



**GENDER SENSITIVE BUDGETING:
THE CASE OF BARBADOS**

by

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1. Introduction

In 1997, Barbados joined the three countries (Sri Lanka, South Africa and Fiji) in the Commonwealth Secretariat Gender Budget Initiative. The Gender Budget Initiative in Barbados (herein after the pilot) was launched with an exploratory mission in June 1998; this was followed by a training seminar in April 1999. The report arising from the mission is currently being compiled and the results of this will be widely shared in Barbados, the region and at a seminar to be organized by the Commonwealth Secretariat in the year 2000.

The implementation of a gender budget in Barbados has been met with some scepticism. There is tremendous controversy surrounding the meaning or interpretation of the term gender and even uncertainty surrounding the term gender budgets.

For the purposes of the pilot project in Barbados, gender affairs is described as a framework that examines the interrelations between men, women, boys and girls. A gender budget is a tool of analysis in which the government budget² is dis-aggregated and the effect of

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² In Barbados, the budget of the Government is referred as the Estimates of Revenue and Expenditure commonly referred as the "Estimates". These are presented to the Parliament every year by March 31 when the Appropriations Bill is passed. At an appointed time subsequent to this, the Minister of Finance presents a Budgetary Statement outlining the policies, which are related to the Estimates. This statement is commonly referred as the "Budget". The Estimates are statutorily required whilst the Budget is not.

expenditure and revenue policies on the abovementioned groups is analyzed. Most people are of the view that the budget is gender-neutral budget but upon close examination, some serious gender biases are revealed.

This paper seeks to achieve a few goals. Firstly, it summarizes how the initiative was launched in Barbados, detailing the steps taken, the successful approaches taken as well the institutional constraints. Secondly, an assessment of the strengths and weaknesses of the initiatives in terms of the greater accountability both with the government and Civil Society within this analysis there is some account for the relative acceptance of the pilot in Barbados. Thirdly, the paper locates the Barbados experience, in a comparative way, in the context of similar exercises with which Barbados is familiar; and finally it outlines the prospects for sustainability of the project in Barbados.

2. Background on the Gender in Budget Initiative of the Commonwealth Secretariat

Context

Economic reforms and macroeconomic policy impact differentially on women and men globally due to their unequal position within society and the formal economy.

To achieve sustainable economic development, it is imperative that policy makers understand the relationship between macro-economic policies, and their impact on women and men. Governments must ensure that women's informal labour is given recognition and women's productivity is duly considered in the development and implementation of such policies, particularly in resource allocation channelled through national budgets.

The integration of gender issues in macroeconomics policies is a critical area of concern in the Commonwealth and has been a major focus of the Commonwealth's Gender Equality Programme since the pioneering work of the Commonwealth Expert Group on Women and Structural Adjustment³.

Rationale for the Gender in Budgets Initiative⁴

The main objective of engendering the national budget is to improve the analysis of the incidence of budgets, attain more effective targeting of government expenditure and offset any undesirable gender-specific consequences of previous budgetary measures.

The national budget is generally considered to be a gender-neutral instrument through which governments identify sources of revenue, allocate expenditures and also implement their development strategies. Different taxes and allocation of public expenditures have a different impact on women and men. This differential impact arises from the fact that men and women play different roles as economic agents both as contributors to economic growth and recipients of benefits from public expenditure. The incidences of revenue and expenditure are not gender neutral, rather they are quite gender specific.

Government expenditures on social and physical infrastructure are designed to enable the economy to function smoothly. Yet a large number of women are involved in (reproductive and

³ "Engendering Adjustment for the 1990s", Commonwealth Expert Group on Women and Structural Adjustment, 1989.

⁴ "Integrating Gender into National Budgetary processes: Commonwealth Gender Budget Initiative (BIG) – A Background Brief, Commonwealth Secretariat, 1999 (mimeo)

informal) activities which are outside the functioning of the market. Within the market economy women are subject to rigidities due to social and cultural norms.

Given the fact that resources are limited, the provision of public goods must be done efficiently. Incorporation of gender issues in the national budget is expected to improve efficiency in expenditure allocation in the budget through effective targeting. This in turn is expected to increase productivity, enhance family welfare (particularly among the poor), and improve equity. Therefore, a gender-sensitive budget should make good economic sense.

Many countries are currently developing and implementing comprehensive strategies with the objective of eliminating absolute poverty and reducing relative poverty. Many of these countries are also in the process of implementing public sector reforms, and improving macro-economic management. Incorporation of gender sensitivity in the national budget would be consistent with these initiatives and could be done with marginal additional efforts and resources.

The national budget is seen as the most appropriate entry point for integrating gender into macro-economic policies for the following reasons:

- (a) the budget is the primary fiscal policy instrument as most countries produce an annual budget statement which sets out tax and expenditure plans for the coming year;
- (b) the budget is often accompanied by a review of macro-economic performance;
- (c) there is a distinct cycle for preparations and follow-up and this process usually involves all government ministries and departments;
- (d) there is a debate in Parliament and review by parliamentary committees; and

- (e) the budget is a national event and the focus of media attention.

Consequently, it is a useful entry point for attempts to persuade macro-economic policy makers to adopt a more gender sensitive approach, and to institutionalize the new gender mainstreaming approach to policy development and implementation in governments including ministries of finance.

The Gender Budget Initiative arose from a number of discussions from within the Commonwealth⁵. This work has been followed up with a series of meetings and seminars as well.⁶ National budgets as an important step towards developing gender-sensitive macro-economic policies was to be piloted in selected countries.

In the implementation of the pilot, it was determined that an incorporation of gender issues in public expenditure requires actions at three levels. The first concerns developing and applying technical tools. The following are a number of tools identified by the Secretariat, which are to incorporate gender issues in the national budget:

- (a) **Gender-disaggregated beneficiary assessment of public service delivery and budget priorities:** This is developed on the basis of opinion polls, and attitude surveys to

⁵ The 1995 Commonwealth Plan of Action on Gender and Development (Plan of Action/PoA), endorsed by Commonwealth Heads of Government (CHOGM) in Auckland in 1995, mandated the Commonwealth Secretariat to advise and assist governments in developing gender-sensitive macro-economic policies especially for reducing poverty.

⁶ The Meeting of Commonwealth Ministers Responsible for Women's Affairs held in the Republic of Trinidad and Tobago in 1996, called for a methodological framework to incorporate gender issues in Policy Options for Integrating Gender into National Budgetary Policies and Procedures.

analyze how budget reflects people's priorities;

- (b) **Gender-disaggregated public expenditure-incidence analysis:** This is based on statistical analysis to identify who benefits from publicly provided services in health, education, agriculture and other sectors;
- (c) **Gender-aware policy evaluation of public expenditure:** This tool can be used to identify the likely impact of budget policies on current patterns of government expenditure and degrees of gender differences;
- (d) **Gender-aware budget statement:** This can be used to disaggregate projected expenditure into gender-relevant categories. The objective of which is to identify instances of gender inequality;
- (e) **Gender-disaggregated analysis of financial budget and time use survey data:** This tool identifies the relationship between the national budget and the way time is used in households, so as to reveal its impact on unpaid work;
- (f) **Gender-aware medium-term economic policy framework:** This is an approach to incorporate gender issues in a macroeconomic model. This requires disaggregating appropriate variables by gender; incorporating unpaid work; and re-examining/changing underlying assumptions about the social and institutional set-up for economic planning.

The second action concerns collection of data and information in a gender explicit manner for use in the development and use in the tools listed above.

The third action concerns putting in place an administrative mechanism for initiating and strengthening policy dialogue between the Ministries of Finance and Economic Affairs,

Women's Affairs and other key spending ministries and non-government stakeholders. All these actions are essential and should take place simultaneously.

3. A comparison with Sri Lanka and South Africa⁷

The subsequent framework developed by the Secretariat includes a set of guidelines and a framework is being piloted in South Africa, Sri Lanka, Barbados, Fiji and St. Kitts & Nevis. Commonwealth Finance Ministers have also been kept informed of this initiative and the progress of the pilot process. The following is a comparison of the initiative in Barbados with the insights of Sri Lanka and South Africa.

The Government of Sri Lanka pursued a strategy in their pilot, which sought to examine selected ministries⁸ for the gender impact of resource allocation to general and specific programmes. In addition the project examined the gender distribution in the public sector employment. Six reports were compiled incorporating the findings of these studies in the project. The results of the study enabled the government of Sri Lanka to take concrete steps towards integrating gender into national budgets.

Among some of the outcomes were the greater awareness and understanding of gender in the context of macroeconomics among the highest decision-makers in the country as well as specific mention of gender in the 1999 budget speech of Sri Lanka.

⁷ The analysis here is brief because the case studies of at least one of the countries will be presented as part of the proceedings of this conference.

⁸ Ministries of Education, Health, Agriculture and Lands, Social Services and Industrial Development.

South Africa's initiative grew out of the Women's Budget Project comprised of representatives and the civil society. The strategy employed was similar to that of Sri Lanka as mentioned above. Government departments⁹, rather than ministries, was the focus of the exercise. The incorporation and recognition of gender in the national budget was achieved.

Barbados' pilot was designed with considerably less detail, though sharing some of the features of the South Africa and Sri Lanka pilots. Firstly Barbados' pilot was like Sri Lanka's, a Government initiative with civil society involvement rather than civil society initiative with government involvement, as was the case in South Africa.

In Barbados it was agreed that no attempt was made to commit to a statement in the national government budget. The emphasis of the process was, and still, to do the relevant analysis geared towards the sensitization of the policy makers and the public at large to gender budgeting.

4. The Barbados Experience with the Gender in Budgets Initiative (the Pilot)

4.1 *The Approach to Implementation*

The introduction of the pilot in Barbados was preceded by a Commonwealth Secretariat mission. This mission consulted with senior officials of the Ministries of Finance and Economic Affairs; the Bureau of Women's Affairs, other relevant Ministries, and members of the donor

⁹ Departments of Land Affairs; Public Services and Administration; Public Works; Trade and Industry; Water Affairs and Forestry; Welfare and Labour.

community and civil society, in order to assess that status of gender affairs in Barbados. The Ministry of Finance' officials then identified, in consultation with the mission, the scope of the pilot, implementation procedures and the type of technical assistance required and agreed on an approach for establishing the pilot. The next step was to plan for a seminar to train persons in gender and budget analysis.

4.2 *Phase One of the Pilot: Initial Preparatory Work*

The mission team gathered information on gender and macro-economic policy, the national budgetary process and the state of available fiscal and macro-economic data. At the end of the mission, it issued a Mission Memorandum¹⁰. The salient points of the preliminary discussions were as follows:

- (a) though Barbados has made considerable progress in the elimination of discrimination against women, there are policies that have significant unintended consequences on the position of both men and women. As a result, there is need to establish a firm empirical basis of the gendered impact of government budgets. The line ministries involved agreed that an empirical approach should be taken.

- (b) The mission recommended that if the Government of Barbados was going to agree to undertake the project the following would have to be in place:

¹⁰The Commonwealth Secretariat issued the Mission Memorandum on June 20, 1998 and this was discussed with senior officials of the Ministry of Finance.

- i) the Ministry of Finance should manage the implementation of the project. There would be coordination with the Bureau of Women's Affairs to set up mechanisms to develop the project;
- ii) The point of entry for the exercise would have to be determined. Given that the budget cycle in Barbados runs from April 1 to March 31 the project could be targetted for the 1999/2000 budget, where there would be the incorporation of a gender sensitive budget analysis for the first time;
- iii) the presentation of the budget may include a gender sensitive budget statement or some other document for dissemination to the public;
- iv) An advisory committee should be established comprised of gender experts and stakeholders from inside and outside the government. The role of the advisory committee would be to advise and monitor the work of creating a gender budget;
- v) The Government may consider establishing an inter-ministerial project committee comprising senior officials. The role of this committee will be to implement the project and coordinate the activities of the line ministries involved in the project;
- vi) incorporation of gender into the national budget could address the impact of the poverty alleviation initiatives on men and women;

- vii) Selection of ministries (both with an economic and social focus) will have to be done in the first phase. The suggested ministries responsible for the ministries health, education, youth affairs and culture, agriculture and rural development, Office of the Attorney General, housing and labour, community development and sports¹¹.

The training of local officials in the delivery of a gender budget was seen as essential. The gender approach to budgetary allocation by the line ministries would be an important part of the exercise. Thus training would have to be conducted in consultation with the Ministry of Finance and the Bureau of Women's Affairs.

During the mission, data collection and analysis emerged as a major issue on the mission. The mission recommended three approaches. First, information should be collected on expenditures specially targetted to men and women by various ministries. Secondly, a selection of line ministries should be identified for an exercise in gender dis-aggregation of general expenditures. Thirdly, the ministry of the Civil Service should develop a gender dis-aggregated analysis for the public sector salary bill.

Issues related to gender dis-aggregated data were discussed with the Barbados Statistical Service. Already quite a lot of data is collected in a dis-aggregated format. The Barbados Statistical Service is incorporating more dis-aggregation by gender in its preparations for the year 2000 census.

¹¹ This ministry's name was changed after the January 1999 election to the Ministry of Labour, Sports and Public Sector Reform. Previously the Bureau Women's Affairs was located within the ministry. The Bureau is now located in the Ministry of Social Transportation.

At the end of the first mission, the Ministry appointed a national coordinator¹² for the pilot project phase. The pilot is located and supported by the Ministry of Finance and Economic Affairs. Neither the Inter-ministerial group nor the advisory group was set up even though it is the intention to do so. This notwithstanding there are very vibrant contacts between the Ministry of Finance and the line ministries and between the Commonwealth Secretariat and the NGOs and the process of information sharing is functional between all the groups of players in the process.

4.3 Phase two of the Pilot: The Training Seminar

A second Commonwealth Secretariat mission¹³ which dealt with for capacity building and gender analysis skills training took place in Barbados from 19 - 30 April, 1999 and initiated the implementation of the pilot in Barbados. The Commonwealth Secretariat provided technical assistance and gender-specific analysis skills training to the Ministry of Finance and key line ministry officials to assist in building capacity for gender dis-aggregated data collation, and a gender assessment and analysis of their work programmes.

The pilot process has been initiated and on-going monitoring and support is anticipated subject to resources and support available. The experience of Barbados in implementing the pilot and lessons learned would then be presented at a consultative evaluation workshop for all pilot countries and other stakeholders that would take place in early 2000. This UNDP workshop

¹² Mr. Kelvin Dalrymple, then Economic Advisor in the Finance Division of the Ministry of Finance and Economic Affairs was the Government's nominee. He continues as national coordinator in his new role Director of Research in the Economic Affairs Division of the same Ministry.

¹³ The Commonwealth Secretariat Mission comprised Mr. Guy Hewitt, Project Manager, Ms. Debbie Budlender Consultant with the Commonwealth Secretariat and Dr. Rancee Jayahama, Special Adviser, Economics with The Commonwealth Secretariat.

however provides an opportunity to present a preliminary report. It is also hoped that when Barbados is fully established, it can lend some assistance to other countries in the region.

In the first week of the training mission's visit there were sensitization meetings with the Ministry of Finance, key line ministries, representatives of civil society and the international and regional development agencies. They all contributed to the development of the implementation plans in the preliminary mission.

The Commonwealth Secretariat mission met representatives of civil society and development agencies to ensure that their experience and ideas were given due consideration in the development of the pilot in Barbados. Due to severe logistical problems, the mission however did not meet with Members of Parliament and Senators who had an interest in learning more about the Gender Budget Initiative (BIG), how the pilot would be implemented, and the expected outcomes of the project would be.

During the second week of the seminar, in the last week of April 1999 the Barbadian Ministry of Finance and Affairs hosted and assisted in the organization of a workshop on mainstreaming gender in the government budget. The workshop was attended by government officials from the Ministries of Finance and Economic Affairs, the Department of Statistical Service, the Ministries of Agriculture and Rural Development, Health, Education and Youth Affairs and Culture, Labour, Sports and Public Sector Reform, Social Transformation and the Office of Attorney-General.

The overall objective of the workshop was to expose participants to gender analysis of government budgets. The more practical task was to produce a preliminary gender budget statement as the first step in developing a gender-sensitive budget for the country.

A gender budget statement is an analysis of how the government budget affects women and men and girls and boys. In this exercise emphasis was placed on how the budget affects poor people of different gender.

In examining expenditure, a gender budget looks at three elements:

- (a) **Expenditure which is specifically gender-targeted:** This expenditure relates to programmes and projects, which are explicitly targeted at a gender problem;
- (b) **Expenditure in respect of government employees:** This expenditure includes salaries and other benefits as well as training. Implicitly it also relates to the positions which women and men hold within the government bureaucracy and the services for which they are responsible;
- (c) **Mainstream or general expenditure:** This is the remaining expenditure – all those projects and programmes which are not explicitly defined in gender terms but which, almost invariable, will have differential impact on women and men, girls and boys.

Each ministry team was asked to choose one example of each of the above types of expenditure for analysis. Each was also asked to choose one form of agency revenue and subject this, too, to gendered analysis.

The seminar aimed at looking at the three expenditure items and one revenue item. The three expenditure items and the revenue item by no means provide a full gender budget statement for the ministry or district concerned. They do, however, illustrate how such analysis can be applied to different agencies. The statements also highlight current deficiencies in

government's data, information and monitoring systems, which prevent proper analysis of gendered impact.

The work below (in Section 5) provides an example which can be taken forward within both these agencies and others. The more developed gender budget statements should demonstrate gender inequities in current expenditure and revenue patterns and provide the basis upon which government can develop a more gender-sensitive budget.

5. Examples of the Gender Analysis Exercise for the Ministry of Agriculture and Rural Development and the Ministry of Education, Youth Affairs and Culture in Barbados¹⁴

As indicated in the previous section the analysis was done along particular guidelines. The three categories were:

- (a) Expenditure, which is specifically gender-targeted,
- (b) Expenditure in respect of government employees and
- (c) Mainstream or general expenditure.

Each ministry provided specific examples of each.

¹⁴ The representatives of the respective ministries compiled these case studies. The author was the principal editor of the case studies.

CASE STUDY ONE: THE MINISTRY OF AGRICULTURE AND RURAL DEVELOPMENT

CATEGORY 1 – GENDER SPECIFIC EXPENDITURE

Programme

Association of Women in Agriculture

Description of the Situation or Problem

According to the survey conducted by Casse Consultants, there are about 6,714 holdings operated by women in Barbados. These women produce vegetables, root crops, fruit, livestock and poultry. On 88% of these holdings, the commodities are produced on a commercial scale.

There appears to be some fragmentation among women involved in agriculture. Some belong to co-operatives, but men generally dominate these and despite the large number of holdings identified, there are only 190 female farmers registered with the ministry (for farmers to qualify for incentives offered by the Ministry of Agriculture and Rural Development, they must register with the ministry and give their name, size of holding to the ministry. Overall there are about 1,700 farmers registered with the ministry – 190 females and 1362 males. The others are registered as plantations and other farms. These are not dis-aggregated by gender.

Description of the Programme

The programme was created after the outcome of the Second International Conference on

Women in Agriculture. This conference was held in Washington D.C in June 1998. The experience and benefits gained by the Barbados representatives at this conference at this conference were the driving force in the formation of the Association of Women in Agriculture, launched on March 20, 1999

Objectives

- (a) The creation of sustainable employment;
- (b) The promotion of self-reliance among rural and urban women producers;
- (c) The promotion of products made by rural and urban women producers;
- (d) To produce relevant training to upgrade and develop the human resource capability of rural and urban producers;
- (e) Strengthening links among rural and urban producers; and
- (f) Building and strengthening the capacity of rural and urban women in agriculture.

Membership is open to all women who are involved in agriculture at the farm and professional level. The membership now stands at 85.

Resource Allocation

There is no specific budget resource allocation. This Association will benefit from incentives and other services offered to Farmers' cooperatives. Farmers have to apply for the services.

The Association can benefit, if they qualify, from a grant of US\$2.4 million made available to the Inter-American Institute for Cooperation (IICA) by the Swedish Government from which grants and loans are to be made available for training, leadership and related projects in Latin America and the Caribbean. With respect to human resources, administrative support is given through an administrative officer is assigned to work with the group. The extension services division gives technical support to the Association. Extension Officers make periodic visits to the farms, discuss problems being experienced, offer solutions and give general guidance.

Output /Performance Indicators¹⁵

- (a) Increased numbers in organized agricultural societies;
- (b) Increased training opportunities for women involved in farming;
- (c) Better access to incentives and other support services by women involved in agriculture

Problems

- (a) Competition from imported products - there is a need to create niche markets
- (b) Access to credit – there is a need to discover creative ways of marketing products and a need to explore the idea of adding value to the produce through agro-processing expansion.

¹⁵ In many cases it was hoped that there would be more detailed data would have been available. Currently this

- (c) Market access for products –there is need to discover creative ways of marketing products and a need to explore of adding value to the produce through agro-processing expansion

CATEGORY 2 – EXPENDITURE WITH RESPECT TO GOVERNMENT EMPLOYEES

Description of Situation

With respect to employment, the Ministry of Agriculture and Rural Development has a gender bias in favour of men. The Ministry has an established staff of 256 persons, of this 166 (65%) are men and 90 (35%) are women. Most of these women are employed at the lower end of the salary scales. Of the ten persons in top management, only two are women.

A further examination by department will reveal that women are dominant in the administrative section where 76% of the staff are women. By contrast, only 20% of the staff of the Professional /Technical Division are women and 24% of the staff in the Meteorological services are women. (See table below)

section represents the performance indicators that will be pursued. The ministry has indicated that it will be more gender sensitive in the preparation of its programme performance budget.

Table 1: Allocation of Established Staff by Department and Gender

Department	Males	% Males	Females	% Females
Professional /Technical Staff	72	80	18	20
Analytical Services	7	44	9	56
Administration	14	24	45	76
Meteorological Services	22	76	7	24
Fisheries	6	67	3	33
Markets	29	78	8	22
Soil Conservation	16	100	0	0
Total	166	65	90	35

Source: The Ministry of Agriculture and Rural Development, 1999

There is some concern about why so few are entering the technical areas in agriculture. There is need to encourage more women to choose careers in the technical areas of agriculture e.g. Pathologists, Entomologists. There is no official policy on encouraging women in the technical areas of the ministry. The few trained in the area have a history of short tenure with the ministry.

Description of Programme

The Ministry of Agriculture through the AIS Unit holds staff seminars monthly. The objective of these seminars are to keep staff up to date on the latest trends in the development of agriculture, disseminate information on developments within the Public Service and improve interaction between the Administrative and Technical Sections of the ministry. These sessions though not mandatory, are well attended.

Resource/ Budget Allocation

Due to a change in policy, all funds for training have been allocated to the Training Division. Most of the staff at the Ministry is employed in the technical and professional areas. Such persons, out of necessity, must undertake periodic training in order to keep pace with the developments in their profession. Having responsibility for training for the entire Public Service, the Training Division would have to prioritize its training requests. This could place the ministry's staff at a disadvantage. Reliance on International Institutions to support training of ministry's staff is an alternative, but funds might not be readily available to meet the training needs at the time there are warranted. Concerning the monthly staff seminars, a sum of S5,000 per seminar has been allocated.

Output / Performance Indicators

- The Ministry of Agriculture will become more gender sensitive in its recruitment process. This will lead to an increased number of women being employed by the Ministry in general and the Technical Division in particular;
- Increased interaction among staff members;

- All staff will be better informed concerning their rights at the personnel level and the developments in agriculture.

Problems

- Priorities in the wider Public Service could undermine the Ministry's training agenda, further disadvantaging the female employees, who might need this training most;
- Career paths could be halted as many of the posts at the Ministry call for post graduate training;
- Staff morale could decline due to reduced training opportunities

CATEGORY 3 – MAINSTREAM EXPENDITURE

Description of Situation

The Ministry of Agriculture is an agency of Government established to service the agricultural sector¹⁶ of Barbados. Many of its services are under-utilized, due to poor publicity and general lack of communication between itself and the agricultural community.

Description of Programme

The Ministry has been established to provide technical, administrative, regulatory, ancillary and other services to the agricultural sector and to ensure food security in Barbados. These services are offered to both men and women. The Ministry in various ways service 190 of these holdings

¹⁶ The agriculture sector includes – animal and plant crop farming and services, fisheries, markets, meteorological

operated by female farmers across the island. (These holdings are those registered with the Ministry).

Resource / Budget Allocation

Resource allocation as a part of the Public Service amounts to approximately BDSS59 million. This provides emoluments of staff and incentives and other services for the agricultural community. BDSS440,000 is allocated to incentives and other services.

Output/ Performance Indicators

1. The number of female farmers benefiting from the services of the Ministry;
2. The percentage of visits made by Extension Officers to farms operated by women;
3. The number of educational packages sent to female farmers as a percentage of overall packages distributed.

NB. There is no available data at this time as to which services the female farmers benefit from most.

Problems

- There are a limited number of females involved in formal agriculture practices;
- The general allocation to the Ministry is small compared with Ministries of similar size.
- Bureaucratic red tape often retards the process of receiving assistance. This has caused many people, especially women, to forego the services offered;

services

CASE STUDY TWO – THE MINISTRY OF EDUCATION AND YOUTH AFFAIRS AND CULTURE

CATEGORY 1 - GENDER SPECIFIC EXPENDITURE

Programme

- (a) Springer Memorial Secondary School
- (b) St. Leonard's Boys' School

Description of Situation

These schools are maintained as single sex schools – one for boys (867) and girls (1245) as control measure in a co-educational system. The total governmental secondary school roll currently stands at 20,933 students comprising 10,339 males and 10,594 females.

Description of the Programme

The programme provides secondary education for boys and girls respectively aged 11-18 years catering to their academic, vocational, social, moral and physical development.

Resource/ Budget Allocation

Table 2: The Per Capita Expenditure on Some Students

	Roll	1998/1999 (BDS \$)	BDS \$ per student	1999/2000 (BDS \$)	BDS \$ per student
St. Leonard's Boys'	867	3,925,625	4,528	3,956,984	4,564
Springer Memorial	1245	4,316,401	3,467	4,382,752	3,520

Source: Ministry of Education, Youth Affairs and Culture, 1999

Output/Performance Indicators

Table3: Number of passes in External Examinations (CXC or GCE)¹⁷

	Entries	Passes (CXC 1997)
Springer Memorial	1059	641 passes
St. Leonards' Boys'	379	175

Source: Ministry of Education, Youth Affairs and Culture, 1999

¹⁷ The CXC – Caribbean Examinations Council is the regional examination body for secondary school

Table 4: Number of Passes in the Barbados Secondary School Leaving Certificate

	Entries	Passes
Springer Memorial	N/A	118
St. Leonard's Boys'	370	99

Source: Ministry of Education, Youth Affairs and Culture, 1999

The outputs of the system include:

- Literacy and computation skills achieved by students;
- The number of students achieving excellence in extra-curricular activities – national sports, student awards;
- Functional skills/knowledge – civic participation, life skills, environmental awareness.

Problems

- Socialization – in the context of the school environment students sometimes perform differently because of their socio-economic background;
- Limited resources – the government is limited and all areas of attention can be allocated economic resources as needed;
- Few male tutors - there is an imbalance in the number of male teaches vis-a-vis female teachers and there is a hypothesis that boys are now “in crisis” because they do not have male role models to emulate;

examinations. GCE- the General certificate of Education is the British Ordinary Level Certificate.

- Level of Dropouts – students, both male and female leave school prematurely for various reasons. Girls and pregnancy, boys and criminal and violent behaviour;
- Environmental influences – societal influence particularly from peers or wayward/misdirected adults
- General decline in moral standards – also influenced by wider societal behaviour and changing norms and values

CATEGORY 2 - PUBLIC SERVICE EMPLOYMENT

Programme

Erdiston Training College

Description of the Situation:

Erdiston Training College was set up to be a high quality organization, providing training programs and related support services for teachers and for, other facilitators of learning in Barbados and the Caribbean.

Table 5: Numbers of Teachers – 1997/1998

Teachers	Male	Female	Total
Trained Teachers	914	1919	2828
Un-trained Teachers	N/A	N/A	422

N/A - Not available

Source: Ministry of Education and Youth Affairs and Culture, 1999

Description of the Situation

The Erdiston Teachers Training College aims to:

- Provide the initial training for un-trained teachers;
- Provide programs for the training of teachers so that they can constantly improve their teaching & professional skills, to function effectively in all classrooms whether normal/special needs;
- Provide train teachers and other relevant educators with training in computer technology so that they can assist in classroom instruction and general student development;
- Equipping management staff of schools with skills necessary for managing school improvement efforts and institutional leadership.

Resource/Budget Allocation

In 1998/1999 a total sum of BDSS 2,647,510 was voted and in 1999/2000 a total sum of BDSS2,548,206 was allocated.

Table 7: The Number of Teachers Trained at Erdiston

	Male	Female	Total
1997/1998	43	71	114
1998/1999	32	52	84
1999/2000	N/A	N/A	128

Source: Ministry of Education, Youth Affairs and Culture, 1999

Output/Performance Indicators

Though actual numbers have not been collected the intention is to produce the following indicators:

- Number of trained teachers at the post-graduate (e.g. Diploma of education and Certificate of Education Management Programme);
- Number of workshops & induction courses held;
- Number of un-trained teachers in school system;
- Number of trained/qualified principals & managers;
- The ability to respond to technological changes;

- Number of teachers enrolling in programs.

Problems

- Limited space to accommodate all applicants;
- Limited of financial resources;
- Inadequate dissemination of information to the public of courses offered.

CATEGORY 3 - MAINSTREAM EXPENDITURE

Youth Programmes

The Barbados Youth Service (BYS), the Youth Development Programme (YDP), the Youth Entrepreneurship Scheme (YES).

Description of Situation

The programme addresses the failure of the existing educational and Social Systems to adequately equip some young people to deal with the new challenges of life situations. It also addresses reliance on mainstream employment by stimulating the entrepreneurial activity through development of micro-businesses.

Description of the Programme

The BYS stresses personal development of trainees through disciplinary training, academic, technical and vocational training for the labour market as well as through placement of trainees into higher education employment.

The YDP aims to promote, mobilize and extend community-based training programmes in sports and cultural disciplines for youth to promote conflict resolution amongst groups through workshops and other consultations.

The YES provides technical assistance, financial assistance, business counselling, training and a mentorship programme to young entrepreneurs through school and community-based programmes.

Budget/Resource Allocation

Table 8 Allocation for the BYS, YDP and YES for 1999-2000

	Costs (million)	Males	Females
BYS	3.2	66	36
YDP	1.9	N/A	N/A
YES	1.4	N/A	N/A

N/A – Not Available

Source: The Ministry of Education, Youth Affairs and Culture, 1999

Performance Indicators

- The BYS- the number of trainees certified CXC (e.g.14 passes - 3 males and 11 females);
- Number of trainees completing courses;
- Number of trainees gaining entry into educational institutions.

Table 9: The Results from Educational Institutions/ Courses

	Male	Female
Hospitality	2	3
Polytechnic	10	0
Skills Training	1	0

Source: Ministry of Education, Youth Affairs and Culture, 1999

Table 10: Other Indicators

	Indicator	Male	Female
BYS	No. of job attachments	11	9
	Other Employment	6	3
YES	No. of businesses started	N/A	N/A
	No. of persons completing training courses	N/A	N/A
YDP	No. of young people trained in sporting, cultural and vocational activities	N/A	N/A
	No. of consultation workshops held	N/A	N/A
	Level of assistance given to community group	N/A	N/A

Source: Ministry of Education, Youth Affairs and Culture, 1999

Problems

- Limited of financial resources;
- There are problems with deviant behaviour among some of the participants in the programme (both male and female);
- Lack of physical space to operate ;
- Violence amongst males in the programme;
- Securing trained male counsellors in certain areas. At present in the BYS, there are 16 male tutors and 13 female tutors;

- Differential levels of participation among males and females; more females than males.
- Identity issues among participants;
- Predominance of females trained in social services

6. The Public Reaction to Gender Issues in Barbados

As alluded to in the introduction of this paper, there are deep-seated biases in approaching the subject of gender budgeting and indeed gender issues in general. For many when one speaks of gender affairs, it is often considered to be equivalent to women affairs and vice versa. Against this backdrop the implementation of the pilot project on gender budgeting in Barbados has therefore been very challenging.

Very senior officials in society are not yet aware enough, of the issues or are not seized with the empirical data surrounding the subject, to make an informed comment or contribute to the process. This notwithstanding, comments abound and there is a massive debate as to whether there is male marginalization since women issues have been at the fore for about 25 years constantly¹⁸.

¹⁸Since 1975 and the Status Report on Women, followed by the formation of the Bureau of Women's Affairs there has been a system focus on women's issues.

There is no attempt being made to slow or retard the vigour with which women's issues are being pursued in Barbados. Efforts are being made however, with the formation of a Bureau of Gender Affairs to create an environment or framework of balance with respect to gender so as to avoid further gender bashing on either side.

6.1 Strengths of the Initiative

The requirement to dis-aggregate data makes the exercise very useful. In Barbados, the idea of a gender-neutral budget is tacitly accepted but when the dis-aggregation occurs, it highlights the inequities in the current system. During the pilot project, this has resulted in greater acceptance that there is need to re-focus the gender lens.

In terms of greater accountability, the initiative proposes a new approach to the preparation of the program document of the estimates an annual budgetary exercise of the Budget division. The Budget section of the Ministry of Finance has already accepted this proposal. This is designed to add some focus to the analysis at a critical focus point - the budget.

The Civil Society has for many years been involved in project oriented towards women. The degree to which the initiative stresses gender will be a new approach for some of these NGOs. However, as with Government, the level of accountability and dis-aggregation should be high.

At this stage in the pilot, the initiative has not impacted directly on fiscal policy through the budget cycle. The seminar however attracted the entire budget staff and their response was encouraging as they were fully integrated into all aspects of the gender analysis. It is envisaged that starting from the next budget cycle; data will be presented along gender lines to be incorporated in the budget documents. In the next fiscal year, the analysis will be completed so that meaningful fiscal adjustments can be recommended.

6.2 *Weaknesses and Points of Conflict of the BIG Initiative in Barbados*

The major conflict in Barbados on the BIG initiative surrounds the definition of gender. Most men argue that it is a euphemism for women's studies whilst some women argue that it will dilute or erase women for the agenda.

The approach to gender issues are that women appear to be very bitter – being robbed by lack of gender equity whilst men think that the broadening of gender to include men is demeaning. Comments that Gender is “a woman’s thing” and not worthwhile studying as a serious endeavour abound. Some people resort to religious justification for gender perspective. They invoke the themes of women place is subordinate that of a man.

7. **Where do we go from here?**

At the end of the seminar the participants suggested the following:

- (a) There is need for a review and evaluation of the existing system for data collection to ensure that data in Barbados is dis-aggregated by gender; this data should be stored in a gender database;
- (b) Having collected the data it must be analyzed in order that policies should emanate from the empirical evidence to fill any gender gaps;
- (c) Given that resources are scarce there is need for prioritizing and effective costing in the implementation of policies that will be pursued to achieve gender equality;
- (d) There is need for a coordinated implementation of an integrated gender plan including: meeting with Heads of Departments (particularly in Government) to create awareness;
- (e) As part of the implementation plan deadlines must be set for program analysis,
- (f) The Permanent Secretary in the respective Ministry should assign suitable personnel to be responsible for gender analysis and the necessary training opportunities should be provided for them;
- (g) Given the scope of work to be undertaken, there must be adequate coordination of work with the Bureau of Women’s Affairs (soon to be the Bureau of Gender Affairs);
- (h) Encourage agencies to incorporate gender in annual and other reports;
- (i) In order to keep track of the performance of the pilot there should be periodic evaluation;
- (j) To spread the skills imparted from the seminar recently held in Barbados, participants of

this seminar suggested that they be used as resource personnel to spread the techniques the many sector that need to be educated in Barbados;

- (k) From the budget division perspective they suggested that persons from line ministries should analyze staffing composition in terms of gender, provide proper information to the Ministry of Finance so that they can be able to better allocate resources to Ministries. They agreed to circulate guidelines so that the program document prepared for budgetary estimates should be gender sensitive;
- (l) Given the sensitivity to gender analysis worldwide, project proposals to donors should be dis-aggregated and be gender-sensitive;
- (m) Should strive for more gender sensitivity in budget allocation especially with respect to the provision of physical facilities

8. Conclusion

The Gender Budget of the Commonwealth Secretariat has great promise of succeeding in Barbados. There is a lot of enthusiasm but there needs to be more training to ensure that persons understand the nature of the exercise being undertaken and have understand be equipped to conduct the analysis.

Quite apart from the specific issues highlighted in the seminar setting, the pilot project will add some factual empirical evidence to the ongoing debate on gender in Barbados and encourage Barbadians as a whole to be more gender sensitive. Once the pilot is over and the method of analysis is ingrained in the way things are done it is anticipated that every ministry will adopt this approach.

References

- Commonwealth Secretariat, 1999. Integrating Gender into National Budgetary Processes: Commonwealth Gender Budget Initiative (BIG) – A Background Brief.
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Appendices

Appendix 1

Expectations of the Seminar

The participants were asked about their expectations of the seminar and their responses were the following:

- (d) They hoped that the seminar would shed some light on gender issues generally and more specifically to understand what gender terms mean e.g. main-streaming, equity, equality, gender-neutral or gender-blind and to further understand the new thinking on gender issues;
- (e) Some participants who were very skill oriented, were interested and indeed curious, on how to integrate gender issues into estimates and the budget; how to develop tools for gender analysis and planning and to enhance budget process and learn about how to integrate gender into activities and work;

- (f) Some participants, particularly women, wanted the seminar to explore men's issues, to ensure the balance in gender analysis;

On the whole the seminar exceeded expectations and most of the participants were more enlightened as to what gender budgets were.

