relationship with lower local governments		
Human Rights	?	Human Rights in context	2 hrs	Pivots on anchoring development as a human right that women too deserves
	?	Development as a Human rights		
	?	Women's rights in perspective		
	?	Human rights and good governance – decentralization		
Gender Budgeting	?	Women, gender and development	2.5 hrs	Entails orientation to gender sensitivity in local government development processes
	?	Gender responsive budgeting: Key concepts		
	?	What is gender responsive budgeting		
	?	Why do gender responsive budgeting		
	?	Why a budget approach		
	?	When to do a gender responsive budgeting		
	?	How to do a gender responsive budgeting		
	?	Challenges of doing a gender responsive budgeting		

UNIT

2

INTRODUCTION TO THE TRAINING

Session Objective	At the end of the session participants are able to:
	? *Know and get acquainted with each other*
	? *Come up with their expectations from and fear of the training for the organizer to note, clarify and adjust, if need be.*
	? *Harmonize participants' expectations and fears with the training objectives.*
Topic	Introduction of Participants. Participants Fears and Expectation. Introduction to the training.
Methods	Name tagging; Brainstorming; Question and Answer (Q&A)
Materials	Flip charts, Marker pens, Masking tape
Time	Maximum 30 minutes.

2.1   INTRODUCTION OF PARTICIPANTS

Procedure:

1. The facilitator(s) should start by introducing herself/himself/themselves.
2. The facilitator should ask participants to introduce themselves.
3. The facilitator should request participants to put a name tag on their chest using a masking tape written on with a marker in block letters.

2.2   PARTICIPANTS' EXPECTATIONS AND FEARS

This session is aimed at putting the participants within the training context. As per the training organisation, it is, therefore, important to listen to the participants' baggage to the session.

Procedure:

1. Ask the participants to give their expectations and fears as per the training invitation they got.

2. List down on a flip chart all the stated cases.

3. Inform the participants that it is time to display the training objective as prepared so as to harmonize their expectations and fears.

2.3   INTRODUCTION TO THE TRAINING

Procedure:

1. Display on a flip chart the training goal, objective(s) and topics to be covered.
2. Point to the expectations raised and tick all that rhyme with the training objectives.
3. Boldly but in a soft manner point at the limitations of the training.
4. Allow questions to be asked and clarify.
5. Make administrative announcements especially on issues related to meals, allowances, etc.
6. Finally, set together some ground rules such as on time management, mobile phones, respect for each others' views, etc.

Facilitators' Remarks

THE WOMEN COUNCIL

Session Objectives	At the end of the session participants are able to:
	? *Explain why the women council is in existence.*
	? *Describe the structure of the women councils.*
	? *State and articulate the key functions of the women council.*
	? *Identify possible areas of relating with women councilors.*
Topic	Establishment of the Women Council; The Structure of the Women Council; The Functions of the Women Council; The Relationship between Women Council and Lower Local Governments
Methods	Q&A; Lecturette
Materials	Flip charts, Marker pens, Masking tape, manila cards
Time	1 hour.

3.1 ESTABLISHMENT OF THE WOMEN COUNCIL

Procedure:

1. Ask participants on what they understand by 'The Women Council', 'its composition', and 'its objectives'.

Establishment: The National Women Council, based within the Ministry of Gender, Labour and Social Development is a legal body that was enacted by an act of Parliament (the National Women Council Statute) in 1993. Its establishment conforms to the diverse legally recognized gender disparities such as in social roles and status, economic access to and control over resources, political positions, etc. These various forms of inequalities are considered inhuman in the constitution and other statutory regulations in the country.
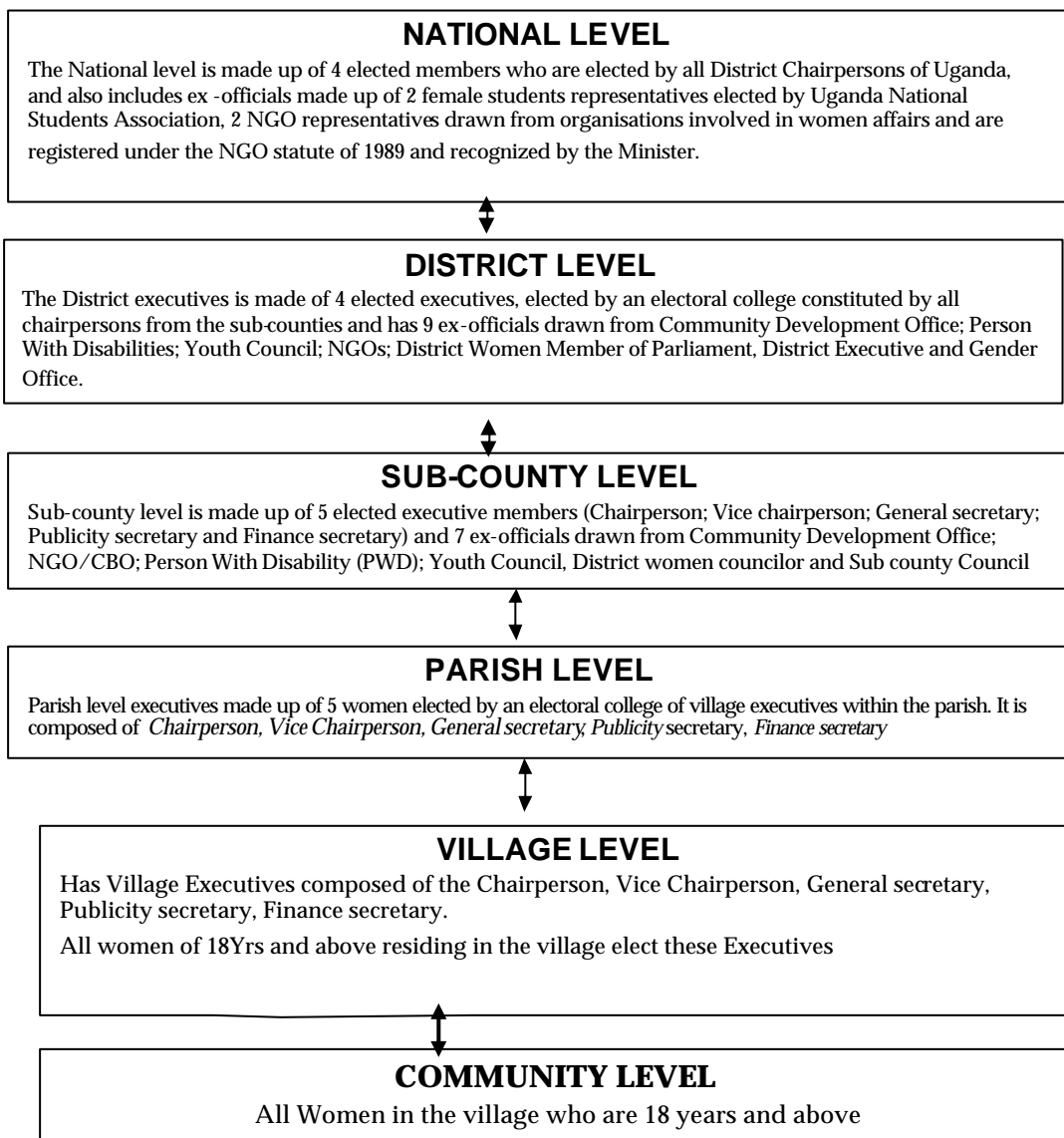
Broad objectives: Women Council has the following objectives:

a) To unite Women of Uganda in a unified body; and

b) To engage Women in activities that is of benefit to them and the nation.

3.2 THE STRUCTURE OF THE WOMEN COUNCIL

In order for the women council to fulfill its mandates and stipulated objectives, the council has been structured in such a way that it to encompass women at all levels of governance. The structure runs from the community up to the national level with each level having its own elected executive leaders (and ex-officio in certain cases).

The Organogram

NATIONAL LEVEL

The National level is made up of 4 elected members who are elected by all District Chairpersons of Uganda, and also includes ex-officials made up of 2 female students representatives elected by Uganda National Students Association, 2 NGO representatives drawn from organisations involved in women affairs and are registered under the NGO statute of 1989 and recognized by the Minister.

↕

DISTRICT LEVEL

The District executives is made of 4 elected executives, elected by an electoral college constituted by all chairpersons from the sub-counties and has 9 ex-officials drawn from Community Development Office; Person With Disabilities; Youth Council; NGOs; District Women Member of Parliament, District Executive and Gender Office.

↕

SUB-COUNTY LEVEL

Sub-county level is made up of 5 elected executive members (Chairperson; Vice chairperson; General secretary; Publicity secretary and Finance secretary) and 7 ex-officials drawn from Community Development Office; NGO/CBO; Person With Disability (PWD); Youth Council, District women councilor and Sub county Council

↕

PARISH LEVEL

Parish level executives made up of 5 women elected by an electoral college of village executives within the parish. It is composed of *Chairperson, Vice Chairperson, General secretary, Publicity* secretary, *Finance secretary*

↕

VILLAGE LEVEL

Has Village Executives composed of the Chairperson, Vice Chairperson, General secretary, Publicity secretary, Finance secretary.

All women of 18Yrs and above residing in the village elect these Executives

↕

COMMUNITY LEVEL

All Women in the village who are 18 years and above

3.3 FUNCTIONS OF THE WOMEN COUNCIL

Procedure:

1. Ask participants, what are the functions of the women council?

2. Lit down all answers are summarize them as below:

The functions of Women Councils are:

? To establish channels through which economic and social services and amenities may reach the women in all villages of Uganda. This may involve translating policies made by Government and local councils into effective programme.

? To provide a unified and integrated system through which women may communicate and coordinate their ideas and activities.

? To advocate for equal opportunities for women by providing a linkage between women at all levels and the policy and decision making bodies.

? To analyze the women needs that require specific programmes and strategies and communicate this to the relevant bodies.

? To promote relations with national/international women's organisations with similar objectives and interest.

? To carry out the mobilization of women for development and unity of women council.

? To encourage women to consolidate their role in national/district/sub-county development in the political, economic, socio -cultural and educational fields.

3.4 THE RELATIONSHIP BETWEEN WOMEN COUNCIL AND LOWER LOCAL GOVERNMENTS

Women Council leaders and Local Government leaders are expected to collaborate and network in the following areas:

? Identifying women's concern and assisting the local council in implementing them;

? Reaching out to women and translating national and local government policies and programmes;

? Mobilizing women for development by encouraging recruitment and involvement of women in community activities (profitable and non-profitable).

? Analyzing of women's needs and communicating them to local council and area MPs;

? Linking women in the community and the decision makers and mobilizing resources for women concerns e.g. influencing the budget.

? Advocating for promotion and protection of women's rights in their communities.

? Sensitizing women and the community on development issues;

? Monitoring service delivery to ensure that women effectively participate and benefit.

Facilitator:

Before you conclude, ask: 'What factors are limiting the realization of the roles of Women Council and their collaboration with local governments?

? Summarize the answers with a hint on the broader human rights issues.

Facilitators' Remarks

UNIT

4

HUMAN RIGHTS

"Whenever we lift one soul from a life of poverty, we are defending human rights. And whenever we fail in this mission, we are failing human rights" (Koffi Annan: United Nations Secretary-General)

Session Objectives	At the end of the session participants will be able to:
	? *Explain what human rights is, its basic principles and link it to development*
	? *State the rights of women as stipulated by various organs and link the rights to their responsibilities, development, and good governance.*
Topic	Definition of human rights (including its principles) and rights based approach to development; The rights of women as promulgated by relevant laws, treaties and conventions: The Constitution of the Republic of Uganda, Universal Declaration on Human Rights, the Convention on the Elimination of All forms of Discrimination Against women (CEDAW) and the Protocol to the African Charter on Human and People's Rights of Women in Africa.
Methods	Q&A session; Buzz groups; Brainstorming
Materials	Flip charts, Marker pens, Masking tape, manila cards
Time	2 hours

4.1 HUMAN RIGHTS IN CONTEXT

Procedure:

1. Select about 10 people randomly from the entire group.
2. Give each of the selected person two manila cards of different color and a marker pen.
3. Instruct each of the selected persons to write on one of the cards what they understand by human rights, and on the other card one example of human rights they are aware of. The facilitator should stress on the idea of being simple for each and every person understanding.
4. Group the responses in answer categories and for the examples on human rights, group under civil, social, political, economic and cultural rights. Please, let the grouping be done by the participants and let it flow into a discussion.

A quick hint on Human rights (HR)

HRs are fundamental and universal principles of justice, which incorporate values of many of the world's system of region and ethics. All human rights are acquired at birth, and priority goes to the most vulnerable, marginalized and excluded. HR affirm the legitimacy of the claims we make and are a framework that citizens can use to hold their states accountable for the provision of basic needs. In short, human rights are the inherent basic entitlements on which an individual has claim(s) by virtue of being a human being. The Uganda constitution Article 20 (1) on fundamental and other human rights and freedoms clearly provides for this *"Fundamental rights and freedoms of the individual are inherent and not granted by the state."* This therefore, implies that having a right does not entitle one to a handout from the government, but that people have entitlements to social arrangements that facilitate secure access to resources and freedom.

The existence of HR establishes an obligation (on the government or duty bearers) to implement policies that put these conditions in place. The policies are put into practice through international and national instruments, which may be laws or acts of parliaments, statutes, regulations, declarations, covenants, protocols and charters-UN.

The following principles apply to HR:

? HR are inherent
? HR are inalienable
? HR are universal
? HR promotes equality
? HR are non-discriminatory
? HR look at the individual as a human being

For the above principles and the ideal of HR to be achieved, there are *duty bearers*: those charged with the responsibility and obligation to respect, protect, fulfill and promote the rights of those who hold claims and entitlements to the rights-*right holders*. Duty bearers may be institutions, organizations, individuals in authority etc.

4.2 Women's Rights in perspective

As noted above, in the application of HR, priority is given to the marginalized and vulnerable groups among who are women. There are various instruments that are operational in Uganda for the purpose of protecting, promoting and fulfilling the rights of women. Emphasis here is put on the Constitution of the Republic of Uganda 1995, the Universal Declaration on Human Rights 1948, the Convention on All Forms of Discrimination Against Women 1981 (when entered into force), and

the Protocol to the African Charter on Human and People's Rights on the Right of Women in Africa 2003 (when adopted).

The Constitution of the Republic of Uganda 1995 key provisions on the Rights of Women are:

Article 33. <u>Rights of women</u>
(1) Women shall be accorded full and equal dignity of the person with men
(2) The State shall provide the facilities and opportunities necessary to enhance the welfare of women to enable them to realize their full potential and advancement
(3) The State shall protect women and their rights, taking into account their unique status and natural maternal functions in society
(4) Women shall have the right to equal treatment with men and that right shall be include equal opportunities in political, economic and social activities
(5) Without prejudice to article 32 of the constitution, women shall have the right to affirmative action for the purpose of redressing the imbalances created by history, tradition or customs
(6) Laws, cultures, customs or traditions which are against the dignity, welfare or interest of women or which undermine their status, are prohibited under the constitution.

Note: Also important are rights related to the marginalized, minority groups, civic rights and activities, and vote contained in articles 32, 36, 38, and 59 respectively.

OTHER RELEVANT PROVISIONS IN THE CONSTITUTION

National objectives and directive principles of state policy
VI. <u>Gender balance and fair representation of marginalized groups</u>
The state shall ensure gender balance and fair representation of marginalized groups on all constitutional and other bodies

XV. <u>Recognition of the role of women in society</u>
The state shall recognize the significant role that women play in the society

Protection and promotion of fundamental and other human rights and freedoms
Article 21. <u>Equality and freedom from discrimination</u>
(1) All persons are equal before and under the law in all spheres of political, economic, social and cultural life and in every other respect shall enjoy equal protection of the law
(2) A person shall not be discriminated against on the ground of sex, race, colour, ethnic origin, tribe, birth, creed or religion, social or economic standing, political opinion or disability
Article 26. <u>Protection from deprivation of property</u>
(2) Every person has a right to own property either individually or in association with others

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Brief extract from the Universal Declaration on Human Rights, 1948

Article 1. All human beings are born free and equal in dignity and rights. They are endowed with reason and conscience and should act towards one another in a spirit of brotherhood [sisterhood].

Article 2. Everyone is entitled to all the rights and freedoms set forth in this Declaration, without discrimination of any kind such as race, colour, sex, language, religion, political or other opinion, national or social origin, property, birth or other status.

Article 3. Everyone has a right to life, liberty and security of person.

Article 4. No person shall be held slavery or servitude; slavery and slave trade shall be prohibited in all their forms.

Article 5. No person shall be subjected to torture or to cruel, inhuman or degrading treatment or punishment.

Article 6. Every person has the right to recognition everywhere as a person before the law.

Article 10. Everyone is entitled in full equality to a fair and public hearing by an independent and impartial tribunal, in the determination of his [her] rights and obligations and of any criminal charge against him [her].

Article 12. No one shall be subjected to arbitrary interference with his [her] privacy, family, home or correspondence, nor to attacks upon his [her] honour and reputation. Everyone has the rights to the protection of the law against such interference or attacks.

Article 15. 1. Everyone has the right to a nationality.

Article 16.

1. Men and women of full age, without any limitation due to race, nationality or religion, have the right to marry and found a family. They are entitled to equal rights as to marriage, during marriage and at its dissolution.
2. Marriage shall be entered into with the free and full consent of the intending spouses.
3. The family is the natural and fundamental group unit of society and is entitled to protection by society and the State.

Article 17.

1. Everyone has the right to own property alone as well as in association with others.
2. No one shall be arbitrarily deprived of his [her] property

Article 18. Every person has the right to thought, conscience and religion; this right includes freedom to change his [her] religion to belief, either alone or in community with others and in private or public, to manifest his [her] religion or belief in teaching, practice, worship and observance.

Article 19. Every person has the right to freedom of opinion and expression

Article 21

1. Everyone has the right to take part in the government of his [her] country, directly or through freely chosen representatives
2. Everyone has the right to equal access to public service in his/her country
3. The will of the people shall be the basis of the authority of government

Article 23.

1. Everyone has the right to work, to free choice of employment, to just and favorable conditions of work and to protection against unemployment
2. Everyone, without discrimination, has the right to equal pay for equal work

Article 24. Everyone has the right to rest and leisure, including reasonable limitation of working hours and periodic holidays with pay

Article 25

2. Motherhood and childhood are entitled to special care and assistance. All children whether born in or out of wedlock, shall enjoy the same social protection.

4.3 Development as a Human Right

Procedure:

1. **The concept of development**
   a. **Enable the participants to form 3 or 4 groups**
   b. **Give instructions for each group to draw on a flip chart (or on the ground which should later on be transferred on flip charts) what they think development is**
   c. **In plenary pick the main issues that constitute the meaning of development from all the groups and try to come up with one definition of development (please enable room for differences in ideas and that should facilitate the discussion on difficulty of finding a workable definition for development)**

Development as a concept is as old as (wo)mankind. However, nobody, institution, organization has come up with a universally accepted and workable definition. Generally and in most cases reference is made to development as being a process(es) involving enlargement, enrichment, improvement, nourishment, increase, transformation, progress, promotion, growth, etc of something in regards to its quality, quantity and distribution of human well-being.

What do others say about development?

"... development means the development of people. Roads, buildings, the increase of crop output and other things of this nature are not development; they are only tools of development. Development brings freedom, provided that it is development of people. But people cannot be developed; they can only develop themselves. There is only one way in which you can cause people to undertake their own development. That is by education and leadership." **(J.K.Nyerere)**

"The development problem is thus not one of delivering material bundle of goods to the people, but of facilitating the maximum scope for the people's creativity, enabling them to create their self-chosen bundle of goods including cultural and intellectual pursuits according to their own wishes" **(Anisur Rahmna)**

> *"Genuine development, at a minimum, entails active mental, emotional, and physical involvement of people who contribute to shared goals and responsibilities. It also entails the ability of a people to sustain themselves without relying too much on external support, taking independent and progressive initiatives and /or efforts that stand the test of time, and is continuous in the event external support is withdrawn. … development entails transfer of power to the poor, through their acquisition of socially relevant skills and knowledge that provides them with the confidence, critical capacities and relevant capabilities to analyze and act on their own environment"* **(Nduhukhire-Owa-Mataze)**

The dilemma, disturbance and need to define and make development relevant and workable has led to many development practitioners (mostly the elites and the educated) to come up with so many theories and propositions. However, of recent, it has generally been agreed (depending on ones position-social, cultural, political and economic class, historical and ideological background etc) that development should involve or include the following attributes:

- ? People centered - Promote people's participation especially the marginalized and is democratic
- ? Is sustainable - Environmentally friendly, economically rewarding
- ? Respect ones culture and tradition
- ? Empower those it is meant to develop
- ? Enhances people's capacities and capabilities
- ? Promotes Freedom of choices
- ? Is self-reliant
- ? Is gender friendly

The need to root and make development involving and relevant to the women's course led to major policy and strategy constructions many of which considered women as a separate category, not just people. Thus, various approaches like Women in Development (WID), Women and Development (WAD), and Gender and Development (GAD) were/are used to attempt to enrich such integration and active involvement of women within development initiatives. However, in most cases such approaches were applied in small projects and programmes leaving the state domain.

The link between development and HR is rooted in the concept of *sustainable development* whose main concern and centre stage is the *people and participation* among others. Unpacking the people would reveal that there are both women and men who must be agents for and are paramount for the success of any development initiative. This [development] should not be limited to economic growth but the full realization of equitable distribution of the benefits of growth, enhancement of people's capabilities and widening of people's choices and the freedom they would wish to enjoy. The priority of development with a human rights perspective must therefore, give priority to poverty elimination, integration of women in the development process, self-reliance and self-determination of the people and governments and protection of the rights of indigenous people.

4.4   Good Governance

1. **In a buzz group, distribute three cards (if possible in different colours) and instruct each group to discuss and come up with one response on their understanding of**

governance and one example of good and another example of bad governance that they are familiar to. Note that the two responses for good and bad governance must be written on separate cards.

2. **In a plenary, let each group list what good governance and bad governance is. Group similar responses together.**

For HR and development to be achieved, enjoyed and sustained, a conducive environment must be set and maintained by the state. This environment among others is seen through the lens of good governance in theory and practice. The key principles underlying good governance are: participation of the citizens, accountability and transparency, responsibility and responsiveness (to the needs of the people).

> **What is Governance?**
> Governance is believed to be a process whereby public institutions conduct public affairs, manage public resources and guarantee the realization of human rights. Good governance accomplishes this in a manner essentially free of abuse and corruption, and with due regard for the rule of law. The key question lies in the effectiveness of the institution's delivery mechanism to human rights: cultural, social, political, economic and civil.
>
> In his millennium report, the Secretary General of the United Nations emphasised that *"better governance means greater participation, coupled with accountability. Therefore, the international public domain –including United Nations- must be opened up further to the participation of the many actors whose contributions are essential… For the United Nations, success …comes down in meeting the needs of peoples. It is in their name that the Charter was written; realizing their aspirations remains our vision for the twenty-first century."*

For the case of Uganda, decentralization[1] as a policy has been instrumental in carrying further the practice of governance. Decentralization policy aims at bringing governance closer to women and men at the grassroots so as to improve public service delivery, foster democratization, strengthen national unity thereby making government more effective and efficient, flexible, cheap, accountable and responsive to the needs of the common person. As such, as a policy goal and instrument it aims at the shifting of responsibilities for development to local authorities i.e. bringing decision-making process closer to the people so that they become agents of their own change through improved local democracy, accountability, and sustainability of quality and cost-effective "locally" chosen service delivery. Therefore, decentralisation is enforced as a possibility that can salvage the increasing 'underdevelopment'.

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[1] Decentralization is defined as the transfer of responsibility for planning, management, and the raising and allocation of resources from the central government ministries and agencies to field units of central government ministries or agencies (deconcentration); subordinate units or levels of government (devolution); semi-autonomous public authorities (delegation); or non-governmental private or voluntary organizations (privatization) (Rondenelli and Nellis 1986: 8). These constitute the basis upon which Litvack and Seddon identifies three main types of decentralization: (i) political decentralization that basically aims at a pluralistic politics and representative government whereby citizens or their elected representatives have more power in public decision-making i.e., the formulation and implementation of policies; (ii) administrative and fiscal decentralization that seeks to redistribute authority, responsibility and financial resources for providing public services among different levels of government by the transfer of responsibility for the planning, financing and management of certain public functions; and (iii) economic or market decentralization where there is shift in responsibility for functions from the public to the private sector.

Although it is evident that decentralization policy in Uganda undertook a centralized and political process with a pragmatic (preserving the monopoly of governance) and reformist agenda (opening governance to the populace) it upheld the pillars of community-based strategic and participatory policy process.

Objectives of decentralization in Uganda (Statutes No. 15 of 1993)

? *transferring real power to the local governments and thus reduce the work load on remote and under-resourced central officials;*

? *bringing under control (political, managerial, and administrative) the delivery of services to local people to improve effectiveness and accountability and to promote a sense of people's ownership of local government programmes and projects;*

? *freeing managers in local government from constraints of central authorities to allow them to develop organizational structures that are tailored to local conditions;*

? *improving financial accountability and responsible use of resources by establishing a clear link between the payment of taxes and the provision of the services they finance; and*

? *improving the capacity of local governments to plan, finance, and manage the delivery of services to their constituents.*

Nsibambi (1998)

The above stated objectives of decentralization revolves round the creation of functioning local bureaucracies under the direction of accountable and democratically elected leaders (Councils) who take responsibility for the development and good governance of the people in the geographical areas under their jurisdiction. Thus, decentralization expected to: put people first, respect local knowledge and skills, empower local communities, provide for local autonomy, and prioritize locally engineered activities.

Facilitators' Remarks

UNIT

5

GENDER (RESPONSIVE) BUDGETING

Session Objectives	At the end of the session participants are able to:
	? *Explain what a gender responsive budget is*
	? *Explain and apply the tools for gender budgeting*
	? *Identify some (gender) gaps in their current sub county development plan and budget.*
	? *Articulate some strategies for addressing gender gaps.*
Topic	Decentralized planning as avenue for popular participation and people-centered needs responsiveness; Gender budget as an instrument of gender mainstreaming; Plausible strategies and challenges in gender responsive budgeting.
Methods	Participant discussion; Visual aids especially on gender and development in the sub county; Lecturette methods
Materials	Flip charts, Marker pens, Masking tape, manila cards, Sub county development plans
Time	2.30 Hrs.

5.1   WOMEN, GENDER AND DEVELOPMENT

The quest for **engendering development** has been a critical ethical question of ensuring that there is development equality. This is because over the past five decades women remained essentialized, homogenized, and are seen just as other people to whom development was to be delivered. Many development interventions hid behind the rubric of 'development deals with people not with men or women'. Such inherent gender insensitivity made men to loot development benefits and institutionalize as normal policies that were gender blind.

As such, there is a call for people-centred development. In this call, participation took a centre-stage in ensuring that all actors, men and women, contribute their views and resources and dialogue on their interest as well as share benefits from development interventions equitably. In this way, true development came to be seen as a process whereby poor people, men and women, bring about changes in their lives and transform the societies in which they live. **But, p**articipation requires all stakeholders – the leaders and the led, public and private, and the state and civil society institutions, women and men - to share as partners in decision-making and implementation.

Gender mainstreaming as an approach evolved to enhance women with development. It uses gender as a lens to scrutinize development policies and practices at the national and international levels. Within such a public sector arena attention is paid to services delivery in its promotion of equity and equality between men and women. And, within a local government structure, decentralized development planning and budgeting presents an avenue where gender mainstreaming can be effected.

5.2 GENDER RESPONSIVE BUDGETING: KEY CONCEPTS

Within development policies and practices women take a marginal share of development priorities as they are subsumed to 'people and public interest'. Evidences of such neglect can be demonstrated by looking at the disparities between women and men in human development indicators – literacy, health, and incomes. This is because many development policies are either gender blind or gender neutral. To balance the equation requires that gender issues take a pivotal point in policy processes.

Doing so will require that beyond a participatory approach, gender lens is used in the analysis of states of deprivations; strategy designs; and allocation of resources (the budget) that ensure that men and women gain a fair share. It is on such a demand that the call for 'gender (*responsive*) budget' is made.

Before elaborating on gender budgeting, it is important to understand the basic concepts that surround the topic. These are:

? **Sex**: Is the biological makeup of men and women that one is born with. It is the same for all people and cultures and does not change.

? **Gender**: Is the constructed' social relations between men and women in a given society at a given time masterminded by our cultures. It changes with time and generation and is different for different people and cultures.

? **Gender identity**: Is the perception of who a man or women is in a given society in a given time. E.g., it is not mannish to put on a skirt for a man.

? **Gender roles**: Is the distributed division of labor attached to men and women basing on their gender identity. E.g., fetching firewood is considered women's roles.

? **Gender discrimination**: Refer to a situation where out of the roles assignment between men and women, one sex is lowered in its dignity and capacity to realize their capabilities.

? **Gender gaps/imbalance**: Is the negative result that, in say livelihood outcomes, men and women gain disproportionately from a given gender roles and or development intervention.

? **Gender constraints**: Refer to the set rules and norms that exist in a given society at individual, household, market, community, and state level delimiting the full life existence of men and women.

? **Gender blind policy**: Is a policy that does not take into account gender differences. E.g., family planning programme that only looked at women at the start.

? **Gender neutral policy**: Is a policy that leaves existing status quo intact. E.g., the current UPE policy that allows free education for both boys and girls without addressing why girls were denied education before.

? **Gender specific policy**: Is a policy directly intended to meet a specific gender needs. E.g., the 1.5 added points for girls to join government Universities and the 1/3 reserved quota for women in elective political positions.

? **Gender redistributive policy**: Is a policy that attacks gender gaps and opts to fill it. E.g., the current microfinance services that are directed at women in order to increase their access to financial services as men had before and in other financial outlets.[2]

5.3 WHAT IS GENDER RESPONSIVE BUDGETING

Gender budget also called women's budget should not be misconstrued for having a separate and specific development budget for women. It is about having a gender-sensitive budget. This is a statement used to refer to **the processes of assessing ex-ante or ex-post, in a gender disaggregated manner, a government budget in view of its impact on different groups of women and men, basing on an existing contextual gender relations**. Impliedly, gender budgeting is one of the ways of gender mainstreaming in development processes and it is about equality of access to public sector expenditure.

Gender responsive budget initiatives can be carried out at various levels of public intervention be it government, civil society or in the private sector and in different domains which may cover the overall budget or selected parts.

5.4 WHY DO GENDER RESPONSIVE BUDGETING

Poverty has been recognized to have a 'female face'. The term 'feminization of poverty' is used to express the larger share of multiple poverty indicators that females have compared to men. With such development inequalities between women and men gender budgeting facilitate:

? The promotion of equality in benefit sharing from public sector expenditures while setting efficiency in the economy through balancing equitable losses and gains in resource utilization.

? Political presentation of accountability in a distinct way.

? The promotion of a responsive public sector to a balanced strategic and practical gender needs.

? Advocacy to policy makers by bringing to light gender inequality in how it is perpetuated.

? Fulfilling the various laws and convention about eliminating gender inequalities and honoring women's human rights, such as Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW) ascribed to by government.

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[2] Important to note is that most of these policies fall short of attacking the different 'power relations between women and men'. Rather, they opt for short-cut strategies that may leave the women subordinate to their husbands. Fr instance, by increasing women access to financial services so that they enter the market place may not necessarily increase women's control over own and household finances.

? Driving transparency on the part of policy makers in resource allocation outside the norm of 'leaders know it all'. This open up political space to other actors and thus set afoot an inclusive and participatory democratic principles where voices to the voiceless is given room to be echoed and is heard and taken into consideration when allocating resources.

? A linkage between economic policy and social policy outcomes. Impliedly, it integrates and makes holistic human development.

5.5   WHY A BUDGET APPROACH

A budget is a policy statement. It reflects, financially, the social and economic priorities of a government, and its political commitment to specific policies and programmes. Simply put, a budget is a statement of income for agreed upon expenditures. It indicates activities and their required inputs and thus relates inputs to output in a realistic manner. A udget approach is used because it acts as:

? a control measure for ensuring that expenses are for activities planned for;

? an opportunity for making choices among competing alternatives; and

? a justification for raising money to fund agreed upon activities.

Thus, through a budget, (financial) policy commitments to carefully identified and prioritized needs are financially coded and funded. Without such allocations, it is easy for policy makers to sideline 'people's needs in favor of their self-interests' such as election manifesto fulfillment even if they are outside the general needs of the masses. Gender-responsive budget analysis, therefore, provides a way to hold governments financially accountable for its commitments to gender equality and women's human rights by linking these commitments to the distribution, use and generation of public resources.

5.6   WHEN TO DO GENDER RESPONSIVE BUDGETING

GRB can be done both before a budget approval, and during and after a budget implementation. However, such timing differences meet different objectives. For instance, conducting a GRB before a budget approval provides an opportunity to inform and lobby policy makers to make the right decision timely. While during and after a budget approval it mainly informs policy makers on results of their policy.

Thus within local governments, the opportune time for conducting a GRB is during the annual decentralized budgeting process. This should fall within the local government planning cycle.

5.7   HOW TO DO GENDER RESPONSIVE BUDGETING

It should be noted from the on-set that GRB is political. Because it involves dialogue, negotiations, and analysis of policy issues basing on empirical evidences, the affected parties or their representatives need to adopt a 'politically correct approach' in order to win the support of the policy makers. Such an approach outweighs the 'equity and efficiency arguments' that

are hard to back up in the absence of disaggregated data. Rather, it provides a position within which negotiations on arbitrary facts of policy makers is based.

The steps involved in undertaking a gender budget:

Procedure:
      1. Ask the sub county to submit a copy of their development plan and budget.
      2. Take a specific sector from the plan.
      3. Use the sector to ask the below questions and analyze participatorily the issues.

In undertaking a GRB it is important to ask the following central questions:

Q1: What is the status of women and men and boys and girls in the <take a specific> sectors? And, why? < Beware of issues related to access, utilization, ownership, and decision-making/control>
Q2: What strategies are in place to address the status? How engendered is the strategies?
Q3: Are funds adequately and fairly allocated to effect the strategies in practice? What fraction is for services as compared to administration?
Q4: Are the allocated funds reaching the right targets? Who is benefiting? And, with what impact?
Q5: Is the status improving, worsening or stagnant?

The strategies used in ensuring gender budgeting:

  ?   Training to impart skills and knowledge.
  ?   Awareness meetings to popularize gender issues.
  ?   Advocacy and lobbying to win political support for gender gap filling.
  ?   Specific research into policy relevance for gender issues.
  ?   Networking and linkages through alliance building with a focus on gender issues.
  ?   Participating in public sector budget conferences and other policy processes.
  ?   Monitoring and evaluating government policies and programmes.

Methods used in conducting gender budgeting[3]
A number of tools are used in gender budgeting. These are summarized below.

1.   **Gender-aware policy appraisal**
This is an analytical approach which involves scrutinizing the policies of different portfolios and programmes by paying attention to the implicit and explicit gender issues involved. It asks, 'in what ways are the policies and their associated resource allocations likely to reduce, increase, or hold constant the degree and patterns of gender inequalities?'
Used at a macro level, this technique"
  ?   Identify the implicit and explicit gender issues including the assumptions underlying the policy issue.

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[3] For a fuller details see Elson (1997 cited in Bundler and Sharp, 1998).

ˉ? Identify allied resource allocations to policy statements.
? Assesses whether the policy will continue or change existing gender inequalities.

2. Gender-disaggregated beneficiary assessments
This technique, that uses opinion polls, attitude surveys and PRA methods, ask actual or potential beneficiaries the extent to which government policies and programmes match their needs and priorities. In this way, voices and perceived needs and priorities of women and men are taken into consideration.

3. Gender-disaggregated public expenditure incidence analysis
This technique compares public expenditure for a given programme, to reveal the distribution of expenditure between women and men, girls and boys and who will benefit and to what extent. It compares unit cost of services vis-à-vis service utilization rate by the various categories. For instance, in education sector, for girls it will assess the value of public spending on primary education multiplied by the ratio of girls' enrolment in primary schools divided to total enrolment in primary school. A similar analysis is done for boys and the result will show who is benefiting more.

4. Gender-disaggregated tax incidence analysis
This technique examines both direct and indirect taxes in order to calculate how much taxation is paid by different individuals or households. It looks at taxation components as well as household income and expenditures.

5. Gender-disaggregated analysis of the impact of the budget on time use
This method looks at the relationship between the national budget and the way time is used in households. It ensures that the time spent by women in unpaid work is accounted for in policy analysis.

6. Gender-aware medium term economic policy framework
This method attempts to incorporate gender into the economic models on which medium-term economic frameworks are based.

7. Gender-aware budget statement
This involves an accountability process which may utilize any of the above tools. It requires a high degree of commitment and co-ordination throughout the public sector as ministries or departments undertake an assessment of the gender impact of their line budgets.

A gender -aware budget statement contain?

? *Gender equality targeted expenditure – that show the share of explicitly targeted at women to reduce past inequalities and neglect.*

? *Women priority public services – that reveal the share of the budget allocated to specific services prioritized to reduce on women's burden and gender gaps e.g., in energy saving*

?   *Gender management system – that show the share of a budget allocated specifically to women's desk office.*

?   *Gender balance in public sector employment – share of women and men in employment in each grade of the employment hierarchy and their average earnings.*

?   *Gender balance in business support – share of male and female expected beneficiaries from expenditures in business support in the various sectors, say trade development.*

?   *Gender balance in public sector contract – share and value of contracts going to be awarded to male and female-headed firms.*

?   *Gender inequality reduction rate – the share of each department expenditure that is allocated to the reduction of gender inequality together with the expected inequality reduction indicators, and explanations of how inequality reduction will occur.*

End result of a gender responsive budget

?   A gendered analysis of policy issues basing on empirical gender disaggregated data that present causes and effects of gender gaps.
?   A clear division of budget between recurrent and development expenditures.
?   A people centered budget that focuses on services than administration. This should be in line with policy priorities that are felt needs of women and men and not of policy makers or the so-called representatives of women and men. This ensures increased access to services to all categories in an equitable way
?   Specific allocations to the marginalized groups such as women in order to reduce the gender gaps between women and men.
?   A clear affirmative action to bridge the gap faced by marginalized groups.
?   A result oriented budget that prioritize impacts than inputs that can be easily manipulated by service providers.

5.8   CHALLENGES OF DOING GENDER RESPONSIVE BUDGETING

Procedure:

1) Ask participants to identify the challenges they face in experiencing undertaking a gender responsive budgeting.
2) State the strategies that can be used to ameliorate the above challenges.

Key Note
Districts are mandated to develop a comprehensive development plan, integrating all the lower local government plans and those identified at the district level. This requires that needs and resources are identified from the village levels, by both men and women, so that the eventual services to be provided over the plan period correspond to the needs of the people.

In essence, under decentralization, district-planning process should begin at the village levels, ascending to the parish levels and to the sub-county levels with a preliminary plan conference. This process involves de-briefing the community on Budget Framework Paper, Annual and Medium Term Budget and Annual and Medium Term Plan. It also involves the review of part performance – budget, projects, and linkages established; soliciting of proposals for implementation in the coming year; and prioritizing the activities identified.

? *The law is mute on punishing whether or not a gender budget is prepared by any given local government. This makes political policy makers complacent to supporting such a cause. (Just win their support).*

? *Institutional incapacity affects many facets of GRB, namely, limited skills for doing gender analysis; lack of gender disaggregated data; poor communication; political interests and maneuvers; and lack of teamwork within government and between pubic and private sector. (Position yourself within the hub of public and private sectors but in a non puppet manner).*

? *Weak community participation in political affairs exemplified by non attendance of budget conference, etc. (Be present always in these functions).*

? *Docility of women representatives to echo the voice of women and demand from their numerical strengths. (Assert women' voices. Lobby key actors).*

? *Elitic dominance under the 'technical expertise shadow'. (Always provide on-the-ground empirical evidences and demand explanations. Also build alliance with technocrats).*

In sum, there is a great inadequacy in government planning and budgeting functions that is expected to accelerate the pace and spread the benefit of growth with efficient allocative geographic dimension (where to place investments); social dimension (who should benefit from the investments); and institutional dimension (what agency or who should be in charge of it) basing on available resource envelops. In its current state it is unable to promote equity in services delivery and gender equality between men and women. With an untamed political decision premised on 'women are people' services continues not to be provided as per demand but by political directions. Women largely remain as co-opted development initiative implementers. Their participation is virtually marginal, if any. They are not allies but seen as beneficiaries of political actions.

In all these midst, the struggle unless redirected, the development of the majority women cannot be envisaged. Participatory development gimmick as a 'political technology and officializing strategies' is in itself important but inadequate to balance the scale. Alliance building, dialogue, and other strategies need to be identified and tested. Where possible, women need to enforce the fact that they are many and surpasses 'good and honest voter manipulation' while using it as a sales piece to demand tangible agreed to rewards from policy makers.
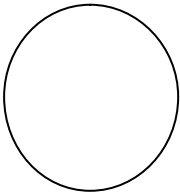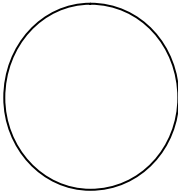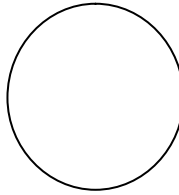
Facilitators' Remarks

PARTICIPATORY TRAINING EVALUATION

(1) What is your general rating of the training relevance? Why?

(2) In what ways were your expectations met?

> **To the Facilitator:** Display the flip chart containing expectations, let each participant state the degree of achievement of each expectation on scale 1-4 (1=Poor, 2=Fair, 3=Good, 4=V.Good)

(3) To what extent were the training objectives achieved?

(4) What lessons did you learn from this training?

(5) What is the way forward to make the training operational in your area?

(6) Lastly, draw a "Moodometer" and let each participant freely tick how he/she feels after the training as below

The training confused me	I am happy and satisfied	I am sad