



AFRICAN FEMINIST MACROECONOMIC ACADEMY

The Audacity to Disrupt

GENDER TRANSFORMATIVE BUDGETING

→ A guide for Pan African
Parliamentarians



OXFAM



The African Women's
Development and
Communication Network

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Acknowledgement

The African Women's Development and Communication Network, FEMNET, recognizes the legislative role that African parliamentarians play in ensuring the executive is held to account within the African Union. Additionally, the Pan African Parliament (PAP) plays an advisory, oversight and consultative task. In light of this, FEMNET conducted training with the Pan African Parliament – specifically targeting the Monetary and Financial Affairs Committee whose mandate is to:

1. Examine the draft estimates of the Parliamentary budget and submit to Parliament.
2. Discuss the budget of the Union and make appropriate recommendations.
3. Examine and report to Parliament on the problems involved in the implementation of the annual budget.
4. Assist Parliament to execute its role of establishing sound economic, monetary and investment policies.

The training built the capacity for PAP members to understand the landscape and impact of neoliberal macroeconomic policies on women and girls of Africa. It also showed tangible examples of how gender responsive budgeting on the specific area of the care economy can be transformative in economies of the global south.

It is out of this process and from this critical collaboration that this publication; Gender Transformative Budgeting – A guide for Pan African Parliamentarians was formulated.

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Introduction

There is growing recognition of the importance of gender equality to development. No other initiative provides stronger impetus than the Sustainable Development Agenda, which explicitly calls for gender equality and “leaving no one behind” as a prerequisite for sustainable development. Available evidence suggests that there is a vicious circle whereby life chances depend on inherited circumstances and unequal access to services, which, together with rising income inequality, continue to have the most severe impact on the disadvantaged.¹ There is empirical evidence showing that gender equality leads to improved economic growth, poverty reduction, and human development. For example, a study on Gender and Growth in Uganda revealed that addressing gender inequalities leads to an additional 1.2 percentage point growth in GDP annually.²

If gender is not addressed in public policy, planning, and budgeting, there is a risk that inequalities in society will increase, further hampering economic growth and equitable development. Therefore, the thrust of the Sustainable Development Agenda of leaving no one behind is underpinned by all-inclusive growth and development. This thrust is also stated in the Africa Agenda 2063, one of whose aspirations of Africans for the year 2063, Aspiration no. 6 states that:

1 H. Jones (2009) “Equity in development: Why it is important and how to achieve it”, Working Paper 311, Overseas Development Institute.

2 MoFPED (2012) “Gender and Equity Budgeting in Uganda: Modular Curriculum for Short Courses”, Kampala, Ministry of Finance, Planning and Economic Development, June.

The aspirations reflect our desire for shared prosperity and wellbeing, for unity and integration, for a continent of free citizens and expanded horizons, where the full potential of women and youth, boys and girls are realized, and with freedom from fear, disease and want (African Union Commission, 2015 pp 1).

Africa Agenda 2063

Agenda 2063 is the African Union's endogenous plan for transformation.³ It harnesses the continent's comparative advantages such as its people, history, and cultures; its natural resources; its position and repositioning in the world to effect equitable and people-centred social, economic, and technological transformation, and the eradication of poverty. It seeks to fulfil African nations' obligations to their children as an inter-generational compact, to develop Africa's human capital; build social assets, infrastructure and public goods; empower women and youth; promote lasting peace and security; build effective developmental states and participatory and accountable institutions of governance.

Agenda 2063 lists a number of aspirations of Africans for the year 2063.⁴ The aspirations reflect Africa's desire for shared prosperity and well-being, for unity and integration, for a continent of free citizens and expanded horizons, where the full potential of women and youth, boys and girls are realized, and with freedom from fear, disease and want. This is in addition to an Africa whose development is people-driven, relying on the potential of African people, especially its women and youth, and caring for children. (Aspiration 6)

All the citizens of Africa will be actively involved in decision-making in all aspects. Africa shall be an inclusive continent where no child, woman, or man will be left behind or excluded, on the basis of gender, political affiliation, religion, ethnic affiliation, locality, age, or other factors.

We aspire that by 2063, Africa:

- i. Is people-centred and caring;
- ii. Puts children first;
- iii. Has empowered women to play their rightful role in all spheres of life;
- iv. Has full gender equality in all spheres of life; and
- v. Has engaged and empowered youth.

The African woman will be fully empowered in all spheres, with equal social, political, and economic rights, including the rights to own and inherit property, sign contracts, register and manage businesses. Rural women will have access to productive assets: land, credit, inputs, and financial services.

³ African Union Commission (2015) Agenda 2063, Addis Ababa, AUC.

⁴ Ibid.

“The youth of Africa shall be socially, economically, and politically empowered through the full implementation of the African Youth Charter.



All forms of gender-based violence and discrimination (social, economic, political) against women and girls will be eliminated and the latter will fully enjoy all their human rights. All harmful social practices (especially female genital mutilation and child marriages) will be ended and barriers to quality health and education for women and girls eliminated.

Africa of 2063 will have full gender parity, with women occupying at least 50% of elected public offices at all levels and half of managerial positions in the public and the private sectors. The economic and political glass ceiling that restricted women's progress will have been shattered.

African children shall be empowered through the full implementation of the African Charter on the Rights of the Child.

The youth of Africa shall be socially, economically, and politically empowered through the full implementation of the African Youth Charter.

Africa will be a continent where the talent of the child and the youth will be fully developed, rewarded and protected for the benefit of society.

All forms of systemic inequalities, exploitation, marginalization and discrimination of young people will be eliminated and youth issues mainstreamed in all development agendas.

Youth unemployment will be eliminated, and Africa's youth guaranteed full access to education, training, skills and technology, health services, jobs and economic opportunities, recreational and cultural activities as well as financial means and all necessary resources to allow them to realize their full potential.

Young African men and women will be the path breakers of the African knowledge society and will contribute significantly to innovation and entrepreneurship.⁵

Other equality and equity relevant regional frameworks

These include:

- i. The African Union's Solemn Declaration on Gender Equality;
- ii. The Dakar Platform for Action (1994);
- iii. The African Plan of Action to Accelerate the Implementation of the Dakar and Beijing Platforms for Action for the Advancement of Women (1999);
- iv. The Protocol to the African Charter on Human and Peoples' Rights on the Rights of Women in Africa (2003);
- v. The African Charter on the Rights and Welfare of the Child;
- vi. Protocol to the African Charter on Human and Peoples' Rights on the Rights of Older Persons in Africa;
- vii. African Charter on Human and Peoples' Rights;
- viii. Draft Protocol to the African Charter on Human and Peoples' Rights on the Rights of Persons with Disabilities in Africa (2016);

What is Gender?

Gender is a social construction, like an angel and/or the devil are social constructions. A social construction is the ways we think about and use categories to structure our experience and analysis of the world. Society creates an image and people agree to follow certain rules or behave as if the image exists. Over time, the image evolves into "reality" and we relate according to the rules it projects. For example, most people believe that an angel is white, has flaps, can fly, has an attractive face, and does good. That is why we have words like angelic, guardian angel, etc. Alternately, we believe that the devil is black or red, has horns, a tail with spikes, is very unattractive and has only bad intentions. That is why we have words like devilish, evil, etc. Yet, none of us has ever seen an angel or the devil. But as a social construction, we agree to behave as if both exist and follow rules that will guide us towards an angel and/or away from the devil.

Right from childhood, images of angels and the devil are inculcated into us by parents, religious institutions, teachers, communities, etc. We internalise these images and act as if they really exist. So is gender. Right from childhood, socio-culturally gender appropriate attitudes and behaviour are inculcated into us by parents, religious leaders, teachers, communities, etc. We internalise these images and act them out as females or males.

5 Ibid.



Gender thus refers to the social construction of masculine and feminine identities. Identity is a person's internalised sense of self. Gender identity therefore refers to the internalised sense of being masculine or feminine.⁶ Alternately, Garcia (2001) defines gender as a social construct, linking sex, a biological variable, to expected characteristics and behaviour.⁷ For example, due to the uniquely female potential to bear children, women are culturally viewed as uniquely suited for domestic and reproductive activities, such as food preparation, washing and cleaning, health maintenance, and childcare (Garcia 2001). Men in several cultural settings are viewed as innately incapable of such nurturing activity, with their inability to give birth offered as evidence.

Gender determines not only how males and females relate with, and are in turn related to by people of similar and/or different gender, but also the entitlements of males and females in households and the wider socio-economic settings. The way males and females relate is governed by norms defined by Marshall (1994) as shared expectations of behaviour that are considered culturally desirable and appropriate.⁸ A set of norms attached to a social position is also defined by Marshall (1994) as a role. Therefore, masculinity and femininity are gender identities that embody gender norms that in turn delineate gender roles.

Gender is a fundamental principle that determines the roles, rights, expectations, obligations, responsibilities and entitlements of males and females within and beyond households. Gender for example determines the economic and social roles played by men and women, boys and girls within households and the wider socio-economic settings. Gender also determines the entitlements and constraints in time, mobility, and resources that males and females experience in performing their gender assigned roles (Grieco 1997).⁹ The differing entitlements and constraints each gender experiences arise from asymmetries in socio-interactive and material entitlements accorded to each gender within households and communities. These asymmetries are often reproduced within formal organisations of the state, civil society organisations, the private and public sectors, thus perpetuating gender inequalities in all spheres.

6 Francoeur, R (ed) (1991) **A Descriptive Dictionary and Atlas of Sexology**, Westport, CT, Greenwood Press, pp 241

7 Garcia, V (2001) "Coffee Production and Household Dynamics: The Popolucas of Ocotlan Grande, Veracruz" **Agriculture and Human Values**, 18, 1, 57-70

8 Marshall, B (1994) **Engendering Modernity: Feminism, Social theory and Social Change**, Cambridge, Polity

9 Grieco, M (1997) "Beyond the Policy Table: Gender, Agriculture and the African Rural Household" in Breth, S. (ed) (ed) **Women, Agricultural Intensification and Household Food Security**, Mexico, Sasakawa Africa Association.

Gender and Sex

Gender and sex are not the same. Sex refers to the biological differences between men and women. The differences are that only women can bear children and only men can determine a child's sex, i. e., whether the baby is a boy or a girl.

Gender Mainstreaming

Gender mainstreaming is a globally accepted strategy for promoting gender equality. Mainstreaming is not an end in itself but a strategy, an approach and a means to achieve the goal of gender equality. Mainstreaming involves ensuring that gender perspectives and attention to the goal of gender equality are central to all activities in policy development, research, advocacy/dialogue, legislation, budgetary allocation, and in planning, implementation and monitoring of policies, programmes and projects. In 1997, the United Nations Economic and Social Council defined gender mainstreaming as:

“...the process of assessing the implications for women and men of any planned action, including legislation, policies or programmes, in all areas and at all levels. It is a strategy for making women's as well as men's concerns and experiences an integral dimension of the design, implementation, monitoring and evaluation of policies and 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.”

Nonetheless, building capacity for gender mainstreaming is not synonymous with gender training. It involves building “mainstreaming competency” (i.e. the skills and qualities needed to implement a mainstreaming strategy) and a wider institutional transformation. Mainstreaming competency includes:

- Undertaking a gender analysis with a view to identifying inequalities between men and women which need to be addressed;
- Providing equal opportunities to all and carrying out gender specific actions wherever inequalities are pronounced;
- Starting a process of institutional change;
- Giving girls and women voice;
- Carrying out gender budgeting;
- Undertaking participatory gender audits.

Gender Relations

All societies are gendered because there are established norms of how males and females relate with, and are in turn related to, by people of similar and/or different gender. Central to this are variations in power and authority wielded by males



and females (Hodgson 2000).¹⁰ Dolan (2002) added that the power and authority are expressed symbolically in terms of social positioning in society, such as men are physically and intellectually superior/women are physically and intellectually inferior; and materially in terms of rights and responsibilities, such as men's work/women's work and men's expenses/women's expenses.¹¹ These variations form the foundation of ideological and practised gender relations which is defined as the mutually constitutive symbolic and material relations of power and authority between men and women in the household and wider socio-economic settings (Hodgson and McCurdy 2001).¹²

Gender relations encompass all aspects of life and are therefore material, social and moral. Gender relations knit together divisions of labour, sexuality, affection, ideas about rights and responsibilities and ideas about what males and females do and how they should treat one another.

Why Gender Matters

Gender matters because it determines social positioning in society; males are considered superior while females are considered inferior in all forms of social positioning such as physical strength, intellectual capabilities, material possessions, rights, responsibilities, work capabilities and even in expenditures. Because of this social positioning, males are accorded more entitlements than females. Kabeer (1991) defines entitlements as intra- and extra-household distributional relations, which rest on "accepted legitimacy" rather than legal recognition.¹³

The distributional relations do determine the rights that household members have in relation to assets, labour, income, subsistence, and skills perceived requisite for leading a gainful and fulfilling life. Gender ideology expects males to be independent as they lead gainful and fulfilling lives. This is the reason they have more entitlements compared to females who are expected to lead gainful and fulfilling lives through dependence on males as wives, mothers and daughters (Manyire 2004).¹⁴

10 Hodgson, D (2000) "Gender, Culture and the Myth of the Patriarchal Pastoralist" in Hodgson D, (ed) **Rethinking Pastoralism in Africa: Gender, Culture and the Myth of the Patriarchal Pastoralist**, Oxford, James Currey Ltd

11 Dolan, C (2002) "Gender and Diverse Livelihoods: Uganda" LADDER Working Paper no. 10, Norwich UK, Overseas Development Group, University of East Anglia

12 Hodgson, D and McCurdy, S (2001) "Wicked" Women and the Recognition of Gender in Africa, Portsmouth, NH, Heinemann, Quoted in Hodgson, D (2000) Op.cit

13 Kabeer, N (1991) "Gender Dimensions of Rural Poverty: Analysis from Bangladesh" *The Journal of Peasant Studies*, 18, 2, 254-256

14 Manyire, H and Bethan, E (2004) **Obusobozi: Enhancing the Entitlements of Subsistence Farmers in Uganda: The Impact of PMA/NAADS on Female Subsistence Farmers**, A FOWODE/Oxfam GB Discussion Paper, Kampala, Oxfam GB/FOWODE

Gendered Entitlements

Males and females are socialised into different social beings with differing perceptions and experiences of reality, perceived capabilities and possibilities, levels of optimism and ambitions in life. This arises from the differing socio-interactive and material entitlements accorded to each gender during the socialisation process. Sen (1981) defined entitlements as sets of alternative commodity/service bundles that a person can command in a society using the totality of rights and opportunities that s/he faces.¹⁵ A person's "entitlement set" is the full range of goods and services that s/he can acquire by converting his/her "endowments" through "entitlement mappings". Endowments are those assets and resources - including labour power - that somebody already commands or has access to, while entitlements are the assets that somebody can produce under certain circumstances and contexts determined by prevailing legal and customary regimes. Entitlements are created or transferred through the application of endowments. Entitlement sets typically comprise any of, all, or a combination of the following:

- Social-interactive entitlements in the form of support, recognition, encouragement, high expectations held of someone by significant others (for example, parents, teachers, spouses, employers, communities, development organisations, etc) all of which foster confidence, optimism, control over one's own life and the power to make rational choices.
- Trade-based entitlements whereby one is entitled to own what one obtains by trading something one owns with a willing party, for example selling one's agricultural produce to purchase an ox-plough;
- Production-based entitlements whereby one is entitled to own what one gets by organising production (for instance, crop production) using resources one owns (for example, land), or resources hired/rented from willing parties under agreed conditions of exchange;
- Own-labour entitlements whereby one is entitled to one's own labour power, and thus to the trade-based and production-based entitlements related to one's labour power;
- Inheritance and transfer entitlements whereby one is entitled to own what is willingly bequeathed to him/her by another who legitimately owns it.

Entitlements further define the relationships between people and the commodities/services they need to acquire (or to access) in order to lead meaningful and fulfilling lives. In entitlement analysis, a person's command over commodities

15 Sen, A (1981) *Poverty and Famines: An Essay on Entitlement and Deprivation*, Clarendon Press, Oxford

“A person endowed with land, labour power and other resources can produce a bundle of food that will be his/hers...”



is said to depend first on the person's identity (gender, socio-economic status), second, the person's position in society (their occupation or class, what they produce, where they live, how much land they own, what skills they possess, what authority they command, etc.) and third, on the rules which legitimise claims over commodities/services. Since a person's entitlement depends partially on their identity and position in society, entitlement analysis can introduce a range of social, economic, cultural, and political factors that determine entitlements.

According to Sen (1981), a person endowed with land, labour power and other resources can produce a bundle of food that will be his/hers; or by selling labour, s/he can get a wage and with that buy commodities, including food. Alternatively, s/he can grow cash crops and sell them to buy food and other commodities. The combined sets of all such available commodity bundles in a given economic situation are the exchange entitlement of his/her endowment.

However, entitlement to such resources is governed by rules and norms that are distinguished and structured by gender, age, marital status, disability, race, and other axes of socio-economic inclusion and exclusion. Gasper (1993) concludes that beyond legal/customary rights, effective access to resources within institutions typically depends not only on formal and informal rules but also on particular relationships with sources of authority and influence.¹⁶ In essence, entitlements are conferred through social inclusion, exclusion, and unfavourable inclusion that allow and/or prevent certain categories in society from effectively participating in development processes. Sen (2000) defined social exclusion as a form of inability to do things that one has reason to want to do.¹⁷ Unfavourable

16 Gasper, D. (1993) "Entitlements Analysis: Relating Concepts and Contexts", *Development and Change*, 24, pp. 679-718

17 Sen, A (2000) "Social Exclusion: Concept, Application and Scrutiny" Social Development Paper No.1, Asian Development Bank, June

inclusion manifests in the form of deeply “unequal” terms of social participation, for instance, in the credit and land markets, extension services, on-farm trials and field demonstrations, in the exchange markets, in value chain interventions, in the rural-labour market, in employment or even in educational and research institutions (Kelles-Vitanen 1998).¹⁸

Institutionalisation of Entitlements

Entitlements are either formally or informally institutionalised in the rules, norms, and practices that govern different societies and are passed onto succeeding generations through formal and informal socialisation processes. In turn, individuals, groups, and communities internalise the entitlement sets that clearly delineate expectations. In the context of gender, males and females internalise their differing entitlement sets that set the parameters of their expectations, prospects, and constraints. This in turn determines each gender’s differing perceptions and experiences of reality, perceived capabilities, actual capabilities, levels of optimism and ambitions in life and prospects of, and constraints faced in, participating in development.

Entitlements and Resource Access and Utilisation

Whereas entitlements facilitate conversion of resources into material goods and services, they can also constrain the conversion process. For example, a free person can exchange his/her labour power at prices acceptable to him/her while a slave cannot because s/he has no command over his/her own labour. The master of the slave has command over the slave’s labour power. Entitlements also facilitate rights. For example, females’ lesser inheritance rights relative to males’ attest to this. Entitlements further determine occupational positioning and mobility including working outside the home and migration.

Gendered Entitlements and Resource Access and Utilisation

It is well established that women in many parts of the world lack resources. This is why the Women in Development (WID) approach was conceived in the 1970s and 1980s. It was aimed at making resources such as housing, land, agricultural inputs and technologies, education, entrepreneurship skills, and credit available to women. However, by the mid 1980s, it was realised that women could not utilise the resources directed at them and led to the shift from WID to Gender and Development (GAD) approach. GAD was aimed at addressing the problem

18 Kelles-Vitanen, A (1998) “Discussant’s Commentary: Asian Development Bank Seminar on Inclusion or Exclusion”: Social Development Challenges for Asia and Europe, Geneva, 27 April

of women's inability to utilise resources even when directed at them. Yet, even under GAD, women continue to face deprivation or bias in access to land, housing, property and other productive resources and have limited access to technologies and services that could ease their workload.

Women's continued inability to access resources could be attributed to conscious and subconscious exclusion and/or unfavorable inclusion in the socio-economic power structures in society. Women have inferior entitlements right from birth. They are accorded fewer rights over material and non material resources, including education and skills. Women and men are socialised to believe that women are best suited for domestic and reproductive work, both of which are carried out within the private sphere and do not require skills besides those informally inculcated through the socialisation process. Since women's interests are expected to be catered for by men, the former are denied inheritance/transfer rights. Thus, women are customarily - and in some cases legally -, denied overall command over resources in total disregard of international, regional, and country specific conventions and constitutional provisions guaranteeing human, economic and social rights¹⁹ on the one hand and women's gender determined obligations and responsibilities on the other.

Entitlements and Agency

Entitlements further facilitate active agency, i.e. ability to undertake meaningful action. That is why certain individuals utilise government and non-governmental programmes while others do not. For example, in Uganda, the National Agricultural and Advisory Services (NAADS) and Universal Secondary Education (USE) are ostensibly free but it is mostly males who utilise the programmes. Further, it is the non-poor males who take up the NAADS programmes compared to their poorer counterparts. This implies that the Ugandan mainstream socio-economy has a masculine biography. It is largely within the public sphere, it is paid, it is prestigious, it features in national and international statistics, it has high social status and value. Therefore, participation in mainstream economy requires masculine attributes (rights/social power/approval to move out of the private sphere, skills obtained formally or informally from the public sphere including streets (street smarts), confidence, acceptance, etc).

However, participation in the mainstream economy requires a caretaker in the home (wife(s) or equivalent, house help, child minders etc). This is the care economy where the bulk of females are located. The care economy has a feminine biography. It is within the private sphere, it is not paid or is underpaid, it is taken for granted, it does not feature in national and international statistics, it has lower social status and is less valued. Participation in the care economy

19 Rights are relationships that hold between and amongst distinct agents.

is part of the socially constructed roles and responsibilities of femininity, their culturally expected obligations as wives and mothers and skills are inculcated and internalized informally through socialization processes. Hence, the care economy receives minimal, if any, support from government. This is because females have less entitlements compared to males.

Gender Equality, Gender Inequality and Vulnerability

Due to less entitlement and inactive agency, women in Africa make up a disproportionate number of the poor, vulnerable and/or marginalised. This is because women constitute the majority of unpaid workers in the private sphere of the home and they are the primary caregivers. More daunting is the fact that women are frequently excluded from processes and decisions relating to development. Females and poor males often lack rights and access to resources and information vital for addressing contemporary and emerging challenge. In addition, females and poorer males may be less inclined to undertake effective development strategies due to inactive agency occasioned by less entitlements. Combined, less entitlements and inactive agency lead to the gender-poverty nexus which ought to be addressed through evidence based policy- making. Therefore, the entitlement of females and poor males in all aspects, including their access to appropriate information, skills and adequate resources to enable them to participate in development in a timely manner, is key to addressing gender inequalities.

Gender Equality is a Human Rights Goal

Since gender inequality is institutionalised in customs and legal regimes, gender equality and women's empowerment become human rights goals in addition to being key prerequisites for global poverty eradication and the attainment of the Sustainable Development Goals (SDGs). Gender equality is also linked to the achievement of the objectives set out in the Beijing Platform for Action in 1995. Addressing gender inequality, poverty, vulnerability, and insecurity simultaneously is necessary for the achievement of sustainable peace and development. Table 1 overleaf indicates the gender equality goal and targets of the SDGs.

Table 1: Gender Equality Goal and Targets of the SDGs

GOAL	TARGETS
5. Achieve gender equality and empower all women and girls	5.1 End all forms of discrimination against all women and girls everywhere;
	5.2 Eliminate all forms of violence against all women and girls in public and private spheres, including trafficking and sexual and other types of exploitation;
	5.3 Eliminate all harmful practices, such as female genital mutilation and child, early and forced marriage;
	5.4 Recognise and value unpaid care and domestic work through the provision of public services, infrastructure, and social protection policies, and the promotion of shared responsibility within the household and the family as nationally appropriate;
	5.5 Ensure women's full and effective participation and equal opportunities for leadership at all levels of decision-making in political, economic, and public life;
	5.6 Ensure universal access to sexual and reproductive health and reproductive rights as agreed in accordance with the Programme of Action of the ICPD and the Beijing Platform for Action and the outcome documents of their review conferences;
	5.a undertake reforms to give women equal rights to economic resources, as well as access to ownership and control over land and other forms of property, financial services, inheritance, and natural resources in accordance with national laws
	5.b Enhance the use of enabling technologies, in particular information and communication technologies (ICT), to promote women's empowerment;
	5.c Adopt and strengthen sound policies and enforceable legislation for the promotion of gender equality and the empowerment of all women and girls at all levels.

Why Gender Responsive Budgeting?

The rationale for Gender Responsive Budgeting (GRB) in Africa lies in the acknowledgement that public expenditures may have different effects on men and women, boys and girls, as well as on other socio-economic groups such as persons with disabilities (PWDs), older persons, orphans, and people in remote geographical locations. This arises from different social roles and expectations, demographic, conflict, and poverty-intensified vulnerabilities, and shortfalls in service delivery. GRB was therefore initiated by some governments in Africa to provide an overarching approach to address a wide range of inequalities through the national budget processes. The inequalities arise from gender, age, disability, geographic location and other socio-economic identity based differences that create poverty and vulnerability amongst different categories of people in the country.

The gender equality agenda has been increasingly recognised by governments, development agencies, and civil society organisations as a core pillar of their programming, with GRB as a key strategy towards its implementation. GRB serves as a strategic entry point to address gender and other forms of social, cultural, geographical, and economic inequalities. Public policy can only be translated into effective investment and service delivery through drawing governments' attention to public resource allocations for gender equality, and ensuring that initiatives and planning form an integral part of the budgetary decision making processes.

What is Gender Responsive Budgeting?

Gender Responsive Budgeting (GRB) is an analytical tool for analysing the implications of public revenue and expenditure on women and men, girls and boys and other vulnerable social groups in society. Focus is on how budgetary allocations affect the economic and social opportunities of women and men, boys and girls and other vulnerable social groups. GRB does not mean separate budgets for different social groups but is an analytical tool applied to mainstream gender within budgetary processes. By assessing the impacts of government revenue and expenditure policies and programmes on women and men, girls and boys and other social groupings in society, GRB aims at promoting all-inclusive social and economic growth and human resource development. For budget is one of the most important policy instruments of a government. Budget therefore has considerable scope for addressing gender inequalities if resources are allocated equitably. However, to be effective, policy must drive budget rather than vice versa (Budlender 1998).²⁰ Policy, in turn, should reflect the inequalities in society that need to be addressed.

20 Budlender, D (ed) (1998) *The Third Women's Budget*, Cape Town, IDSA

The purpose of GRB therefore is to formulate and implement budgets that address the needs, interests of, and constraints faced by women and men, girls and boys and other social groupings in society, notably, but not limited to, the elderly, youth, children, and persons with disabilities (PWDs).

Gender Budget Analysis

On the face of it, a budget appears to be a gender-neutral policy instrument. It is set out in terms of financial aggregates: totals and sub-totals of revenue and expenditure, and the resulting budget surplus or deficit. There is no particular mention of women/girls, or a particular mention of men/boys either. However, this appearance of gender neutrality is more accurately described as “gender blindness”, since a budget generally ignores the different socially determined roles, responsibilities and capabilities of men and women, and usually overlooks the different impacts that policies have on men and women. Yet, although the provisions in a budget may appear to be gender-neutral, they affect men/boys and women/girls differently because the roles, responsibilities, and capacities of women and men in any society are never the same. These differences are occasioned by gender relations in society.

A gender budget attempts to address the gender blindness of budgets by asking a simple question: Are women’s needs and interests included? A gender budget demonstrates recognition of the different needs, privileges, rights, and obligations that women and men have in society. It recognises the different ways in which men and women contribute to the production of goods, services, and human labour and to the mobilisation and distribution of resources. It is a tool of analysis in which the government budget is disaggregated and the effect of revenue and expenditure policies, especially on poor women, is analysed. The major objective is to make budgets responsive to the needs of the entire population, taking explicit account of women’s disadvantaged position.

The effectiveness of public expenditure is conventionally judged in terms of the achievement of intended results at the lowest possible cost. From a gender perspective, it is important to ask:

- i. “Results for whom?” and “costs to whom?”
- ii. Do the outcomes meet the needs of women as well as men?
- iii. Are men and women equally satisfied with the quality of services provided?
- iv. Is the quality assessed in ways that take account of the needs of users for “user-friendly services”?
- v. Are the costs and benefits measured in a comprehensive way?
- vi. Do the intended results include reduction of gender inequality?

Tools for Gender Responsive Analysis of Budgets

A gender responsive budget requires the utilisation of a set of procedures. Below we discuss four tools used to integrate a gender perspective into the national budgets. The tools to use depend on, among others, availability of data, expertise of the personnel, and time constraints. The four tools are:

- i. Gender Aware Policy Appraisal
- ii. Gender Aware Beneficiary Assessment
- iii. Gender Sensitive Public Expenditure Tracking Surveys
- iv. Gender Responsive Budget Statements

Gender Aware Policy Appraisal

Gender aware policy appraisal focuses on analysis of funded programmes and policies from a gender perspective, by assessing if resource allocations are in a direct or indirect way likely to reduce or widen gender inequalities. Gender aware policy appraisal helps to understand gender implications of policy measures in particular ministries, departments and agencies. The key question is whether the policies are likely to reduce gender inequalities and imbalances. The tool works at an aggregate level and not at individual or group level. Gender aware policy appraisal is conducted through:

- i. Carrying out a situational analysis (e.g. labour force participation, division of labour, access to, and control of productive resources, control over proceeds, domestic labour overloads, reproductive responsibilities, access to institutions, etc.
- ii. Listing the various provisions of the policy for addressing the concerns identified through the situation analysis.
- iii. Identifying the funding levels through the policy provisions.
- iv. Ascertaining whether budgetary allocations follow policy commitments on gender equality.
- v. Establishing whether budgetary allocations meet gender equity issues i.e. concerns of PWDs, the elderly and the youth.
- vi. Identify who benefited most from each activity funded under the policy i.e. women, men, boys, and girls, using a scale of 1 to 5; one (1) being the lowest and five (5) the highest.
- vii. Establishing who benefited most and why (a summation of the points would show this).
- viii. Suggesting how the policy objectives should have been structured such that the results are equitable and fair to women, men, boys, and girls through the budgeting process.

See appendix 1 for a checklist of a gender aware agricultural policy appraisal.

Gender Aware Beneficiary Assessment

The Gender Aware Beneficiary Assessment tool is aimed at capturing the voices of the citizens. It is employed as a feedback tool for policy and budget makers to know if public money is spent in a way that meets the needs of citizens and fulfills their demands for gender equality. It helps capture the views of men and women, girls and boys as well as PWDs, youth and the elderly, among many other vulnerable groups, on the services funded through public expenditure in line with the priorities of these different groups.

The tool assesses the actual or potential beneficiaries of public services by asking them to assess how public spending is meeting their perceived needs. This can be done through qualitative methods of data collection by conducting focus group discussions, key informant interviews, exit interviews at service delivery units, or participant observations. Quantitative methods of data collection, including opinion polls and attitude surveys, can also be used to capture the perceptions of the beneficiaries of certain proposed or ongoing interventions. These can be done by the local governments, Parliamentary committees, research centres or consultancy firms. The questions focus on overall priorities for public spending or on the details of operations of public services.

Below are examples of interview themes related to the provision of agricultural extension services.

- i. Number of extension service workers (females and males)
- ii. Selection of extension service priorities
- iii. Channels of transmission of agricultural knowledge and skills
- iv. Quality of extension services
- v. Timing of the provision of extension services
- vi. Other responsibilities of women and men farmers
- vii. Constraints to attending extension services events
- viii. Cultural constraints
- ix. Willingness and ability to pay for extension services

Gender Sensitive Public Tracking Expenditure Surveys

Several African countries including Uganda, Ghana, Tanzania, Kenya, Zambia, and Rwanda, have carried out public expenditure tracking surveys (PETS). These aim at assessing whether the funds allocated for different public projects - such as health units, rural roads, water projects, and schools - were actually used as intended. In Uganda, the first PETS was carried out in 1996. The survey was occasioned by the observation that despite a substantial increase in public spending on education, the official reports showed no increase in primary school enrolment.

Public expenditure tracking surveys focus on inputs, outputs, user charges and

other variables, to provide a quick comparison on the efficiency of public spending and the quantity and quality of public services provided. A public expenditure tracking survey tracks the flow of resources through the legally defined institutional framework (different strata of administration) to determine how much of the originally allocated resources reach each stage in the delivery process e.g. budget on drugs allocated to a health unit. The tool would track that allocation from the treasury to the health unit. A gender-aware public expenditure tracking survey would need to go further than this and ask who (males/females) within the health unit benefits from such a budgetary allocation. It could also check whether resources for items that are especially targeted to one category reach the unit, for example money for buying adjustable beds for expectant mothers with physical disabilities, or building toilets for women and girls.

A PETS typically consists of a combination of data sheets or data extraction forms and different questionnaires for interviewing facility managers and users of a given public service. Data sheets/data extraction forms are used to collect quantitative data from facility records, and from local, regional, and national governmental institutions. A gender-aware PETS needs to make sure that both women and men are interviewed and that collected data are presented and analysed in a sex-disaggregated manner. To ensure accuracy of the information, triangulation of data collection methods is very important.

PETS can be carried out by local governments, ministries, independent research institutes, academics or NGOs. A PETS is usually conducted in sectors in which money (and sometimes goods) must pass through several levels of government and bureaucracy before reaching the service delivery point. Most PETS focus on education, health, or agricultural extension services. In countries with weak institutions and poor accountability, budget allocations may be predictors of real service delivery in terms of both quantity and quality. For example:

- i. Governments may spend on the wrong goods or the wrong people.
- ii. Money may fail to reach the frontline service providers.
- iii. Even when the money reaches the primary school or health unit, the incentives to provide the service may be weak. The result can be a high absenteeism rate among frontline service workers.
- iv. Even if services are effectively provided, households may not utilise them.

Gender Aware Budget Statements

A Gender Aware Budget Statement outlines the implications of public expenditures on women, men, girls, and boys. This is done by using any of the earlier mentioned tools and disaggregating expenditures based on their impact on gender equality. For instance, public expenditures can be classified into specifically targeted expenditures to meet particular needs of women and men, equal employment

opportunity expenditures, and general or mainstream expenditures targeting the whole community, but assessed for the gender impact. A gender aware budget statement is an accountability report by government regarding the extent to which it implements a gender sensitive approach in meeting its objectives.

Elements of the Gender Aware Budget Statements

- i. List of priority gender and equity concerns to be addressed in a sector, spelling out why they are of concern
- ii. What has been done before (past performance)
- iii. Proposed priority interventions to address the causes
- iv. Planned outputs with targets
- v. Expected outcomes
- vi. Performance indicator(s)
- vii. Budgetary allocation

Steps in Formulating the Statement

A gender-aware budget statement can be formulated using simple, standard headings such as:

- i. Programme name:
- ii. Gender issues (especially those related to the situation) to be addressed:
- iii. Activities (to be undertaken as part of programme)
- iv. Amount allocated
- v. Outputs (what will be “produced” by the programme, disaggregated wherever possible by gender and other equity categories)
- vi. Indicators (how the outputs and outcomes will be measured)

Analytic Frameworks for Conducting GRB

GRB initiatives vary across countries and regions depending on social and political contexts and the nature of institutions implementing them. Two dominant analytical frameworks have informed GRB initiatives, especially in Africa. These are, the three-way categorisation of expenditure and the five-step approach. The three-way categorisation was developed by Budlender (1996)²¹ and examines:

- Gender specific expenditures
- Equal opportunity expenditures, and,
- General expenditures within budgets.

21 Budlender, D (1996) “The Way Forward” in Budlender, D (ed) **The Women’s Budget**, Cape Town, IDSA

“

Another challenge facing GRB in Uganda is lack of technical capacity for gender mainstreaming within MDAs



Gender Specific Expenditures

Analysis of gender specific expenditures involves assessment of programmes or projects that are gender targeted, e.g. targeting girls or women. Examples of such programmes or projects include bursaries and/or scholarships for girls and women, women entrepreneurship training, programmes, credit programmes for women, agricultural inputs for women farmers, leadership programmes for women, land redistribution programmes to women, housing programmes for women, support to care work provided to women, etc. An example of gender specific programmes or projects targeting men include screening and treating prostate cancer.

Analysis of gender specific expenditures includes:

- i. Identifying the objectives of the gender specific programmes or projects,
- ii. Quantifying the resources (financial, human, logistical) allocated,
- iii. Determining output and outcome indicators, and,
- iv. Assessing future budgetary planning to determine whether the budget is becoming more or less gender responsive.

Equal Opportunity Expenditures

Analysis of equal employment opportunities in the public sector involves assessing employment patterns within particular sector(s) or the entire public sector through disaggregating by gender the levels and forms of employment, salaries, and benefits. Other axes of differentiation such as race and disability could also be used in the disaggregation. In addition, analysis of equal employment opportunities includes identifying initiatives that seek to foster equal employment opportunities such as assessing the amount of money spent on such initiatives and the numbers reached.

Analysis of general expenditures involves comparisons of recurrent and development budgets among different sectors including a comparison of allocations between the central and local governments. South Africa, Tanzania, and Uganda have adopted the three-way categorisation to analyse gendered implications for public expenditure.

The Five-Step Approach to Gender Responsive Budget Analysis

The five-step approach to gender responsive budget analysis is illustrated in the table below.

STEPS	STEP DESCRIPTION	FOCUS/ BUDGET TERMS
1	Gender analysis of the situation of men, women, girls and boys in a particular sector	Status and Needs
2	Analysis of how policies and programmes address the gendered nature of the situation	Policy/programme
3	Analysis of whether the assigned allocations are sufficient to implement gender responsive policy	Inputs
4	Monitoring of expenditures and implementation of policies (this requires assessing whether public expenditure was spent as intended)	Outputs
5	Evaluating outcomes (this involves assessing the impact of policy and expenditure and checking how it has contributed to the government gender equality commitments)	Impact

The absence of data and transparency in governments has often undermined the analytical capacity of this approach, and resulted in short and weak budget analyses. While steps 1- 3 can be carried out based on existing policy and budget documents, steps 4 - 5 require extensive fieldwork when governments do not have clear reporting mechanisms in place. This type of policy appraisal can be enhanced by including the views of policy beneficiaries in the analysis, which can be done through gender aware beneficiary assessments.


Uganda's GRB Experience

Forum for Women in Democracy (FOWODE), a civil society organisation (CSO), has championed Gender Budgeting in Uganda since 1999. Its approach focused exclusively on gender. Past national and selected local government budgets were reviewed to identify who benefited: men, women, girls, or boys? The approach was ex-post in that it examined past budgets. Issue papers were produced for advocacy purposes and targeted parliamentary committees and local government councils. In 2004, the Government of Uganda adopted GRB. From financial year (FY) 2004/2005, the Government, through the ministry responsible for finance has issued budget call circulars (BCCs) that oblige all ministries, departments and agencies (MDAs) and local governments (LGs) to indicate how they will address gender and equity issues through their budgets. This broadened the coverage beyond gender issues to include addressing other forms of inequalities, such as those arising from disabilities and age.

In 2015, Parliament enacted the Public Finance Management Act (PFMA), making it compulsory for all MDAs as well as LGs to identify and address gender and equity issues in activities to be funded through their annual budgets. The Act mandates the Equal Opportunities Commission (EOC) to assess sector budget framework papers (BFPs) and ministerial policy statements (MPSs) for gender and equity (G&E) responsiveness. The EOC advises the minister responsible for finance to issue certificates of G&E compliance to sectors and MDAs that attain the minimum score based on the assessment. Sector budgets and MPSs that are non-compliant are rejected by Parliament in accordance with Section 78 (1) and (2) of the Public Finance Management Act. It is therefore now mandatory for sectors, ministries, departments and agencies to comply with gender and equity requirements during planning and budgeting so as to be issued a Certificate of Compliance with Gender and Equity. The gender equity budget (GEB) approach adopts both an ex-ante analysis involving proactive integration of gender and equity perspectives during budget formulation and ex-post assessment of budget framework papers (BFPs) and ministerial policy statements (MPSs) by the Equal Opportunities Commission (EOC).

Challenges Faced in Implementing GRB in Uganda

Much as Uganda has made strides in GRB and G&E budgeting, it still faces challenges that other countries can draw lessons from. The first challenge is that gender mainstreaming remains unfunded by the government.. Gender mainstreaming is mostly funded by development partners at both central and local government levels. A case in point is the G&E planning and budgeting whose national curriculum and training manuals for both participants and facilitators were developed with funding from DFID of the British Government. Training of trainers and GEB national trainers was also funded by DFID. The challenge with funding



from development partners is that it changes with their priorities. For example, DFID funding of GEB was supposed to last for five years, from 2016 to 2021, but with the influx of refugees from Southern Sudan into Uganda in 2018, GEB funding was halted as DFID prioritised humanitarian assistance to refugees

Another challenge facing GRB in Uganda is lack of technical capacity for gender mainstreaming within MDAs. Training of national GEB facilitators will hopefully address this challenge. There is also the challenge of resistance to gender mainstreaming from some technocrats in MDAs. A few technocrats still harbour stereotypes regarding the superiority of males and inferiority of females. Others still regard gender mainstreaming in general GRB in particular as Western influences, probably the main reason why gender mainstreaming remains unfunded. This is despite listing of gender as a binding constraint to development in the National Development Plans I and II, hence, making gender mainstreaming a national development priority. However, enactment of the PMFA, 2015, will hopefully address the challenge of resistance since G&E planning, budgeting and implementation of government programmes and projects is now mandatory by law, with penalties for noncompliance.

Appendix I: Checklist for a Gender Aware Agricultural Policy Appraisal

1. Situation Analysis

Poverty Profile

- i. What are the socio-economic characteristics of farmers, the different dimensions of poverty?
- ii. What is the proportion of households headed by women?
- iii. Was a participatory poverty appraisal undertaken to give women and men a voice concerning their priorities and needs?
- iv. What are the main constraints facing women and men in getting out of poverty?

Activity Profile

- i. Who does what, where, when, and for how long (productive, reproductive and community related roles)?
- ii. Are women active in both subsistence and cash crop production?
- iii. Are women active in livestock production?
- iv. What tasks do women and men perform (seed selection, land preparation, planting, weeding, harvesting, processing etc.)?
- v. Are tasks shared by women and men or carried out only by one sex?

Access to, and Control of, Profile

- i. Who has access to, and control over productive resources such as land, capital, and agricultural inputs?
- ii. Who has access to human capital resources such as training opportunities and extension services?
- iii. Who has access to new technologies?
- iv. Who has access to markets?
- v. How do women and men differ in the constraints they face, and how do these differences affect their work, their productivity, and access to benefits?
- vi. Are women and men paid different wages?

Time Use

- i. How much time is spent by women and men on different activities, including care work?

2. Assessment of Agricultural Policy for Gender Responsiveness

Does government policy on agriculture:

- i. Incorporate equity and equality measures for women and men in agriculture, taking into account their interests, needs, and priorities?
- ii. Recognise differences between women and men farmers?
- iii. Recognise differences in needs and priorities of women farmers from

- different categories of households, agriculture sub sectors and agro economic zones?
- iv. Explore local level resource allocation?
 - v. Are women and men equally involved in the development of the policy (at ministerial, agricultural extension, research, and rural farming communities levels)?
 - vi. Has the government taken steps to review and amend existing policies of the Ministry of Agriculture to include an explicit acknowledgement of the role of the ministry and its agencies in advancing gender equality and equity in agriculture?
 - vii. What steps have been taken to ensure that projects/programmes reflect the needs, interests, and priorities of both women and men in agriculture?
 - viii. What measures have been taken by the government to develop rural based agro-industries and entrepreneurs, to improve the agricultural productivity of women and men farmers, including the production of marketable quality products, and to enable them to undertake profitable economic enterprises and increase their income?
 - ix. What concrete actions have been taken to increase women's and men's access to information, institutional credit, and other agricultural inputs, to increase their productivity and income?
 - x. What measures have been taken to increase the availability of sex disaggregated data in the Ministry of Agriculture and related agencies, including extension departments, NGOs and research institutes?

3. Assessment of Agricultural Extension Policy for Gender Responsiveness

- i. Are extension services available equally to female and male farmers?
- ii. Do female and male beneficiaries have open access at all levels of extension services? Is there any conflict between policy and cultural practices with regard to taking advantage of such access?
- iii. Is there any conflict between policy and cultural practices with regard to participation of female and male farmers at production level?
- iv. Have technical resource persons received training in gender analysis and planning?
- v. Do the curricula of agriculture education programmes reflect the importance of this issue in the preparation of extension workers for work at village level?
- vi. What is the nature of the financial support provided for extension? Is it government supported, cost shared, or privately funded?
- vii. How is resource use determined? Are there mechanisms in place for monitoring gender policy?
- viii. With respect to agriculture related work, how does the distribution of economic resources and power, both within households and in the wider society, impact on the life conditions and economic and social roles of women and men?

Appendix II: A Glossary of Key Gender Concepts

Access	The opportunity to make use of something/resources for a larger gain. Access will reflect the rules and norms which govern distribution and exchange in different institutional arenas. ¹
Agency	Ability to undertake meaningful action. Agency can be active or inactive.
Affirmative Action	Bridging gender gaps in the various development sectors requires preferential attention for the disadvantaged
Budget	A plan of financial operation that consists of an estimate of proposed expenditures for a financial year and the proposed means of financing them. A budget can also be understood as a statement of resource allocation and a tool that helps to communicate goals, coordinate actions, and provide benchmarks for measuring performance throughout the financial year. ²
Control	The ability to choose or define how and for what purpose something/resources will be used, and even to impose that definition on others -in other words, another word for "control" might be power, and power can be positive or negative depending on its purpose ³ (see forms and definitions of power).
Culture	The distinctive patterns of ideas, beliefs, and norms which characterise the way of life and relations of a society or group within a society.
Empowerment	Expansion of assets and capabilities of discriminated people to participate in, negotiate with, influence, control, and hold accountable institutions that affect their lives.
Entitlements	Sets of alternative commodity/service bundles that a person can command in a society using the totality of rights and opportunities that s/he faces. A person's "entitlement set" is the full range of goods and services that s/he can acquire.
Equity	Measures that provide additional protection to the politically, economically, and socially excluded to ensure they are supported to enjoy their rights and active participation in socio-economic and political processes of the society. ⁴
Exclusion	A state of being consistently denied opportunities to take part in society, leading to inability to do things that one wants to do.

Gender Analysis	The systematic gathering and examination of information on gender differences and social relations in order to identify, understand and redress inequities based on gender.
Gender Blind	Ignoring/failing to address the gender dimension (as opposed to being gender sensitive or gender neutral).
Gender Discrimination	The systematic, unfavourable treatment of individuals based on their gender, denying them rights, opportunities or resources.
Gender Division of Labour	The socially determined ideas and practices that define the roles and activities deemed appropriate for women and men.
Gender Equality and Equity	<p>Gender equality denotes women having the same opportunities in life as men, including the ability to participate in the public sphere.</p> <p>Gender equity denotes the equivalence in life outcomes for women and men, recognising their different needs and interests, and requiring a redistribution of power and resources.</p>
Gender Gap	The gap in participation, access, rights, remuneration, or benefits between women and men.
Gender Mainstreaming	An organisational strategy to bring a gender perspective to all aspects of an institution's policy and activities, through building gender capacity and accountability.
Gender Needs	Shared and prioritised needs identified by women that arise from their common experiences as a gender.
Gender Neutral	Having no differential positive or negative impact for gender relations or equality between women and men.
Gender Planning	The technical and political processes and procedures necessary to implement a gender-sensitive policy.
Gender Relations	Hierarchical relations of power, authority and privilege between women and men that tend to disadvantage women.
Gender Responsive Budgeting	The process of addressing gender concerns in the budget. Such concerns arise out of inequalities between women, men, boys, and girls.
Gender Sensitive	Addressing and taking into account the gender dimension.

Gender Training		A facilitated process of developing awareness and capacity on gender issues, to bring personal or organisational change for gender equality.
Gender Violence		Any act or threat by men or male-dominated institutions, that inflicts physical, sexual, or psychological harm on a woman or girls because of their gender.
Inclusion		Giving dignity to people disadvantaged on the basis of their identity, and improving their ability and opportunity to take part in society. People take part in society through markets, services, and spaces; and excluded groups exist in all countries. Excluded groups are consistently denied opportunities.
Intra-household Distribution	Resource	The dynamics of how different resources generated within or which come into a household, are accessed and controlled by its members.
National Women	Machineries for	Agencies with a mandate for the advancement of women established within and by governments for integrating gender concerns in development policy and planning.
Outcome		The impact a specific programme is intended to have on society, or benefit achieved or produced in society through its programme (the intended impact of outputs). Outcomes can be immediate, intermediate, and ultimate/high level. Gender responsive outcomes (targeted or mainstreamed) ensure that men and women, and boys and girls benefit from the impacts of a programme.
Outputs		The final goods or services that government agencies either plan for or actually produce or deliver to the public. Gender responsive outputs (targeted or mainstreamed) ensure that what is being produced/ delivered is accessible to men and women, boys and girls or is aimed at a specific gender in order to address existing inequality.
Patriarchy		Systemic societal structures that institutionalise male physical, social, and economic power over women.

Power

The degree of control over material, human, intellectual, and financial resources exercised by different sections of society. Power is dynamic, exercised in the social, economic, and political relations between individuals and groups, and can be used for both positive and negative ends. Most people associate power with "power over" - that is, the ability to control and make decisions for others, with or without their consent. Power over can take on oppressive and destructive forms, perpetuated by the threat or use of violence. But there are other positive forms of power too. Power within is one's own sense of self and agency; power with is collective power, the power of numbers built through common cause and solidarity.

Many advocacy strategies focus on shaping visible forms of power over - for example, laws, policies, and elections. However, power over operates in less tangible ways that, if left unaddressed, make any policy victory tenuous. Hidden power operates in the unspoken rules, behind-the-scenes negotiations, and agendas of influential actors and institutions. Invisible power includes cultural and/or religious beliefs, norms, values, many of which are internalized through the process of socialization.⁵

Sex and Gender

Sex refers to the biological characteristics that categorise someone as either female or male; whereas gender refers to the socially determined ideas and practices of what it is to be female or male.

Situation Analysis

A description of the current state of affairs affecting development, arising from the natural resources, the human resources, and the progress achieved from past development efforts that are likely to shape the future.

Social Justice

Fairness and equity as a right for all in the outcomes of development, through processes of social transformation

Unfavourable Inclusion

Deeply "unequal" terms of social participation. For instance, in the credit and land markets, extension services, on-farm trials and field demonstrations, the exchange markets, value chain interventions, the rural-labour market, employment, health, educational and agricultural institutions, among others.

WID/GAD

The WID (Women in Development) approach calls for greater attention to women in development policy and practice, and emphasises the need to integrate them into the development process.

In contrast, the GAD (Gender and Development) approach focuses on the socially constructed basis of differences between men and women and emphasises the need to challenge existing gender roles and relations.

Women's Empowerment

A "bottom-up" process of transforming gender power relations, through individuals or groups developing awareness of women's subordination and building their capacity to challenge it.

Women's Human Rights

The recognition that women's rights are human rights and that women experience injustices solely because of their gender.

Appendix III: Pre Workshop Questionnaires

Instructions: Please select the appropriate box based on your understanding of the phrase/sentence

Understanding Gender

1. Biological differences between boys and girls are:
Sex Gender Both Don't Know
2. People's ideas about typical male or female characteristics are:
Sex Gender Both Don't Know
3. Societal expectations about men's and women's behaviour are:
Sex Gender Both Don't Know
4. Differences in men's and women's power are:
Sex Gender Both Don't Know
5. Society greatly influences groups' and individuals' rights
Sex Gender Both Don't Know
6. Women's vulnerability is biologically determined:
Sex Gender Both Don't Know
7. Ability to give birth and breastfeed children is:
Sex Gender Both Don't Know
8. Expected roles for men and women in society are:
Sex Gender Both Don't Know
9. Inequality between men and women is:
Sex Gender Both Don't Know
10. Ability to produce sperm or ova is:
Sex Gender Both Don't Know

Number Correct in this Section: _____ **of 10**

Instructions: Please tick (Agree/Disagree/Don't Know) based on your knowledge and skills in gender responsive budgeting

1. Gender budgeting occurs when women parliamentarians participate in the budget formulation process.
Agree Disagree Don't Know
2. National budgets address the needs of men and women.
Agree Disagree Don't Know
3. Gender Responsive Budgeting is writing separate budgets for men and women.
Agree Disagree Don't Know
4. Budgets can be used to achieve gender equality.
Agree Disagree Don't Know
5. Budgets ignore the different socially determined roles, responsibilities, and capabilities of men and women.
Agree Disagree Don't Know
6. Budgets normally consider the different impacts policies have on women and men.
Agree Disagree Don't Know
7. Gender Responsive Budgeting is part of gender mainstreaming.
Agree Disagree Don't Know
8. The ultimate goal of Gender Responsive Budgeting is gender equality.
Agree Disagree Don't Know
9. Gender Responsive Budgeting is a process of preparing a budget that takes into consideration gender concerns.
Agree Disagree Don't Know
10. Gender responsiveness is essential to the key features of good governance, i.e. transparency, accountability, and participation.
Agree Disagree Don't Know

Number Correct in this Section: _____ **of 10**

Instructions: Please tick (Agree/Disagree/Don't Know) based on your knowledge and skills in gender responsive budgeting tools.

Gender Responsive Budgeting Tools

1. Gender Aware Budget Analysis questions whether the policies are likely to reduce gender inequalities and imbalances in society.
 Agree Disagree Don't Know
2. Gender Aware Beneficiary Assessment tool is aimed at capturing the voices of the masses.
 Agree Disagree Don't Know
3. Gender Aware Budget Analysis concentrates on individual impacts.
 Agree Disagree Don't Know
4. A Gender Aware Budget Statement outlines the implications of public expenditures on women, men, girls, and boys.
 Agree Disagree Don't Know
5. Tools for conducting Gender Responsive Budgeting are very complicated to understand.
 Agree Disagree Don't Know
6. Women spend more time on reproductive roles that receive a small share of the budget.
 Agree Disagree Don't Know
7. Public Expenditure Tracking Surveys assess whether the funds allocated for different public projects were actually used as intended.
 Agree Disagree Don't Know
8. Gender Aware Policy Appraisal helps to understand gender implications of policy measures in particular ministries, departments, and agencies
 Agree Disagree Don't Know
9. In Africa, Gender Responsive Budgeting is promoted by feminists.
 Agree Disagree Don't Know
10. Gender Responsive Budgeting will make women disobedient to their husbands.
 Agree Disagree Don't Know

Number Correct in this Section: _____ **of 10**

Appendix IV: Post Workshop Questionnaires

Instructions: Please select the appropriate box based on your understanding of the phrase/sentence.

Understanding Gender

1. Biological differences between boys and girls are:
Agree Disagree Don't Know
2. People's ideas about typical male or female characteristics are:
Agree Disagree Don't Know
3. Societal expectations about men's and women's behaviour are:
Agree Disagree Don't Know
4. Differences in men's and women's power are:
Agree Disagree Don't Know
5. Society greatly influences the rights of groups and individuals
Agree Disagree Don't Know
6. Women's vulnerability is biologically determined:
Agree Disagree Don't Know
7. Ability to give birth and breastfeed children is:
Agree Disagree Don't Know
8. Expected roles for men and women in society are:
Agree Disagree Don't Know
9. Inequality between men and women is:
Agree Disagree Don't Know
10. Ability to produce sperm or ova is:
Agree Disagree Don't Know

Number Correct in this Section: _____ **of 10**

Instructions: Please tick (Agree/Disagree/Don't Know) based on your knowledge and skills in gender responsive budgeting.

Gender Responsive Budgeting

1. Gender budgeting occurs when women parliamentarians participate in the budget formulation process.
 Agree Disagree Don't Know
2. National budgets address the needs of men and women.
 Agree Disagree Don't Know
3. Gender Responsive Budgeting is writing separate budgets for men and women.
 Agree Disagree Don't Know
4. Budgets can be used to achieve gender equality.
 Agree Disagree Don't Know
5. Budgets ignore the different socially determined roles, responsibilities, and capabilities of men and women.
 Agree Disagree Don't Know
6. Budgets normally consider the different impacts policies have on women and men.
 Agree Disagree Don't Know
7. The ultimate goal of Gender Responsive Budgeting is gender equality.
 Agree Disagree Don't Know
8. Gender Aware Policy Appraisal helps to understand gender implications of policy measures in particular ministries, departments, and agencies
 Agree Disagree Don't Know
9. Gender Responsive Budgeting is a process of preparing a budget that takes into consideration gender concerns.
 Agree Disagree Don't Know
10. Gender responsiveness is essential to the key features of good governance, i.e., transparency, accountability, and participation.
 Agree Disagree Don't Know

Number Correct in this Section: _____ of 10

Instructions: Please tick (Agree/Disagree/Don't Know) based on your knowledge and skills in gender responsive budgeting tools.

Gender Responsive Budgeting Tools

- 1. Gender Aware Budget Analysis questions whether the policies are likely to reduce gender inequalities and imbalances in society.
Agree Disagree Don't Know
- 2. Gender Aware Beneficiary Assessment tool is aimed at capturing the voices of the masses.
Agree Disagree Don't Know
- 3. Gender Aware Budget Analysis concentrates on individual impacts.
Agree Disagree Don't Know
- 4. A Gender Aware Budget Statement outlines the implications of public expenditures on women, men, girls, and boys.
Agree Disagree Don't Know
- 5. Tools for conducting Gender Responsive Budgeting are very complicated to understand.
Agree Disagree Don't Know
- 6. Women spend more time on reproductive roles that receive a small share of the budget.
Agree Disagree Don't Know
- 7. Public Expenditure Tracking Surveys assess whether the funds allocated for different public projects were actually used as intended.
Agree Disagree Don't Know
- 8. Gender aware policy appraisal helps to understand gender implications of policy measures in particular ministries, departments, and agencies.
Agree Disagree Don't Know
- 9. In Africa, Gender Responsive Budgeting is promoted by feminists.
Agree Disagree Don't Know
- 10. Gender Responsive Budgeting process will make women disobedient to their husbands.
Agree Disagree Don't Know

Number Correct in this Section: _____ of 10

(Footnotes)

- 1 <http://www.forum.awid.org/forum12/2013/03/access-to-and-control-over-resources-organizing-for-womens-economic-empowerment/> date accessed 07/07/2017
- 2 Republic of Uganda (2005) 'How to Prepare a Budget Framework Paper that Addresses Gender and Equity Issues: Users Manual', Kampala, MoFPED.
- 3 <http://www.forum.awid.org/forum12/2013/03/access-to-and-control-over-resources-organizing-for-womens-economic-empowerment/> date accessed 07/07/2017
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