

Professional Development Programs for Parliamentarians and their Staff

Parliament and Gender

Introduction

This learning module explains how societies develop when girls and women are enabled to be fully contributing community members and how these challenges are met. We look at the role of culture, family, power, policies and attitudes at preventing women and girls from the same opportunities as men and boys throughout the world. We then discuss effective methods for leveling the playing field for a more gender equitable world. Throughout the learning module we consider parliaments unique opportunity to encourage the kind of equity that benefits everyone.

Unit one discusses the definition of gender by making a distinction between biological differences which determine sex and gender as a social construct, that makes use of biological differences to justify the assignment of different roles to men and women. The definition is essential for critical analysis of the aspects of gender inequality, and for formulation of laws and policies necessary for achievement of gender equality.

Unit two identifies some of the topical gender issues for clarification, including the unequal treatment of some members of society based on the social roles as opposed to their biological differences. The issue of poverty, which affects both sexes, will be discussed at length to illustrate how it affects men and women differently. The diverse sources of poverty and its implications for gender based violence will be analyzed so as to identify appropriate strategies and policies.

Unit three provides an overview of microfinance, which has been widely accepted as an effective strategy for poverty reduction. Lack of access to resources, such as credit facilities necessary for widespread economic activities, poses a challenge for women.

Unit four focuses on security issues, singling out conflict as one of the causes of poverty in Africa. Conflict prompts displacement, collapse of social services, and violation of human rights

resulting in high incidence of HIV/AIDS, which affect the most vulnerable groups - women and children. The unit also talks about consequences of gender based violence.

Unit five addresses the question of poverty from the perspective of the Millennium Development Goals (MDGs), with emphasis on the contribution parliament's oversight role can make to achieving gender equality in Sub-Saharan Africa.

Unit six focuses on the budget as a mechanism for allocating resources in society. The unit begins with a definition of the budget, followed by a discussion on the budget process with the aim of identifying different policy intervention points and ascertaining ways of measuring the impact of policy changes. The unit concludes with examples of policies that can be implemented in order to achieve gender equality.

Unit seven establishes the link between gender issues and the role of parliamentarians as representatives of the people. The composition and functioning of committees will be discussed for the purpose of illustrating the gender dimension and how it affects the capacity of men and women to function differently in society.

Unit eight examines the origins of attitudes, discusses reasons for change and how such change can be achieved. The unit identifies some of the change agents and discusses the statistical measurement of such change.

Unit 1: Defining Gender

Learning Objectives

What determines gender?

After studying this unit, you should be able to:

- Know the difference between gender and sex;
- Explain the difference between gender equity and equality;
- Describe the concept of gender blindness;
- Understand the nature and impact of gender discrimination.

Introduction and Overview

While sex is the biological difference between a man and a woman, gender encompasses the socially-constructed roles given to people of different sexes, often resulting in gender discrimination in everything from healthcare to education and career. As a result of gender roles, the potential decision-making power of girls and women are hindered, impacting the ability to protect themselves and their family and to earn a living, and on a grander national scale, to allow for true democracy, economic development and a world free from poverty, AIDS and other health and environmental disasters.

When gender equality is achieved, the playing field is leveled and children and adults are given the freedom to develop their natural talents (e.g. boys in arts, girls in engineering) through equal opportunity for education, healthcare, and the legal representation that prepares them for a better life.

What is Gender?

As we said, gender is much more than sex alone. It refers to the social attributes and opportunities associated with being male and female and the relationships between women and men, girls and boys, as well as among women and among men. These attributes, opportunities and relationships are socially constructed through socialization. They are context/time-specific and changeable. Gender determines what is expected, allowed and valued in a woman or a man in a given context. In most societies there are differences and inequalities between women and men in the level and type of responsibilities that are assigned, activities undertaken, access to and control over resources, as well as opportunities for decision-making. As this unit will explain further, gender is a part of the broader socio-cultural context.

Equality between Women and Men

The old adages, men will be men and women will be women, become less relevant as the playing field, or as they are afforded equal opportunities. How men and women develop depends to a large extent on how equal are their rights, responsibilities and opportunities. Gender equality implies that the interests, needs and priorities of both women and men are taken into consideration, recognizing the diversity of different groups of women and men. Gender equality refers to equal opportunities for all people and equally valued work done by all, irrespective of their sex. Equality between women and men is seen as a precondition for and indicator of sustainable, people-centered development.

Gender Equity

Unlike gender equality which demands equal treatment of people, gender equity refers to an acknowledgement that some groups in society are marginalized. Equity is the process of minimizing the unfairness. An example is the under-representation of women in politics. Equal representation cannot be instantly achieved without proactive policies, such as quotas, which are an attempt to minimize the inequality gap.

Gender Blindness

Both women and men can be disinclined to gender blindness accepting roles assigned by society as a justifiable basis for unequal treatment. The language used is often an indicator of gender blindness. In the past, people might have referred to the person leading discussions as "Chairmen," irrespective of whether the individual was a man or a woman. The underlying assumption was that only a man could lead a discussion, but experience shows that women are

Box 1: What's in a Word? Equality vs. Equity

Equality

Equality implies equal access. It is the notion that all (men) are created equal, before God and before the law setting up the powerful expectation that every citizen deserves the same opportunity to influence the course of democracy, and to benefit from the fruits of a good society. However when a society is stratified into poles of advantage and disadvantage, with the inevitable consequences of privilege and exclusion, the promise of equal access to the discourses necessary for democratic participation rings hollow. Fair access becomes more the *interpretation* of fairness as equal access and opportunity. Correspondingly, access to channels of communication and sources of information that is made available on even terms to all-a level playing field--is derived from the concept of fairness as uniform distribution, where everyone is entitled to the same level of access and can avail themselves if they so choose.

Equity

When some are excluded or lack the knowledge, income, equipment, or training necessary to participate fully in public discourse, they must overcome obstacles to access in order to ensure fairness. In other words, fairness also demands remedies to redress historic injustices that have prevented or diminished access in the first place. Just as there can be no fairness without equality, there can be neither without justice. **In order to maximize opportunities for access experienced by certain groups, a good society commits resources in order to level the playing field.** When libraries offer literacy programs, when schools offer courses in English as a second language, and when foundations target scholarships to students from poor families, they demonstrate a commitment to equity of access as fairness and as justice.

Equality vs. Equity

Policies that stress fairness as uniform distribution tend to succeed because they appear to entitle everyone and reinforce fairness as equality. Conversely, policies aiming to achieve equity face recurring challenges as "unfair." The United States' Affirmative Action policies (see box 9) that attempt to overcome generations of discrimination and injustice against women and minorities, became the law of the land without the approval of Americans, many of whom saw it as "unfair" because it appeared to favor some over others; and, thus, to negate the more commonly understood concept of fairness as equality and as uniform distribution.

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Source: <http://www.ala.org/ala/aboutala/offices/oif/iftoolkits/toolkitrelatedlinks/equalityequity.cfm>

equally capable of assuming that responsibility. The terminology here reflects the conditioning process whereby women are expected to be subordinate to men. A lack of gender blindness has implications for policies, which can continue to widen the gender equality gap unless it is explicitly recognized and addressed.

Gender-Based Discrimination

Gender equality refers to the equal treatment of people, but in most societies there are groups that are discriminated against on the basis of age, disabilities and sex. Gender based discrimination in the workplace is illustrated in an unjust division of labor denying some people the opportunity to perform certain tasks for which they are capable purely on the basis of gender. Access to and control over resources, for example schooling, scholarships, etc., for which many women are denied is a good indicator of gender-based discrimination and exacerbates the numbers of women who are poorer than men.

Glass Ceiling

The concept of a glass ceiling refers to the disproportionate presence of groups of people, such as women, at lower levels in the workforce and their absence at higher levels. The nursing and teaching professions are often examples of where the glass ceiling occurs. Women are employed in large numbers at the lower or middle levels, but they are often noticeably absent at the decision-making level. This is, in part, a reflection of the family socialization and conditioning process, which defers the decision-making responsibility to the man in the family.

Gender Analysis

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

Gender Mainstreaming

This is the public policy concept of assessing the different implications for women and men of any planned policy action, including legislation and programs, in all areas and levels. It is a process of ensuring that programs and projects in all institutions reflect the important priority of achieving equal opportunity for all people and acknowledging the existence of gender

Box 2: UN Gender Mainstreaming Good Practices

Documenting good practice examples on the mainstreaming strategy

A good practice example of gender mainstreaming could be actions which lead to a positive change in:

- Policies;
- Strategies / approach;
- Advocacy efforts;
- Legislation;
- Research and other analytical work;
- Statistics- greater sex disaggregation, improved gender analysis of data, or identifying gaps in the data base;
- Development of indicators and improved monitoring;
- Medium-term plans and budgets;
- Procedures and processes.

A good practice example could also document positive organizational changes necessary to promote gender mainstreaming, such as:

- Competence development on mainstreaming;
- Establishment of a gender unit or focal point with a clear mandate and necessary resources to promote and support mainstreaming;
- Indication of management commitment to mainstreaming;
- Establishment of accountability mechanisms;
- Development of guidelines, manuals, and other tools to support mainstreaming;
- Establishment of a resource base of relevant gender equality expertise for mainstreaming.

Source: <http://www.un.org/womenwatch/osagi/goodpraexamples.htm>

inequality. It is a deliberate effort to reverse the level of inequality through allocation of resources and policies in order to provide greater benefits to the disadvantaged groups.

Socializing Institutions on Gender Difference

We have already droned in that gender is a social construct. But what does that mean? Who constructs our gender identities? Through our experiences with the media, interactions with people in our lives from our own family (mom and the girls do the dishes, dad and the boys tend the lawn) to service providers who have a hard time believing a woman is capable of being her own construction contractor social interactions put constraints on people depending on their gender. Different sexes are also socialized family, school, church, and in the workplace, to fulfill specific roles. These socializing institutions determine the attitudes society forms about men and women. Examining these institutions assists in helping understand the attitudes that determine gender differences.

Family

Family is where our first socializing occurs. It provides the foundation for attitudes and roles, often with women and girls expected to perfect their domestic skills while boys are encouraged to experiment with tools. This socialization process shapes and conditions different approaches to life that boys and girls will adopt. Family governance also includes decisions over intra-household resource allocation, inheritance and endowments. It is here where gender relationships of unequal power can have the most day to day impact on women - particularly for poor women and those who are not employed in income-generating activities outside the home

Box 3: Gender Role Theory

Social Scientist Talcott Parsons developed a model of the nuclear family in the 1950s, which was the most common family structure in the United States at that time. He compared the traditional model with a more modern, liberal model to illustrate extreme positions on gender roles.

	Model A – Total Role Segregation	Model B – Total Integration of Roles
Education	Gender-specific education; high professional qualification is important only for the man	Co-educative schools, same content of classes for girls and boys, same qualification for men and women.
Profession	The workplace is not the primary area of women; career and professional advancement is deemed unimportant for women	For women, career is just as important as for men; Therefore equal professional opportunities for men and women are necessary.
Housework	Housekeeping and child care are the primary functions of the woman; participation of the man in these functions is only partially wanted.	All housework is done by both parties to the marriage in equal shares.
Decision-making	In case of conflict, man has the last say, for example in choosing the place to live, choice of school for children, buying decisions	Neither partner dominates; solutions do not always follow the principle of finding a concerted decision.
Child Care and Education	Woman takes care of the largest part of these functions; she educates children and cares for them in every way	Man and woman share these functions equally

Box 4: Paternity Leave By Country

<i>Country</i>	<i>Paternity Leave</i>
Algeria	3 days
Argentina	2 weeks
The Bahamas	1 week
Brazil	5 days
Burma	6 days
Cambodia	10 days
Cameroon	10 days
Canada	55% up to \$413/week for 35 weeks parental leave (shared with mother)
Chad	10 days
Chile	4 days
Colombia	4-8 days
Cote d'Ivoire	10 days
Denmark	14 days
Djibouti	10 days
Estonia	14 days
Finland	18 days
France	2 weeks
Gabon	10 days
Germany	0 weeks
Guatemala	2 days
Hungary	5 days
Iceland	Equal to maternity
India	15 days
Indonesia	2 days
Italy	13 weeks
Latvia	10 days
Netherlands	3 days
Norway	35-45 weeks
Paraguay	2 days
Philippines	7 days
Portugal	3 weeks
Romania	5 days
Rwanda	2 days
Saudi Arabia	1 day
Seychelles	4 days
Slovenia	90 days
South Africa	3 days
Sweden	16 months
Switzerland	0 days
Togo	10 days
Tunisia	1-2 days
Turkey	3 days
United Kingdom	2 weeks
United States	0 days
Uruguay	3 days

Source: WikiCommons

In many parts of the world today the family structure has evolved to one in which both the husband and wife are employed full-time to provide the family with increased financial resources. Some argue that the traditional structure in which the woman stays home hinders a family by denying the family the ease that two incomes allow, while others believe that a parent at home provides essential care for children. The decision will clearly depend on the different family values, but childcare is not necessarily a biological role. The introduction of paternity leave in some high income countries allows fathers to assume co-responsibility of caring for their new born babies. In addition, the concept of the "stay-at-home-dad" has grown in popularity. For example, of the 187 participants at *Fortune Magazine's Most Powerful Women in the Business Summit*, 1/3 of the women's husbands were stay-at-home dads. In the United Kingdom there are more than 200,000 fathers who choose the role of stay at home dad and 140,000 in the United States.

Another aspect affecting family structure that poses a challenge to

gender-based privileges is the increasing number of female-headed households. While in some cases the decision for a female-headed household is by choice, in other cases such as war or disease, it is a necessity. In Rwanda, an estimated 50 percent of households are female-headed as a result of the decimation of the male population.

Workplace

The division of labor that starts at home extends to the workplace, where women are often expected to perform different functions than men. The perception of a man as the head of the household can also affect hiring policies and decisions in the workplace. When competing for employment, a man may have a greater chance of being offered a full-time or leadership position than a woman, especially if she is of childbearing age. Women are often discriminated against not because of their competence, but on the basis of the perception of possible family-related disruption to the employment, such as maternity leave, sick children, or in some cases, women are not perceived as capable of handling the job. As a result, many women may be employed as part-time workers and in lower paid positions. Less demanding responsibilities in the workplace could be viewed as a positive form of engagement because it frees up the time to attend to the needs of the family. However, the concomitant remuneration may actually account for much of the income differential between men and women. According to parliamentary staff in Ghana, gender-based discrimination was one of the reasons for a large proportion of Ghanaian women opting for self-employment. However, self-employment may also imply long working hours without health and pension benefits.

The horticulture industry in some countries provides examples of gender-based division of labor. For example, women are employed to plant, weed and pick flowers, while men typically drive tractors, weigh and pack flowers. Restricting women to less skilled tasks denies them access to the social mobility available to their male counterparts, thereby reinforcing their position in society and inhibiting their ability to move out of poverty. Furthermore, the exclusion of women from decision-making at higher levels perpetuates these gender-based differences in the work place. Pressure from international and domestic groups seeking more equality has resulted in women in the horticulture industry in Kenya undertaking work traditionally reserved for men, such as weighing and packing flowers and being recruited for management positions, illustrating that gender roles are made by society and can be changed by society.

Religion

Since religion is often the source of cultural beliefs about leadership, authority and values, it can

Box 5: Religious Ordination among Females

Buddhism - Women are currently and historically leaders in East Asia and Taiwan, India and Sri Lanka.

Catholic Church – Canon law states that "Only a baptized man validly receives sacred ordination."

Anglicanism – The majority of Anglican provinces ordain women as both deacons and priests and a few have consecrated women as bishops. The Episcopal Church in the United States ordains women as both priests and bishops.

Jehovah's Witnesses – Jehovah's Witnesses consider qualified public baptism to represent ordination.

Islam - Muslims do not formally ordain religious leaders

Judaism - Only men can become rabbis in Orthodox Judaism, but all other types of Judaism allow and have female rabbis.

Shinto - Ordination of women as Shinto priests has arisen after the abolition of State Shinto in the aftermath of World

offer a rationale for explaining cultural constraints on the role of women. The ordination of women is controversial in religions where either the rite of ordination, or the role that an ordained person fulfills, has traditionally been restricted to men because of cultural prohibitions or theological doctrines. The changing roles of women, both inside religious communities and in the broader public spheres, offers hope that these traditional constraints can be overcome. In some religions women are expected to be subservient to their husbands. Decision-making at home or in religious organizations is often reserved for men based on this tenet. The religious requirement for men to protect their families, including their wives, often excludes women from the right to own or control the use of family property.

In some respect, protection of the family by the head of the household is in the interest of the protected, however, it denies women an opportunity to acquire decision-making experience, which, in turn, acts as a further hurdle to women taking up decision-making positions within the family or in society more broadly.

Conclusion

Understanding the sources of unequal treatment of people in society and the need for gender equity are essential preconditions to tackling the ongoing inequity experienced by women. Biological differences are static, but social roles are dynamic and change with time. For instance, most cultures are changing due to globalization, but biological differences remain the same. These changing dimensions of gender are important for policy formulation because what society has made, society can change; what hampers change, though, in many instances is the fear of loss of benefits by those presently in privileged positions.

Unit 1 Questions

Please answer each of the following questions. If you are taking this course in a group you may then meet to discuss your answers.

1. What is the difference between gender and sex?
2. Provide an example of women in new leadership positions in your own community and the impact this has had on the social dynamic locally.
3. What particular challenges are faced by female heads of households?
4. Does being an FHH mean being more or less income poor than women who are economically supported by a male? Why?
5. Why is significant for a woman to be ordained as a religious leader? Where are the impacts felt?

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Unit 2: Gender Equality Issues

Learning Objectives

How does gender translate into access and respect?

After studying this unit, you should be able to:

- Understand the historical source of the discrepancies of power between genders;
- Understand in what ways resource allocation is different among men and women;
- Understand how women in decision making positions trickles down to all levels of opportunities for women and children, and overall development.

Introduction and Overview

Through discrepancies in access to resources and education, to disparities in opportunities professionally, politically and otherwise, women are often disadvantaged in practice and spirit, which threatening their ability to grow and prosper, or meet their potential.

Access to Resources

While many women experience unequal access to resources, the magnitude of the problem varies with the level of development. In some African and Middle Eastern countries, inheritance laws discriminate against women, and historically European Salic Law states that no portion of the inheritance shall come to a woman: but the whole inheritance of the land shall come to the male sex. The patriarchal nature of some societies means that in the event of a husband's death, the family's property, including land, is automatically inherited by the deceased's male relatives or by his eldest son. The widow in such a situation is divorced from ownership of the

family's property and the decision-making is considered the right of men. Many women work on the land, which is their main source of economic activity; their exclusion from land ownership and inability to contribute to decision-making about the use of the land is a factor in the continuing high rates of poverty amongst women. Women are poorer than men not only because they are often denied equal rights, do not have access to education and opportunities and, generally, do not have the same entitlements as men, but because they also carry the responsibility of reproductive and family care, which is entirely unpaid labor.

Education

Box 6: 2007 Girls Education Enrollment Share

<i>Region</i>	<i>Girls Enrollment Share Primary</i>	<i>Girls Enrollment Share Secondary</i>
East Asia Pacific	47	48
Europe and Central Asia	48	48
Latin America and Caribbean	48	51
MENA	48	47
South Asia	47	48
SubSaharan Africa	47	44
High Income Countries	49	49

Education is a prerequisite for better employment opportunities but, in most developing countries, the illiteracy rate is higher among women than men. With the idea of a male child as the natural heir to the family often accepted as the norm in many cultures, the educational needs of a boy child take precedence over that of a girl child when family resources are limited. Girls' education and the promotion of gender equality in education are critical to development and policies and actions that do not address gender disparities miss critical development opportunities.

Mothers' education is a significant variable affecting children's education attainment and opportunities. A mother with at least a few years of formal education is considerably more likely to send her children to school. In many countries, each additional year of formal education completed by a

mother translates into her children remaining in school for an additional one-third to one-half year. Education also has implications for access to decision-making positions.

Box 7: Millennium Development Goal 3: Promote Gender Equality and Empower Women

The **Millennium Development Goals (MDGs)** are eight international development goals that all 192 UN member states and several international organizations, including the World Bank, have agreed to achieve by the year 2015. Third among the goals is to promote gender equality and empower women

Target **by** **2005:**
Eliminate gender disparity in primary and secondary education. While most of the Millennium Development Goals face a deadline of 2015, the gender parity target was set to be achieved a full ten years earlier - an acknowledgement that equal access to education is the foundation for all other development goals. Yet recent statistics show that for every 100 boys out of school, there are still 117 girls in the same situation. Until equal numbers of girls and boys are in school, it will be impossible to build the knowledge necessary to eradicate poverty and hunger, combat disease and ensure environmental sustainability. And millions of children and women will continue to die needlessly, placing the rest of the development agenda at risk.

Target **by** **2015:**
Ensure that all boys and girls complete a full course of primary schooling. *As of 2001 estimates around 115 million children of primary school age, the majority of them girls, do not attend school.*

Source: <http://www.unicef.org/mdg/education.html>

Gender and Decision-Making

When educational opportunities are not available to women, they also become under-represented in formal decision-making structures. Although, women are increasingly active in community support systems, gender disparities persist in public administration at all levels: local, regional and national. Research has shown that women's participation and representation in decision-making can lower levels of female poverty.

Box 8: Women in Parliament

Both Houses Combined	
Total MPs	44760
Gender breakdown known for	42701
Men	34608
Women	8093
Percentage of Women	19%

Regional Averages			
	Single House or Lower House	Upper House or Senate	Both Houses Combined
Nordic Countries	42.1%		
Americas	22.7%	23.7%	22.9%
Europe – OSCE (excluding Nordic)	20.1%	19.7%	20%
Asia	18.6%	16.4%	18.4%
Sub-Saharan Africa	19.3%	20.4%	18.6%
Pacific	13.2%	32.6%	15.3%
Arab States	9.2%	7.6%	8.8%

Source: <http://www.ipu.org/wmn-e/world.htm>

Parliament represents the highest law-making institution, but women who constitute the majority of the population are often marginalized from that decision-making process. Women's representation in parliaments worldwide is usually much lower compared with men. Within parliament, women tend to occupy less powerful positions, a reflection of unequal access to education and social roles assigned to women in general. The socialization process has tended to steer women along the study of subjects related to their expected roles, hence their involvement in parliamentary committees or appointment to ministries often reflects those roles. However, there has been some good news and notable changes in women adopting higher level decision-making positions. Recently Ellen Johnson-Sirleaf became the first woman President of an African country (Liberia), Gloria Portia Simpson was elected the first female Prime Minister of Jamaica and Khaleda Zia became the Prime Minister of Bangladesh.

Box 9: Some Countries with “Affirmative Action” Policies

Brazil	Malaysia	Slovakia
Canada	New Zealand	Sweden
United States	Finland	United Kingdom
India	France	Iceland
Sri Lanka	Germany	South Africa
Japan	Norway	Israel
People’s Republic of China	Macedonia	South Korea

Source: Wikipedia

Women's share of seats in parliament has been steadily increasing since the early 1990s. Nevertheless, women still hold only 15.7 per cent of parliamentary seats worldwide. Only Rwanda and the Nordic countries have come close to parity. As of 1 January 2005, only 17 countries had met the target of at least 30 percent representation by women in parliament, which was set by the United Nations Economic and Social Council in 1990. By the end of 2004, 81 countries had adopted some form of affirmative action, such as party quotas or reserving seats for women in parliament to ensure their political participation.

According to one qualitative study of women in decision making in Southern Africa, women make a marked difference to governance where they are represented in politics in significant numbers and work in enabling environments. The key findings of the study showed that significant presence of women in politics combined with a range of enabling factors including background and history of struggle, democracy, and dynamic links with civil society impacted institutional culture, attitudes, laws, policies, and service delivery.

Legal Environment and Access to Justice

Women, among other poor and marginalized groups, may also encounter problems and discrimination within legal systems. The obstacles faced by woman in the legal environment occur at three levels:

- (i) **Laws** - discriminatory laws pertaining to property ownership or the absence of anti-violence legislation
- (ii) **Legal systems** - information requirements or evidence procedures that make access to justice inaccessible; and

(iii) **Cultural attitudes** - male bias exhibited by judges, lawyers and court officials.

Legislative reform along with reforms to the legal system can help ensure the protection of women’s rights and equal access to justice. However, additional obstacles remain despite significant progress, thereby limiting the ability of many women to obtain true equality. For instance, poor women lack information, education and access to legal processes, resulting in a gap between equal right conferred on them by legislation and the ability to enforce and enjoy those rights.

Also in some countries, legislative reform and making the legal system more accessible for women may result in women participating in “parallel” legal systems, whereby new sets of legal rights and legal systems coexist alongside pre-existing informal or customary laws and legal systems. The use of customary law is more common in some places and is able to be accessed locally, therefore, it will more likely to be used and applied by marginalized groups, such as women, than formal law. Customary law is particularly significant for women’s access to justice

Box 10: Women to Men Wages		
Examples of women’s wages relative to men’s	Year	Women’s wages in manufacturing as a % of men’s wage
Botswana	2003	52
Egypt	2002	68
Eritrea	1996	66
Kenya	1997	123
Brazil	2002	61
Colombia	2003	65
Paraguay	2003	53
Mongolia	2003	87
Singapore	2003	61
Sri Lanka	2003	81
Thailand	2003	72

as it tends to govern family or domestic issues such as marriage, divorce, adultery and gender-based violence. Research indicates that when cases are tried through customary law there may be even less chance of women receiving justice than in the case of formal legal systems.

Therefore, legal and legislative reform is vital; however, equal access to justice will not be attained unless the formal legal system becomes accessible at the local level and is favored

over customary mechanisms of justice. Alternatively, efforts need to be made to ensure that customary law develops in a fashion that reinforces equity, so as to compliment legislative reforms in the formal system.

Division of Labor

Typically, women assume most of the responsibility for family wellbeing. Some professional jobs are also considered to be better suited for women, and these jobs are often paid less than jobs typically employed by men. Even when men and women perform the same tasks with the same entry conditions, a woman is often paid at a lower rate than a man. The disparity in pay is based on and justified by an assumption that men are the family breadwinners while women are the family caregivers. Such role-based unequal remuneration disadvantages a woman and an employer, as employees who are not rewarded equally for their toil can be less motivated and be discouraged from performing to their maximum potential, as well as denying a company a woman's potential contribution to the company's success.

Unit 2 Questions

Please answer each of the following questions. If you are taking this course in a group you may then meet to discuss your answers.

1. What are the negative implications of gender identities and expectations for both men and women?
2. Do you think international commitments like the Millennium Development Goals and others effectively encourage gender equity at the national and community levels? How or how not?
3. Which female legislator in your own country is most effective? Why?
4. Considering your laws, legal systems, and cultural attitude, how have you seen women MPs face difficulties unique from their male counterparts?

Internet Resources

A Gender Responsive Parliament

<http://www.iknowpolitics.org/en/node/8293>

IPU Women in Parliament Statistics: <http://www.ipu.org/wmn-e/world.htm>

UNICEF Millennium Development Goals: <http://www.unicef.org/mdg/education.html>

World Bank Ed Stats <http://go.worldbank.org/MFCHOFIR50>

Unit 3: Gender and Microfinance

Learning Objectives

After studying this unit, you should be able to:

- Understand what is meant by microfinance;
- Understand why women are often targets for microfinance alternatives;
- Know how women have used and benefited from microfinance.

Introduction and Overview

Banks take a risk when they lend money to consumers. The risk is curbed when they know that the people to whom they are lending money have the capacity to pay it back. Since it always costs banks money to manage their clients there is a point at which they break even. Lower income people traditionally fall too far below this level to warrant the bank taking a risk on them. Microfinance and other similar financing institutions aim to provide small loans to low-income communities to help stimulate local economic growth. Typically women are considered to be the primary focus of microfinance as evidence shows that they are less likely to default on their loans than men. Here we talk about microfinance and women and the empowering impact that microfinance can have on theirs and their community's success.

Overview of Microfinance

Because, as we said, the poor, among them women, are more likely to be denied service from major banks, most lower income communities have developed local alternative loans, savings,

and other basic financial services to the poor. NGOs and other non-bank financial institutions have reached out to this community with successful loan, pension, savings and payback methods for the poor. They have shown that the poor repay their loans and are willing and able to pay interest rates that cover the costs of providing the loans. The clients of microfinance consist of female heads of households, pensioners, displaced persons, retrenched workers, small farmers, and micro-entrepreneurs.

Microfinance is considered as a tool for socio-economic development and can be clearly distinguished from charity. Families who are destitute, or so poor they are unlikely to be able to

Box 11: Microfinance Principles

Some of the principles that summarize the role of the microfinance practice's role in poverty reduction and economic development were summarized in 2004 by Consultative Group to Assist the Poor (CGAP):

1. Poor people need not just loans but also savings, insurance and money transfer services.
2. Microfinance must be useful to poor households: helping them raise income, build up assets and/or cushion themselves against external shocks.
3. "Microfinance can pay for itself." Subsidies from donors and government are scarce and uncertain, and so to reach large numbers of poor people, microfinance must pay for itself.
4. Microfinance means building permanent local institutions.
5. Microfinance also means integrating the financial needs of poor people into a country's mainstream financial system.
6. "The job of government is to enable financial services, not to provide them."
7. "Donor funds should complement private capital, not compete with it."
8. "The key bottleneck is the shortage of strong institutions and managers." Donors should focus on capacity building.
9. Interest rate ceilings hurt poor people by preventing microfinance institutions from covering their costs, which chokes off the supply of credit.
10. Microfinance institutions should measure and disclose their performance – both financially and socially.

generate the cash flow required to repay a loan, should be recipients of charity. Others are best served by financial institutions.

Microfinance and Gender

As we have said, microfinance has been widely accepted as an effective strategy for poverty reduction and economic empowerment to women. The concept originated from individuals' inability to raise adequate funds to meet specific needs. This prompted individuals who know and trust each other to form groups for resource pooling and saving for a desired goal. This is the basis of SuSu in Ghana and what is known as the Round in other countries. Every month, group members collect an agreed amount from each member and give to the group member whose turn it is to receive the collected funds. A more formal type of microfinance involves group savings, which serve as collateral for group members. A stipulated amount is collected from each group member, collectively banked and used as collateral for members wishing to secure loans. Loan repayment is on a group or individual basis, depending on the level of microfinance in question.

There are **five levels** of microfinance and knowledge of the different levels is essential for policy recommendations.

Level One: Activities undertaken to meet basic human needs, which are not income-generating.

Level Two: Involves some form of pre-entrepreneurship with Income Generating Activities (IGAs) conducted on a part-time basis and usually collectively. This group has low entrepreneurial characteristics and the income generated is normally for immediate consumption. These households are also poor but with some potential, which micro-finance service providers can improve. Participants at this level of microfinance are referred to as "the Bankable Poor," and require more entrepreneurial skills training.

Level Three: IGAs are temporary or seasonal and conducted on a part-time basis, with short-term objectives, therefore, are conducted without an eye to economic expansion. For example, microfinance could be utilized during an agricultural harvest season to raise funds to meet

school fee costs. This group is categorized as the “economically active poor” and in need of supportive entrepreneurial skills.

Level Four: Participants are micro-entrepreneurs with established premises and employing 0-5 persons. They are also characterized by a limited asset base (about US\$ 3,500) and usually make use of family labor for economic security. This group is much more attractive to Microfinance Institutions (MFIs).

Level Five: These are more established small scale entrepreneurs, who are profit and growth-oriented. They possess sufficient entrepreneurial capabilities and operate on a full time basis. They have plans and potential for further expansion.

While repayment capacity, collateral availability, and data availability vary across these categories, sustainable methodologies and operational structures have been developed that meet the financial needs of these client groups.

Parliamentarians should advocate for more and better access to credit. Instead of insisting on group borrowing, MFIs or microfinance institutions could explore ways of extending credit to individuals without compromising the repayment risk. The concept of public works programs, which entail identification of a project by a community and then employ members of that community to execute the project and receive a remuneration was suggested as a better form of empowering women on an individual basis. The remuneration from public works program would also obviate the burden of frequent repayments, which were time consuming and deprived recipients of the time to engage in IGAs.

Box 12:

Group Borrowing in Mali

The Parliamentary Centre conducted a workshop in Mali, which included a visit to two groups of women receiving microfinance. One group was at level two and the other was at level four. Both groups borrowed on a group basis as a way of circumventing the collateral problem. The positive impact of microfinance was more evident among the group engaged in micro-enterprises, but both groups reported working very long hours because of the need to balance family needs with the income generating activities. In both cases women were not concerned about working long hours, which they perceived as necessary for repayment of the acquired loan. The level two group repaid the loan on a group basis, and the level four members made individual repayments.

In light of women's citizenship status in Malian society, group borrowing was concluded to be the best option to overcome the problem of collateral. According to the workshop, the group approach was more effective because participants had intimate knowledge of each other and thus, were able to assist other members with repayments when necessary. However, there was risk of failure due to the fact that the group was formed without a project in mind. The need for education in project identification and financial management is a pre-requisite for women to benefit from micro-projects and is critical condition for their success. Education was also emphasized within the context of training women in basic financial analysis to assess the existence of real profit. It was also deemed more prudent for credit suppliers to provide a line of credit for purchase of equipment and payment of related costs, instead of advancing cash in order to maintain women's financial independence from their overbearing spouses.

Microfinance as Tool to Reduce Poverty

Financial services for the poor have proved to be a powerful instrument for poverty reduction enabling the poor to build assets, increase incomes, and reduce their vulnerability to economic stress. However, with nearly one billion people still lacking access to basic financial services, especially the very poor, the challenge of providing financial services remains. Convenient, safe, and secure deposit services are a particularly crucial need.

Although governments are not usually good at lending, they play an important role in setting appropriate policies. The key things governments can do for microfinance is to maintain macroeconomic stability and avoid interest-rate caps that prevent MFIs from covering their costs and operating sustainably. According to the World Development Report 2006, increasing poor people's access to credit helps open up opportunities for people living in poverty. Studies in India, Kenya, and Zimbabwe, among others, show that the poor pay much higher interest rates than the rich. This means the poor invest less in small businesses than they would if credit markets functioned properly.

Box 13:

Balancing Government Intervention in Microfinance

Government policies

The current subprime mortgage crisis in the US is a prime example of why the need for government regulation is so crucial, even in microfinance. Both government-failed regulation and deregulation contributed to the sub-prime mortgage crisis. In testimony before Congress both the Securities and Exchange Commission, established to administer securities law, and Alan Greenspan, who served as the Chairman of the US Federal Reserve, conceded failure in allowing the self-regulation of investment banks. However, there is a fine line between government protection via regulation and good management of financial institutions.

Including the government in lending regulation builds trust and addresses imbalances between customers and financial institutions. A country's regulatory authorities have an important mission of developing appropriate prudential regulations or adapting existing banking regulations to protect the solvency of large institutions that collect deposits and protect the savings of poor people. State-owned retail financial institutions (SORFIs) usually combine financial and policy objectives, however they often do not break-even and tend to perform relatively better on outreach than profitability. Having the state act as provider of financial services also may create unfair competition (e.g., by offering subsidized credit) and erode the payment culture (if collections are more relaxed). Although quantitative evidence is scarce, SORFIs may play a more positive role in providing payment or savings services than subsidized credit.

Source: <http://www.cgap.org/p/site/c/template.rc/1.26.4903/>

The Role of Parliamentarians in Microfinance

The extent of poverty among women is usually perceived as a problem of access to financial resources, but access alone is not sufficient to economically empower women. Instead, it is the utilization of microfinance that determines whether poverty reduction can be achieved.

Economic activities with sustainable demand have a greater potential to reduce poverty in real terms. In Bangladesh microfinance was effective in reducing poverty because recipients engaged in projects with ongoing viability, such as manufacturing LCD batteries, which are in constant demand for lighting in rural areas. Control over the use of resources determines the balance of power; therefore gender equality requires the victims of poverty to control the use of microfinance.

The lack of access to credit poses challenges to women. It is necessary for government policies to recognize and address this challenge, but the low representation of women in decision-making positions results in this issue receiving less attention than it deserve.

Parliamentarians are able to assist women's access to resources and credit facilities by:

- Monitoring the performance of institutions dealing with micro-finance to ensure that funds reach the intended recipients;
- Verifying the credibility of micro-finance institutions to ensure transparency and accountability in the disbursement and management of microfinance;
- Ensuring the existence of mechanisms for dissemination of information on sources of microfinance and training opportunities; and
- Monitoring the government's implementation of the various international conventions on gender equality and lobbying for a quota system for appointments to senior positions in the public and private sector, including micro-finance institutions.

Unit 3 Questions

Please answer each of the following questions. If you are taking this course in a group you may then meet to discuss your answers.

1. Does your government play a role in monitoring microfinance institutions?
2. Provide a local example of how microfinance has assisted women.
3. Why do some people argue that too much government intervention stymies competition?
4. Does microfinance remain a good thing when people who are lending the money make large profits?
5. What do you think about the statement that the best way to eradicate poverty is to create jobs and to increase worker productivity?

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Internet Resources

United Nation's Demographic and Social Statistics:
<http://unstats.un.org/unsd/demographic/products/indwm/ww2005/tab5g.htm>

CGAP: <http://www.cgap.org/p/site/c/template.rc/1.26.4903/>

http://www.nytimes.com/2009/02/21/business/21nocera.html?_r=2&ref=business

Unit 4: How Security Impacts Poverty and Gender

Learning Objectives

How does gender impact safety in insecure environments?

After studying this unit, you should be able to:

- Understand the security challenges facing women, children and the poor;
- Be familiar with statistics of gender-based violence;
- Understand the consequences for gender-based violence;
- Know some methods for fighting against gender violence and security's impact on poverty and gender.

Introduction and Overview

Security problems ranging from local level crime to national security tend to impact women, children and the poor first and most aggressively. This unit provides an overview to the particular challenges facing these demographics in difficult times.

Impact of Conflict on Vulnerable Groups

Box 14: Sexual Violence in Conflict Situations

- During the 1992-1995 conflict in Bosnia-Herzegovina between 20 000 and 50 0000 Muslim women were raped (about 1.2 % of the total pre-war female population).
- A report by the U.N. (1996) Special Rapporteur on Rwanda estimated that at least 250 000 women were raped during the genocide.
- In Liberia, towards the end of the five year civil war, 49% of women (15 to 70 years) who were surveyed reported experiencing at least one act of physical or sexual violence by a soldier or fighter.

Sexual violence has always led to direct physical harm, emotional trauma, stigma, and social ostracism for women. It also carries an additional risk of unwanted pregnancies, sexually transmitted infections (STI) and increasingly, of acquiring HIV infections. In conflict situations, being displaced facilitates civilian (especially women and girls') exposure to STI and HIV through sexual interactions - often forced - with high prevalence groups (e.g. combatants, military). In Rwanda, the HIV prevalence rate in rural areas dramatically increased from 1% before the start of the conflict in 1994 to 11% in 1997. In one survey, of the women who survived the genocide, 17% were found to be HIV positive.

Conclusions and Key Messages:

Violence against women, particularly sexual violence, is widespread in conflict settings. In such situations, women and girls face increased risks of acquiring STI and HIV by:

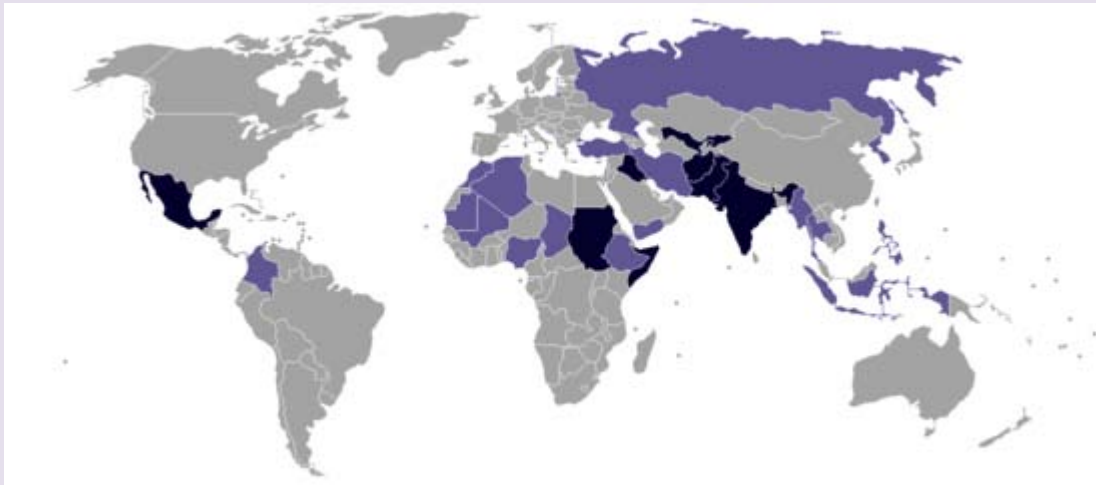
- Direct transmission through rape.
- Being placed in situations where they may be forced to exchange sex for survival.
- Experiencing increased levels of overall violence including intimate partner violence, which in turn, makes it difficult for them to negotiate safe sex in their relationships.

Source: The Department of Gender, Women and Health (GWH) at The World Health Organization

Conflict is one of the causes of poverty around the world due to displacement, destruction of infrastructure, collapse of social services, and violation of human rights. Conflict can result in high incidences of HIV/AIDS, violence, high infant mortality rates, poor water supply, as well as the compromise of other basic needs. As a result of the 1994 genocide in Rwanda, for example, 64 % of the population now lives in poverty. While conflict affects all people, women and children are the most vulnerable --women are subjected to sexual violence and children may be abducted and forced to assume the role of soldiers against their will. Many women and girls in conflict situations are subjected to rape including gang rape, forced marriages with enemy soldiers, sexual slavery, and other forms of violence (being forced to witness others being raped,

mutilations, etc.). With no access to healthcare and little or no support system, women and girls' vulnerability to HIV is disproportionately increased. Violence against women and girls has been a feature of many recent conflicts, including that of the Darfur region of Sudan, the former Yugoslavia, Democratic Republic of Congo, Rwanda, Sierra Leone, Liberia, northern Uganda, and Chechnya (Russian Federation). Sometimes regarded as ethnic cleansing, rape is used as a deliberate strategy to brutalize and humiliate civilians and as a weapon of war or political power. It is also likely that all forms of violence against women, including intimate partner violence, increase during conflicts and this may be linked to a ready availability of weapons, high levels of frustration among men, and a general breakdown in law and order. In Rwanda, rape was used as a weapon of destruction and women now constitute the majority of the people living with HIV/AIDS, which affects their ability to effectively engage in productive activities.

Box 15: Global Conflict Map



■ Major wars - 1000+ deaths per year

■ Other conflicts

Source: I ([Kermanshahi \(talk\)](#)) created this work entirely by myself.

In 2004, most countries in the Great Lakes region were placed in the bottom 30 of 177 countries measured in the Human Development Index. The extent of poverty and high incidence of HIV/AIDS in the region persuaded women parliamentarians in that region to convene a workshop on the **Fight Against Poverty in Post-Conflict Countries**. The workshop endorsed a resolution recommending:

- Establishment of regional network of MPs for the prevention and resolution of conflicts and fight against HIV/AIDS
- Regulations of microfinance by Central Banks to involve both stakeholders and beneficiaries in negotiations
- Respective governments include microfinance in NEPAD strategies for poverty eradication; and
- Establishment of a Regional Commission on HIV/AIDS

Box 16: Facts about Violence Against Women

- Among women aged 15 – 44 years, gender based violence accounts for more deaths among women than the combined effects of cancer, malaria, traffic injuries and war
- An estimated 90 percent of the people killed or wounded in armed conflict are civilians and of the 50 million displaced people worldwide, 80 percent are women and children; and
- An estimated 85 to 114 million women and girls have been subjected to Female Genital Mutilation (FGM)

A conference on “The Protection of Civilians” held at Wilton Park in February 2005, raised some thought-provoking questions on the issue of child soldiers. Demands for justice imply prosecution of the perpetrators of crimes against humanity, which includes fighters who may have been abducted at a young age. This raises the question as to whether or not child soldiers, who are victims of human rights violations themselves because of their forced recruitment into paramilitary services, should be prosecuted and how children can be protected from this gender-based human rights violation?

Box 17: Security sector reform (SSR)

The institutions and organizations collectively responsible for ensuring the day-to-day security of women, men, boys and girls are commonly known as the security sector. It is commonly understood to include all the organizations that have the authority to use, or order the use of, force, or the threat of force, to protect individuals, communities and the state. This official security sector includes: international and regional forces (including peacekeeping missions), military, police, border guards, customs authorities and intelligence services, government bodies that manage and monitor the security sector and the institutions responsible for guaranteeing the rule of law including the judiciary and penal systems. Additional actors that play an important role in the security sector include: civil society organizations, donors supporting security sector reforms, armed opposition groups and private security firms.

A wide range of initiatives fall under the umbrella of SSR, including disarmament, demobilization and reintegration processes (DDR); the integration of gender into peacekeeping operations; drafting and implementing legislation mandating civilian oversight of the military; training the judiciary on stalking and domestic violence; to quota systems and new recruitment practices to increase female and/or minority representation within the police. There remains many areas of SSR that remain genderblind. Many recent initiatives on security sector reform fail to take into consideration the need to ensure women's participation in decision-making and to mainstream gender issues. In last the two years, only a handful of case studies, reports and articles have dealt directly with the topic.

Source: <http://www.un.org/womenwatch>

Since women and children are some of the most vulnerable groups in society, particularly when there is conflict, parliament should use its oversight responsibility to ensure that these vulnerable groups are protected supported. Unwanted pregnancy, resulting from sexual violence in a conflict situation is a gender issue affecting both boys and girls. In Rwanda, an estimated 20,000 children were born out of sexual violence, several of whom were reported to have been left to the state by their mothers to be adopted out, raised by the state or left to fend for themselves.

Gender-Based Violence

Article 1 of the United Nations Declaration on Violence Against Women defines violence against women as being: *“Any act of gender-based violence that results in, or is likely to result in physical, sexual, or psychological harm or suffering to women including threats of such acts as coercion or arbitrary deprivation of liberty, whether occurring in public or private life.”*

Violence is not only a human rights issue. Although violence is experienced by both men and women and both can be perpetrators of violence, women and girls constitute the majority of victims of violence. Gender-based violence indicates an unequal balance of power between men and women. The perception of men as strong, courageous, aggressive and dominant puts pressure on men to live up to such expectations, sometimes to the detriment of the people

around them. While few of these characteristics are biological, the rest are determined by society.

Box 18: 2007 World Bank HIV Rates by Gender

<i>Country</i>	<i>Female</i>	<i>Male</i>
Algeria	0.1%	0.1%
Angola	0.3%	0.2%
Benin	0.9%	0.3%
Botswana	15.3%	5.1%
Burkina Faso	0.9%	0.5%
Burundi	1.3%	0.4%
Cameroon	4.3%	1.2%
Central African Republic	5.5%	1.1%
Chad	2.8%	2.0%
Comoros	0.1%	0.1%
Congo, Rep.	2.3%	0.8%
Cote d'Ivoire	2.4%	0.8%
Djibouti	2.1%	0.7%
Equatorial Guinea	2.5%	0.8%
Eritrea	0.9%	0.3%
Ethiopia	1.5%	0.5%
Gabon	3.9%	1.3%
The Gambia	0.6%	0.2%
Ghana	1.3%	0.4%
Guinea-Bissau	1.2%	0.4%
Lesotho	14.9%	5.9%
Madagascar	0.1%	0.2%
Malawi	8.4%	2.4%
Mali	1.1%	0.4%
Mauritania	0.5%	0.9%
Mauritius	1.0%	1.8%
Morocco	0.1%	0.1%
Mozambique	8.5%	2.9%
Namibia	10.3	3.4%
Niger	0.5%	0.9%
Nigeria	2.3%	0.8%
Rwanda	1.4%	0.5%
Senegal	0.8%	0.3%
Sierra Leone	1.3%	0.4%
Somalia	0.3%	0.6%
South Africa	12.7%	4.0%
Sudan	1.0%	0.3%
Swaziland	22.6%	5.8%
Tanzania	0.9%	0.5%
Togo	2.4%	0.8%
Tunisia	0.1%	0.1%
Uganda	3.9%	1.3%
Zambia	11.3%	3.6%
Zimbabwe	7.7%	2.9%

Consequences of Gender-Based Violence

Whether violence is physiological or psychological, it has an effect on the victim's capacity to be productive. Over 50 percent of people living with HIV/AIDS in Africa are women (see Box 18). Conflict situations accelerate the spread of HIV/AIDS, particularly

through the use of sexual violence as a weapon. This form of violence presents a major challenge for organizations responsible for protecting civilians. In Tanzania people are said to spend 60% less time on agricultural activities due to the demand on their time to care for family members and relatives who are sick and suffer from HIV/AIDS. Since women are mostly engaged in agriculture, the inability to produce to one's maximum potential contributes to malnutrition and poverty, particularly in a post-conflict situation.

Traditionally, when a mother is physically unable to cope with the welfare needs of the family, due to gender or domestic violence reasons, it is the girl child who is expected to drop out of school to assume family care giving responsibilities. A withdrawal of the girl child from school is not based on biological differences between boys and girls, but on society's perception of who should perform the domestic welfare duties. Dropping out of school at an early age increases the girl's vulnerability to starting a family at an early age and the potential for a large family. All of these outcomes become a burden to society, compounding and exacerbating the level of poverty.

Box 19: Education Rate Breakdown by Gender		
	2001	2006
Gross Enrollment Rate, primary, female	96	103
Gross Enrollment Rate, primary, male	103	108
Gross Enrollment Rate, secondary, female	58	64
Gross Enrollment Rate, secondary, male	63	67
Gross Enrollment Rate, tertiary, female	20	26
Gross Enrollment Rate, tertiary, male	20	24
Gross Intake Rate to grade 1, female	107	...
Gross Intake Rate to grade 1, male	120	...
Primary Completion Rate, female	80	85
Primary Completion Rate, male	86	88

Source: World Bank EdStats

Protecting Victims of Gender-Based Violence

Gender discrimination is prevalent in very subtle ways. For example, if a woman becomes the victim of a gender-based violence, she typically must first complete a form with the police before she may seek medical attention. But when police are not near or when the police are not properly trained for treating gender violence,

women may not receive the treatment they need or may be required to travel long distances to complete this requirement before obtaining medical treatment. (See document on [Training Resources on Police Reform and Gender](#)). Even when administrative authorities are female, the victims' privacy is not guaranteed.

Box 20:

Facts About Gender and HIV/AIDS

Higher Infection Rates The highest "gender gap" in HIV infection rates is recorded between young women and men between 15-24 years old. Within this cohort, for every young person infected, three out of four are young women (UNAIDS, July 2008). Understanding why women and girls are more likely to become infected with HIV therefore falls into the domain of gender relations and gender inequality (See Unit 2).

Higher Infection Rates Women and girls make-up a growing proportion of those requiring treatment and care. Past experience shows that there are many social and economic barriers, which increase vulnerability to infection and deny women their rights to medical treatment and health.

Caretakers Women and girls are more likely than men and boys to assume the caretaker responsibility for those who are sick and need care. As a result, girls are more likely than boys to be taken out of school to maintain the needs of the household.

International Spread Nowhere is the epidemic more "feminized" than in sub-Saharan Africa, where 60% of adults infected are women, and 75% of young people infected are young women and girls.

Violence and Abuse Studies across sub-Saharan Africa have confirmed the link between physical and sexual abuse by intimate partners and HIV exposure. For example, a survey of nearly 1400 women attending antenatal clinics in Soweto, South Africa found significantly higher rates of HIV infection among women who were abused. The study also produced evidence that abusive men are more likely than non-abusive men to be HIV-positive.

Orientation Traditionally, men who have sex with men (MSM) have been identified as a high-risk group, as HIV emerged among this group in North America and Europe. Because of this association, the MSM community has often been met by stigmatization and hostility. It is important to promote a message that HIV infection does not discriminate based on sexual orientation.

Always Risky Conversely, HIV prevention messages that focus too heavily on heterosexual transmission have left many to believe that sex between men is does not pose a risk of HIV infection, which is false. Such belief and inherent risks will continue to persist unless sex between men is acknowledged and addressed. In many parts of the world, particularly Africa, health intervention for men who have sex with men remains rare or poorly developed.

Source: Operational Guide on HIV/AIDS – A Rights Based Approach, 2005

One way of enforcing the CEDAW could be the introduction of privacy acts prohibiting the divulging of personal information by police officers or public officials, as well as ensuring the

provision of adequate resources for enforcing the laws. The establishment of a Commission on the Status of Women or a Commission on Gender Equality, which would deal with gender-based violence and appointment of a woman Commissioner can assist in encouraging women to report such abuses. As part of their oversight responsibility, MPs could develop a system to monitor the establishment and effectiveness of the proposed Commission.

Role of Parliamentarians

Gender Mainstreaming into policies, programs and projects is essential for sustainable development. Capacity enhancement is a critical part of gender mainstreaming. It helps to strengthen the awareness among development actors for whom incorporating gender concerns into policies, programs and projects can increase development effectiveness.

Parliamentarians can **minimize the impact of conflict** on vulnerable groups, particularly women, by:

- Analyzing the budget to ensure resources allocated to law enforcement agencies responsible for responding to cases of violence against women
- Gender sensitizing the reporting mechanisms for women subjected to sexual violence
- Thoroughly reviewing the laws and policies designed to ensure privacy of women who report cases of sexual violence
- Investigating child protection mechanisms and policies to determine whether they are robust enough to protect children, especially considering the ongoing threat of boys being abducted against their will and forced to fight as child soldiers
- Exploring legislative and policy options to deal with cases of unwanted children born out of sexual violence
- Analyzing the budget to ensure an appropriate allocation of resources targeted toward ameliorating the impact of violence against women, such as funding women's shelters
- Monitoring the effectiveness of the gender focal points and that of the Commission on the Status of Women or Commission on Gender Equality where such an organization exists

- Initiating or adopting laws that guarantee protection of people living with HIV/AIDS, particularly the most vulnerable of this vulnerable group, namely women and little girls

Unit 4 Questions

Please answer each of the following questions. If you are taking this course in a group you may then meet to discuss your answers.

1. What gaps do you see within the field of gender and security?
2. What actions or initiatives would you prioritize for future work in gender violence and security? Do you have any concrete recommendations for policy-makers?
3. When women and children have been combatants in situations of combat, what methods have you seen used to help them reintegrate?
4. There is a direct correlation between AIDS among women and conflict. Using a particular example, in what other ways does conflict negatively impact women?
5. How does conflict impact education?
6. In what ways have you seen parliamentarians effectively improve the situation for women and children during or post-conflict.

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The Joint United Nations Programme on HIV/AIDS (UNAIDS). July 2004. *Report on the global AIDS epidemic*. Geneva: UNAIDS

Parliament and HIV Learning Module

Internet Resources

<http://www.un.org/womenwatch/daw/cedaw/>

<http://www.dcaf.ch/publications/kms/details.cfm?lng=en&id=100133&nav1=5>

<http://hdr.undp.org/en/statistics/>

Unit 5: Millennium Development Goals and Gender

Learning Objectives

How does gender impact safety in insecure environments?

After studying this unit, you should be able to:

- Understand the security challenges facing women, children and the poor;
- Be familiar with statistics of gender-based violence;
- Understand the consequences for gender-based violence;
- Know some methods for fighting against gender violence and security's impact on poverty and gender.

Introduction and Overview

Legally supported and developed policies to protect disenfranchised groups can be effective at achieving their goals. When a nation is slow to develop or enforce such policies, international commitments may encourage nations to join or follow suit, collectively achieving a goal. International social pressures, such as the millennium development goals, can put weight on countries to treat women equally and fairly in matters of education, healthcare, and finance. In this unit we discuss the role of the MDGs in protecting women and promoting gender equality.

What are the MDGs?

Box 21:

Millennium Development Goals

1. Eradicate extreme poverty & hunger
2. Achieve universal primary education
3. Promote gender equality & empower women
4. Reduce child mortality
5. Improve maternal health
6. Combat HIV/AIDS, malaria & other diseases
7. Ensure environmental sustainability
8. Develop a global partnership for development

In September 2000, the United Nations Millennium Summit brought together the largest gathering of world leaders in history. In the summit's final declaration, signed by 189 countries, the international community committed to a specific agenda for reducing global poverty. This agenda listed eight Millennium Development Goals, which not only identified the gains needed but quantified them and established yardsticks for measuring improvements in people's lives. The goals guide the efforts of virtually all organizations working in development and have been commonly accepted as a framework for measuring development progress. Among the goals of the MDGs are to halve the proportion of people living in poverty by 2015 and spur significant improvements

in education, gender equality, health care, and in overcoming hunger and environmental degradation.

The Declaration calls for halving the number of people who live on less than one dollar a day by the year 2015. This effort also involves finding solutions to hunger, malnutrition and disease, promoting gender equality and the empowerment of women and guaranteeing a basic education for everyone. Direct support from the richer countries, in the form of aid, trade, debt relief and investment is to be provided to help the developing countries.

Looking Closer at Goal Three: Promote Gender Equality and Empower Women

While all of the MDGs would impact women if achieved, goal three is targeted at gender equality specifically. As we have said throughout this module, gender equality calls for more than verbal commitments and legislative action, but cultural changes and evidence of these changes through indicators that measure the progress. The MDG team measures progress in gender equality by considering the elimination of gender disparity in primary and secondary education (See box 19).

The Education for All (EFA) initiative supports and measures these education goals specifically. Among other goals of the EFA movement, each of which includes a gender component, Goal 5 specifically aims at **“achieving gender parity by 2005, and gender equality by 2015.”** This goal calls for an equal number of girls and boys to be enrolled in primary and secondary school by 2005, or to have gender parity. It further aims to achieve gender equality in education by 2015. This more ambitious goal means that all girls and boys have **equal opportunity to enjoy basic education of high quality**, to achieve it at equal levels and to enjoy equal benefits from education.

According to the EFA Global Monitoring Report, of the 176 countries with data in 2006, 59 had achieved gender parity in both primary and secondary education. This is 20 countries more than in 1999. And two-thirds of countries had achieved parity at the primary level. However, more than half the countries in sub-Saharan Africa, South and West Asia and the Arab States had not reached the target. Only 37 per cent of countries worldwide had achieved gender parity at secondary level.

Gender and the other MDGs

As we look at the eight Millennium Development Goals, gender is present in each of them, not only goal three, to promote gender equality and empower women. But in order to achieve gender equality in each we need more. The likelihood for more gender-responsive programming and resource allocation can be improved through:

- An internal policy dialogue about gender
- Strengthened national capacity
- Statistical systems for data collection and reporting.

Box 22: Gender equality and the Millennium Development Goals

Goal 1 Eradicate extreme poverty and hunger

- *Gender equality in capabilities and access to opportunities can accelerate economic growth.*
- *Equal access for women to basic transport and energy infrastructure (such as clean cooking fuels) can lead to greater economic activity.*
- *Gender equality in farm inputs helps increase agricultural production and reduce poverty because women farmers form a significant proportion of the rural poor.*
- *Equal investment in women's health and nutritional status reduces chronic hunger and malnourishment, which increases productivity and well-being.*

Goal 2 Achieve universal primary education

- *Educated girls and women have greater control over their fertility and participate more in public life.*
- *A mother's education is a strong and consistent determinant of her children's school enrolment and attainment and their health and nutrition outcomes.*

Goal 4 Reduce child mortality and Goal 5 Improve maternal health

- *A mother's education, income, and empowerment have a significant impact on lowering child and maternal mortality.*

Goal 6 Combat HIV/AIDS, malaria, and other diseases

- *Greater economic independence for women, increased ability to negotiate safe sex, greater awareness of the need to alter traditional norms about sexual relations, better access to treatment, and support for the care function that women perform are essential for halting and reversing the spread of HIV/AIDS and other epidemics.*

Goal 7 Ensure environmental sustainability

- *Gender-equitable property and resource ownership policies enable women (often as primary users of these resources) to manage them in a more sustainable manner.*

Goal 8 Develop a global partnership for development

- *Greater gender equality in the political sphere may lead to higher investments in development cooperation.*

Source: Taking Action: Achieving Gender Equality and Empowering Women, Task Force on Education and Gender Equality. UN Millennium Project 2005

Select Bibliography

Taking Action: Achieving Gender Equality and Empowering Women, Task Force on Education and Gender Equality. UN Millennium Project 2005

Internet Resources

EFA Global Monitoring Report 2009, <http://www.unesco.org/en/efareport/>

<http://www.unesco.org/en/efa/efa-goals/gender-parity/>

Unit 5 Questions

Please answer each of the following questions. If you are taking this course in a group you may then meet to discuss your answers.

1. How does measuring educational parity measure gender parity?
2. What other indicators might also be used to measure gender equality?
3. How does Gender equality acts as a vehicle for the achievement of all the goals?

Unit 6: Gender Budget Analysis

Learning Objectives

After studying this unit, you should be able to:

- Recognize methods of analyzing the budget from a gender perspective;
- Understand what gender responsive budgeting is.

Introduction and Overview

As we know, the budget documents financial plans for a specified period. In most countries the national budget is drafted by the government. The formulation process and the period covered varies between countries, but in all cases, it is drafted at regular intervals. Besides being an instrument for specifying revenue measures and distribution of resources, the budget is employed as a mechanism for macroeconomic stabilization. An understanding of how the budget is formulated is essential when parliamentarians seek to identify points of entry where they can advocate for more resources for gender equality policies.

What's in a Budget?

Generally, the budget has two components: revenue and expenditure. The revenue side of the budget is comprised of income tax, corporate tax, sales tax, any excise duty and aid inflows. The expenditure side is made up of capital and recurrent expenditure. In developed countries, capital expenditure may form a small part of the budget, while in developing countries it might be the opposite. Capital expenditure refers to construction of infrastructure such as roads, schools, hospitals, dams and the cost of relevant equipment. Recurrent expenditure covers salaries and all other running expenses. Since the government is the major employer in most

developing countries, the recurrent expenditure budget tends to be greater than capital expenditure.

Revenue Side of Budget

When projected expenditure exceeds anticipated revenue, the difference is the budget deficit. A government can plan for a budget deficit and introduce measures to finance that deficit or can borrow on the local money market. In the post World War II, era until the early 1990s, budget deficits were encouraged as a mechanism for stimulating economic growth, but they became unsustainable in the aftermath of the oil price increase in the late 1970s. This pushed up production costs such that companies had to either curtail production or retrench some of their employees. Maintaining budget deficits also implied that the government, a service provider, was pushing up the cost of borrowing. This resulted in high interest rates and discouraged borrowing by the private sector, which would normally have been used to stimulate economic growth. This phenomenon is referred to as "crowding out". Instead of stimulating economic growth, the budget deficits were stifling it since the private sector was reducing the level of production due to the high interest rates.

Some governments have tried to finance the budget deficit through introduction of revenue measures such as sales tax and excise duties on luxury goods like cigarettes and alcohol and on items with inelastic demand such as gas or petrol, which consumers still purchase even at very high prices. While income tax is progressive (implying that those with high salaries pay more tax) and is supposed to be sensitive to vulnerable groups, revenue measures such as sales tax which is payable at the same rate by the rich and poor, can have a negative impact on the very vulnerable groups being protected by the progressive income tax system. A tax on items considered luxury goods which are consumed by those with higher incomes such as gas or petrol can also have a negative impact on the poor as high production costs are passed on to consumers in price increases of even the basic goods demanded by the poor. Luxury tax is a sensitive issue. Generally it is believed that an added tax on true luxury items, like high end vehicles, jewelry, etc., is believed to be good while taxes on other purchased items are a little more vaguely accepted as luxury.

Gender and Tax

When tax policies make assumptions about male and female roles in the family they can discriminate. For example, some tax policies provide for a lower tax rate for a man with a specified number of children, assuming that the man is the head of the household and thus discriminating against female-headed households. Tax policies such as these can discourage women from actively participating in the labor market, affecting their potential for decision-making positions and growth.

Expenditure Side of the Budget

Expenditure allocations in a national budget provide specified amounts for line ministries to deliver services and develop infrastructure. Line ministries identify priority investments in their annual infrastructure strategies and asset management plans. The expenditure side indicates the number of people who are presently employed or will be employed by a line ministry along with the services and infrastructure to be provided during the budget period. Without disaggregated statistics, it is not possible to determine how different groups in a society will benefit from the proposed expenditure. In most countries, budget allocations to health, education and defense account for the major proportion of the budget, but the impact on the different groups is not evident due to absence of disaggregated statistics. From the gender perspective, parliamentary involvement is necessary at the formulation stage of the budget, (whether formal or informal) in order to assess whether the proposed expenditures reflect equitable benefits to men and women.

Budget Formulation and Cycle

The formulation and process of the budget involves seven key players:

1. Ministry of Finance
2. Line ministries
3. The cabinet
4. The legislature
5. Internal and external audit

6. The media
7. Aid donors

The **Ministry of Finance** is the major participant in the process of budget formulation and control of expenditure in most countries. In consultation with revenue agencies such as the Department of Taxes, Department of Customs, the Central Bank (or Reserve Bank), the Ministry of Finance will determine the macroeconomic projections and guidelines, and provide budget limits to line ministries. **Line ministries** are responsible for collection of the proposed sectoral expenditures through a process of consultation between them and the public. In some countries, line ministries will negotiate with the Ministry of Finance on the specific expenditure line items and on the basis of the agreed expenditures, the Ministry of Finance will produce the draft estimates of expenditure which must be approved by the cabinet. The consultation process between the Ministry of Finance and line ministries may or may not involve parliamentarians. In Uganda, the budget law gives the Parliamentary Budget Committee authority to be involved in the budget planning process prior to the tabling of the estimates of expenditure in the Parliament. The process in other countries is such that parliamentarians have no input until the budget is tabled in Parliament when they are expected to debate and approve the proposed expenditures. In Canada, there are formal budget consultations that take place prior to the estimates of expenditure being tabled in the Parliament. Even in countries where there is no formal intervention by parliamentarians, there are some informal consultations between parliamentarians and the officials from the Ministry of Finance responsible for preparation of the budget.

The tabling of the estimates of expenditure is followed by budget review by **committees** and **parliamentary debates**. In most countries, once the budget has been approved by cabinet and submitted to parliament, the government is very reluctant to make any adjustments. However, parliament usually has the right to amend, reject or send back the budget to the government to redraft sections not acceptable to parliament. For example, in the United States, the Senate blocked the passage of the budget in the 1990s and government departments could not incur any expenditure until the impasse was resolved. Parliamentary budget review requires research, hearings and investigation by committees, particularly the Budget Committee (where such a committee exists). The Finance Committee also plays an important role in reviewing the

impact of the proposed revenue measures. In the case of the government proposing to finance a budget deficit with loans, the Finance Committee can advise against ratification of such loans because of inflationary implications or the burden on future generations. The review process is not limited only to the two committees, but involves all parliamentarians and is a process by which the legislature exercises its oversight role by requiring the government to explain any inconsistencies between government policies and the proposed expenditures. The review period varies in different countries, but generally is a lengthy process in almost all cases. If the budget is approved, expenditures can be incurred, but only to the limits set in the budget. Prior to the approval of the budget, some countries have a provision in the Audit and Exchequer Act, or similar legislation, which allows line ministries to incur expenditure not exceeding a given percentage of the budget. When the budget has been approved by parliament, implementation of programs will be in accordance with the provisions of the Audit Act or similar legislation.

Monitoring of Expenditure

The regular monitoring of expenditure is conducted through internal and external audits. Usually the **Auditor-General** will conduct an audit of the line ministries' accounts and produce financial statements at the end of the fiscal year. The Auditor-General's report is made public, thus assisting the media in its endeavors to keep the government accountable. The report is also tabled in parliament. The Public Accounts Committee, which also monitors the implementation of the budget, also actively uses the audit as the basis of keeping ministries accountable, notably by inviting ministries to explain any irregularities or occurrences where the ministries flout the regulations. The committee's recommendations are submitted to the government for incorporation in the next budget cycle. During implementation, some unanticipated expenditure may occur, for instance a by-election or national election. The line ministry responsible for such expenditure is required to seek parliamentary approval for the expenditure, through a supplementary budget. Any expenditure exceeding the original or supplementary budget constitutes unauthorized expenditure, which is subject to investigation by the Auditor-General.

A somewhat distinct, but related, system works in countries influenced by the French legal and parliamentary system, where the government has more independence from the parliament. A system of *cour des comptes* (courts of audit) reviews expenditures and budget implementation,

in a context in which judicial decisions can be made against those responsible for irregularities. The reports from these *cours* are as a rule reported to the parliament, and help shape ongoing budget decisions, but parliaments themselves do not have to recommend specific actions against individual culprits, as in the Westminster system. Nor is a single Auditor-General responsible for financial review, instead a larger number of independent members of the audit courts make decisions collectively.

Independent audit reports are also of interest to donors, who require governments account for how the funds provided by donors were used. The donors will change or maintain their aid policies on the basis of the recipient country's accountability. Negative Auditor-Generals' reports may result in withdrawal or reduced levels of aid. In order to enforce budgetary discipline, the World Bank imposed a cash budget system for Zambia, implying that the country could only spend up to the amount available in cash, a system which can make planning a difficult task.

Box 23: Example of Ministry of Finance Control of Donor Funds

Instead of donor funds being received into the National Consolidated Revenue Fund, a separate account is opened as the "Vote of Credit." Ministries submit their expenditure proposals for donor funds to the Ministry of Finance. Upon approval of the proposed expenditure, authority is given to spend up to the specified limit. When expenditures are incurred from the National Consolidated Revenue Fund and the receipts, along with expenditure reports, are accepted by the Ministry of Finance, the funds are transferred from the Vote of Credit to the National Consolidated Fund. The ministry cannot continue to incur expenditure without the authority of the Ministry of Finance, thus, the system forces regular accountability on the part of the implementing ministry and enables the Ministry of Finance to provide the donor with regular reports on utilization of the donor funds.

Medium Term Expenditure Framework

Prior to the scrutiny of budget deficits, governments operated on incremental budgets which imply that the previous year's budget formed the basis of the next budget cycle. If budgeting is about efficient allocation of

resources, then the incremental budget system encourages inefficiency. For example, ministries would purchase before the end of the fiscal year unnecessary items simply because any unspent funds are perceived as a sign of inadequate absorptive capacity and hence a reason for

reduction of the next budget for that ministry. Once resources were allocated to one ministry, there was no mechanism for reallocating the funds to another ministry in need, thus triggering off unavoidable or unanticipated expenditure. The ministry in need of additional funds would go through the tedious process of seeking a supplementary budget approval while another ministry was carrying excess funds. Therefore, an efficient resource allocation was a major reason for the introduction of Medium Term Expenditure Framework (MTEF) budgets.

MTEF budgets provide an indication of resources available for a period of about three years (in most countries), although estimates of expenditures are approved on an annual basis. MTEF budgets are an improvement on incremental budgets in that a ministry has the flexibility to introduce new programs/projects and can also plan for a longer period than one year, which is impossible with incremental budgets. MTEF budgets allow parliamentarians to exercise their oversight responsibility by monitoring budget implementation and questioning budget allocations, which may be contradictory to government policy statements. An example of the advantage of MTEF is the South African Budget Initiative, which questioned the continued high allocation of resources to the Ministry of Defense when the country was no longer operating under the threat posed by the apartheid era. As a result of this intervention, resources were re-allocated to the education and health sectors, which benefit women the most.

What is Gender Budgeting?

A gender budget does not refer to a separate budget for women, but takes into account the inequalities that arise due to the different roles assigned to different groups in society. Gender-responsive budgeting (GRB) is government planning, programming and budgeting that contributes to the advancement of gender equality and the fulfillment of women's rights. It entails identifying and reflecting needed interventions to address gender gaps in sector and local government policies, plans and budgets.

While national budgets are developed as gender-neutral, there is increasing recognition by governments and multilateral institutions that budgetary policies have different impacts on men and women. Indeed, the UN agency, UNIFEM has even developed a [website](#) devoted to gender budgeting! What they have all seen is that the budget can be an instrument for allocation of

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

Box 24:

Case Study: Overcoming Illiteracy Among Women in Decision-Making

The poor are often excluded from the decision-making process on the grounds of illiteracy, but a community radio project in rural Ghana helped to involve, in an innovative way, women who were often excluded from decision-making. The radio station in a rural part of Ghana worked with the community to develop community consensus over priority projects for their area. The community was divided into three groups: men, women and youth. Each group had to rank five proposed projects in order of priority. The ranking system was conducted through the use of small sticks and each group would put the greatest number of sticks on the most desired project. The proposed projects included: water, roads, health clinic, school and sanitation. The men and youth groups ranked water as their number one priority, while women singled out roads as the highest priority, contrary to the presumption that women would choose water, since they often walk long distances in search of water. As it turned out the water in the area was salty and the fresh water was supposed to be delivered by trucks. However, trucks were not coming due to the poor status of the roads. The use of sticks in determining priorities allowed the illiterate to fully participate in the decision-making process. The discussion with the women revealed that the distortions in budget allocations, which arise as a result of the assumption that illiteracy impedes participation in poverty reduction, can be countered. Failure to consult widely, including with marginalized groups such as illiterate women, leads to the inefficient utilization of resources.

Box 25:

Case Study: South Africa Gender Budget Initiative

An example of an effective partnership between the parliament and civil society is South Africa's Women Budget Initiative, which was a coalition of parliamentary committees and two non-governmental organizations; the Community Agency for Social Enquiry (CASE) and the Institute for Democracy in South Africa. The Women Budget Initiative made a significant input into the budget reform by conducting analysis of the budget allocations from the gender perspective. One of the outcomes was a report prepared by the Ministry of Finance for the Parliamentary Committee on Improvement of Quality of Life and Status of Women. As part of its compliance with the implementation of CEDAW, the Ministry of Finance appointed a Tax Commission, which reviewed the tax system and found the tax policy was discriminatory on the basis of gender and marital status. The Pension Fund laws were also found to be discriminatory, with income differential implications between men and women. Women contributed 6 percent while men contributed 8 percent of their salary towards pension, which implied a higher pension income for men than women, but that has been amended, resulting in a uniform level of contribution. A widower's pension has also been introduced instead of just the widow's pension. The Women Budget Initiative also brought attention to the skewed budget allocation towards defense expenditures, which were no longer necessary, and the Ministry of Finance responded by reducing that expenditure from 9.1 percent of the budget in 1992/93 to 5.7 percent in 1997/98.

Gender Analysis of Budget

Analyzing the budget from a gender perspective provides a useful mechanism to assess the effects of government policies on men and women, boys and girls, and the real contributions that all individuals make to the economy. In this way, government can evolve and implement policies that ensure equity.

Since poverty is most prevalent among women, gender budgeting is one of the components of studies of gender analysis in budgets, focusing on access to productive resources and women's participation in public life. Analysis typically focuses on the following four broad categories of the budget:

1. **Economic Policy** – Language in economic policy and budget statements should make reference to gender considerations, implying the same impact on men and women.
2. **Sector expenditure and gender sensitivity** – Women and men should have equal access to agricultural finance, for example through microfinance, education and health care, and welfare programs for boys and girls as demonstrated in the budgets.
3. **Gender and revenue projects** – Women should be represented in tax relief programs that take into consideration the needs of women who gain their income from the informal sector, through such things as reduced petrol prices.
4. **Budget as an instrument for promoting economic and social rights** – Gender responsive budgets provide a mechanism for reducing the disparities that exist between men and women.

Oversight Role of Parliamentarians in Gender Budgeting

Parliamentarians have a key role to play in ensuring that governments uphold the rights of all citizens. The budget is the most important mechanism for equitable distribution of resources and should be used to attain gender equality. Parliamentarians need to be conversant with the budget cycle process in order to effectively exercise their oversight role. It is often assumed that a national budget is gender neutral; that in its functions, a budget will benefit women and men, girls and boys equally. In fact, by failing to take account of the different roles, capabilities and needs of women and men, budgets can reinforce existing inequality.

Success in reducing inequality and poverty will entail the following action by parliamentarians:

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

- Where necessary, recommend the introduction of MTEF budgets to allow sectoral analysis of expenditure line items to ascertain the impact on different groups.
- Recommend reallocation of resources to expenditure items such as education and health that have a direct benefit to marginalized groups like women and children.
- Insist on the use of language that affirms the political leadership's commitment to gender equality.
- Encourage development of grassroots decentralized mechanisms to assist parliamentarians with monitoring of the budget preparation process and ensure involvement of people at community level so that the budget is truly responsive to their needs.
- Examine tax laws with a view to recommending amendments or the introduction of new laws that are gender sensitive.
- Analyze revenue measures, such as sales and fuel taxes, for its impact on vulnerable groups such as women.
- Monitor the utilization of allocated resources, and whether the stated objectives have been achieved.
- Collaborate with civil society groups to collect information on the impact of the resource allocation on different groups
- Analyze whether resource allocations to particular sectors, undertaken in line with macroeconomic policies, benefit women.

Unit 6 Questions

Please answer each of the following questions. If you are taking this course in a group you may then meet to discuss your answers.

1. Why is parliamentary involvement in the budget cycle necessary from the gender perspective?
2. Why is the media important for assuring gender equality in the budget cycle?
3. How does your parliament's Public Accounts Committee consider gender in its oversight of the budget?
4. In what ways have you seen CSOs play a role in assuring gender responsive budgeting?
5. Give an example of a way that your parliament has allowed for gender responsive budgeting?

Select Bibliography

Parliamentary Budgeting Learning Module

Internet Resources

<http://www.gender-budgets.org>

Unit 7: Gender and Parliamentary Participation

Learning Objectives

After studying this unit, you should be able to:

- Understand the role of committees in parliamentary work;
- Understand what makes an effective parliamentary committee;
- Understand why gender representation in parliamentary committees is important.

Introduction and Overview

Women offer an opportunity for parliament to be more representative of the overall population of a nation, to consider more seriously issues that impact women, and to share perspective on national issues. But women also confront political, socio-economic, ideological and psychological obstacles when entering parliament that do not so seriously burden their male counterparts. In this unit we consider both the opportunities and obstacles for women in parliament and make suggestions for leveling the playing field.

Women in Parliament

If democracy means governing by the people, it cannot exist without policies, measures and practices that reduce inequalities between men and women. Capacity building on gender equality and women's empowerment in electoral processes, political parties, constitution-building processes, democracy and development processes are the building blocks for

integrating women into the political process. Women parliamentarians theoretically have the opportunity to realize this gender equality goal in the political sphere, especially through parliamentary committees.

Parliamentary Committees

Parliamentary committees, sometimes called commissions or councils, are units of organization within the legislature that allow groups of legislators to review policy matters or bills more closely than would be possible by the entire chamber. The roles of the committees vary from country to country depending upon the governing system, strength and organization of political

parties, available resources, and other political factors.

As we have discussed in the committees module and others in this series, parliament undertakes much of its business using a network of parliamentary committees. Committee membership varies with different parliamentary

Box 26: Women in Parliament			
	Single House or Lower House	Upper House or Senate	Both Houses Combined
Nordic Countries	42.1%		
Americas	22.5%	22.6%	22.5%
Europe – OSCE member countries	22%	19.4%	21.5%
Asia	18.6%	16.4%	18.4%
Sub-Saharan Africa	18.3%	20.4%	18.6%
Pacific	13.2%	32.6%	15.3%
Arab States	9.2%	7.9%	8.9%

Source: <http://www.ipu.org/wmn-e/world.htm>

Box 27: Common Characteristics of Parliamentary Committees

- Groups of MPs set up within Parliamentary System
- Focal point of legislation and oversight
- Not a decision-making body, except in respect to its own internal proceedings
- Is not independent of the legislature
- The committee reports conclusions to from the work of the committee to the chamber, often with recommendations for decision

Source: Committees Learning Module

systems. In most parliaments committee members are appointed by political parties based on their expertise or interest.

Box 28: Functions of Parliamentary Committees

1. Initiating and managing legislation
2. Controlling the executive
3. Drafting legislation
4. Communicating with the executive
5. Representation of constituents
6. Investigating policy initiatives yet to be brought for ratification
7. Reviewing and approving the budget and expenditures for the government's policy agenda

Source: Committees Module

The choice of committees poses a challenge for new parliamentarians, particularly women who may feel intimidated by the perceived male members' wider knowledge of issues. As a result, most women parliamentarians end up joining committees related to social welfare issues. Money Committees such as the Public Accounts Committee require extensive knowledge of the Audit and Exchequer Act, or similar legislation, and the functioning of civil service functions. Due to the social roles adopted by women, most women's experiences lie in professions unrelated to finance. The lack of broad experience manifests itself in the low levels of female representation in committees requiring technical expertise; thus explaining the concentration of women in welfare committees such as education, health

and gender. In developed countries there is greater women representation in the technical committees as the gender gap has narrowed in education. The changing level of representation in committees confirms the importance, not only of education, but gender mainstreaming in all aspects of human relations in most developed countries.

Function of Committees

Committees are a forum where the concerns of the constituency can be brought to the attention of parliament and through parliament to the government. National or community issues are brought to the attention of parliamentarians through meetings, political rallies, by civil society groups, the media and through audit reports. In some countries, it is the Clerk of Parliament's responsibility to draw up the committee calendar in consultation with the committee chairpersons, who in turn are responsible for consultation with the committee

members. Some gender sensitive committee chairs will allocate more time to female members of the committee to speak during committee sessions due to women's low representation in parliament. It is also the chairperson's responsibility to ensure that women members are not discouraged by male counterparts.

The major role of committees is to scrutinize bills proposed by the government. The committee members, who put items on the agenda, are expected to lead the discussion on that issue, which requires research and in some cases may involve allowing relevant individuals or organizations to present to the committee. In order to gain a better understanding of a problem or issue, committee work may also involve on site investigations or visits. For instance, a Public Accounts Committee can visit a country's diplomatic mission to investigate the utilization of public funds or the competence of the staff representing the interests of the nation. On the basis of the committee's findings, a recommendation can be made to the Ministry of Foreign Affairs to increase or reduce staff at a specific mission or to increase the budget allocation.

The Public Accounts Committee's role is to ensure utilization of public funds in accordance with the budget law of the country. In most countries information is provided to the committee by the Office of the Auditor-General (where such an office exists) and the committee summonses the head of the ministry to respond to their questions. Some of the issues addressed by the Public Accounts Committee include: flouting of tender regulations, incurring of unauthorized expenditure by ministries, non-adherence to reporting procedures and the effectiveness of the accounting system. If the committee is not satisfied with the ministry's responses to the committee's inquiries, it can recommend that the ministry execute the policy or action as stipulated in the budget law or can demand the resignation of the minister in charge of the ministry concerned.

Gender Dimensions of Committee Operations

As discussed earlier, the low representation of women in parliament is also seen in committees, particularly in the technical committees. Most of the technical committees are chaired by men.

Due to the distorted perception that gender is about biological differences as opposed to social roles, most women *are* expected to be members of Gender Committees. While the committee can assume a leadership role on gender issues, gender is multi-dimensional and women parliamentarians can identify and advance gender issues through other committee more effectively than through an isolated gender committee. It is more advantageous for women to be represented in technical committees such as Public Accounts and Budget Committees, which provide an opportunity to analyze and recommend changes to the budget in accordance with gender issues. Such committees may initially be intimidating, but working with their male counterparts and experiencing how technical committees operate can help women parliamentarians advance.

Enhancing Effectiveness of Committees

Trade, health, education and commerce affect all aspects of gender equality. Having obtained the relevant information, the challenge is to organize it in a way which is comprehensible and concise, and keep arguments and presentations on gender issues to less than 30 minutes so that listeners can retain and remain interested in the content.

In some countries, committee reports are published, while in others they are kept secret. Where reports are published, it is essential for committee members to bring such information to the attention of their constituencies. Feedback to the electorate maintains the interest in governance issues and also helps to mobilize support for bills that may be introduced as a result of committee's discussions.

Unit 7 Questions

Please answer each of the following questions. If you are taking this course in a group you may then meet to discuss your answers.

1. Using one specific issue, elaborate on how not having female representation in the political sphere impacts the community.
2. Explain how gender could be integrated in a budget, education, healthcare, and trade committee?
3. Why is a gender committee not enough to ensure gender become an integrated issue into all parliamentary issues?
4. What steps, from your own experience, facilitate an effective presentation and argument?

Select Bibliography

Parliamentary Committees module

Parliament in Commonwealth Countries Module

Internet Resources

<http://www.idea.int/gender/>

<http://www.ipu.org/wmn-e/world.htm>

Unit 8: Changing Attitudes for Gender Equality

Learning Objectives

After studying this unit, you should be able to:

- Define and understand the nature of attitudes;
- Recognize ways in which attitudes can change;
- Understand the role for attitude changes in creating a more level playing field for women in political life.

Introduction and Overview

Throughout this learning module we have discussed the need to alter the policies to reflect more gender equity, the need to monitor equality through close networks of all stakeholders and to measure gender equality through educational access and other indicators. However, at the foundation of changing gender behavior is changing attitudes. This unit looks at why attitude change is necessary and how it can come about.

Box 29: What's an Attitude?

Attitudes represent an individual's degree of like or dislike, or judgment, for something and usually fall in the spectrum of positive, ambivalent and negative views.

Attitudes are said to develop on the **ABC** model (affect, behavior, and cognition) through experiences and observations. The *affective* response is emotional and expresses an individual's preference. The *behavioral* response indicates the preference verbally or through behavior. The *cognitive* response involves an evaluation on the individual's beliefs about the object. Attitudes change with experiences, through persuasion.

Implicit attitudes, which are often relevant when considering people's attitudes towards gender, women in positions of power, etc., are outside of awareness, but are real and have effects.

Defining Attitudes

Attitudes involve feelings, beliefs and behaviors that are formed, nurtured and perpetuated by society, institutions, religions and families, among others. They form the basis of one's perception of what is right or wrong, the way men and women relate to each other within the home and in society, reflect the beliefs and behavior they observe as children growing up and receive as instruction at school, in religious organizations or the workplace. Again, the example we used in unit 1, people begin developing attitudes as children when they see the man as the head of the household, entitled to make decisions on behalf of the household, or in the workplace, schools, religious institutions, and public service delivery. It is therefore apparent that attitudes form the basis of gender inequality and any change towards equality will need to focus on changing attitudes that society has about different groups. That is quite a feat! How can a goal like that be achieved?

How Do Attitudes Change?

If an attitude is comprised of three elements: feelings, beliefs and behavior, then the change can occur at any one or all of the levels. According to psychological theory, feelings and beliefs are much easier to change than behavior. For example, in the popular South African soap opera, *Soul City 3*, where domestic violence was covered as a topic in the show, a veteran actor who played the part of an abusive husband was so moved by the likeness between his *Soul City* character and his own life as an abusive husband, that he left the set sobbing in the middle of a scene. He has since become a public advocate for ending domestic violence. As the *Soul City* and the edutainment model suggests, individuals learn and can change behaviors by watching the choices of people who remind them of themselves.

Another example of attitude change is a conversation with a gentleman who considered himself gender sensitive. In a bid to illustrate the difficulty in changing behavior, even though feelings and beliefs have changed, the gentleman was asked if he would carry his wife's handbag. The response was a definitive "no" because a man cannot be seen carrying a woman's handbag. In trying to persuade the gentleman to accept that he was not as gender sensitive as he thought he was, it was explained that a lady's handbag is so small and presents no inconvenience and

the refusal to carry it was a mere function of our socialization and conditioning. By carrying a woman's handbag, nothing would biologically change and alter the man's features. The gentleman eventually accepted the challenge to carry his wife's handbag, but could not visualize himself actually doing it. This exchange confirms the difficulty in changing behavior, though feelings and beliefs can easily change.

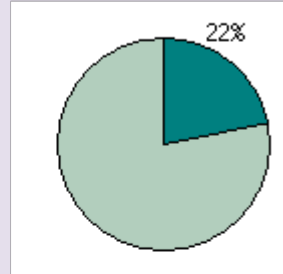
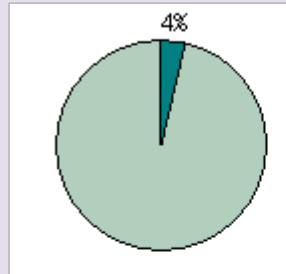
Box 30: Pew's Economics of Marriage

The Rise of Wives, 1970 to 2007

Share of Husbands Whose Wives' Income Tops Theirs

1970

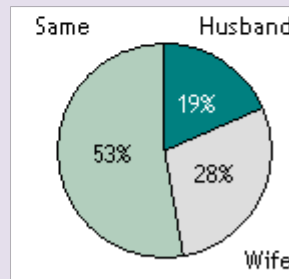
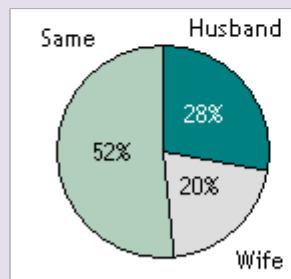
2007



Among Married Women, Which Spouse Has More Education?

1970

2007



Notes: Includes only native-born 30- to 44-year-olds.

Source: Decennial Censuses and 2007 American Community Survey (ACS) Integrated Public Use Micro Samples (IPUMS)

PewResearchCenter

- Roles of men and women are changing as women become greater earners with more education than ever before.
- More education = more likely to be married.
- Today a typical man gains another breadwinner in his household when he marries.
- Among U.S.-born 30-44 year-olds, women are the majority of college graduates.
- 75% of 2008 decline in employment among prime-working-age individuals are males.
- Women constitute half of all the employed.
- Married adults have made more economic gains in 40 years than unmarried adults.
- High marriage decline for least educated, esp. men, small for grads, esp. women.
- 69% of adults with a college degree are married versus 56% who do not have a degree.

Source: <http://pewsocialtrends.org/pubs/750/new-economics-of-marriage>

Attitudes can also change due to changing circumstances forcing people to discard old beliefs and behavior, for example if a woman is more easily employable than a man, the man may

assume the domestic duties, even if that is not his original desire (See Box 30 Economics of Marriage). On the other hand, change could occur spontaneously when the benefits of change are made apparent, for example when a girl's education benefits the family of the girl. The change in this case is at all levels: feelings, beliefs and behavior.

Box 31: The Convention on the Elimination of All forms of Discrimination against Women

As of 1 January 2008, responsibility for servicing the Committee on the Elimination of Discrimination against Women has been transferred to the Office of the High Commissioner for Human Rights in Geneva.

CEDAW was adopted in 1979 by the UN General Assembly to act as an international bill for the rights of women. It defines what constitutes discrimination against women and sets up an agenda for national action to end such discrimination. The Convention defines discrimination against women as "...any distinction, exclusion or restriction made on the basis of sex which has the effect or purpose of impairing or nullifying the recognition, enjoyment or exercise by women, irrespective of their marital status, on a basis of equality of men and women, of human rights and fundamental freedoms in the political, economic, social, cultural, civil or any other field."

By accepting the Convention, States commit themselves to undertake a series of measures to end discrimination against women in all forms, including:

- to incorporate the principle of equality of men and women in their legal system, abolish all discriminatory laws and adopt appropriate ones prohibiting discrimination against women;
- to establish tribunals and other public institutions to ensure the effective protection of women against discrimination; and
- to ensure elimination of all acts of discrimination against women by persons, organizations or enterprises.

Countries that have ratified or acceded to the Convention are legally bound to put its provisions into practice. They are also committed to submit national reports, at least every four years, on measures they have taken to comply with their treaty obligations.

Parliamentarians play a role in changing attitudes in gender by exercising their oversight role and in encouraging adoption of conventions such as the CEDAW that most governments have signed and ratified (See box 31). CEDAW would support changing the practice of using a girl child for reparations in murder cases as a form of punishment when there were no law courts. By mandating from the political and legal structure, changes can also occur in behavior and attitudes among the people.

Why Change Attitudes?

Often women's participation in the development process is hampered by a lack of access to resources. Changing attitudes towards women, not only benefits the individual, but society as a whole by allowing women to capitalize on their strengths.

Attitudes form the basis of our culture. Culture determines who we are and distinguishes one group of people from another. By changing our attitudes we may subsequently change our culture and the question that arises is how beneficial is the change of culture? It is acknowledged that a higher growth rate and lower population rate is a necessary condition for sustainable development, thus a prolonged stay in school for the girl child implies a smaller and more educated family. A smaller family size reduces the potential for maternal health problems while improving the quality of life for both mother and child, thereby reducing the health cost to society. HIV/AIDS is posing a great human resource challenge for some African countries and is affecting more women than men. An educated girl child is better equipped to make informed decisions about self-protection. Mobilization of all social capital, much of which is being lost through HIV/AIDS and poor health, can contribute to greater economic development and hence benefit to the society.

Who are the Change Agents?

Parliamentarians

As representatives of the people, parliamentarians are the bridge between the electorate and the government. This unique position presents parliamentarians with an opportunity to be change agents through their representational, oversight and legislative roles. Change can be effected through the acquisition and articulation of new information by parliamentarians in the course of their representational duties. Through oversight and recommendations for change, laws can be amended and new bills introduced in order to bring about the desired change. As previously observed, in order to persuade people to change long-held attitudes, well researched and persuasive information may be necessary. Parliamentarians, thus, require the services of

well trained parliamentary staff that are gender sensitized enough to identify gender issues and report on them in a manner, which assists parliamentarians in making convincing arguments for change.

The burden of changing attitudes can only be achieved with the support of male parliamentarians as well as female parliamentarians. Gender sensitivity training is, thus, important for both men and women parliamentarians. An attempt to change attitudes during an election campaign may not be pragmatic since both men and women parliamentarians will be competing for political office. It may be more advisable for parliamentarians to take advantage of the normal constituency meetings and political rallies to promote gender equality issues.

Civil Society

Civil Society Organizations (CSOs), composed of citizen groups, nongovernmental organizations, trade unions, business associations, think tanks, academia, religious organizations and the media, can play a vital role in a nation's efforts at gender equality. Building coalitions between civil society and government can generate and sustain a citizen-government dynamic that will substantially buttress reforms.

Parliamentarians can benefit largely from closer interaction with civil society groups that normally work at the grassroots level who are in direct contact with the people who parliamentarians represent. The role of parliamentarians is often hampered by inadequate financial resources and support staff. Therefore, collaboration with civil society is crucial and can help to overcome those shortcomings. Some proposed changes may be met with resistance due to a difference of perception between the policy makers and the people. Due to their position, civil society organizations can clarify these misconceptions since they are in direct contact with people both at the grassroots level and at the level of policy development. Although not all civil society organizations enjoy the confidence of the people at the grassroots level, most are trusted and considered more knowledgeable about the people in the communities in which they operate and hence have a greater probability of changing people's attitudes.

Civil Servants

As first line policy developers and implementers, the attitudes of civil servants can determine the success or failure of any changes proposed by the parliament. Often, there is a power struggle between civil servants and parliamentarians; the latter claim to be the legitimate representative of the people, while the former have a perception of superiority, which derives from being the policy implementing arm of the government. Without interaction and understanding between parliament and the civil service, policies or laws introduced as part of the parliament's oversight role can be met with resistance from those tasked with implementing the legislation. If gender equality is to be promoted through the various roles of parliamentarians, civil servants are undoubtedly some of the first candidates for gender sensitivity training (See the UNESCO booklet on the subject [here](#)).

The budget is a crucial tool for achieving gender equality as illustrated earlier, the formulation and implementation is the responsibility of the government through civil servants. Unless parliamentarians have a mechanism for intervening during the budget formulation process, the demand for change after the process is completed and the estimates are tabled in parliament is often resisted by civil servants since it implies poor planning on their part. Even when changes are made to the budget, unless the civil servants are convinced about these changes they might not be put into effect. Therefore, dialogue between civil servants and parliamentarians is crucial if attitude change is to be effective.

Law Enforcement Agents

Box 32: Law Enforcement Sensitivity Training: The Case of Hartford, USA

Cultural-sensitivity training was ordered for all Hartford, Conn., police supervisors following a complaint from an officer who claimed his lieutenant had issued him racially-charged instructions during a roll-call. The two-hour training organized by a local CSO included diversity training and is being referred to as "cultural competency". During the training they do a belief systems exercise where they consider the nature of their beliefs, gender differences, etc, as well as skills-building including reading non verbal cues and communication, and cultural awareness work. Without a combination of all three elements -- self-awareness, skills building and cultural knowledge -- a training program will not be effective.

While the focus of this particular case involves race more than gender, the program itself provides a good model for sensitivity training of police. The program involves a facilitated discussion between members of the community and the department, is led by a POST-certified instructor in conflict management, and involves small group work for deeper discussion and problem solving.

Source: Law Enforcement News, December 2004

Laws, on their own, are insufficient for effective change. The essence of international agreements is often enacted into law by parliament, however, discrimination against women continues. In particular, the role of law enforcement agents is an integral part of the larger struggle to achieve gender equality. For the law enforcement agents to execute their role in a manner that achieves gender equality, knowledge about gender issues is essential and hence gender sensitivity should be part of their training.

Box 33: Gender insensitive enforcement of the law

Human trafficking is a problem often associated with women who are exported or imported against their will. When smuggled women are caught by authorities for entering a country without relevant documents, they are prosecuted for such a crime, although they are the victims, without the authorities investigating the circumstances surrounding the alleged crime. Gender sensitivity training can persuade law enforcement agents to investigate the human traffickers who are the real criminals and not the women.

The Media

Of all the change agents, the media is probably the most powerful and effective due to its ability to reach a wide audience. Since journalists have been born and raised in the same

socializing institutions as everyone else, the media coverage of women often reflects those attitudes. A gender sensitized journalist can ensure that media coverage portrays stories involving women in a way that is not sexist.

By failing to give voice to women, the media denies women the right to citizenship. Women parliamentarians, who often struggle to retain or increase their level of representation in parliament, cite unfair media coverage as one of the reasons for their inadequate visibility, even if they are quite visible within their communities, they tend not to receive the same media coverage as men.

Measuring Results - Statistics and their Significance

The goal of changing attitudes with respect to women is ultimately achieving gender equality. An empirical evaluation of the impact of initiatives on attitudinal change is essential for deciding on the most appropriate policies. Unfortunately, the effectiveness of gender sensitive policies is often hampered by unavailable statistics and analysis of implementation successes. For effective use in decision-making, statistics have to be translated into indicators, for instance percentages and averages. Such indicators are used to analyze the impact of change which can serve as comparisons between different sexes, countries or different age groups. (For more, see the World Bank data on Gender [here](#).) For instance, women's representation in the parliament is referred to as a certain percentage. An assessment of the progress towards equity in parliamentary representation for women depends on some criteria or benchmark, such as a 30% quota for women. A country like Rwanda, with 48 percent female representation in parliament, is considered progressive in terms of gender equality. It is important to understand the circumstances as well as the statistics, though. For instance, the high representation of women in Rwanda's parliament does not necessarily translate into greater gender sensitivity because the result could be a reflection of other factors, such as the genocide, which pushed women into previously male dominated areas.

In order to determine whether or not progress is being made towards achievement of the objective, gender-disaggregated statistics are necessary. The disaggregation identifies the

beneficiaries of the services and the gap. Policies are then designed to bridge the gap. For designing gender equality policies, the data has to be disaggregated by sex since policies have a different impact on men and women. Sex disaggregated statistics for Mali, set out below illustrates the gender disparities for a number of issues, which can be used to form better policy choices. For instance, the industry labor force is only made up of 29 percent women, which suggests policies and actions are needed to increase women participation in the industry workforce.

Mali Country Statistics: 26

Population: 11,626,219

Women in Parliament: 15 out of 147 MPs

Percentage of population aged 15–64: 49.8%(male: 2,771,532 female: 3,017,348)

Primary School Enrolment rate: 25% females, 38% males (1996 statistics)

Secondary school enrolment: 8% females, 17% males

Agricultural labor force: 88% females, 84% males

Industry labor force: 29% females, 71% males

Percentage of population with HIV/AIDS: 35% females, 29.5% males (aged 30-39)

The disaggregation by age can identify the age group with the greatest demand for certain services and the resources needed; for example, in the table above the percentage of population aged 30-39 living with HIV/AIDS in Mali are broken down between men and women. In this example, it is clear a high proportion of women aged 30 to 39 are living with HIV and resources and policies should be targeted, not just to women, but specifically to women in this age bracket. Women are considered the poorest of the poor, but they are not a homogenous group and disaggregation by socio-economic groups identifies the real poor women requiring specific poverty reduction policies.

While corruption in administration and the sustainability of microfinance are cited as the reasons for failure of finance to reach the real poor, the skewed proportion of beneficiaries can also be a result of the absence of statistics indicating who the real poor are. Even with

availability of such statistics, the lack of disaggregated statistics would still distort the supply of microfinance due to demand among women for certain services being underestimated.

Unit 8 Questions

Please answer each of the following questions. If you are taking this course in a group you may then meet to discuss your answers.

1. Dissect an example of attitude development you have experienced or witnessed using the ABC model explained in this module. What, if anything, is missing from this model?
2. Describe an attitude change you have witnessed and what inspired it to occur.
3. How does girl's educational attainment impact attitudes about girls' and women's capacity outside of the classroom?
4. How do conventions like CEDAW play a role in changing attitudes about women?
5. How have you seen the following change agents begin to impact attitudes about women and girls: Parliamentarians; Civil Society; Civil Servants; and the Media?

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Internet Resources

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Useful Websites

African Parliamentary Network on Poverty Reduction

http://www.parlcent.ca/africa/prnetwork/pr_network_e.php

Asian Forum of Parliamentarians on Population and Development (AFPPD)

<http://www.afppd.org>

Assemblée Parlementaire de la Francophonie

<http://apf.francophonie.org>

Center for Asia-Pacific Women in Politics (CAPWIP)

<http://www.onlinewomeninpolitics.org>

Commonwealth Parliamentary Association (CPA)

<http://www.cpahq.org>

Global Organization of Parliamentarians Against Corruption

<http://www.gopacnetwork.org>

The Great Lakes Parliamentary Forum on Peace

<http://www.amaniforum.org>

Inter-Parliamentary Forum of the Americas (FIPA)

<http://www.e-fipa.org>

Inter-Parliamentary Union (IPU)

<http://www.ipu.org>

Network of Women Parliamentarians of the Americas

<http://www.feminamericas.org>

The Parliamentary Centre

<http://www.parlcent.ca>

Parliamentarians for Global Action (PGA)

<http://www.pgaction.org>

The Parliamentary Network on the World Bank (PNoWB)

<http://www.pnowb.org>

Southern African Development Community (SADC) Parliamentary Forum

<http://www.sadcpf.org>

Forum for African Parliamentarians for Education

<http://portal.unesco.org/education/en/ev.php->

URL_ID=31056&URL_DO=DO_TOPIC&URL_SECTION=201.html

World Bank – Parliaments

<http://www.worldbank.org/parliaments>

World Bank Gender and Development

<http://www.worldbank.org/gender>