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GENDER IN PUBLIC EXPENDITURE REVIEWS

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There are strong reasons to believe that a lessening of gender inequality is important in the promotion of economic growth and in the reduction of poverty (Murphy 1997; Blackden and Bhanu 1999, Presser and Sen 2000). A reduction in gender inequality, especially in its more extreme forms, is also desirable from a human rights prospective. The World Bank's Public Expenditure Reviews (PERs) offer a potentially important opportunity to further the reduction of gender inequality. The PER process might be used to advocate the desirability of making more room in the country's budget for programs that would promote women's employment, health, education, safety, productivity in the home and in the formal and informal economy. It might also promote a greater devotion of the country's revenues to ostensibly gender-neutral infrastructure, such as piped clean water, that would make household operation, and therefore women's lives, easier.

Obviously, the easiest way to convey what a useful gender analysis under the PER process might look like would be to point to a good model. In a number of countries, both developed and developing, and in a number of international organizations, the idea of gender-sensitive budget analysis has been taking shape. The country documents that have been produced under this rubric (called "gender budgets," and in some cases, "women's budgets") are not fully fledged alternative versions of their countries' budgets. Rather they are mostly descriptions from a gender perspective of a more-or-less selective set of

current government programs or departments, discussing mostly in qualitative terms their impact on women and men. While one might have expected that the purpose of such exercises was the promotion of significant changes in the actual budgets or expenditure patterns, very seldom do specific suggestions for changes of any great magnitude appear in these documents.

It is not clear that the Bank's work on gender in the PER process should take any of the existing "gender budgets" as a model, although the shorter version of the South African study, reviewed below, seems to come the closest to an acceptable model. Given the differing viewpoints, institutional interests, time constraints, and professional training of the authors, one would expect that a "women's budget" assembled by a women's organization within a particular country would be likely to differ from a document concerning gender generated in the course of the Bank's PER process for that country. However, the two kinds of gender-sensitive evaluations of the budget are addressing the same underlying problems, and some of the same considerations apply. Therefore, the literature that has been generated by the "gender budget" movement is of relevance in considering the approach to be taken in the PER process, and so it is worthwhile to review them. At a minimum one can extract from them a handy list of relevant issues.

Simel Esim (2000), a leading expert in this field, calls gender-sensitive budget analysis "a tool for... achieving effective policy implementation." In other words, the result to be hoped for from such an effort is more than just educational. It should ideally lead to or accelerate changes in the budget, and in the government programs financed by that budget, that further gender equality, women's well-being, and that favor the country's health, productivity, and economic growth. We may take that to be the desired result of attention to gender issues in the course of the World Bank's PER process as well.

If it is accepted that the aim of the gender-sensitive budget exercise is to promote actual changes in policy, then questions arise as to what they should be and how best to use the PER process to promote their implementation. The answers will, of course, be different for each country for which the exercise is performed, depending on the degree of development, the traditions, the types and extent of the gender inequalities that exist, the availability of data, the presence or absence of a substantial women's movement, the receptivity of the country's public officials, and the country's ability to make room in the budget for any new spending that such changes in policy might require. For each country, there are questions of:

1. the appropriate choice and range of topics on which to focus;
2. the nature of the description of the current situation that is to be included; and
3. whether remedies and changes in policy and budget are to be suggested and how detailed and specific the policy suggestions, if any, are to be.

After a discussion of issues under these three headings, a review of “gender budgets” for four countries—Israel, Sri Lanka, Barbados and South Africa—is presented, including for each a list of topics considered.

Choice and Range of Topics

A number of documents giving advice on how to go about doing gender-sensitive budget analyses have been written (Elson 1997, 1999; Budlender and Sharp 1998; Taylor 1999; Ça_ atay, Keklik, Lal, and Lang 2000; Esim 2000; Commonwealth Secretariat 1999a, 2000). All of them make the important point that gender analysis should by no means be restricted to programs that are directed specifically at women, such as banks set up to lend to women, training programs aimed at women, pre-natal care, etc. Other programs—such as infrastructure investment or programs relating to agricultural development—where the gender effects have not generally been considered, have effects on the lives of women, and need consideration from a gender point of view. In such programs, a previous failure to consider the distribution of benefits or clients by gender may have resulted in policies that have perpetuated gender inequality. In some cases, the staff that administers such programs is skewed gender-wise, and in others, underspending or overspending may be involved.

However, these authors appear to go beyond the advice to include in the analysis all highly relevant issues, and seem to favor what might be called an “all-sectors” approach. In that

approach, all aspects of budgeting and policy would be considered gender-relevant and an attempt would be made to get gender considerations introduced and considered under each and every topic and heading, or at least as many as possible.

An alternative to the “all-sectors” approach is one which concentrates closely on areas of government functioning where program changes have the obvious potential for reducing gender inequality, raising the productivity of women’s work, having favorable effects on the birth rate, improving women’s and children’s health, and improving women’s lives. While some of the programs to be considered under a more selective approach would be those aimed specifically at women, others would be programs which affect women importantly, but in which those effects have been ignored, to the detriment of gender equality.

Only one of the four country studies examined below attempts to follow the “all-sectors” approach, and there is a good reason for that. The “all-sectors” approach is a highly demanding one, and there have to be serious questions as to its feasibility in most contexts, even in the case of countries for which a considerable body of data have been collected and are available.

Where time, energy, resources, patience and even good will are severely limited, it makes sense to concentrate on the most urgent issues, and what these are is usually no mystery.

In following a selective approach, the questions that arise concern the criteria for choosing which gender issues to raise in the PER process, and the number that might be raised. One obvious method of choosing issues is to seek the advice of the country’s ministry of women’s affairs, where one exists, and of NGOs concerned with gender issues, where such exist. Further, one can list some obvious criteria that would apply everywhere: the importance of the issue (to the economy, to public health, to the reduction of poverty, to women’s well-being), the availability

of information about the issue, the likelihood of support within the country's government and population for progress on this front, or conversely the strength of the resistance likely to be encountered to any moves for change. If changes that are important to gender equality can be made at relatively small budgetary cost (as might be the case, for example, with the judicial punishment of domestic violence), then that would argue for such an issue's inclusion in a short list of issues to be taken up.

However, women constitute about half of the population, and their productive activity, both paid and unpaid, is an important part of the national economy and is highly dependent on the presence or absence of expensive infrastructure that is currently not universally provided in many countries. So we would have to expect that some programs potentially most important for promoting gender equality and greater productivity for women could not be implemented without considerable expenditure.

At this writing, there are proposals that the Bank proceed to identify critical gender issues in each of the countries to which it lends. Such lists of issues would provide a ready-made agenda for the PER work in each country.

An examination of the gender analyses of budgets that have been done yields the following list of major headings:

- public utilities which assist in household operation activities usually performed by women (piped water, electricity, trash collection)
- health care
- education (see Leo-Rynie 1999)
- government employment of women (by grade) (see Commonwealth Secretariat 1999e)
- the needs of single parents (cash benefits, child care, child support from absent parent)

- personal safety (domestic violence, rape, sexual harassment)
- access to credit
- agricultural issues (legal and traditional barriers to women's ownership of land, government assistance to farmers by sex).

Those who favor the “all-sectors” approach have expressed particular concern that macroeconomic issues, such as taxation and trade policy, be analyzed for gender effects (Zuckerman, 2000). Of course, there may be cases where women are particularly affected by such issues, and it would be a mistake to say that they should never be considered in a gender-sensitive budget analysis. Nevertheless, one would anticipate that such cases are likely to be rare, judging by the paucity of actual work. Inevitably, the budget issues that most impact women are in the area of public provision of infrastructure, training, health services, social services, transfer payments, and protection. None of these are usually considered the province of macroeconomics. Moreover, staff attention to macroeconomic issues is not in short supply at the Bank (even forgetting the IMF), while attention to gender issues arguably is. So the allocation of time to macroeconomics by those who have been commissioned to give attention to gender issues may represent an uneconomic shift of resources from an under-served area to one already well served.

Methodology of Analysis

As to the mode of analysis, the authors of the “how-to” manuals tend to endorse the recommendations of Elson (1997), who proposes a number of more-or-less formal measurement tools that might be used in a gender-sensitive analysis of the budget. The following description of them is based on material in a kit prepared by Hewitt and Raju (1999).

1. Gender-disaggregated beneficiary assessments. This involves asking beneficiaries, using opinion polls, attitude surveys, focus groups, whether current programs match their priorities.

2. Gender-disaggregated public expenditure incidence analysis. This is an allocation of benefits from government programs between the sexes. The benefit of a government service to each sex is taken to be:

$$(unit\ cost\ of\ the\ service) * (the\ number\ of\ units\ used\ by\ persons\ of\ that\ sex)$$

For an example of such an analysis in the case of Ghana, see Demery, et al. (1995).

3. Gender-aware policy appraisal. This an analysis of how policies and resource allocations impact women and men, and how they are likely to affect gender inequalities. An expected causal chain leading from the planned public expenditure to the impact on men and women is to be specified. [Example given by Hewitt and Raju: “A planned increase in public expenditure on primary education may not result in increased school enrollment of girls because of...low priority given to female education due to social and cultural factors.”]

4. Gender-aware budget statement. This is a breakout of expenditure according to the following classification:

a. *gender equality targeted expenditure* - the share of expenditure targeted to women to help redress past inequality. Includes education, health, equal opportunities initiatives in employment, programs to support women’s businesses.

b. *women’s priority public services* - expenditure share devoted to public services of highest priority in reducing burdens on poor women especially. Examples are household water supply and sanitation, and rural electrification.

c. *gender management system in government* - share of expenditure devoted to government offices which attend to women's issues.

d. *women's priority income transfers* - transfers having highest priority in reducing women's income inequality and dependency. Examples are child benefit, women's pensions.

e. *gender balance in public sector employment* - share of women and men employed at each grade, earnings by sex at each grade, by Ministry.

f. *gender balance in business support* - shares directed to each sex (training loans, subsidies) in agriculture, manufacturing, services.

g. *gender balance in public sector contracts* - shares going to male- and female-headed firms.

Elson also recommends a *gender-disaggregated tax incidence analysis* (breaking down taxes paid by sex) and *gender-disaggregated impact of the budget on time use* (an analysis of the effect of the budget on women's unpaid work).

In the matter of "incidence analysis," the substantial country studies that have been done again go in a different direction from the "how-to" literature. Where breakdowns of operations or clients or beneficiaries or employment or enrollment or expenditure are available by sex, they are given. However, the formal apparatus of "incidence analysis" is conspicuous by its absence. This is not surprising. Such analyses would be highly demanding of data, time, and effort, and would not be focused in efficiently on those areas where the payoff to policy change might be most effective. (The one exception is the *gender-aware budget statement*, which, however, could only be assembled by the country's Ministry of Finance, in cooperation with all of the other ministries.) These measures suffer from being elaborate descriptions of the status quo, rather than being oriented toward high priority changes in policies and expenditure patterns. They

may be considered as diagnostic tools, but unless accompanied by suggestions for change, they are unlikely to be productive.

It could be argued that there is a flaw in the suggestion for “gender-disaggregated public expenditure incidence analysis,” since no mention is made of the differing needs of women and men. If the same amount (say in the health field) is spent on both sexes, that is not to say that the allocation between them is fair. If one sex or the other has greater needs (maternity in the case of women, heart problems and alcoholism in the case of men), then equal spending would not always produce fair results. As the Barbados budget analysts (St. Hill 2000, p. 5) wisely remark, “...resources disproportionately allocated to women to fulfill functions such as child-care responsibilities or pre-natal health will rarely reflect discrimination against men.” Nor, it might be added, would such a finding serve to indicate that enough has been spent on such functions.

In the case of expenditures for such sectors as the military budget, some sort of accounting of the benefits by sex would certainly be interesting, if it could be done in a way that would strike most people as valid. However, the result would be based on subjective assessments, and would inevitably be subject to contention and dissent, rather than to agreement on policy changes. *The Third Women's Budget* (Budlender 1998) for South Africa does deal with defense issues (see below), but no incidence analysis is attempted.

Under the “selective” approach, the only problems dealt with are those where the need for change in policy is obvious to anyone who favors greater gender equality, or who sees attention to women’s needs as encouraging to healthier growth. So a formal “incidence analysis” of current policy, even assuming it could be done, is unnecessary, since the harm from the present situation and the benefit from action to ameliorate it can be conveyed without it. Obviously, any data that are available on the distribution of benefits by sex (children

enrolled in educational institutions, medical treatments received, benefits to owners of agricultural plots) are clearly useful, where they are available.

Provision of Data

While an attempt to make a gender analysis of all or a large number of budget sectors may not be possible or optimal, there will be some sectors for which there would be considerable benefits from such an analysis, but for which it cannot be performed because of lack of data on beneficiaries by sex. The PER process might be an appropriate occasion to urge the collection and publication of such data. However, the postponement of any policy initiatives against the day when more data are available should be avoided, since some desirable directions for policy are usually quite obvious even lacking data. Some of the country documents reviewed below consist largely in statements that more data are needed, and thus pass up a chance to affect policy in the near term.

A frequent suggestion (Waring 1988) is that the national income accounts be enlarged to include the value of unpaid work, most of it performed by women. The benefits from this exercise are said to be a rescue of women's work from invisibility and from low or zero valuation, a greater appreciation of the extent to which the operation of the country and the economy depends on this work, and the possible emergence of some ideas about how to raise the productivity of the labor involved and make it easier to perform.

The national income accounts of many countries do include the value of some of the goods and services not traded for money, such as the value of food grown and eaten on farms and the value of the housing services of owner-occupied dwellings. The exclusion of the value of women's unpaid work from these accounts is certainly not justified, given that it involves half the population and constitutes a major proportion of any nation's

productive activity. That omission originally occurred because of the low status and low valuation of women and the work they do.

However, the omission of women's unpaid work in a country's GDP accounts, while regrettable, is not a cause of gender inequality—it is merely a minor and relatively harmless symptom of that inequality. Removing that symptom is not going to further gender equality in that country; only an attack on the causes of gender inequality through specific policy measures will do that. Thus, specific policies likely to change the degree of gender inequality should be given higher priority in the PER process than efforts to make the national income accounts more inclusive, satisfying though that might be to some advocates.

Remedies and Changes in Policy and Budget

One might have expected that the purpose of such exercises in gender-sensitive budget analysis was the promotion of significant changes in the actual budgets or expenditure patterns or policies. The manuals on gender-sensitive budgeting are notably silent on this important matter. And the examples that have been produced of “gender budgets” for particular countries contain little or nothing in the way of specific suggestions, apart from rather vague statements that more needs to be done. Statements like “An appropriate goal would be an increase in the budget for the installation of piped clean water by 20 percent, using funds saved by an equivalent reduction in the defense budget,” are not to be found.

The extent to which a pursuit of actual policy changes in the service of gender equality are addressed and the nature of suggestions for such change is likely to depend in practice on the specificity with which policy changes in other parts of the budget are being advocated in the PER process. If detailed policy changes are being urged in the course of the PER, then detailed policy suggestions related to gender should certainly be included.

Where policy advice is given, the suggestion of numerical goals and timetables for the achievement of such goals (for example, for increasing female educational enrollment or female representation in the upper levels of the civil service, for example) may be useful.

If the PER document that is produced were to suggest significant changes due to a gender-sensitive analysis of the budget, it is likely that it would call for an increase in expenditure under certain budgetary headings. Some important changes can be achieved with little or no expansion of expenditure (reducing sex discrimination in government employment, reorienting the police and the justice system to

deal with domestic violence). However, others can call for big changes in suggested spending on infrastructure, health, and education. In the latter case, that would require a reduction in expenditure under other headings, an increase in government revenues, or deficit financing.

In most countries, it will probably be the case that the most likely source of funds for significant increases in investment in the infrastructure that a gender-aware budgetary process would suggest (apart from increased taxation, and a reduction in corruption) is the military budget. *The Third Women's Budget* for South Africa does deal with overspending for defense, and is notably outspoken and derisory about it:

“Is the proposed force design appropriate in the changing political climate [in the region] and in the light of South Africa's commitment to meeting the socio-economic needs of its people?...The Defence Review acknowledges that poverty, rather than an external military threat, is one of the major threats facing vulnerable groups in our society. Yet the DoD seems determined to equip the national defence force in readiness for fulfilling its *fictitious* primary function.” (Budlender 1998, p. 209, emphasis added)

We would not expect a document issued by the World Bank to take such a tone, but the same truth might be conveyed more gently.

Examples of Gender-sensitive Budgetary Analysis

While details of gender relations differ from one country to another, many of the same problems and conditions that underlie gender inequality are found in many countries. It is remarkable that important topics, such as discrimination against women in employment, the kinds and degree of help that is given to single-mother families, and domestic violence are live issues that are as important in highly developed countries such as the United States and Israel as they are in India or the countries of sub-Saharan Africa. The topics that are

given high priority in one country's gender-sensitive budget exercise will deserve high priority in many others.

Of the four country studies reviewed below, perhaps the shorter version of the South African study is closest to being a reasonable model of what a PER gender-sensitive study might look like. However, like the others (with the exception of the Israeli document), it fails to offer strong and specific suggestions for policy changes. This is most noticeable in the matter of the low provision of piped water, where the authors miss the chance to suggest that a major reallocation of the budget would be desirable.

Israel

One interesting example of gender-sensitive budget analysis comes from a women's advocacy group in Israel (Adva Center 1997). It does not attempt to cover all items in the budget. Rather it is short, a mere 11 pages, highly selective, and to the point. It presents a listing of items in the 1998 budget bill that would particularly affect Israeli women, some of which it opposes and some of which it favors. The analysis was produced at a time that the budget on which it commented was before the legislature and was being considered; the document is essentially a list of talking points for lobbyists:

1. Health services: The budget proposals would allow health funds to exclude the coverage of contraceptives, set up a fee and service structure that would be unfavorable to single women and sole mothers, and would privatize mother-and-child clinics. (opposes)
2. Education: The proposed budget cuts funds devoted to lengthening the school day, which hurts job-holding mothers. (opposes)
3. Child allowances: Switches the payment from the mother to the father. (opposes)

4. Vocational training: Current practice segregates vocational courses by sex; those that are “male” last considerably longer. (opposes)

5. Social affairs: Increases government funds for battered women’s centers. (favors) Decreases day care fees paid by parents. (favors)

South Africa

The work that has been done on gender budgets for South Africa takes an approach that is unique in terms of coverage and length. The Gender and Economic Policy Group of South Africa has so far issued four annual *Women’s Budget* books (Budlender 1996, 1997, 1998, 1999), which together run to more than 1,200 pages. This is the one country study that does attempt to deal with gender issues in all sectors and aspects of government, including issues such as taxation and trade policy. These publications would make an excellent textbook for a high school or college course on government. If actually used in that way, they would be likely to spread in the younger population a lively understanding of important aspects of government operations, and while doing so, would also spread an appreciation of gender issues from a point of view favoring gender equality. (If they were intended for such a use, they probably should have been issued under a more gender-neutral title.)

Unlike the Israeli document, which addressed current budget issues and attempted directly to influence legislators’ votes on particular issues, the four South Africa *Women’s Budget* volumes, despite their length, are not specific enough for such a use. In these volumes specific recommendations for changes in policy are few and far between, and those chapters that discuss areas lacking obvious gender relevance are the ones most lacking in that respect. They do make clear the general direction the authors would advocate for policy on many issues, but do not provide any specific proposals. On certain important

issues (especially investment in infrastructure such as piped clean water, which is hugely important to women, and which is expensive), they provide no suggestions for raising spending.

These volumes represent a huge amount of skilled labor, time, dedication, and effort. Yet one has to question whether the result represents an efficient use of the time and energy of the country's advocates for gender equality. Less attention to trade and taxation, and more to describing and advocating detailed policies crucial to women's advancement might have had a better payoff.

In the Bank's PER process, an "all-sectors" approach, at least as exemplified by the four Budlender volumes, is clearly out of the question.

Perhaps to move further in the direction of greater brevity and more specificity in policy proposals, the Group has issued two volumes that provide a more popular summary of issues and proposals (Hurt and Budlender 1998, 2000). It is from the latter two volumes that the following list of topics derives.

<i>Problem</i>	<i>Suggested Policy Change</i>
<u><i>Public Utilities</i></u> water and sanitation (only 45% of households have an inside tap; only half had flush toilets), electricity, rubbish collection	(No specific changes suggested.)
<u><i>Work</i></u> small enterprises	Improve women's access to finance, information, and markets; target women for training, stop the treatment of street trading as illegal.
wages and hours regulation	Enforce labor laws on farms and private homes.
unemployment insurance	Extend coverage to domestic workers.
government contracting	Make it easier for people to put in tenders, divide large contracts into smaller ones, increase the representation of women on tender boards.
<u><i>Land Affairs and Agriculture</i></u> land ownership "Chiefs, husbands, brothers and sons...do not want to give up their male power, privilege and status. These patriarchal attitudes stop women from having their own right to land." (Hurt and	Land and housing should not be registered only in the names of men. Make sure women benefit from land reform; establish special ways to help women get loans, and special ways to give women security of tenure, gender training for all officials involved. Grants should not go to male migrants who will use them in

Problem	Suggested Policy Change
Budlender 1998, p.29)	urban areas.
<u>Education</u>	
gender stereotyping	Policies are needed to work toward getting rid of it.
technical colleges	Increase women's registration
adult education	Help women attendees with transport, safety measures, childcare.
early childhood development	Increase appropriations
gender bias in schools	Train teachers in non-sexist ways, to stop giving boys more attention and encouragement than girls.
sexual harassment and rape in schools	Educate students and staff about what sexual harassment is and how to put an end to it.
administrators principally male	Educational institutions should have policies against gender discrimination.
<u>Health</u>	
fewer women than men have medical aid to help them pay for private health services	Increase public provision.
insufficient funding for Free Health Care program for pregnant women and children under 6	Increase funding.
gynecological services, HIV/AIDS and STD	Services need to be integrated. Improve physical infrastructure and equipment of clinics. Supply test equipment for cervical cancer.

Problem	Suggested Policy Change
domestic violence	government should supply funding for shelters and counseling services, currently all funded by NGOs. Health workers should be trained to deal with domestic violence.
<u>Social Benefit Programs</u> state maintenance grants for single mothers	Remarks that the budget covers only half of those eligible, but no specific change advocated.
<u>Safety and Security</u> domestic violence (also see above under <i>Health</i> .)	A survey is needed to document the extent of domestic violence. Police officers need training to offer proper help. There are many special police groups to deal with property crimes, but none to deal with domestic violence. The Prevention of Family Violence Act needs to be better publicized.
Rape	In a survey, 90 percent of police officers said they would not know what to do with a rape complaint. Training is needed.
police criminality: police officers themselves commit many rapes and killings.	No recommendations.
police organization: there is a maldistribution of police stations, with comparatively few in areas where blacks live	No recommendations.

Problem	Suggested Policy Change
<u>Public Service</u> high degree of sex segregation by occupation in public employment	Women should be trained for non-traditional public service jobs. Goals and timetables for remediation should be set up and kept.
very few women in top echelons of management	Goals and timetables for remediation should be set up and kept.

Sri Lanka

The authors profess to have the objective of assessing the country's budget so as "to use the knowledge gained to improve the gender impact of future budgets." (Department of National Planning, Sri Lanka 2000, p. iv). Yet the document contains few explicit suggestions for change; those that there are are rather vague. For example, it finds "imbalances" in the production sectors, but says they "cannot be dealt with merely by allocating more money, but require sociological investigation and program reorientation." (p. vii.)

There are chapters on government employment, government programs in education, the health, social welfare, agricultural services, and industrial services. In all sectors, the poor representation of women in management is noted. In agricultural services, the participation of women on the staff and in the programs is noted as low. The report takes the tack (presumably on gender equity grounds) that functions in which women predominate should be expanded. This is not necessarily the best course, since the expansion of programs should respond to the benefits that the expansion would bring, rather than a desire to create a distribution of benefits by gender that mechanically doles out equal amounts to each gender. Gender imbalances in benefits that are the result of segregation

of occupations or functions by sex might best be dealt with by desegregation.

Barbados

The gender-sensitive budget analysis for Barbados (St. Hill 2000) looks at the operations of twelve individual programs. Under each of four government Ministries, one of the programs studied is an example of “gender targeted expenditure,” the second is an example of expenditure on government employees, and a third is an example of “mainstream or general expenditure.” One might question whether following this pattern necessarily produces the highest-priority set of programs for attention. It is not out of the question, or even unlikely, that the best set might consist solely in “gender targeted expenditure.”

The authors of this document clearly are dedicated to increasing gender equality, and appear to have been frustrated by the sexist responses received from some ministries. But like all of the other examples of gender-sensitive budget documents studies, this one is more descriptive than prescriptive. Very few specific suggestions for changes in policy are provided.

Problem	Suggested Policy Change
<u>Ministry of Agriculture and Rural Development</u> Women farmers benefit little from government help in agriculture, in extension services or training.	Use should be made of the Association of Women in Agriculture. More women farmers should be registered with the Ministry, and more training should be given to women farmers.

<i>Problem</i>	<i>Suggested Policy Change</i>
<p>In the Ministry women are disadvantaged in terms of the number of jobs and the types of jobs. There is a shortage of trained female executives and professionals.</p>	<p>Data on occupational training and mobility of agricultural specialists by sex should be gathered.</p>
<p><u><i>Ministry of Social Transformation</i></u> Insufficient funds for operating a shelter for battered women and their children.</p>	<p>Long-term commitment to government finance of shelter needed, and a higher level of funding. Permanent low-cost housing for women made homeless by violence is needed.</p>
<p>Misunderstanding within the Ministry of Social Transformation “over the meaning of gender and how it is to be applied to Ministerial social and policy mandates.... The Ministry has identified the following as gender issues or problems to be addressed: Male marginalization as an outcome of excessive attention to women’s issues.” (p. 45)</p>	<p>Making the Ministry’s hiring and promotion gender-equitable. “The fact that [anti-female] sentiments are gaining acceptance and legitimacy at the same time as there has been an undeniable rise in violence against women and public hostility against further encroachments by females in most areas of public life, it is essential that the Ministry, and its Bureau of Gender Affairs produce a strategy for gender analysis that will play a role in helping to shape the national discussion around issues of gender.” (p. 45.)</p>
<p>Many sole mothers are poor because their</p>	<p>Only more sex-disaggregated data requested.</p>

Problem	Suggested Policy Change
<p>family responsibilities interfere with their labor market roles. The failure to recognize them as “heads of household” adversely affects the benefits they can get.</p>	
<p><u>Ministry of Education, Youth and Culture</u></p> <p>Two single-sex schools have disparate academic results, with students at the girls’ school performing better than the those at the boys’ school. In the latter, fewer trained teachers are on staff. The courses offered in each of these schools reflect gender stereotypes, with girls being prepared for “less technical, less scientific, lower skilled and lower paying sectors of the economy.” (p. 54)</p> <p>Students at both single-sex schools perform below the national average for coeducational schools.</p>	<p>“Reform of these gender patterns in the educational curriculum is important....As to whether single sex secondary schools are the solution to reversing trends of educational under-achievement among males, much more gender-focused research is required to assess this.” (p. 54)</p>
<p>The teacher’s college is turning out male and female teachers with gender-typical</p>	<p>It should “be vigilant” on that score.</p>

<i>Problem</i>	<i>Suggested Policy Change</i>
specialties.	
In the Barbados Youth Service, a service for “difficult” youths, only males are given polytechnic training. Male trainees do not respect female counselors who are in the majority in the program, and who are thought of as soft and not street-wise.	“On the one hand the BYS must provide mentors whom the trainees will respect and at the same time try to change the young people’s concept of what forms of social interaction should generate respect and are worth of modeling. “ (p. 60)

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