

Budgeting to Fulfill International Gender and Human Rights Commitments



Debbie Budlender

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to
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and
Human Rights Commitments

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UNIFEM is the women's fund at the United Nations. It provides financial and technical assistance to innovative programmes and strategies that promote women's human rights, political participation and economic security. UNIFEM works in partnership with UN organizations, Governments and non governmental organizations (NGOs) and networks to promote gender equality. It links women's issues and concerns to national, regional and global agendas, by fostering collaboration and providing technical expertise on gender mainstreaming and women's empowerment strategies.

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- Support innovative and experimental activities benefiting women in line with national and regional priorities;
- Serve as a catalyst, with the goal of ensuring the appropriate involvement of women in mainstream development activities, as often as possible at the pre-investment stage.
- Play an innovative and catalytic role in relation to the United Nations overall system of development cooperation.

(GA Resolution 39/125)

The views expressed in this publication are those of the author and do not necessarily represent the views of UNIFEM, the United Nations or any of its affiliated organizations.

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Foreword

UNIFEM has been supporting work on gender analysis of budgets in Southern Africa since the mid nineties. This work has been instructive in showing how national budgets are constructed most often without a clear indication of how rights holders will directly benefit. It has also been instructive in showing how governance systems operate in many countries largely without participation of the majority of the population, in instances where segments of the population are involved; their opinions are not incorporated into the policy framework for which their views have been sought. The third reason why the work on gender responsive budgeting has been instructive is because it has also taught us that we can do all the advocacy we want to do, but if we do not have adequate indicators for monitoring the States' performance on key issues that pertain to women's lives than we fall short of accomplishing our responsibility of ensuring accountability for women's rights.

This publication is in part a response to this third point. It begins a useful process of using CEDAW as an important tool for securing women's rights. CEDAW will no longer remain a lofty international human rights instrument because the booklet shows in a very straight forward, easy to read and understand style how simple it actually is to use CEDAW as a development planning tool which is what our policy makers and decision makers understand best. By using it for our planning and programming processes we will contribute to the process of realizing women's rights.

The publication is very brief and to the point. It does not purport to be exhaustive. As Debbie indicates, each country will have to take the opportunity

to see how best the booklet can be used within the country context and so more indicators can be developed to complement those that are already suggested here. Your feedback on how you have used this publication will be of great value to UNIFEM as we strive continuously to improve the processes and tools that can be used to support the women's movement and governments to actualize women's rights and empowerment. We hope you will enjoy using it!



Nomcebo Manzini

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Section 1: Introduction

The Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW) and the Beijing Platform for Action (BPfA) are among the best-known of the international instruments to achieve gender equality. Most countries in the world have ratified CEDAW. After ratifying, they must report on what they are doing to reach its goals every four years. Most countries also participated in the Fourth World Conference on Women popularly known as the Beijing Conference of 1995 and were part of drawing up the Beijing Platform for Action.

Nineteen ninety five was also the year when international interest in gender-responsive budgets (GRBs) started to grow. GRB initiatives examine the government budget of a country to see how it affects women and men, girls and boys. The initiatives look at the way in which government raises revenue and spends the money to see whether it promotes gender equality or increases inequality. Before 1995, only one country – Australia – had a GRB initiative. In 1995, South Africa and Philippines started doing gender budget work. By 2003, over 50 countries around the world had GRB initiatives of one kind or another.

CEDAW, the BPfA and GRBs are all potentially powerful instruments to take gender equality forward. Yet up until now there has been very little work, which brings these instruments together. Apart from the San Francisco example shown in the box below, we do not know of other initiatives that have made strong links between CEDAW, the BPfA and GRBs. This booklet is intended to address the gap.

CEDAW and Budgets in San Francisco

One example which stands out happened in San Francisco in the United States of America (USA), where the city and county undertook a gender analysis of service delivery, employment practices and budget allocations measured against CEDAW. This example is particularly interesting because the USA is one of the very few countries in the world that has not ratified CEDAW. But San Francisco City and County decided, despite the national stance, that it wanted to implement CEDAW. It therefore passed an ordinance in April 1998 to implement CEDAW at the local level. (Strategic Analysis for Gender Equity, 1999).

The booklet is structured according to the following sections:

Section 1 provides a brief Introduction

Section 2 gives some background information on CEDAW and BPfA in Southern Africa

Section 3 provides some basics on GRBs

Section 4 provides some basic budget concepts

Section 5 of the booklet looks at how 'budget eyes' can be used to assess whether a country's government is fulfilling its commitments in terms of CEDAW

Section 6 suggests how we can use the budget concept of 'outcomes' as one way of measuring whether government's policies and budget are taking forward the BPfA

Section 2: CEDAW and the Beijing Platform for Action in Southern Africa

This booklet was commissioned by the Nations Development Fund for Women (UNIFEM) through its Regional Office for Southern Africa. UNIFEM has been supporting GRB work in the region for many years.

All the countries covered by the UNIFEM Regional Office have now ratified CEDAW and all have either National Plans of Action for implementing the Beijing Platform for Action or National Gender Policies and in some instances both.

The table shows that five of the SADC countries, which have ratified CEDAW, have not yet submitted a report. Countries are supposed to submit a report every four years.

Country	Year CEDAW ratified	Year last report examined
Angola	1986	2004
Botswana	1996	-
Comoros	-	-
Lesotho	1995	-
Madagascar	1989	1994
Malawi	1987	1990
Mauritius	1984	1995
Mozambique	1997	-
Namibia	1992	1997
South Africa	1995	1998
Swaziland	2004	N/A
Seychelles	1992	-
Zambia	1985	2002
Zimbabwe	1991	1998

Source: United Nations Division for Advancement of Women, (2003)

CEDAW has 16 articles and 2 general recommendations. In section 5 below, each article and recommendation is analyzed one by one and suggestions provided on what budget questions could be asked about each and what output indicators can be used to measure government's activities. (The terms; 'output' and 'outcome' are explained in section 4.)

The Beijing Platform for Action is made up of twelve 'critical areas of concern', as follows:

- The persistent and increasing burden of poverty on women
- Inequalities and inadequacies in and unequal access to education and training
- Inequalities and inadequacies in and unequal access to health care and related services
- Violence against women
- The effects of armed or other kinds of conflict on women, including those living under foreign occupation
- Inequality in economic structures and policies, in all forms of productive activities and in access to resources
- Inequality between men and women in the sharing of power and decision-making at all levels
- Insufficient mechanisms at all levels to promote the advancement of women
- Lack of respect for and inadequate promotion and protection of the human rights of women
- Stereotyping of women and inequality in women's access to and participation in all communication systems, especially the media
- Gender inequalities in the management of natural resources and in the safeguarding of the environment
- Persistent discrimination against and violation of the rights of the girl-child.

In section 6 we suggest one or two outcome (impact) indicators for each of the twelve areas of concern. However, twelve is a large number, and some issues affect particular countries more than others. After the Beijing Conference, many countries decided to choose from among the twelve areas

those that were most important for their situation and focus on those. The chosen areas of most of the countries in the region are shown in the graphic below. When looking at budgets and the BPfA, it is important to know which are the focus areas of concern chosen by your government.

	Angola	Botswana	Lesotho	Malawi	Mauritius	Mozambique	Namibia	South Africa	Swaziland	Tanzania	Zambia	Zimbabwe
Poverty	X	X		X		X		X				
Education		X			X	X	X	X	X	X	X	X
Health	X	X			X	X	X	X	X		X	
Violence		X			X	X	X	X	X			
War	X			X								
Economic	X		X	X			X	X	X	X	X	X
Decision-making		X					X		X	X	X	X
Gender machinery						X						X
Rights						X				X		
Stereotyping	X					X						
Environment	X		X				X					
Girl child	X	X		X	X		X		X		X	

Source: Based on information collected for Gender Education & Training Network by Nomtuse Mbere.

Section 3: The basics of gender-responsive budgeting

This booklet does not give full information on GRBs, how to do them, and what has been done in different countries. The topic is enormous, and there are several other publications which provide information. (See, for example Budlender et al, 1998; Budlender, Elson, Hewitt & Mukhopadhyay, 2002; Budlender & Hewitt, 2002; Hofbauer Balmori, 2003; Reeves & Sever, 2003). Instead, this section highlights those points which are most important for understanding the suggestions on budgets, CEDAW and BPfA which follow.

Key Points about Gender Responsive Budgets

GRB work focuses on budgets because the **budget is the most important policy of government**. This is so because, without money, government cannot implement any other policy successfully. In fact, some governments now require that whenever a new law or policy is introduced, the likely cost must be calculated to ensure that government has enough money to implement it.

A gender-responsive budget ensures that the needs and interests of individuals from different social groups are addressed in the government budget. In particular, it ensures that the needs and interests of women and men, girls and boys are included. CEDAW focuses on elimination of discrimination against women, and the BPfA talks about poverty, discrimination against the girl child, and violence against women. GRB work focuses on gender – the relationship between women and men, girls and boys – rather than only on women. So gender is about women *and* men. But GRB work recognizes that most of the time women and girls come out second-best in the gender relationship.

Gender-responsive budgets are **not about separate budgets for women or men**. Sometimes a government might decide to allocate a special amount of money to address a problem, which affects only women, or affects only girls. For example, government might set aside money for scholarships for girls if it sees that far fewer girls are getting tertiary education. Or it might set aside money for a credit fund for women because they have such great difficulties getting credit from 'mainstream' banks. But, overall, GRB work aims to bring gender awareness into *all* the policies and budgets of *all* ministries and agencies. So GRB work is about mainstreaming.

Economists play a big role in drawing up government budgets, and economists are trained to focus on money. GRBs do not look only at money in deciding what is necessary. GRB work also recognizes the ways in which women contribute to the society and economy with their **unpaid labour in bearing, rearing and caring for citizens**. GRB work recognizes that this work is necessary if the society is to continue. So it suggests ways in which governments can relieve the burden of this work on women and make the work even more efficient and effective than it already is.

Many people are frightened of budget analysis because they think it is all about complicated numbers. There is, however, no need for fear. Budget analysis is really a form of policy analysis, and most people who think of doing GRB work have experience of doing policy analysis. Budget figures and calculations are also not complicated. The numbers are big, because government budgets involve much larger amounts than most of us are used to dealing with in our daily lives. But the calculations used in GRB work are mainly simple addition, subtraction and percentages.

Budget analysis is policy analysis because, unless we understand what lies behind the money numbers, we cannot judge whether the money numbers are adequate enough. In doing GRB analysis, we should ideally do each of the following **five steps**:

- Describe the situation of women and men, girls and boys (and different sub-groups) in the sector
- Check whether government's policy is gender-sensitive i.e. whether it addresses the situation described
- Check that adequate budget is allocated to implement the gender-sensitive policy
- Check whether the expenditure is spent as planned

- Examine the impact of the policy and expenditure i.e. whether it has promoted gender equity as intended, and changed the situation described in step 1.

Step 1 is very familiar to gender advocates, who regularly describe the problems faced by women (and men, girls and boys) when arguing for government action.

Step 2 is also familiar. It is what gender advocates do when they comment on existing government policy and suggest changes.

Step 3 is where GRB work adds new value. This is the step where the GRB approach says that, even if step 2 shows that the policy is good, nothing will happen unless enough money is given to implement the policy through programmes and sub-programmes.

Step 4 says that government's plans to allocate money, as shown in the budget, will not be effective unless the money that is allocated is spent, and spent properly. In lawyer's terms, we can say that the money allocated is the 'de jure' amount – the amount stipulated in the budget law – while the amount actually spent is the 'de facto' amount – what happened in reality. And policy will not be properly implemented unless the reality reflects what the law says.

Step 4 also says that the money must be spent properly – it must not go into someone's back pocket through corruption, it must not sit in the government or donor's bank account, and it must deliver the goods and services for which it was allocated. Doing this step will be familiar to many people as 'monitoring'.

Finally, step 5 says that we must check that the money and the policy and programmes it helps implement address the problems in the situation we described in step 1. If this does not happen, then we must change the policy and programmes. This step will be familiar to readers as 'evaluation'.

Many GRB initiatives base their budget analysis on three categories of expenditure, which together make up 100% of the government budget. These three categories are:

- Expenditures that **explicitly target women or men or a gender issue**. Examples include women's health programmes, special education initiatives for girls, and programmes for men who have been involved in gender-based violence
- Expenditures which promote **equal employment opportunity for civil servants**. Examples include training for women managers, provision of crèche facilities, and parental leave provisions

- **General or mainstream expenditure, judged on its impact on women and men, girls and boys.** For example, we would ask how many women and men are illiterate and how many are reached by government's adult education programmes. Or we would ask what types of clinic services are offered, and how do they benefit women and men as patients and as people responsible for the health of their households. Or we would ask how much government is allocating for water schemes, and in which areas, and who is forced to spend hours collecting water where government does not have schemes.

The first category will never make up more than a tiny fraction of the total government budget. So focusing our attention on this category means that we are running after the crumbs rather than looking at the whole cake. However, the first category is important to consider when looking at what government is doing in terms of CEDAW because CEDAW explicitly allows for affirmative action. And often affirmative action allocations will fit in this first category.

The second category is important because salaries make up a very large proportion of the budgets of all countries. So we want to make sure that women and men have the same chance of being direct beneficiaries of the salaries. In line with CEDAW article 7 and the seventh area of concern of the BPfA, we also want to make sure that women take their rightful place among the top decision-makers in the country. However, we must not spend too much time on the second category of budget expenditure, because the main objective of the government budget must be to benefit ordinary citizens – particular the poorest citizens. And civil servants are not among the poorest citizens in most countries.

The third category is the most important. Focusing on the third category fits in with the gender mainstreaming approach which has been formally adopted by most – if not all – SADC countries. The third category says that we must look at all policies and programmes and the budgets that go with them to see that they take account of the different needs and interests of women and men, girls and boys.

Some GRB initiatives are done by **governments**, some are done by **non-governmental organizations (NGOs) or women's organizations**, and some are done by **parliaments**. This booklet can be used by any of these stakeholders. Governments can use the booklet when they write their report to CEDAW. NGOs and women's organizations can use the ideas in the booklet when they write a 'shadow' CEDAW report, or when they send comments to CEDAW on what is missing from the government CEDAW report. Parliamentarians can also use the ideas in the booklet to assess government's activities and how it reports on them.

Section 4: Some basic budgeting concepts

The ideas in this booklet will work best in a country that is using some form of performance-oriented budgeting. Rhonda Sharp (2003) has recently written a publication for UNIFEM that describes what performance-oriented budgeting is, and the opportunities it provides for GRBs. For this booklet we again draw out only the main points.

Some countries still have budgets with an old-style format. Traditionally budgets were mainly seen as accounting tools. They reported how much money was allocated for the coming year, and compared how much was spent in the previous year with how much was allocated. Traditional budgets focused on 'line-items' such as salaries, fuel, etc. They did not report at all clearly what activities government did, and what services were delivered, by paying the salary and other costs.

Performance-oriented budgets focus on delivery. Like traditional budgets, they report on money allocated and spent. But, more importantly, they report what is done with the money. Instead of being presented only in terms of line items, performance-oriented budgets are presented in terms of programmes and sub-programmes, each of which is made up of activities. The programmes and sub-programmes are what we focus on in step 2 of the five steps of GRB described in section 3.

Each year government must report what activities it plans to do with the money allocated for a particular programme or sub-programme, and what it will use as targets and indicators in terms of delivery. Each year government should also report whether in the previous year it reached its targets.

Governments, which use performance-oriented budgeting usually, include 'outputs' and 'outcomes' in their budget reporting.

- 'Outputs' are the 'things' that a particular programme delivers. For example, an education programme will have as outputs a certain number of students, and an infrastructure programme may have as outputs a

health clinic or a water scheme. Outputs are what we measure in step 4 of the five steps of GRB described in section 3.

- ▶ ‘Outcomes’ are the results or impact of a particular programme. For example, the outcome of an education programme could be an improved literacy rate in the country. And the outcome of an infrastructure programme that builds water schemes could be better health (because people have access to safe water), and improved earnings of women (because they don’t spend long hours collecting water). Outcomes are what we measure in step 5 of the five steps of GRB described in section 3.

Outputs are relatively easy to measure. Firstly, they happen within the budget year, so governments should be able to report soon after the financial year ends. Secondly, each output can be linked very clearly to a particular programme or sub-programme.

Outcomes are more difficult to measure. Firstly, outcomes often take longer to happen – they cannot usually be measured within a budget year. Secondly, outcomes often cannot be linked so clearly to a single programme or sub-programme. For example, if people become healthier, this may reflect the impact of the water scheme. But it could also be the result of good rains and better harvest, or better health services.

In this booklet we suggest how you can use both concepts – outputs and outcomes – in measuring how the country’s government is delivering in terms of gender equality. In our discussion of the CEDAW articles in section 5, we focus on outputs. We look at what ‘deliverables’ we might want government to produce to meet each commitment. In section 6, we then suggest how we can use one or two outcome indicators related to each of the BpFA’s areas of concern to assess how government overall is ‘measuring up’. The output indicators in section 5 measure what a particular programme or sub-programme is delivering. The outcome indicators in section 6 measure what government policy as a whole is delivering.

Above we note that this booklet can be used most easily in countries that are already using performance-oriented budgeting. It can also be used in countries that are using traditional budgeting. But there will be more work for the ‘gender-budgeters’ in these programmes because you will first have to find out what programmes and sub-programmes are being funded by the line-item budget numbers.

Gender and performance-oriented budgeting in Gauteng Province, South Africa

South Africa introduced performance-oriented budgeting for national government and the provinces several years ago. The approach was new for government's planners and budget officials and they are still learning how to do it well.

In 2002, the Premier's Office of Gauteng Province recognized that by adding gender to the performance-oriented approach, they would get an even stronger instrument. The following two examples show how different departments presented their sub-programmes from a gender perspective in the budget for 2003/04. For all chosen sub-programmes the officials described the 'gender issue'. They also devised outputs, outcomes and indicators that were gender-sensitive.

The first example, from the Department of Safety & Liaison, is a gender-targeted (category 1) sub-programme that directly addresses a gender issue – domestic violence. The second example, from the Premier's Office, is a 'mainstream' (category 3) sub-programme, but the format draws out how women and men may be affected differently.

Outcome	Reduction in incidents of domestic violence
Output	Efficient and effective family violence courts to act as a deterrent to would-be perpetrators
Gender issue	Monitor the impact of Johannesburg Family Court pilot project Monitor and evaluate the impact of Family Violence Courts
Programme	Monitoring and Evaluation
Sub-Programme	Criminal Justice System: Monitoring and evaluation of Family Violence Courts
Indicator	Increase in the number of successfully prosecuted cases
Budget	2002/03: R600 000

Outcome	Growth and development priorities of the province monitored and implementation appropriately supported
Output	Support given to departmental growth and development related programmes which have gender dimensions
Gender issue	<p><i>Black economic empowerment:</i> Ensure that the province's BEE programme targets women in a way that removes them from exclusion from financial and economic resources</p> <p><i>Informal Sector:</i> Ensure that support is provided to the informal sector with a special focus on women in a way that allows them to create their own jobs. Also support programmes that lead to the integration of the informal sector to the mainstream of the economy</p> <p><i>Food Security:</i> Encourage programmes of establishing food gardens for poor households, especially women headed households. This will lead to job creation as well as address the problem of hunger and can help to mitigate the negative effects of HIV and AIDS</p> <p><i>Skills Development:</i> Support programmes aimed at increased investment in human resources development and training for women and the girl child as well as empowering women to be the builders and architects of their own learning and self-development</p> <p><i>Poverty Alleviation Programmes:</i> Support short term employment programmes that target women such as Zivuseni</p>
Programme	Policy Development and Co-ordination
Sub-programme	Growth and Development
Indicator	High quality applicable reports of assessment of targeted programmes with gender impact.

Section 5: Budget checklists for CEDAW articles

Introduction

If we examine the CEDAW articles, we find that many of them focus on laws. These laws are often reflected in policies. And the policies must be converted into programmes and sub-programmes if they are to move beyond being papers.

The budget is also a law. Like other laws, the budget must be passed by parliament before it comes into effect. But the budget is different from other laws in one very important respect. The budget is different because without the budget law, none of the other laws will work effectively. In GRB work we focus on the money law, but we cannot evaluate the money law and its implementation without understanding which other laws it is being used to implement.

Most government and shadow reports to CEDAW focus on the laws and policies of government. Some also focus on the programmes and sub-programmes that give effect to these laws and policies. The International Women's Rights Action Watch (IWRAP) and the Commonwealth Secretariat (1996) have produced a very useful manual, which governments, NGOs and women's organizations can use to report to CEDAW and to judge reports to CEDAW. The manual provides a long list of questions that should be asked in respect of each article. The manual provides questions on laws, policies and programmes, but does not really talk about budgets.

This booklet complements the IWRAP/Commonwealth manual by suggesting some budget questions that can be added to the many questions in the manual. And, like the manual, it is organized article by article because that is how governments are required to report. We have not listed any questions or indicators for the two general recommendations as Articles 1

and 2 cover them. But we have included the text of the two general recommendations at the end of this section.

The IWRAP/Commonwealth manual is one of the important input materials that governments, NGOs and women's organizations will find useful if they want to look at the budget aspects of CEDAW. The other important inputs are:

- Previous government CEDAW reports for the country
- Previous CEDAW shadow reports for the country
- CEDAW's response to previous government CEDAW reports
- A set of the most recent government budget books. [In some countries there are separate publications for the numbers (the 'estimates') and for more descriptive materials (often called the 'budget review'). Both publications are important.]

The budget books, in particular, will help you understand which ministry or other agency is responsible for different programmes and sub-programmes. The responsible ministry or agency can differ between countries. In some cases the responsible ministry is obvious. For example, the health ministry will be responsible for reproductive health programmes, and the education ministry will be responsible for schools. In other cases, it is not so clear, or many ministries may share responsibility. Problems such as gender-based violence and HIV and AIDS, in particular, require action from a wide range of Ministries. In your budget-oriented evaluation of CEDAW, you will need to think of all the possible Ministries that could contribute to a solution.

In the checklists below we do not suggest a specific amount of money that should be allocated for a particular programme. That is impossible to do because the appropriate amount depends on the size of the overall budget, as well as the size of the problem in the country. However, with knowledge of your country you can compare the amount allocated with the total amount of the government budget (by calculating the percentage), as well as with the amount given in previous years. If your country has a medium-term economic framework (MTEF) and plans budgets for three or five years at a time, you can also see what the government plans to do in the future. But remember, when comparing amounts for different years, to adjust for inflation.

When you first start doing GRB work, you will find that some of the information you want is not available. Some information is simply not available at all. For example, many countries will not have good information on women and men's access to land. Other information exists, for example in the administrative records of schools, hospitals, and other agencies, but the information is not collated and reported.

If you work for government and discover that information is missing, you can think about how to set up systems so that the information will be available in the future. If you are outside government, you can do advocacy for systems to be set up. But, whether you are inside or outside government, if you are budget-aware, you must weigh up carefully the amount of money going into data collection. If this money negatively affects the amount of money going on delivery, you may sometimes be satisfied with less accurate and detailed statistics,

In the examples below, we often ask for separate information for rural and urban together with the disaggregation into women and men. The rural/urban distinction is important because of article 14 of CEDAW, which focuses on rural women as people with special needs. But we also suggest the rural/urban breakdown because we must always be aware that gender is not the only factor associated with discrimination and disadvantage. In all countries location, age and class/wealth are important additional factors. In many countries race or ethnicity are also important.

Article 1: Definition of discrimination against women

For the purposes of the Convention, the term "discrimination against women" means 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.

Some budget questions

- ▶ Is there an anti-discrimination law? If so, what money is given to implement the law? For example, is there money allocated for an ombudsperson with whom people can lay charges of discrimination?
- ▶ Is there money for other bodies, such as gender commissions, which promote gender rights?
- ▶ Is there money for legal aid to help people take cases of discrimination to the courts?

Some output indicators

- ▶ How many cases of discrimination were brought to the ombudsperson, and how many of the complaints came from women and how many from men?

- How many women and men received legal aid to take cases of discrimination to the courts? And what was the average amount of aid received by women and men respectively?
- What was 'delivered' by the gender commission or similar body? For example, how many research projects did they fund? How many cases did they take to the constitutional or other courts? How many awareness-raising workshops did they hold, and how many women and men attended these workshops?

Article 2: Obligations to eliminate discrimination

States Parties condemn discrimination against women in all its forms, agree to pursue, by all appropriate means and without delay, a policy of eliminating discrimination against women and, to this end, undertake:

- a) To embody the principle of the equality of men and women in their national constitutions or other appropriate legislation if not yet incorporated therein and to ensure, through law and other appropriate means the practical realization of this principle;
- b) To adopt appropriate legislative and other measures, including sanctions where appropriate, prohibiting all discrimination against women;
- c) To establish legal protection of the rights of women on an equal basis with men and to ensure through competent national tribunals and other public institutions the effective protection of women against any act of discrimination;
- d) To refrain from engaging in any act or practice of discrimination against women and to ensure that public authorities and institutions shall act in conformity with this obligation;
- e) To take all appropriate measures to eliminate discrimination against women by any person, organization or enterprise;
- f) To take all appropriate measures, including legislation, to modify or abolish existing laws, regulations, customs and practices which constitute discrimination against women;
- g) To repeal all national penal provisions which constitute discrimination against women.

Article 1 overlaps to some extent with Article 2, so some of the suggested questions for Article 1 are also relevant for Article 2.

In addition, IWRAP and the Commonwealth suggest that gender-based violence can be dealt with under Articles 1 and Article 2 because gender-based violence is a form of discrimination, usually against women and girls. The suggestions below therefore focus on gender-based violence.

Some budget questions

- ▶ How much money has been allocated to train police, court, prison and health personnel to deal with cases of gender-based violence?
- ▶ Do any ministries allocate money to provide advice and counselling to people who have been abused?
- ▶ Do any ministries provide financial assistance to NGOs who offer services for victims and survivors of gender-based violence?

Some output indicators

- ▶ How many (female and male) police officers, court personnel, prison personnel, and health personnel received training to deal with gender-based violence?
- ▶ How many victims/survivors of gender-based violence received advice and counselling from government services?
- ▶ How many rural and urban NGOs providing services for those affected by gender-based violence received financial assistance from government?
- ▶ What was the average amount received in rural and urban areas?
- ▶ How many people were assisted by the rural and urban NGOs that received financial assistance from government?

Article 3: Development and advancement of women

States Parties shall take in all fields, in particular in the political, social, economic and cultural fields, all appropriate measures, including legislation, to ensure the full development and advancement of women, for the purpose of guaranteeing them the exercise and enjoyment of human rights and fundamental freedoms on a basis of equality with men.

This article covers a very wide field. It also overlaps with areas covered by other articles – for example health (12), education (10) and employment (11). We include detailed questions on those areas where we discuss the relevant article below. Here we focus on an aspect that is at the root of holding back many women from development and advancement. That aspect is the gender division of labour, which says that women bear the main responsibility in every known society for the unpaid labour that goes into bearing, rearing and

caring for children and other family and community members. Women's unpaid labour burden often prevents them from benefiting from other opportunities, such as in education and health. Women's unpaid labour burden can also affect their health.

Some budget questions

- How much money has government allocated to programmes that reduce the unpaid labour burden – for example, provision of electricity and water in or near dwellings, provision of affordable crèches and after-school child care, and subsidies to NGOs providing child care services?

Some output indicators

- How many households were supplied with electricity and water for the first time in the budget year?
- How many children attended government-subsidized crèches and after-school childcare?
- How many (rural and urban) NGOs received subsidies to provide crèches and after-school childcare?

Article 4: Acceleration of equality between men and women

Adoption by States Parties of temporary measures aimed at accelerating de facto equality between men and women shall not be considered discrimination as defined in the present Convention, but shall in no way entail, as a consequence, the maintenance of unequal or separate standards; these measures shall be discontinued when the objectives of equality of opportunity and treatment have been achieved.

Adoption by States Parties of special measures, including those measures contained in the present Convention, aimed at protecting maternity, shall not be considered discriminatory.

Article 4 provides for affirmative action. This could mean special activities to advance women and girls. It could also mean special budgetary allocations – described as category 1 above – to promote women and girls.

Some budget questions

- Has government allocated any money for special assistance to women, for example for bursaries for women to attend tertiary institutions, or to study technical subjects?
- Has government allocated money for special credit schemes for women?

Some output indicators

- ▶ How many women were assisted with special bursaries? What was the average amount of the bursaries? How many women with special bursaries were registered in different fields of study?
- ▶ How many rural and urban women received credit from special credit schemes? What was the average amount of the loan?

Article 5: Sex roles and stereotyping

State parties shall take all appropriate measures:

- a) to modify the social and cultural patterns of conduct of men and women, with a view to achieving the elimination of prejudices and customary and all other practices which are based on the idea of the inferiority of either of the sexes or on stereotyped roles for men and women;
- b) to ensure that family education includes a proper understanding of maternity as a social function and the recognition of the common responsibility of men and women in the upbringing and development of their children, it being understood that the interests of the children is the primordial consideration in all cases.

Under article 3 we gave ideas for one of the main ways in which sex roles and stereotyping happen, namely in respect of unpaid labour. But there are many other forms of sex role stereotyping. In fact, many of the other forms are based on unpaid labour roles. For example, the stereotyping of nurses and teachers as female occupations mimics the unpaid caring and educational roles that women play as mothers in their own homes.

Some budget questions

- ▶ Has government allocated any money for reviewing the school curriculum to ensure that it is not gender-biased?
- ▶ Has government allocated any money to train teachers to be gender-sensitive in how they teach and treat female and male students?
- ▶ Has government allocated any money to encourage girls to study in non-traditional fields?
- ▶ Has government allocated any money for paternity leave for civil servants to encourage men to play a role in caring and rearing their children?

Some output indicators

- How many textbooks were reviewed to ensure that they do not encourage sexist ideas?
- How many (male and female) teachers have received gender-sensitivity training?
- How many girls have been provided with incentives to study in non-traditional fields?
- How many male civil servants have taken paid and unpaid paternity leave?

Article 6: Suppression of the exploitation of women

States Parties shall take all appropriate measures, including legislation, to suppress all forms of traffic in women and exploitation of prostitution of women.

In assessing spending on trafficking and prostitution, we need to distinguish between money that assists the women involved and money that can harm them. Some governments spend money punishing women involved in prostitution, for example by prosecuting and putting them in jail. This type of spending does not really help the women if they are forced into prostitution by economic or other forces. Other governments spend money punishing the pimps, clients and traffickers who make women do this work and profit from it. This type of spending is more helpful. But the most helpful spending of all would be money spent providing other ways for women to earn money so that they are not forced to sell their bodies.

Some budget questions

- How much money has government allocated to monitor, police and punish trafficking of women and girls?
- How much money has government allocated to police and punish the women involved in commercial sex work?
- How much money has government allocated to police and punish the pimps and others who benefit from commercial sex work?
- How much money has government allocated for employment agencies that help women find other types of work?
- How much money has government allocated for training, which helps women get skills to do other types of work?

Some output indicators

- ▶ How many traffickers, pimps and clients were prosecuted, found guilty, and punished?
- ▶ How many women commercial sex workers were prosecuted, found guilty, and punished?
- ▶ How many women in danger of doing commercial sex work were helped by government employment agencies to find other work?
- ▶ How many women in danger of doing commercial sex work received training through government programmes?

Article 7: Political and public life

State parties shall take all appropriate measures to eliminate discrimination against women in the political and public life of the country and in particular, shall ensure to women, on equal terms with men, the right:

- a) to vote in all elections and public referenda and to be eligible for election to all publicly elected bodies;
- b) to participate in the formulation of government policy and the implementation thereof and to hold public office and perform all public functions at all levels of government;
- c) to participate in non governmental organizations and associations concerned with the public and political life of the country.

There are several different ways in which political systems are organised. For example, in some countries, people must find their own money to fund their election campaign if they want to stand for parliament. In other countries, the political party chooses the people who will stand on its platform and then pays for their election campaigns. In some cases, there is money from the government budget to assist with the election campaign and other expenses of political parties. These differences between countries make it difficult to put forward general budget questions which will be suitable across the region.

Some budget questions

- ▶ How much money has government allocated for voter education through different types of media, and aimed at different types of audiences?
- ▶ How much money has government allocated for crèches for the children of parliamentarians and councillors?

- How much money has government allocated for special training and other measures to ensure that there are more women in the higher levels of the civil service?
- How much money is allocated for the salary of each parliamentarian, for each local councillor, or for each member of community committees?

Some output indicators

- How many women and men did the different forms of government's voter education reach?
- What proportion of women and men parliamentarians and councillors made use of government-funded crèches?
- How many women were assisted by special training and other measures to help them reach the higher levels of the civil service?
- How many women and men were parliamentarians, councillors, members of community committees (and thus benefited from the salaries and stipends)?

Article 8: International representation and participation

States Parties shall take all appropriate measures to ensure to women, on equal terms with men, and without any discrimination, the opportunity to represent their Governments at the international level and to participate in the work of international organizations.

Some budget questions

- Has government allocated any money for special training for women to gain the skills to represent their countries internationally?
- What money has government allocated to assist its international representatives with family-related expenses?

Some output indicators

- How many women and men represent the country internationally at all the different levels, and all the different salaries?

Article 9: Nationality

- 1 State Parties shall grant women equal rights with men to acquire, change or retain their nationality. They shall ensure in particular that neither marriage to an alien or change of nationality by the husband during marriage shall automatically change the nationality of the wife, render her stateless or force upon her the nationality of the husband.
- 2 State parties shall grant women equal rights with men with respect to the nationality of their children.

Some budget questions

- Has government allocated any money to inform women and men of their rights in respect of nationality of themselves, their spouses and their children?
- Has government allocated any money for training of government officials so that they do not discriminate between women and men when dealing with applications for citizenship?

Some output indicators

- How many women and men applied for the citizenship of their spouse or children to be changed? How many of these applications were successful?
- How many government officials received training on how to deal with citizenship applications in a non-discriminatory way?

Article 10: Education

States Parties shall take all appropriate measures to eliminate discrimination against women in order to ensure to them equal rights with men in the field of education and in particular to ensure, on a basis of equality of men and women:

- a) The same conditions for career and vocational guidance, for access to studies and for the achievement of diplomas in educational establishments of all categories in rural as well as in urban areas; this equality shall be ensured in pre-school, general, technical, professional and higher technical education, as well as in all types of vocational training;
- b) Access to the same curricula, the same examinations, teaching staff with qualifications of the same standard and school premises and equipment of the same quality;

- c) The elimination of any stereotyped concept of the roles of men and women at all levels and in all forms of education by encouraging coeducation and other types of education which will help to achieve this aim and, in particular, by the revision of textbooks and school programmes and the adaptation of teaching methods;
- d) The same opportunities to benefit from scholarships and other study grants;
- e) The same opportunities for access to programmes of continuing education, including adult and functional literacy programmes, particularly those aimed at reducing, at the earliest possible time, any gap in education existing between men and women;
- f) The reduction of female student drop-out rates and the organisation of programmes for girls and women who have left school prematurely;
- g) The same opportunities to participate actively in sports and physical education;
- h) Access to specific educational information to help to ensure the health and well-being of families, including information and advice on family planning.

Some budget questions

- How much money did government allocate for each of the different levels of education and training and each type of institution? How much does this work out at per student at each of the different levels and in each type of institution?
- How much money did government allocate for bursaries and loans for different fields of study at different levels?
- Has government allocated any money for boarding for students at different levels?
- Has government allocated any money for infrastructure for different types of sports?

Some output indicators

- How many female and male students were enrolled at each level of education and training and in each type of institution?
- How many female and male students received bursaries and loans for different fields of study at different levels? What was the average amount for female and male students respectively?

- How many female and male students were provided with free or subsidised boarding at different levels?
- How many female and male students participated in different types of sports?

Article 11: Employment

- 1 States Parties shall take all appropriate measures to eliminate discrimination against women in the field of employment in order to ensure, on a basis of equality of men and women, the same rights, in particular:
 - a) The right to work as an inalienable right of all human beings;
 - b) The right to the same employment opportunities, including the application of the same criteria for selection in matters of employment;
 - c) The right to free choice of profession and employment, the right to promotion, job security and all benefits and conditions of service and the right to receive vocational training and retraining, including apprenticeships, advanced vocational training and recurrent training;
 - d) The right to equal remuneration, including benefits and to equal treatment in respect of work of equal value, as well as equality of treatment in the evaluation of the quality of work;
 - e) The right to social security, particularly in cases of retirement, unemployment, sickness, invalidity and old age and other incapacity to work, as well as the right to paid leave;
 - f) The right to protection of health and to safety in working conditions, including the safeguarding of the function of reproduction.
- 2 In order to prevent discrimination against women on the grounds of marriage or maternity and to ensure their effective right to work, States Parties shall take appropriate measures:
 - a) To prohibit, subject to the imposition of sanctions, dismissal on the grounds of pregnancy or of maternity leave and discrimination in dismissals on the basis of marital status;
 - b) To introduce maternity leave with pay or with comparable social benefits without loss of former employment, seniority or social allowances;

- c) To encourage the provision of the necessary supporting social services to enable parents to combine family obligations with work responsibilities and participation in public life, in particular through promoting the establishment and development of a network of child-care facilities;
 - d) To provide special protection to women during pregnancy in types of work proved to be harmful to them.
- 3 Protective legislation relating to matters covered in this article shall be reviewed periodically in the light of scientific and technological knowledge and shall be revised, repealed or extended as necessary.

Some budget questions

- Has government allocated any money for unemployment insurance or other forms of social security? In particular, has government allocated any money for social security in respect of maternity?
- Has government allocated any money to provide or subsidise crèches at workplaces?
- Has government provided any money for an institution/committee that reviews and makes recommendations in respect of wages and conditions of work? If so, does this institution/committee cover domestic workers and other workers in the informal economy?
- Has government provided any money for an institution or ombudsperson to which people can take their work-related disputes and complaints?
- Has government allocated any money for paid maternity leave, nursing breaks, or other financial assistance to female civil servants with their child-bearing and rearing duties?

Some output indicators

- How many women and men benefited from each of the different types of government-funded social security? What was the average amount received?
- How many women and men used government-subsidised crèches at their workplace for their children?
- How many women and men are employed in the sectors that were reviewed by the institution/committee dealing with wages and conditions of work?

- How many women and men used the services of the institution or ombudsperson that deals with work-related disputes and complaints?
- How many female civil servants benefited from maternity leave, nursing breaks and similar forms of assistance?

Article 12: Equality in access to health care

- 1 States Parties shall take all appropriate measures to eliminate discrimination against women in the field of health care in order to ensure, on a basis of equality of men and women, access to health services, including those relating to family planning.
- 2 Notwithstanding the provisions of paragraph 1 of this article, States Parties shall ensure to women appropriate services in connection with pregnancy, confinement and the post-natal period, granting free services where necessary, as well as adequate nutrition during pregnancy and lactation.

Some budget questions

- How much money has government allocated for reproductive health services? How is the money divided between different types of services, between different levels of delivery (for example, clinic versus hospital), and between rural and urban?
- How much money has government allocated to buy the necessary equipment and supplies for childbirth?
- How much money has government allocated to provide free services to women and young children rather than their having to pay fees?
- How much money has government allocated to pay village and community health workers? How does the salary/stipend for these workers compare with the salary of nurses and other health staff?
- How much money has government allocated for anti-retroviral treatment to prevent parent/mother-to-child-transmission of HIV and for adults with HIV and AIDS?

Some output indicators

- How many women and men used each of the different reproductive health services at the different levels in rural and urban areas?
- How many women had to bring their own supplies with them when they went to give birth in public facilities?

- How many women, men and children received free health services, and how many paid user fees?
- How many village and community health workers did government employ?
- How many women and their babies received anti-retroviral treatment to prevent parent/mother-to-child transmission?
- How many other women and men received anti-retroviral support funded by government?

Article 13: Social and economic benefits

States Parties shall take all appropriate measures to eliminate discrimination against women in other areas of economic and social life in order to ensure, on a basis of equality of men and women, the same rights, in particular:

- a) The right to family benefits;
- b) The right to bank loans, mortgages and other forms of financial credit;
- c) The right to participate in recreational activities, sports and in all aspects of cultural life.

Some budget questions

- Has government allocated any money for housing and land subsidies?
- Has government allocated any money to provide loans or credit to citizens?
- Has government provided for any tax credits for people with children?
- Are married and unmarried people treated differently in respect of tax?
- What proportion of government spending goes to sports predominantly played or enjoyed by men vis a vis women?

Some output indicators

- How many women and men received housing and land subsidies? What were the average amounts for women and men?
- How many women and men received loans and credit funded by government money? What were the average amounts for women and men?
- How many couples, how many single mothers, and how many single fathers received tax credits for their children?

- What proportion of women vis a vis men participate in national and international sporting activities

Article 14: Special help for rural women

- 1 States Parties shall take into account the particular problems faced by rural women and the significant roles which rural women play in the economic survival of their families, including their work in the non-monetized sectors of the economy, and shall take all appropriate measures to ensure the application of the provisions of this Convention to women in rural areas.
- 2 States Parties shall take all appropriate measures to eliminate discrimination against women in rural areas in order to ensure, on a basis of equality of men and women, that they participate in and benefit from rural development and, in particular, shall ensure to such women the right:
 - a) To participate in the elaboration and implementation of development planning at all level;
 - b) To have access to adequate health care facilities, including information, counselling and services in family planning;
 - c) To benefit directly from social security programmes;
 - d) To obtain all types of training and education, formal and non-formal, including that relating to functional literacy, as well as, inter alia, the benefit of all community and extension services in order to increase their technical proficiency;
 - e) To organize self-help groups and co-operatives in order to obtain equal access to economic opportunities through employment or self-employment;
 - f) To participate in all community activities;
 - g) To have access to agricultural credit and loans, marketing facilities, appropriate technology and equal treatment in land and agrarian reform as well as in land resettlement schemes;
 - h) To enjoy adequate living conditions, particularly in relation to housing, sanitation, electricity and water supply, transport and communications.

Article 14 overlaps with many other articles, such as those on education (10), health (12), and employment (11). One of the best ways of assessing how well the budget fulfills obligations in terms of Article 14 is to disaggregate all the other budget questions and output indicators by urban and rural. In addition, the following questions and indicators are specific for the rural situation.

Some budget questions

- Has government allocated any money for agricultural credit and loans?
- Has government allocated any money for agricultural extension services?
- Has government allocated any money to assist rural farmers with technology?
- Has government allocated any money to assist rural farmers with marketing?

Some output indicators

- How many women and men benefited from agricultural credit and loans subsidized by government? What was the average amount for women and men?
- How many women and men received agricultural extension services from government?
- How many women and men received assistance with technology from government?
- How many women and men received assistance with marketing from government?

Article 15: Equality before the law and in civil matters

- 1 States Parties shall accord to women equality with men before the law.
- 2 States Parties shall accord to women, in civil matters, a legal capacity identical to that of men and the same opportunities to exercise that capacity. They shall in particular give women equal rights to conclude contracts and to administer property and treat them equally in all stages of procedure in courts and tribunals.
- 3 States Parties agree that all contracts and all other private instruments of any kind with a legal effect which is directed at restricting the legal capacity of women shall be deemed null and void.
- 4 States Parties shall accord to men and women the same rights with regard to the law relating to the movement of persons and the freedom to choose their residence and domicile.

Some budget questions

- ▶ Has government allocated any money to help women and men with the costs of divorce?

Some output indicators

- ▶ How many women and men received financial assistance from government to help with the costs of divorce?

Article 16: Equality in marriage and family law

- 1 States Parties shall take all appropriate measures to eliminate discrimination against women in all matters relating to marriage and family relations and in particular shall ensure, on a basis of equality of men and women;
 - a) The same right to enter into marriage;
 - b) The same right freely to choose a spouse and to enter into marriage only with their free and full consent;
 - c) The same rights and responsibilities during marriage and at its dissolution;
 - d) The same rights and responsibilities as parents; irrespective of their marital status, in matters relating to their children; in all cases the interests of the children shall be paramount;
 - e) The same rights to decide freely and responsibly on the number and spacing of their children and to have access to the information, education and means to enable them to exercise these rights;
 - f) The same rights and responsibilities with regard to guardianship, wardship, trusteeship and adoption of children or similar institutions where these concepts exist in national legislation; in all cases the interests of the children shall be paramount;
 - g) The same personal rights as husband and wife, including the right to choose a family name, a profession and an occupation;
 - h) The same rights for both spouses in respect of the ownership, acquisition, management, administration, enjoyment and disposition of property, whether free of charge or for a valuable consideration.
- 2 The betrothal and the marriage of a child shall have no legal effect and all necessary action, including legislation, shall be taken to specify a minimum age for marriage and to make the registration of marriages in an official registry compulsory.

Some budget questions

- Has government allocated any money for special facilities at divorce and marriage courts?
- Has government allocated any money to review the customary, religious and civil marriage laws?
- Has government allocated any money to enforce child support/maintenance laws?

Some output indicators

- How many women were assisted by government to obtain child support payments from the fathers of their children?

General recommendation 12: Violence against women

The Committee on the Elimination of Discrimination against Women, Considering that Articles 2, 5, 11, 12 and 16 of the Convention require the States Parties to act to protect women against violence of any kind occurring within the family, at the workplace or in any other area of social life.

Taking into account Economic and Social Council resolution 1988/27, Recommends to the States Parties that they should include in their periodic reports to the Committee information about:

- 1 The legislation in force to protect women against the incidence of all kinds of violence in everyday life (including sexual violence, abuses in the family, sexual harassment at the workplace etc);
- 2 Other measures adopted to eradicate this violence;
- 3 The existence of support services for women who are the victims of aggression or abuses;
- 4 Statistical data on the incidence of violence of all kinds against women and on women who are the victims of violence.

General recommendation 19: Violence against women

The Convention in Article 1 defines discrimination against women. The definition of discrimination includes gender-based violence, that is, violence that is directed against a woman because she is a woman or that affects women disproportionately. It includes acts that inflict physical, mental or sexual harm or suffering, threats of such acts, coercion and other deprivations of liberty. Gender-based violence may breach specific provisions of the Convention, regardless of whether those provisions expressly mention violence.

Gender-based violence, which impairs or nullifies the enjoyment by women of human rights and fundamental freedoms under general international law or under human rights conventions, is discrimination within the meaning of Article 1 of the Convention. These rights and freedoms include:

- a) The right to life;
- b) The right not to be subject to torture or to cruel, inhuman or degrading treatment or punishment;
- c) The right to equal protection according to humanitarian norms in time of international or internal armed conflict;
- d) The right to liberty and security of person;
- e) The right to equal protection under the law;
- f) The right to equality in the family;
- g) The right to the highest standard attainable of physical and mental health;
- h) The right to just and favourable conditions of work.

Section 6: Outcome indicators based on the Beijing Platform for Action

The following table is based on one drawn up for Tanzania, while the NGO Tanzania Gender Networking Programme (TGNP) was acting as the consultant to government on gender-responsive budgeting. The table suggests one or more indicators for each of the twelve areas of concern of the BPfA. For each indicator it suggests where the data for the indicator can probably be found. It also notes limitations of some of the suggested indicators. We must be aware of these limitations, so that we understand what the indicator can tell us. But we must not dismiss the indicator because of the limitations. Indicators can never tell the whole story. Instead, they are meant to provide early warning signals so that, if the indicator shows there might be a problem, we can investigate in more depth to find out why the problem is happening.

Critical area of concern	Proposed indicator	Likely source	Limitation
Women and poverty	Percent women and girls living in households below poverty line	Household survey	
Unequal and poor access to education and training	Percent girls of total secondary enrollment Pass rates of girls and boys in final primary examination Percent women of total tertiary enrollment	Administrative data from education ministry	These indicators do not show if girls and boys enrol for different subjects

Unequal and poor access to health care	Maternal mortality rate Pregnant women HIV and AIDS incidence	Demographic * health survey Antenatal surveys	The HIV and AIDS information is only for women attending antenatal clinics
Violence against women	Number of reported rapes/1,000 females Number of reported domestic violence cases/1,000 females	Police and hospital records	The data is only for reported cases and both rape and domestic violence are often not reported
The effects of war and other armed conflict	Percent of budget allocated to defence	Ministry of Finance	This indicator does not measure if part of the police budget is used for armed conflict
Unequal access to economic resources, opportunities and decision-making	Percent women of all professionals and managers Percent women of informal sector workers	Labour force survey	Not all managers have the same level of power
Unequal power and participation in decision-making	Percent women parliamentarians Percent women local councillors Percent women of total director & above in civil service	Civil Service	The presence of women parliamentarians & councillors does not necessarily mean that they have power and adopt gender-sensitive positions

Weak gender machinery	<p>Percent budget allocated to gender machinery</p> <p>Percent of ministries with (full-time?) gender focal points</p> <p>Percent of ministries with specific budget allocation for gender</p>	<p>Department</p> <p>Ministry of Finance</p> <p>Gender machinery</p>	<p>This indicator measures the strength of the machinery only in terms of budget and number of people</p>
Lack of promotion and protection of the human rights of women	<p>Number of laws passed for protection of human rights</p>		<p>This indicator does not show if the laws are being implemented effectively</p>
Stereotyping and unequal participation in communication and media	<p>Percent women among media owners and editors</p>	??	<p>Women media owners do not always adopt a gender-sensitive position</p>
Unequal power in managing the environment	<p>Percent women among management level of government environment institutions*</p>	??	<p>Women managers do not always act in a gender-sensitive way</p>
Discrimination and violation of the rights of the girl child	<p>Teenage pregnancy rate</p>	Demographic & health survey	

Section 7: Conclusion

Budgets are a national rather than a regional matter. Gender issues differ from country to country, as do policies, programmes and budgets. Within Southern Africa there are many similarities between countries. But there are also many differences. The checklists and indicators in the previous two sections are therefore suggestions, not prescriptions. They are also only a beginning. Readers who are familiar with their own country will think of many more examples of budget questions and indicators that are useful in advancing gender equality in their country.

But budgets alone do not tell the full story. For CEDAW, in particular, an excellent source of help for telling a fuller story is the manual produced by IWRAW & Commonwealth Secretariat (1996). And when you use this manual, the budget ideas in this booklet can add the extra 'bite'. We hope it is useful!

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