

CHALLENGES AND SUCCESSES OF GENDER FOCAL POINT PERSONS IN THE CONTEXT  
OF GENDER RESPONSIVE BUDGETING INITIATIVES IN NAMIBIA

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## **ABSTRACT**

The Namibian government has taken cognisance of the importance of mainstreaming gender at the institutional level. In efforts to promote gender mainstreaming, its cabinet directed all government offices, ministries and agencies (OMAs) to comply with the Gender Responsive Budgeting (GRB) initiative, in 2014. The implementation of the GRB initiative requires all OMAs to have Gender Focal Point Persons (GFPPs) in all government institutions, specifically responsible for ensuring that gender issues are mainstreamed in all relevant activities, programmes, plans and policies. This study investigated the challenges and successes experienced by the GFPPs in Namibia, since they have not yet been documented. It also evaluated the extent to which the GRB initiative is being implemented in selected ministries which are: Ministry of Gender Equality and Child Welfare (MGECW); Ministry of Education, Arts and Culture (MEAC); Ministry of Health and Social Services (MHSS); Ministry of Safety and Security (MoSS) -Namibian Police; Ministry of Youth Sports and Culture (MYSC); and Ministry of Agriculture, Water and Forestry (MAWF).

The study applied the concept of governmentality that was introduced by Foucault in the 20th century. Government institutes continue to be a significant interest in that they reproduce and contribute to the shaping of woman lives. Additionally, the government has a great influence in the challenges and success that GFPP are experiencing.

The study adopted an epistemological philosophy which concerns with the theory of knowledge in understanding the experiences of GFPP, with a keen interest in interpretative philosophy. Qualitative research design was employed in this study, for which data were gathered through interviews and analysed using thematic analysis. A set of semi-structured interview guides was administered to the GFPPs from 6 selected government ministries. This approach provided an in-depth approach in exploring the challenges and successes of GFPP.

The study revealed that the main challenge affecting the implementation of the GRB initiative or any other gender related initiative was lack of financial resources. Although the GRB initiative is being implemented in some ministries such as MGECW and Ministry of Defence (MOD), the extent is limited, particularly due to limited funding and continuous budget cuts. As part of the identified successes, many ministries have been commended for mainstreaming gender issues in their plans, programmes and activities. Thus far, the MOD has established a gender division; other ministries such as MESC and MSSS have developed gender strategies, action plans and policies; while others are supporting important gender activities, sometimes with external support in terms of funding. Of all the ministries, the MOD has been applauded for establishing a gender division, and for that reason it has a special budget vote within the national budget.

The study further revealed that there were no standard criteria for selecting GFPPs. Some of them were selected, although they lacked the knowledge and skills related to gender. However, others were selected based on their experience with gender issues. Now, there are no job descriptions in place for the GFPPs, yet whether with experience or no experience those appointed are expected to take up the responsibility of implementing the GRB initiative in their respective institution.

As a conclusion, GFPPs are aware of the GRB concept and what it entails, however, they lack knowledge and skills to implement it. The study further concluded that GFPPs can hardly influence gender mainstreaming if they are not being trained, neither being involved in decision-making or in the budgeting process, and when they have limited knowledge. It is therefore recommended that GFPPs should be people in management positions, as managers have influential power compared to juniors. In addition, job descriptions for GFPPs should be developed to guide the implementation of tasks. It is further recommended that the GRB should be placed as a priority, and training should not be optional.

## ACKNOWLEDGMENTS

*Jeremiah 29:11*

*<sup>11</sup> For I know the plans I have for you, declares the Lord, plans to prosper you and not to harm you, plans to give you hope and a future.*

First and foremost, I would like to give honour and praises to the Almighty God, who gave me the strength to persevere, and the wisdom to complete this master's thesis. The journey was not easy; however, His plans for me to prosper stood the test of time.

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Last but most importantly, I would like to thank my dear mother, Elizabeth Angala, my beautiful daughter Refilwe, my family, and friends for the support towards the completion of this study.

## DECLARATION

I, Christophine Natwiitungeni Iyambo, hereby declare that this study is a true reflection of my own research, and that this work, or part thereof has not been submitted for a degree in any other institution of higher education.

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Signature

## **LIST OF ABBREVIATIONS**

CEDAW - Convention on the Elimination of all forms of Discrimination Against Women

GDP - Gross Domestic Product

GFPP - Gender Focal Point Person

GRBC – Gender Responsive Budgeting Committee

GRB – Gender Responsive Budgeting

MGECW – Ministry of Gender Equality and Child Welfare

MOD – Ministry of Defence

OMAs – Offices Ministries and Agencies

PCPB – Post Conflict -Post Building

SADC – Southern Africa Development Community

UNESCO - The United Nations Educational, Scientific and Cultural Organisation

UNDP - United Nations Development Programme

## **DEDICATION**

This mini thesis is dedicated to my mother Elizabeth Angala. You have been a great source of inspiration.

Your love, hard work and kindness will always be treasured.

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# CHAPTER 1

## INTRODUCTION

### 1.1 Orientation of the study

Gender Responsive Budgeting (GRB) falls under a bigger umbrella of gender main-streaming and can be defined as a process of building organisational capacity and ownership to attain gender sensitive programming, organisational structures, and procedures (Parveen, 2010). Such a mechanism has an integral dimension, which includes main-streaming gender in programmes, services and internal dimension policies and structures. Over the years, it has been realised that for gender main-streaming to succeed, focal persons need to be placed within every institution to act as resources ensuring that gender has been main-streamed across every organisation stratum (Budlender, 1997).

This study aimed to provide a valuable insight into GRB by investigating the implementation of GRB initiatives in Namibia. It employed a qualitative research approach where a case study design was utilised to facilitate in-depth analysis of the issues under study. As a qualitative data analysis tool, the thematic analysis method was used to analyse the collected data. The main study findings revealed that Gender Focal Point Persons (GFPPs) in various institutions are experiencing numerous challenges; all attributed to economic constraints and unclear responsibilities. The study conspicuously showed that, despite the challenges being experienced, there has been steady success experienced by the GFPPs as a result of political will from the Namibian government that

promotes the implementation of GRB. Based on the study findings and secondary sources, recommendations were provided to ease the challenges of GFPPs and strategic guidelines in the implementation of GRB, tailored to fit the Namibian situation.

## **1.2 Background of the study**

In 2014, the Namibian Cabinet directed all government Offices, Ministries and Agencies (OMAs) to comply with the GRB initiative. Such an initiative entails the inclusion of GRB into the government budget circle; incorporation of gender guidelines into the budget circular by the Ministry of Finance; and incorporation of all gender issues into sector policies, programmes, plans, budgets, implementation plans and all monitoring and evaluation aspects by the accounting officers of all OMAs (Ministry of Gender Equality and Child Welfare [MGECW], 2015). Additionally, Stephenson (2018) concurs that, GRB works best when there is a strategy for translating gender analysis into policy change; actions are adapted to political and economic context; there is political commitment and leadership at the highest level of government to making budgets work for gender justice; there are champions and allies within parliament and at every level among public servants; initiatives involve civil society, including women's rights organisations; key players, including ministers, officials, parliamentarians and civil society have sufficient awareness and capacity to deliver GRB; organisations working on GRB are seen as credible by decision makers; gender-disaggregated statistics and other data are available. In the same vein, the cabinet directed all OMAs to have GFPPs, who will be responsible for ensuring that the GRB initiative is implemented in their respective institutions.

Generally, GRB offers a pathway towards addressing gender inequality through equitable distribution of resources and ensuring that government budgets and policies address the needs and interests of men and women of all different social groups (Kusambiza, 2013). As a matter of fact, GRB is fundamentally about main-streaming gender into the country's general budget and economic policies in order to eliminate gender barriers in public services and private sectors (Southern Africa Development Community [SADC], 2014). Overall, gender mainstreaming involves the integration of gender into public policies (Mahapatro, 2014). According to a report by the United Nations Development Fund for Women (UNDFW) (2009), GRB is essential in addressing gender inequalities, which are manifested through social and legal discrimination against women; their disproportionate burden of unpaid work; and violence against women, which is not only a violation of basic rights but also hinders women's economic and political empowerment. Such an initiative has been applied in developed countries since the mid-1980s, for example in countries like Australia and Canada (Budlender, 1997). In Southern Africa, attempts have been made to fight social inequalities, and in the process, 14 member states (excluding Madagascar) of the SADC have adopted and are implementing GRB initiatives.

Despite the realisation that the use of GRB can mitigate gender inequality, some organisational and political challenges hindering the process have been identified (Parveen, 2010). Such challenges are being addressed through the appointment of GFPPs in various institutions globally. A case study conducted in Malaysia reveal that GFPPs attend to issues pertaining to gender, since they play an active role in ensuring that the gender perspective is integrated in budgets, policy making, legislation and planning (Ismail, 2012). However, it is evident that GFPPs usually have amongst other issues; inadequate knowledge on issues pertaining to GRB, uneven understanding

and appreciation of GRB within OMAs, as well as lack of consistency in complying with GRB guidelines in the public sector in Namibia (Shejavali, Weylandt, & Shigwedha, 2018). This can be attributed to the fact that the position of a GFPP is not a full-time position, as people being appointed as GFPPs normally have other areas of responsibility and are often not appointed based on their expertise. Consequently, this results in poor implementation of GRB in the respective organisations (Kusambiza, 2013). To date, the experiences, including challenges and successes of GFPP in Namibia have not been documented yet, hence this study explored the experiences of GFPPs who are involved in the implementation of GRB initiatives in their respective ministries.

### **1.3 Statement of the problem**

GFPPs are considered essential in implementing a gender perspective in ministries. Globally, GRB initiatives are quickly becoming effective tools in addressing gender issues. Several countries have already produced gender-sensitive budgets, while others, including Namibia are in the process of doing so (Dean, 2013). “Two countries that have achieved notable success in their efforts are Uganda and Rwanda, both of which have integrated gender-oriented goals into budget policies, programs, and processes in fundamental ways” (Stotsky, et. al., 2016). However, GFPP in Uganda continues to experience challenges including limited knowledge pertaining to gender issues, weak influencing power and a lack of resources to integrate gender related issues. Another challenge experienced was the lack of fund to support GFPP; which is similar to the problems faced in Namibia (Ministry of Gender Equality and Child Welfare [MGECW], 2015). The MGECW has acknowledge that GRB requires both technical know-how and political will. GRB has gained political favour in Namibia, however, other challenges bordering on capacity include limited or absence of adequate customised tools for application across O/M/As; lack of monitoring and

oversight tools and uneven understanding and appreciation of GRB within OMAs in implementing GRB. In addition, there appears to be little appreciation for the benefits of GRB across ministries, with most seemingly relegating this responsibility to the MGECW. The challenges listed here could greatly influence the extent and rate to which GRB initiatives are being implemented in Namibia (Shejavali et al., 2013). The issue being studied was to explore the challenges and successes faced by the GFPP in the implementation of Namibian gender responsive budgeting initiatives in the public sector.

#### **1.4 Research objectives**

The study was guided by the following objectives which were to:

- a. Examine the extent to which GRB initiatives are being implemented by the GFPP in the six selected ministries in order to establish the success and challenges being experienced by in the implementation of GRB initiatives;
- b. Describe the experiences in terms of challenges and successes of implementing GRB initiatives by GFPPs; and
- c. Draw up recommendations on how to improve the implementation of GRB initiatives in Namibia's public sector.

### **1.5 Significance of the study**

The study aimed to provide useful insights with respect to the implementation of GRB initiatives in Namibia. It is anticipated that the study findings would contribute to the existing knowledge of GRB in Namibia and may further be used to make improvements and promote progress in the implementation of GRB initiatives in various entities in Namibia.

### **1.6 Limitation of the study**

The time allocated to the research project was limited. However, the researcher managed to mitigate this challenge by dedicating a substantial period to the implementation of the project until its completion. The study targeted various GFPPs employed within selected government ministries in Namibia, however, most were not available due to work commitment and other obligations. Nevertheless, the researcher pro-actively made efforts to secure appointments well in advance. Sadly, the researcher encountered some officials that were not willing to partake in the study. As an approach to making appointments with the potential interviewees, the researcher had to drive from office to office, to avoid disappointments. However, this proved fruitless at times. Therefore, in efforts to secure interview appointments, permission request letters addressed to permanent secretaries were written to the six selected ministries. Unfortunately, the approval process was lengthy, as it took over 3 months. Consequently, the researcher experienced a delay in data collection. However, the researcher persisted and followed up on the progress made on the permission request letters. To the researcher's disappointment, most of the ministries did not respond to the researcher through formal letters. This forced the researcher to use consent forms,

as an indication that the interview took place.

### **1.7 Delimitation of the study**

In total, there are 37 OMAs in Namibia. However, the research only focused on 6 ministries, which have pioneered GFPPs for GRB. The focal ministries for the research were: Ministry of Gender Equality and Child Welfare (MGE CW); Ministry of Education, Arts and Culture (MEAC); Ministry of Health and Social Services (MoHSS); Ministry of Safety and Security (MoSS) - Namibian Police; Ministry of Youth Sports and Culture (MYSC); and Ministry of Agriculture, Water and Forestry (MAWF). Even though GRB is being practiced in both the public and private sectors, the research focused on the public sector; specifically, on the six selected ministries mentioned earlier, which have valuable experience in the implementation of GRB budgeting initiatives.

### **Thesis outline**

The information presented in this thesis is covered under 5 separate chapters.

**Chapter 1:** provides the overall background to the research, starting with the general definition and importance of GRB, and makes clarity on the need for, and appointment of GFPPs. As part of the chapter, the challenges experienced in view of the operations of GFPPs are highlighted too. The chapter further presents the problem statement, research objectives, research significance, as well as the limitation and the delimitation of the study.

**Chapter 2:** presents the literature review, particularly around the challenges and successes of GFPPs in the implementation of GRB. It further presents the theoretical framework of the study.

**Chapter 3:** presents the methodology employed by the study. The research methodology is the systematic plan of how the study was conducted and the procedures followed by the researcher.

**Chapter 4:** provides the major findings that emerged from the field work and the discussions thereof.

**Chapter 5:** presents the conclusion and the recommendations of the study.

## **CHAPTER TWO**

### **CONCEPTUAL FRAMEWORK AND LITERATURE REVIEW**

#### **2.1 Introduction**

This chapter integrates the work of various authors in the field of gender studies, budgeting and GRB. It presents the conceptual framework for this study, challenges and successes associated with GRB, and the role of GFPPs in the implementation of GRB initiatives.

#### **2.2 Gender mainstreaming**

Most definitions of gender mainstreaming conform to the United Nations Economic and Social Council's formally defined concept, described as the process of assessing the implications for women and men of any planned action, including legislation, policies or programmes, in all areas and at all level (Shepard, 2015). Gender mainstreaming is a strategy for making women and men's concerns and experiences an integral dimension of the design, implementation, monitoring, and evaluation of policies and programmes in all political, economic and societal spheres, so that women and men benefit equally, and that inequality is not perpetuated. The goal of gender mainstreaming is to achieve gender equality (Shepard, 2015). However, studies have shown that focal persons are an integral component of gender mainstreaming in an organisation. These focal persons are responsible for managing and implementing gender focused initiatives. Conversely, in instances where there are no focal persons – the initiatives are less likely to be successful.

## 2.3 Conceptual Framework

Governmentality is a concept that was introduced by Foucault in the 20<sup>th</sup> century (Lemke, 2001). The term Govern-mentality proposes a combination of government and rationality, ‘the conduct of conduct.’ Government in this sense refers to conduct, or an activity meant to shape, guide, or affect the conduct of people. Government institutes continue to be of significant interest in that they reproduce and contribute to the shaping of women’s lives. According to Razavi and Miller (1995), the United Nations World Conference on Woman has since in 1970, called on governments to integrate, conduct and mainstream woman in development processes. Some of these processes entail gender training and guidelines which are essential to GFPP when implementing GRB in government institutes, by providing a platform to ease any challenges that may arise (Razavi & Miller, 1995). Rationality, as a form of thinking strives to be systematic and clear about how things are or ought to be (Huff, 2013), and this could be achieved by means of establishing guidelines or best practice tool kit for GFPP in order to implement mainstream activities such as GRB. In his lectures of governmentality, Foucault was particularly concerned with government in the political arena (Marx, n.d.) and expressed this as a way of thinking or a system of who can govern, what is governing and what or who is governed. These activities are realised by employing a variety of techniques and knowledge (Dean, 2009). There are, however, practices that revolt against the art of governmentality, this revolt is referred to as problematisation (Marx, n.d.). Problematisation is the interrogation of the past, present and potential choices in evaluating success or failure. According to Foucault (2009 pp. 7):

You also find revolts, or resistance of conduct linked to the completely different but crucial problem of the status of women. These revolts of conduct are often linked up with the problem of women and their status in society, in a civil society or in a religious society.

The quote above expresses that Foucault (2009) acknowledges that, the social status of women in the society irrespective of the structure they may find themselves in, has been viewed as a problem. Moser (1993) as well as Visvanathan, Duggan, Nisonoff, & Wiegersma (2011) suggest that, women first made their presence known in the national development sphere, as they voiced their concern over social issues such as human welfare and women related issues such as birth control and family nutrition. Agreeing with Visvanathan et al. (2011), Momsen (2004) states that, the early 1970s used an approach of integration, where women's issues were to be mainstreamed with existing programmes; in this present research's case such programmes are the implementation of GRB, essentially to be implemented by GFPPs in the government.

According to a report by UN Women, planning alone will not make the desired changes materialise without resources; hence, GRB analysis and training, along with legislation, and other practical policy measures need to be put in place to aid in addressing and further eliminate gender inequality. Governments should further develop conducive strategies and policies that enable GFPP to be fully incorporated in government structures. Marx (n.d.) sheds some light in investigating the moment when the art of government became a problem, how the budget became a feminist concern, the way of doing budget, the language, how the knowledge and expertise are problematised from different feminist perspectives. According to Marx (n.d.), the first dimension is that of invisibility, where the budget can be perceived as an object with light and shadow. This could be understood as that, the budget may appear to be inclusive at first glance, however studies have shown that it is gender blind (Budlender, 1997). GRB can thus be used to help improve the socio-economic

status of citizens by addressing social issues in a more equitable manner since a gender-based framework has been applied. GFPPs can thus play a pivotal role in ensuring that appropriate tools are used to implement GRB in government agencies. The second dimension is the technical aspect of the government that, the government relies on specific technical models, instruments and procedures of what is possible to do. In the case of Namibia, the country would need to adopt GRB models that are well tailored for the local social and economic situation. In addition, training of GFPPs on various models and procedures to successfully implement GRB is essential. By so doing, this process would eventually build up to the third dimension of Marx (n.d.), which is concerned with knowledge and expertise employed in the government. In short, the research is in agreement with the theoretical framework, contextualised as three goals posited by Sharp (2003, as cited in Ichii, 2010, p. 4) namely, Goal 1: Raise awareness and understanding of gender issues and impacts of budgets and policies; Goal 2: Make governments accountable for their budgetary and policy commitments to gender equality; Goal 3: Change and refine government budgets and policies to promote gender equality.

#### **2.4 Definition of GRB and GRB in context**

At the global level, there are various definitions of the Gender-Based Budgeting (GBB) concept. However, for the purpose of this study, GBB is defined as a process of preparing budgets from a gender perspective, in both the public and private sectors of the economy. Other studies have defined it differently, of which some referred to it as gender-sensitive budgeting (Budlender & Sharp, 1998; Bartle & Rubin, 2002). This is a practice that does not entail dividing budgets for women and men. GBB can also be defined as a process that aims at dealing with budgetary gender inequality issues that include gender hierarchies and discrepancies between women and men's salaries (Balmori, 2003). According to Balmori (2003), gender budgeting allows governments to

promote equality through fiscal policies, by taking analyses of budgets based on gender, setting goals or targets for equality, and allocating funds to support those goals fairly.

Research has revealed that gender mainstreaming in the budgetary process has a transformational potential to reduce inequalities between women and men (United Nations Educational, Scientific and Cultural Organisation [UNESCO], 2015). Mainstreaming gender in the budgetary process can also minimise barriers to accessing public goods and services in an organisation. It is worthwhile to note that GRB initiatives seek to create a direct link between social and economic policies. Such a link can be created through conducting gender analyses during the formulation and implementation of public sector budgets. Gender analysis can demonstrate ways in which social institutions that are seemingly gender-neutral need to bear and transmit gender biases in their activities (National Democratic Institute, n.d.). Hence, it is claimed that gender budget analyses can be applied to gender-specific expenditures that promote equity within the public service by a well-trained GFPP.

In Nigeria, GRB has been an integral a part of mainstreaming gender problems in the financial situation, as reflected in the Poverty Reduction Strategy Paper (PRSP), locally known as NEEDS (National Democratic Institute, n.d.). GRB in the same country caters for activities that allow the enhancement of girls' capabilities to participate in the economic, social, political and cultural aspects of life. This is attained through mainstreaming women's concerns and perspectives in all policies and programmes. As is the case in Nigeria, GRB is also being implemented in Rwanda, particularly to coordinate policy efforts to meet international commitments on gender issues. Based on observations, the overall policy environment for gender equality promotion is positive, and it

evidences commitment and political will. However, to be effective, gender commitment and targets need to be explicitly expressed at the level of sector strategies, planning and budgets, district development plans and budgets, and finally within the annual operational plans (National Democratic Institute, n.d.). In addition, GRB helps to address gender gaps in economic growth. In so doing, the design of GRB hinges on the general principle of bringing together two sources of information, which have been kept separate: knowledge of gender inequality, and knowledge of public finance and public sector programmes (National Democratic Institute, n.d.).

In Nepal, GRB was introduced within the context of state efforts for a budget reform that entailed: strengthening the general public finance management system, establishing a medium-term expenditure framework and moving towards performance-based budgeting (National Democratic Institute, n.d.). To move forward with these plans, institutional mechanisms were established within the Ministry of Finance, with the appointment of a gender budgeting expert and the establishment of a Gender Responsive Budgeting Committee (GRBC) in 2005. The Committee was established as a permanent body within the Ministry of Finance, with the mandate to design a GRB system that can be applied at the sectoral level, to monitor budget allocations and public expenditure from a gender perspective and finally to assess the impact of development policies on women and men. Moreover, a committee is needed to produce sectoral ministries with the required policy tips on GRB (National Democratic Institute, n.d.). Literature has revealed that the GRB initiative has enabled the achievement of concrete results through better resource allocation to respond to gender needs in Morocco (Rao & Chakraborty,2006). An appropriate example can be derived from the education sector, where trends of evolution of the enrolment rate in schools have been observed among children aged 6 to 11 years, and young girls from rural areas. Research has

further revealed that school enrolment for children aged 6 to 11 years has increased from approximately 79 percent in 2000 to over 90 percent in 2005, and for young rural girls, approximately 66 percent in 2000 to over 80 percent in 2005. The Program for Grouped Drinking Water Supply (PAGER) has also allowed an increase in the rate of access to drinking water in rural areas, from 48 percent in 2001 to nearly 100 percent in 2007 (National Democratic Institute, n.d.). The increases in allocations to support gender equality in key sectors also began to emerge over the years. Specifically, in the agricultural sector, increases in the budget allocation are considered by the Ministry of Agriculture, towards targeted programmes supporting women's livelihoods, and they result in an increase in the percentage of women beneficiaries of agricultural extension services (United Nations Entity for Gender Equality and the Empowerment, 2017).

A GRB is an important mechanism for ensuring greater consistency between economic goals and social commitments (Parveen, 2010). The most widely used argument for undertaking GRB initiatives is that, they lead to more efficient use of resources (Rubin & Bartle, 2005). Gender analyses of government budgets are crucial for improved budgeting targeting gender equality through the spending of public resources (Elson, 2005). A number of governmental, non-governmental, and private institutions have recently started appointing GFPPs, people that seek to ensure that all policies, projects and programmes that are developed and implemented in their respective entities are gender sensitive (Cox, Folke, Schulpfen, Webster, & House, 2000).

Generally, GRB initiatives provide an opportunity to evaluate the nature and extent of the paid economy, as well as the unpaid work, the provision of care, which individuals undertake, both in the community and in households (Budlender et al., 2002). The recognition of this interaction

enables policymakers to avoid false economies and loss of output (National Democratic Institute, n.d.).

Practically, GRB helps governments understand how they may need to adjust their priorities and reallocate resources to live up to their commitments to achieving gender equality and advancing women's rights, including those stipulated in the Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW) (Shepard, 2015). Engendered budgets should be in place, as they can be critical to transforming rhetoric about women's empowerment into concrete reality. Therefore, conducting a GRB should be a step, not only towards accountability to women's rights, but also towards greater public transparency and economic efficiency.

There is compelling evidence that gender inequality extracts enormous economic and human development costs, shifting fiscal policies to close the gaps yield gains across societies (Sharp, 2003). A truly gender sensitive and inclusive budget seeks to address the marginalisation of target groups by focusing both on increasing incomes and improving access to resources and services (Sharp, 2003). The most obvious outcome of gender budget initiatives is improved women's economic equality (National Democratic Institute, n.d.). However, gender budgets are simply not about equality for women, they also seek to improve the effectiveness, efficiency, accountability, and transparency of government budgets (National Democratic Institute, n.d.). Gender budgets can also reveal budgetary priorities and discrepancies between what a government says it is doing and the actual impact of its policies.

## **2.5 Gender Responsive Budgeting in Namibia**

Namibia developed a National Gender Action Plan, specifically outlining issues, recommendations, specific actions, lead agencies, expected outcomes and timeframes for gender related activities planned for the period 1998 to 2003 (MGECW, 1997). As of June 2006, the action plan was revised for future national gender-related activities. The National Gender Action Plan made provision that each institution (ideally both government and non-government) should appoint a person to serve as a, “Gender Focal Point Person (GFPP)”, who would be responsible for mainstreaming gender issues within his/her respective institution. The role of the GFPP is described in the National Gender Mainstreaming Programme as follows:

- To embark upon sensitisation and gender awareness campaigns in their institutions.
- To review current policies and programmes of their institutions from a gender perspective.
- To implement the National Gender-Mainstreaming Policy Plan in their institutions.
- To liaise with the Ministry of Gender Equality and Child Welfare and other stakeholders on relevant gender issues; and
- To attend meetings and workshops on gender related issues organised by the Ministry of Gender Equality and Child Welfare (MGECW, 2000).

The first major activity that was implemented as part of implementing the National Gender Action Plan was the successful gender sensitisation training, which took place in Windhoek between the 18<sup>th</sup> and the 26<sup>th</sup> of July 2005. This training was attended by most gender focal points of other UN

agencies and project staff from line ministries and civil society organisations. Feedback from participants on the training was quite positive, and gender issues became a topic of discussion in the office corridors (MGECW, 2008).

In addition to the National Gender Action Plan, a Gender Mainstreaming Implementation Plan of Action of 2008, which is anchored in the National Policy on Gender and Development of 2000 and in the Sessional Paper No. 2 of 2006 on Gender Equality and Development; and a Monitoring and Evaluation Framework for Gender Mainstreaming (2009) has also been developed. With these frameworks in place, there is therefore enough policy mandate for government to implement GRB, which should be accompanied by monitoring and evaluation and adequate oversight, especially by the parliament. Shejvali et al. (2018) report that, MGECW has contextualised the importance of GRB for Namibia by highlighting some of the challenges that the country is facing, especially about gender. The report by Shejvali et al. (2018) highlights that, “Namibia experiences challenges of high-income inequality between men and women, gender-based violence (GBV), high teenage pregnancy rates, high poverty levels, and unemployment, especially among women and the youth”. According to the report, GRB helps to identify gender inequality and to design specific interventions in policies, plans and budgets targeting to address the critical gender gaps and imbalances. Undertaking GRB can contribute to better utilisation of the country’s human and financial resources. Moreover, Shejvali et al. (2018) note that, the implementation of the Gender Policy is a national responsibility. This means, all sectors will be responsible for providing budgetary and human resources towards its implementation (MGECW, 2010). Within the Namibian context, some of the challenges being experienced with respect to gender mainstreaming

are related to human resources, particularly the fact that most are lacking knowledge of what GRB entails, coupled with lack of skills to implement GRB initiatives (Shejavali et al., 2018).

## **2.6 Gender and Government Budgets**

The term ‘gender’ is commonly used when identifying roles of men and women in the society. The term ‘woman’ has historically been used interchangeably with reference to the female body, though more recently, this usage has been viewed as controversial by some feminists (Mikkola, 2011, as cited in Winter, 2017). However, feminists have challenged the dominant ideologies concerning gender roles and biological sex. One’s biological sex is directly tied to specific social roles and expectations from a person. Judith Butler, an American philosopher and gender theorist considers the status of being a woman to have more challenges compared to men, owing not only to societies viewing women as a social category, but also as a felt sense of self, a culturally conditioned or constructed subjective identity (Snow & Oliver, 2012).

As a way of clarifying the gender terminology, this study has made reference to the ‘Social Identity Theory’ that has been developed by social psychologists with the aim to identify collective or social categories that create common cultures among concerned participants (Snow & Oliver, 2012). According to the Social Identity Theory, an important concept of ‘self’ is derived from memberships in social groups and categories and is demonstrated by group processes and how inter-group relationships significantly impact individuals’ self-perception and behaviours (Taifel & Turner, 2010). Such a theory groups people into categories, while providing people with a definition of who they are and how they should behave within their social sphere (Terry & Hogg, 1996). This often results in what is referred to as ‘lack of fit model’, which describes the dynamics

of the gender bias (Kalysh, Kulik, & Perera, 2016). Generally, women are perceived as not possessing the masculine qualities and this limits their ability to be hired or promoted into managerial positions (Seo, Huang, & Han, 2017). In the same vein, women hardly get considered in strategic planning and scarcely occupying executive positions within the government given that at this institution level decisions and the creation of rules that affect people's rights, behaviour and life choices as well determine access to public and private resources are often discuss, the absent of woman thus results in woman needs being over looked. According to the AU Strategy for Gender Equality & Women's Empowerment 2018-2028 (2016, p. 6), "Gender machineries remain among the weakest public institutions, at a time when they are most needed to drive the change agenda. They are often the least resourced, financially, and in terms of human resources. Strong, accountable institutions are critical for bringing about change".

At national level, a budget reflects the values of a country, particularly who it values, whose work it values, who it rewards, what and whose work it does not (Brown, 1995). By definition, a budget is an annual financial statement that presents the revenues and spending of a country. In the past, national budgets in South Africa used to be clear reflections of priorities of apartheid, capitalism and patriarchy (Brown, 1995). With the recent global economic crisis, the national budget for Namibia targets national priorities, and is seen as a funding compact for growth, job creation, inequality reduction, poverty reduction, and improved service delivery (National Planning Commission, 2018). Overall, the budget is the most important economic policy instrument of the government, and as such it can be a powerful tool in transforming Namibia to meet the needs of the poorest. This notion led the GFPPs into a position of promoting the inclusion of gender issues in institutional budgets.

Government budgets and policies are often assumed to affect everyone equally, and they serve the public interest and the needs of people in general (Budlender & Hewitt, 2003). Consequently, disaggregated data are needed to demystify the apparent neutrality, and more specifically, the gender neutrality of the budget. Such data will presumably expose how tariffs, industrial relations, taxation, education, employment or industrial policies impact on women, due to their different positions in the family and in the economy (Bakker, 1998).

When it comes to awarding jobs, who gets the jobs and what is the nature of the jobs that are created, are the commonly asked questions. According to a report by UN Women on the job description of a GFPP within the United Nations Secretariat, the GFPP is not a full-time position; therefore, the people appointed as GFPP normally have other areas of responsibilities. Another report viewed that the GFPPs should be selected based on relevant technical knowledge and experience, and their gender and sector-specific technical capacities should be strengthened to enable them to effectively carry out their mandates (Pendleton et al, 2015). Sadly, the same rules and procedures can often reinforce the existing inequalities and work against the interests of women. Thus, it should be made clear that a gender-sensitive budget is not a separate budget for women. Given the above reasons, the GFPPs take their responsibilities seriously and seek to ensure that government budget is gender sensitive. This is made possible by analysing the government budget to establish budgets intending to make differential impact on women and men and in different groups (Budlender, 1997). It should be noted that a gender-sensitive budget is about taking government's gender commitments and translating them into budgetary commitments.

Further to the reference made earlier, the role of a GFPP is to mainstream gender issues and to ensure that gender issues are integrated into all national policies, plans and programmes, rather than regarding women as a special interest group. In view of a gender-sensitive budget, the objective is to promote gender responsive participation in order to inform the appropriate allocation of public expenditure and taxation (Elson, 1998). Several countries have already produced gender-sensitive budgets, while others, including Namibia are in the process of doing so (Dean, 2013). In a research Stotsky, Kolovich et al. (2016, p. 3) found that, in countries where gender budgeting is most effective, ministries of finance are the initiative drivers. Take for example, Ministries of Finance in Rwanda and Uganda have mandated that other ministries or levels of government responsible for social welfare or women's development try to address gender gaps and women's needs in their budgets. Nevertheless, budgeting that considers gender issues differ from country to country, based on the local situation. Moreover, participation in the budgeting exercise can differ, and such differences can be categorised according to the following criteria:

### 2.6.1 Location

Participants in the budgeting exercise can include government officials, parliamentarians, representatives of non-governmental organisations (NGOs), and representatives of the civil society. If the exercise is conducted within the government, there are further questions as to who does the day-to-day work, and how the chain of responsibility functions (Dean, 2013). In practice, this may involve the ministries that are concerned with women or other government structures that

are assigned to promote gender equality and/or improve the status and rights of women, the finance department, or other staff within individual portfolios and contracted consultants (Dean, 2013).

### 2.6.2 Reporting format

The reporting style used by the GFPP needs to establish whether the budget will be published as a separate document or integrated with existing public documents. The choice depends to some extent on the existing budget documents in a country. Australia and the United Kingdom, for example, produce a series of budget-related papers which are tabled on the day of the budget presentation. South Africa has three documents, the White Book containing all the estimates of expenditure; the Minister's Budget Speech; and the Budget Review, which contains discussions around the economy and the different portfolios. Mozambique has a single document that contains both the estimates and the Ministers Budget Speech (Bakker, 1998). The same is applicable to Namibia, whereby the Minister of Finance gives a budget speech, accompanied by a budget statement (Amukeshe, 2019).

### 2.6.3 Politics

In planning for the inclusion of gender in budgeting, the GFPPs must consider the following politically inclined issues: the process involved at different stages, use of products, funding exercise, the power to enforce accountability for gender equity, resistance, and ways in which gender becomes part of the public debate on budgetary policies.

## **2.7 The Role of a Gender Focal Person**

The GFPP is a staff member who is voluntarily assigned to implement participatory organisational gender mainstreaming activities that are relatable to work content and processes (Annette, 2005). Therefore, a GFPP also spends part of her/his time supporting and building her/his colleagues' gender mainstreaming capacities (Gibb, 2001). The key roles of the GFPP are presented in detail below.

### **2.7.1 Ensure that there is continuous visible support from the top**

To ensure that the staff accepts the need for gender mainstreaming and recognise the benefits it brings (both personal and to the organisation as a whole), it is essential that the gender mainstreaming process begins with a policy statement from the top, the senior management board of an organisation, which is clear and definite about what the policy is about (*UNIFERM*, 2009). Such a policy statement should state not only the organisation's policy on gender in general but also on the strategy, that is how it intends to ensure that a gender-sensitive approach is followed. A policy statement should rather be specific about the procedures expected to be followed by the organisation's staff in this regard. It should also indicate the commitment of the policy to gender mainstreaming, by indicating that staff will be evaluated and promoted based on their implementation of the gender approach (as well as on other criteria). Therefore, it is essential that the policy statement should be distributed and discussed throughout the organisation.

Most importantly, a GFPP in any organisation or institution should develop a strategy aiming to ensure that gender is mainstreamed publicly, with support from top management (Gibb, 2001). In addition, successes stories, best practices and lessons learned GRB documents should be regularly prepared.

### 2.7.2 Prepare an operation manual

Staff are often resistant to incorporating gender issues into their work as they lack appropriate knowledge and skills (Hannan, 2000). Therefore, clear communication, and skills-capacity building initiatives that have measurable outcomes need to be integrated into the work of the organisation, to mitigate resistance to mainstreaming gender issues. To address this, a manual, handbook, or similar organisational document should be developed (Hannan, 2000). Such a manual would detail how best to integrate gender into all aspects of policy and project formulation planning, appraisal, implementation, monitoring, and evaluation. The methodology and its uses must be clearly defined in the manual, which should be distributed to all departments with the policy directive on gender. The manual will be a living document that will be revised to reflect experiences and current best practices, which can be used to provide examples of methods practice, improvement (Hannan, 2000). Further to the above contents, the manual can be the basis of training sessions, and requests for assistance with its implementation can be part of identifying the type of training and back-up support staff needs (United Nations, 1997).

### 2.7.3 Institute an on-going training programme

It is important that all staff at policy and implementation levels receive training on the need for gender mainstreaming, and on how to incorporate gender into their work. Training is not a 'once-off' exercise, it is necessary to repeat training sessions or design more advanced ones for some or all staff, as the need arises. Therefore, monitoring of training activities should be considered as an important task for the GFPP (Lim, Luen-Peng, & Yin-Fah, 2013). However, Shejavali et al. (2018) report that gender mainstreaming training such as GRB are costly, and Namibia has limited GRB implementation capacity, coupled with cost constraints related to acquiring such skills outside the country.

Generally, training should relate as directly as possible to the work of the concerned staff. Therefore, all training activities should be based on the concrete gender procedures adopted by the organisation and illustrated with exercises and discussion on projects or programmes which the organisation is involved in (United Nations, 1997). Since gender training is not just a transfer of skills, but also attitude-based, thus sufficient training time must be availed. All training participants should feel free to express their opinions, and if the presence of senior staff suppresses the ability of junior staff to speak out, it is more sensible to provide training sessions based on the line function.

### 2.7.4 Develop a roster for gender consultants and rewrite standard hiring guidelines

It is imperative for an organisation to have close ties with several gender consultants who can be called upon, when the need arises (Ecological Society of America, 2017). Such consultants can be

hired in individual capacities or via other institutions such as universities. To ensure safe records and maintain consistency, it is essential that GFPPs develop rosters for gender consultants which should include their contact details and professional expertise.

#### 2.7.5 Ensure earmarked funds for gender mainstreaming activities

All gender-related activities to be implemented within an organisation should be presented in an independently funded Gender Action Plan (GAP) (Annette, 2005). It is also essential to establish a special fund to cover other unexpected gender-related activities such as small seminars, visits of specialists, sending staff to occasional training outside the organisation, purchase of books, and so forth.

#### 2.7.6 Networking

GFPPs should develop networks with other organisations that incorporate gender-sensitive approaches to planning in all sectors (United Nations, 2002). It is essential that there are lines of communication to important gender groups such as the MGECW, women centred civil society organisations and other technical ministries. Such a network would generate new ideas and opportunities for collaborations.

### 2.7.7 Monitor and evaluate progress

Monitoring and evaluation of progress made are key components of the GAP (United Nations, 2002). Progress monitoring in implementing a gender-sensitive planning approach has a number of benefits, including allowing for timely adaptations, identifying new training needs and providing data for reporting, and reinforcing organisational-wide messages of commitments to gender mainstreaming (Annette, 2005). In addition to monitoring, evaluation presents an opportunity to reflect on the progress made, to assess the outcomes and effectiveness of the GAP, and recommend future improvements.

This study has taken a glance at various GRB initiatives globally, focusing on the initiatives being implemented in African countries. GRBs are country-specific, and their implementation can be affected by the government and political interference (Mushi & Edward, 2010). Nevertheless, despite the existence of such initiatives, several challenges and successes have been experienced, most of which are highlighted in this section. In short, GRB when successfully implemented, uses national fiscal policy and administration to address gender inequality and women's and girls' advancement. By doing so, GRB implements interventions that directly impact women and girls, but also makes the wider society more aware of the challenges that occur as a result of gender inequity. To this point, ongoing challenges that occur in trying to implement GRB includes but is not limited to, implementing effective monitoring systems to ensure compliance with gender sensitive budget call circulars. The following section provides additional details to the abovementioned points.

## **2.8 Success in the implementation of GRB**

### **Integrating gender concerns into policy and planning documents**

In Malawi, Mozambique, Uganda and Ghana, gender advocates from the bureaucracy have made significant achievements in developing specific gender policies and strategies, and in ensuring the visibility of gender considerations in general sector policies and strategic plans (Theobald, Tolhurst, Elsey, & Standing, 2005). Specifically, at the health sector level, gender mainstreaming is discussed as a norm. For instance, in Uganda, the Ministry of Gender, Labour and Social Development collaborated with the Ministry of Health to ensure that gender mainstreaming was included amongst the guiding principles for the National Health Policy (NHP) (Government of Uganda, 1999; Bakeera & Stroh, 2002). The Ministry of Health and development partners created a MOU at the second Joint Review Mission to integrate gender issues in policies, planning, service delivery and evaluation in the Health Sector Strategic Plan (HSSP).

Addressing gender issues within key documents creates legitimacy for efforts to improve the gender equity of health programmes (Payne, 2009). This provides gender and equity advocates with an environment that is conducive to gender mainstreaming. Through this process, some momentum and ownership are generated at the national level. Nevertheless, the implementation of gender mainstreamed policies and strategic plans to ensure that the gender perspective does not 'evaporate' remains a challenge (Standing, 2001). A paper by Elsey et al. (2005) discusses the achievements and challenges associated with the prevention of policy evaporation at a district level in detail. Based on that paper, the key strategies towards guarding against 'policy evaporation' and corresponding achievements and tensions are discussed in the following four subsections.

### 2.8.1 Human resources for gender mainstreaming: The dilemma of the focal point person

In general, any Gender Policy makes provision for capacity building and allocation of responsibilities towards gender related issues. Moreover, institutional development and capacity building are integral to the development of Sector-Wide Approaches (SWAPs), which often provides opportunities for developing structures and capacity for gender mainstreaming. As a common approach to gender mainstreaming in Africa, Malawi, Mozambique, Uganda, and Ghana have all adopted the system of appointing GFPPs within institutions. Some GFPPs are given relatively high profiles in some of those countries. For example, in the Ministry of Health in Mozambique, a female GFPP was appointed in 1995, when she was involved in the preparation of the World Women's Conference that took place in Beijing, China. The same person was later nominated as the Gender Advisor to the Minister, located at the Minister's Cabinet, although worked extensively with the Directorate of Planning and Co-operation (Romao & Ploem, 2004). To her advantage, a Gender Technical Advisor was contracted by the Ministry of Health, paid through the Common Fund, to complement and strengthen her work as the Gender Advisor (ibid). In the context of insufficient communication and information channels within the ministry, there is a risk of the advisors being rather isolated from the core processes and developments within different directorates, departments, and sections (ibid). Interestingly, the status of the Mozambican Gender Advisor is viewed as an exception rather than a norm.

## **2.9 Challenges in the implementation of GRB**

On the contrary, many GFPPs face several problems. For example, in Uganda, GFPPs have other full-time responsibilities and are not well resourced (Bakeera & Stroh, 2002). In addition, gender mainstreaming is rarely specified within a focal point's job description, such that the GFPPs often have little access to relevant training opportunities and are frequently female staff with limited influence on decision making.

The roles of GFPPs across the globe are the same. However, they are mainly tasked to women compared to men. In the absence of male representatives as GFPPs, there is a misconception that gender is only a women's issue, and high female involvement could potentially serve to further marginalise work on gender mainstreaming.

A further danger lies in the interpretation of the focal point's role as taking on all responsibility for gender mainstreaming, meaning that others may perceive no need to consider gender in their work plans and implementation. This subverts the concept of mainstreaming, which should translate into all players, considering how to deploy a gender lens in their work (Theobald et al., 2005). Generally, GFPPs face several challenges in their workplaces, which further leads them to make demands associated with their work. In addition, gender mainstreaming requires building alliances, consensus, and momentum. The involvement of different stakeholders from other sectors is considered essential. One strategy that has proven helpful to GFPPs in Mozambique, Malawi, and Ghana is the support of an inter-sectoral advisory group to develop ideas and institutional links

and give encouragement to those facing the challenges associated with gender mainstreaming (Theobald et al., 2005).

Today, SWAPs are triggering new working relationships between actors who may not previously have worked together and are challenging stakeholders from varied institutional backgrounds to build understanding and positive collaboration (Theobald et al., 2005). It is worthwhile to note that the key principles in SWAPS is capacity building for mainstreaming gender, which in turn builds the national ownership of sector policies and plans. This notion provides a clear opportunity to ensure that gender and equity concerns are addressed within institutional development plans, training programmes, guideline development and internal support, and supervision mechanisms (Theobald et al., 2005). Nevertheless, it is evident that the motivation and capacity to mainstream gender are limited, and there is often a narrow understanding of what gender mainstreaming really means. Some see it as just a way for women to get into positions of power, whilst others see it as women-only projects with a focus on maternal health (Theobald et al., 2005).

Research has revealed that developing an understanding of gender analysis and planning throughout the health sector is a great challenge (Morgan, 2016). Therefore, with such a challenge, there is a need for training and building capacity to identify and address gender issues, which involves engaging with new languages and concepts and developing new skills. Moreover, it is necessary to unpack different levels of training and approaches, to think creatively about what is appropriate in different contexts, and to move away from a normative 'one size fits all' approach to gender training (Standing, 2001).

To ensure successful gender training, it is essential to employ pedagogic approaches, as well as curricular content that is participatory, responsive and contextual (Nabbuye, 2018). However, a few challenges associated with training have been identified. One key challenge in gender training is related to the introduction of concepts that touch on the personal and political aspects, in ways that are engaging and alienating (Nabbuye, 2018). How to introduce such concepts is however a challenge. In addition, how GFPPs should introduce the need for gender awareness, and how to identify the concepts and 'strategic frames' to be deployed have been identified as common challenges too. It is also a question whether more instrumental arguments of efficiency should be used if they are likely to have more impact.

The Ministry of Health in Ghana has developed a gender training manual for health workers (Pobee-Hayford, 2002, as cited in Theobald et al., 2015). For the purpose of developing this manual, a rapid needs assessment was carried out to determine whether health managers, professionals and providers understood issues around gender and health. The assessment employed several qualitative methodologies, including role-players to explore the levels of understanding of the gender issue. Such an assessment revealed lack of knowledge on gender and the use of gender stereotypes to make judgments at all levels (ibid). The findings of the assessment are used to tailor training courses aiming to address health workers at their current levels of understanding (Theobald et al., 2005). They are also used to address some of the dilemmas and questions raised above.

### 2.9.1 Prioritising gender equality

It is essential that every policy or piece of legislation should be evaluated from the perspective of whether it reduces or increases gender inequalities or not (True, 2010). Notably, the concept of gender equality is not limited to formal equality, as it includes equality *de facto*, which is a more holistic approach to gender policy in order to tackle the interconnected causes that create an unequal relation between sexes in all areas of life work, politics, sexuality, culture, and violence (Lombardo, 2005). Lombardo noted that there should be evidence that the gender equality objective and policies of special concern for women, for example, social policy, have been prioritised in any organisation among competing objectives in terms of financial and human resources, type of measures adopted, voting systems used, and so forth. Such evidence can make the work of a GFPP difficult and may not execute their duties effectively as planned to be more inclusive and just.

### 2.9.2 Incorporating gender into politics and decision making

Puechguirbal (2010) took a discursive approach to argue that in order to successfully mainstream a gendered perspective in politics, language needs to be re-evaluated and used to change the parameters by the GFPPs of how women are perceived. Historically, documents concerning international agreements, peacekeeping arrangements, and legal resolutions have perpetuated stereotypes that disempowered women. This is evident using language, even as simply as in the United Nations Disarmament, Demobilisation and Reintegration (UNDDR) programmes, whose motto is "One-person-one-weapon" (Shepard, 2015).

GFPPs should refer to gender issues and ensure that they appear in all policy areas in the public sector. This can be attributed to the belief that there must be evidence to show that the mainstreamed political agenda has been reoriented by rethinking and rearticulating policy ends, and means from a gender perspective (Lombardo, 2005). As the Beijing Platform for Action stated, women's equal participation in political life plays a pivotal role in the general process of the advancement of women by the GFPPs (Charlesworth, 2005). The same platform for action noted that without the active participation of women and the incorporation of women's perspective at all levels of decision-making, the goals of equality, development, and peace cannot be achieved (Lombardo, 2005). Such notions led Lombardo (2005) to the conclusion that GFPPs should ensure that women and men are equally represented in all decision-making institutions. This agrees with Charlesworth (2005), who believes that every effort should be made to broaden women's participation at all levels of decision-making.

### 2.9.3 Shifts in institutional culture

Gender mainstreaming is a process of organisational change from the perspectives of GFPPs (Bibbings, 2011). It is a strategy that can be institutionalised through concrete steps, mechanisms, and processes in all parts of an organisation, which is the role of GFPPs (Charlesworth, 2005). According to Lombardo (2005), organisational changes involve three aspects: policy process, policy mechanisms, and policy actors. A shift in policy process means that the process is reorganised so that ordinary actors know how to incorporate a gender perspective or that gender expertise is included as a normal requirement for policymakers (Council of Europe, 1998). A shift

in policy mechanisms involves an adoption of horizontal cooperation on gender issues across all policy areas, levels, and departments; and the use of appropriate policy tools and techniques to integrate the gender variable in all policies and to monitor and evaluate all policies from a gender perspective. The range of policy actors participating in the policy-making process is broadened to include, apart from policymakers and civil servants, GFPPs in institutes, gender experts and the civil society (Lombardo, 2005). A study by Mwila (2014) indicates that a close examination in the organisational structures of Zambian offices meant to take a lead in enhancing women representation in public institutions revealed several weaknesses. Firstly, they lacked trained and skilled personnel in gender issues, which could potentially constrain them from providing guidance on gender issues, with a possibility of further weakening the work of GFPPs. Secondly, there was lack of formal gender structures with full time paid staff at all levels, which hindered efforts to implement gender programs. These weaknesses need to be addressed, and possible improvements need to be made, not only in Zambia, but in any other country where they exist.

## **2.10 Impact of Gender on Budgeting**

Gender analysis or gender-statistics is often about showing disparities between women and men (Lang, 2009). In GRB, this is crucial for GFPPs to prove that the budget is not gender neutral. However, this kind of analysis will always be a reduction in complex social realities. It is very clear that women and men are not homogeneous groups respectively. In fact, they are very diverse social groups in themselves. The disparities between young and old women or poor and rich men may shape the lives of individuals more than a pure gender disparity; depending on the kind of issue the analysis will reveal (Calvo, 2013). It is worthwhile to note that one of the pitfalls of doing

gender-analysis in a way that divides groups into two categories of men and women is that, some important categories could be blinded out.

The core idea of intersectionality is that, multiple forms of oppression cannot be divided from each other, but they are always interlinked (Lombardo, 2005). If gender is always mediated by race, class, ethnicity and sexual orientation, then an analytic framework that isolates or construes gender in terms of an additive model is seriously flawed, and may serve only to mask the numerous privileges of white, heterosexual, middle-class feminists, who have the luxury of experiencing only one mode of oppression. This makes clear for the GFPPs that an isolated gender analysis is not only methodologically imperfect but is about the power to define which kind of inequality is important, and which is not worth being looked at.

The idea of intersectionality in GRB in practice can be explained by a good example from Berlin Bezirke, a city in Germany. One of the subjects of the users' analysis in Berlin is library services. In the entire Berlin Bezirke, the library staff counts the number of books being borrowed by men and women, girls and boys. Upon the analysis of the statistics on the latter, it was found that women and girls borrow more books than men (Charlesworth, 2005). However, the figures change if more categories like age groups and background of the readers are considered. In some parts of the Berlin Bezirke, there is a strong population with a migrant background. At the same time, young males with migrant family backgrounds are clearly overrepresented in the group of pupils with school problems. Nevertheless, it is believed that the services of public libraries should contribute to public education, especially by improving the reading skills of children and young people (Aikaterini, 2015).

According to Charlesworth (2005), a GRB process that is limited to counting the male and female users would not come to reasonable results in terms of who needs what kind of support and what attitudes towards masculinity and femininity are important with regard to reading as a necessary activity to achieve knowledge. GRB that takes gender as part of an intersection of diverse categories of exclusion can serve as a good starting point for raising some questions. This is not a theoretical exercise but is about the quality of public services allowing for a targeted allocation of resources. The preconditions in the case of Berlin Bezirke were: a) Gender has been taken as an open concept being interlinked with age and ethnic background, and b) the figures were used as a starting point for a qualitative analysis, which also was informed by research results, for example, those obtained through studying the behaviour of certain social and age groups. Such a qualitative approach to GRB consists not only of using resources in a more targeted way but is also about justice. Therefore, ignoring specific situations of citizens with migrant family backgrounds could even deepen disparities within the community of a Bezirke, especially since it would be limiting the educational opportunities of young men and women of the community social groups.

It is a question of whether gender is a dual or multiple concept. In response to such a question, society tends to pay attention to the patterns of approved behaviour of individuals (Haig, 2004). The same author noted that gender is a concept that is informed by culture and society, which is changeable and has more to do with femininity and masculinity, and less with men/males and women/females as such. Given the above factors, it is impractical to say that there are only two genders, as there are many possible and not just two ways to live as a man or a woman, even if most societies categorise their members in two gender groups. However, the way in which gender

roles are being taken is changing, depending on history and culture. In the so-called modern societies, which is considered adequate for persons being categorised as male or female has rapidly changed. In addition, what is acceptable for men and women may differ completely from one culture to another culture – dressing being just one example. This shows that gender is negotiated in different contexts. In the western culture, the term "doing gender" was invented for the purpose of negotiating the fact that gender is continuously produced and reproduced in interaction, and thus institutionalised (West & Zimmerman, 2009). For them, gender is an accomplishment, build in human daily interaction (Kitzinger, 2009). Based on this understanding, gender is expressed differently in different contexts, is not stable anymore and can hardly serve as a universal category for analysis. Thus, research and implementation activities should focus on country-context gender realities. A “one-size” fits all approach, is not recommended as it will not embody the country specific gender budgeting needs. According to a UNDP (2006) evaluation report, there have been commendable efforts to mainstream gender, but there is no clear strategy, and staff such as GFPP do not seem to know how to apply a gender mainstreaming perspective. Often, the approach remains focused on women’s participation, rather than recognising gender-related impediments and addressing gender inequality. According to the same report management has also allocated insufficient staff and financial resources. A similar situation presents itself in Namibia, gender responsive budgeting is not simple, and asking international experts for technical expertise is not a sustainable strategy. A 2013 review of South Africa’s gender-budgeting efforts emphasized the importance of sex-disaggregated data, and “proposed that government provide GFPP with adequate resources, technical skills and knowledge.at the current stand GFPP encounter numerous challenges which could possibly hinder the implementation of GRB in Namibia.

## **2.11 Conclusion**

A GRB is a mechanism for ensuring that gender aspects are included in institutional budgets. An initiative of appointing GFPPs within institutions has been introduced across the globe, and is being implemented to ensure that gender issues, either for public interest or for individuals, are being incorporated in government budgets, plans and policies. However, despite the importance of appointing GFPPs and the associated successes, some challenges around the operation of GFPPs have been experienced, in some African countries, including Namibia. Some of the challenges and successes experienced by the gender focal point persons that this review has come across are: integrating gender concerns into policy and planning documents; the dilemma of GFPPs to mainstream gender in relevant documents and framework; prioritising gender equality; incorporating gender into politics; and decision-making, and shifts in institutional culture. It is conclusive that there are policy directives for the government to implement GRB in Namibia, which should be accompanied by monitoring and evaluation, and adequate oversight, especially by the parliament. The next chapter, Chapter Three, focuses on the methodology employed by this study.

## **CHAPTER THREE**

### **RESEARCH METHODOLOGY**

#### **3.1 Introduction**

The purpose of this study was to explore the challenges and successes of GFPPs in the implementation of GRB within the government sector of Namibia. According to Maxwell (2013), for the objective of any research to be achieved, it should have the fit research design. For this study, a qualitative approach that involved a case study was used as the research design. This chapter provides an overview of the methodology employed by this study. It outlines the research design, research population, sample size and the instruments used to collect data

#### **3.2 Philosophical assumption**

There are two debates that surround epistemology. The one is positivism and another interpretative. For the interests of this study, the researcher focused on interpretative philosophy interpretivist paradigm, it is originally rooted in the fact that methods used to understand knowledge related to human and social sciences cannot be the same as its usage in physical sciences since humans interpret their world and then act based on such interpretations.

Consequently, interpretivists adapt a relativist ontology in which a single phenomenon may have multiple interpretations rather than a truth that can be determined by a process of measurement. Virtually, with interpretivism perspective, researchers tend to gain a deeper understanding of the

phenomenon and its complexity in its unique context instead of trying to generalise the base of understanding for the whole population (Creswell, 2007). There have been studies that gender mainstreaming strategies and policies are not a one way approach, and GFPP could find it difficult to adapt a one way approach which may not work for their location. Interpretivist researchers should try to understand “the diverse ways of seeing and experiencing the world through different contexts and cultures” and try to avoid the bias in studying the events and people with their own interpretations.

From this aspect, the following advantages are noted. The first advantage involves diversifying views to investigate phenomena. Interpretivist researchers can not only describe objects, human or events, but also deeply understand them in social context. In addition, researchers also can conduct these types of research in natural setting via key methodologies as: grounded theory, ethnography, case study, or life history to gain the insider’s insights of research’s objects (Tuli, 2010) to provide with more authentic information related to the object of research. Second, as a leveraging key method of interactive interview which “allows researcher to investigate and prompt things that we cannot observe, researchers can probe an interviewee’s thoughts, values, prejudices, perceptions, views, feelings and perspectives” (Wellington & Szczerbinski, 2007, p. 72). Thus, valuable data collected will provide researchers with greater insight for study. Despite of the above key strengths, this paradigm also contains some disadvantages. One of these limitations is that the interpretivists aim to gain the deeper understanding and knowledge of phenomena within its complexity of the context rather than generalise these results to other people and other contexts (Cohen, Manion, & Marison, 2011)

### 3.3 Research Design

The study strived to describe the experiences in terms of challenges and successes associated with GRB by applying a qualitative research approach. Qualitative research is a systematic scientific inquiry which seeks to build a holistic and largely narrative description to inform the researcher's understanding of a social or cultural phenomenon (Astalin, 2013, p 118). Furthermore, qualitative research is an umbrella term for wide-ranging approaches and methods, which may vary considerably in terms of focus, assumptions about the nature of knowledge and the role of the researcher (Astalin, 2013, p. 122). Given the above definitions, the researcher used a case study research design approach, in efforts to establish an in-depth understanding of the subject matter. A case study design is an in-depth exploration of a bounded system, which seeks to develop an in-depth understanding of a case by analysing data gathered from a few participants (Creswell, 2012). Moreover, a case study may seek to investigate one or more organisations or groups within organisations, with a view to provide an analysis of the context and the process involved in the phenomena under study. Stakes (1995) distinguishes three purposes of case studies. Firstly, a case study may be used to understand and learn more about a case, and this type is referred to as an intrinsic case study. Secondly, a case study can assist with understanding something by studying something else, and the aim is to accomplish something rather than just understanding a case. This type of inquiry is called an instrumental case study. Finally, a collective case study is used when more than one case is used to conduct a detailed investigation (Mills, Durepos., et al. 2010).

The study employed an intrinsic case study which is the study of a specific persons, occupation and organisation to explore a case of interest. For this study, the focus is on the Namibian approach

to GRB, and this is used as a starting point for analysing GRB in countries with cases similar to those of Namibia. A qualitative research approach is suited for this study, as it requires the participants to narrate their experiences and provide an in-depth understanding of data collection through interviews (Creswell, 2009). This type of research has its advantages and disadvantages, for example, there is no clear-cut approach to data collection. Its strength lies in the fact that a researcher may collect data that he/she might not have known about, by allowing respondents to freely express themselves. This gives it an unambiguous advantage over other approaches.

### **3.4 Population**

A research population is generally a large collection of individuals or objects, which is the focus of a scientific query (Singh & Li, 2009). A research population is also known as a well-defined collection of individuals or objects known to have similar characteristics (Schiesser, 2015). All individuals or objects within a certain population usually have a common, binding characteristic or trait. In general, it is for the benefit of the population that research is conducted. Usually, the description of a population and the common binding characteristic of its members are the same. For the purpose of this study, government offices directly or indirectly in charge of gender budgeting in the Namibian government were considered as the population, with members being the government officials as they are responsible for the implementation of gender mainstreaming strategies such as GRB in the government institutes.

Due to large population sizes encountered during studies, researchers often refrain from testing every individual within the population, as it is too expensive and time-consuming. For this reason, they rely on sampling techniques.

### **3.5 Sampling Approach**

Purposive sampling was used in the study, since the researcher chose GFPPs as informants of the study to provide the best answers to the research questions, given their experience on the execution of GRB in their ministries. By definition, a purposive sample is a non-probability sample that is selected based on the characteristics of a population and the objective of the study (Singh & Li, 2009). Purposive sampling is also known as judgmental, selective, or subjective sampling. This type of sampling can be very useful in situations when one needs to reach a targeted sample quickly, and where sampling for proportionality is not the main concern. There are seven types of purposive samples, each appropriate to a different research objective.

Among the criteria for inclusion in the sample were the following:

- The participant should be employed in the government sector since the year 2015 to current, which was the period the GRB initiative was introduced; and
- The participant should be recognised as a GFPP for their respective ministry. Such a participant should be considered to have experienced some challenges and successes in the implementation of GRB.

Some selected ministries have more than one GFPP, however, the study did not select more than two GFPPs per ministry, except from the MGECW, where two participants were selected. This decision was that the MGECW is responsible for spearheading the implementation of GRB in Namibia. The sample sizes are deliberately selected for the important information they can provide that cannot be obtained in any other way (Maxwell, 1997). The sample of this study was selected from the list of people recognised as GFPPs in different ministries. The list was given to the researcher by the MGECW. From such a list, the researcher purposively selected a sample size of seven (7) respondents from different ministries. However, the researcher had no control over the gender of the selected participants in the sample, as the GFPPs are already operating in the ministries. Also, the GFPPs have different educational and employment backgrounds that are not necessarily related to gender.

### **3.6 Research Instruments**

The researcher designed a semi-structured interview guide/questionnaire that was used in the study (see Appendix F). Such a guide comprised semi-structured questions, which allowed flexibility to probe and explore themes or responses for further discussions and clarity when gathering data from the participants. Galletta (2013) reveals that, this type of interview leaves space for study participants to offer new meaning to the topic of study. Similar interviews were administered to the participants from 5 selected ministries. The sixth ministry, MGECW had a different set of questions in the second section (see Appendix G), which was deliberately done since the MGECW is the lead ministry and has the mandate over the implementation of GRB.

The content of the semi-structured interview guide was organised based on the objectives of the study, and the information from the literature reviewed. The interview guide comprised three sections: A, B, and C: Section "A" focused on knowledge on GRB in relation to the ministry, and it consisted of 7 sub-questions. Section "B" focused on the nature of work for the GFP, and it consisted of 4 sub-questions. Section "C" focused on the employment background, and it consisted of 2 sub-questions.

### 3.6.1 Pre-testing of research instruments

Pre-testing of research instruments is essential to identify and rectify any problem that the expected interviewee may have in answering interview questions (Astalin, 2013). Additionally, this procedure is critical in measuring the accuracy of whether the instrument would lead to meeting the study objectives. To validate the research instrument, the designed questionnaire was pretested on a Chief Gender Development Planner in the Mainstream Division at the MGECW, who has worked in the field of gender for more than 5 years. The same person is well acquainted with gender issues and budgetary processes within the government sector and has valuable experience with GRB initiatives in Namibia. It is thus recommended that if a researcher does not have the time or resources to pre-test a research instrument, he/she should just do as much as possible with what is available (Taherdoost, 2016).

### **3.7 Procedure**

Permission request letters were presented to Permanent Secretaries of the selected ministries, namely: MGECW; MEAC; MoHSS, MoSS, MYSC, and the MAWF, for the researcher to be granted permission to carry out interviews with the GFPPs. After pre-testing the research instrument, the researcher, with the permission of the Permanent Secretaries, made appointments with the identified GFPP for face-to-face interviews in the selected ministries.

- The interviews took place during office hours, and each GFPP had enough time and opportunities to express their experiences.
- All the interviews were conducted in English.
- The researcher gathered data using a digital voice recorder and took notes during the interview.

Data collection was not without its challenges, as there was a lengthy delay in approval of conducting interviews by the ministry. However, the researcher was persistent, and interviews were conducted. Secondly, one designated GFPP was not present at the time of conducting interviews, as a result, the interviewer opted to have the questionnaire written.

### **3.8 Data Analysis**

Data analysis is the process of making sense of the data that has been collected (Schilling, 2006). It involves combining data, reducing, and understanding what people have said during the data collection process, and what the researcher has observed and obtained from the literature. For this

study, the data collected through semi-structured interviews were analysed using the thematic analysis method. Maguire and Delahunt (2017) explain thematic analysis as a process that identifies patterns and themes that emerged from a qualitative study in order to textualise the data. The interpretation of the data collected through interviews was made possible through transcription. All digitally recorded data were transcribed as text and were backed up by the notes that were taken by the researcher, from which key findings were highlighted. In addition to transcription, the data were coded, an analytical process through which the data were themed to facilitate the analysis (Hancock, Ockleford, & Windridge, 2009). As part of coding, the researcher created major themes under which the collected data were analysed and discussed. This process created a more meaningful analysis and formalised the themes into coherent sets of narrative explanations. In addition, thematic analysis was used to analyse official documents and reports to gain a broader understanding of how the documents supported the emerged themes.

### **3.9 Research Ethics**

The researcher sought ethical clearance from the University of Namibia's Ethics Committee. The research's ethics were guided by Neuman (2014) and the ethical considerations for this study included, but were not limited to the following:

- Upholding individuals' rights to confidentiality and privacy was central to the study. Therefore, participants were assured that their identities would be treated with confidentiality, and when participants are quoted, pseudonyms were used.
- A written consent form that outlines the purpose and method of the research was presented

to the participants before their participation in the study. Upon understanding and making an informed decision to partake in the study, all participants were asked to sign the consent forms, as an indication of the consent given, as well as permission to have their voices recorded.

- Voluntary participation, free of any coercion and the right to withdraw at any time without any negative consequences during the study was explained to the participants before they signed the informed consent form. Additionally, participants were informed of any significant finding during the research that may have influenced their willingness to continue participating in the research. Nevertheless, the process of data collection did not inconvenience the study participants, as appointments were scheduled with participants in advance, to avoid interfering with their work.
- In cases where participants refused to have their voices recorded, the researcher noted down their responses as part of data capture.
- Information gathered and voice recordings from the study were kept in password-protected files in a laptop. As soon as data interpretation was concluded, the voice notes were deleted, as they could not be kept longer than the intended period.

### **3.10 Conclusion**

The qualitative approach and case study employed by this study facilitated the collection of the relevant data. Given the fact that the study only targeted GFPPs, purposive sampling was used. Thematic analysis helped the researcher to analyse the collected data through transcription and

coding. Overall, all the techniques used in this study were meant to assist the researcher to achieve the research objectives. Most importantly, the researcher adhered to research ethics, which are crucial in academic research.

## CHAPTER FOUR

### FINDINGS AND DISCUSSIONS

#### 4.1 Introduction

This chapter comprises the analysis, presentation and interpretation of the research findings. Data were collected through face-to-face interviews with GFPPs within the government sector. The interviews sought to provide a detailed insight regarding the experiences of GFPPs in order to achieve the study objectives. The methodology of the topic under study was applied to determine the extent to which government of Namibia has institutionalised GRB. Additionally, to explore some of the challenges and success of GFPP who are mandated to implement GRB initiatives in their respective institutes.

The objectives of the study were:

- To describe the experiences in terms of the challenges and successes in the GRB initiatives of the GFPPs.
- To examine the extent to which gender responsive budgeting initiatives are being implemented in the selected ministries; and
- To draw up recommendations on how to improve implementation of GRB initiatives in Namibia's public sector.

The initial procedure of the data collection was face-to-face interviews. However, due to the unavailability of some of the GFPPs, two interviews were conducted in writing. The data collected through face-to-face and written interviews were integrated and analysed using thematic analysis.

## 4.2 Thematic Analysis

### 4.2.1 Employment background

The results presented in Figure 4.1 below show that 78% of the respondents were female while, 22% were male. In comparison, the majority of respondents were females, which could be attributed to the fact that more females are employed as GFPPs in their respective ministries.

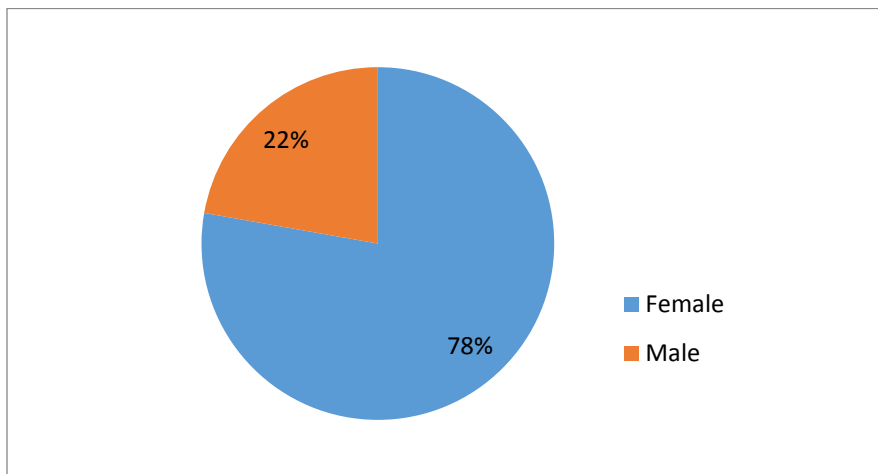


Figure 4.1. Research participation by gender

Table 1 below shows employment positions of the respondents, who are also working as GFPPs in their respective ministries.

*Table 1 Employment Position*

Respondents	Employment position
Respondent A	Development Planner
Respondent B	Development Planner
Respondent C	Administrative Officer
Respondent D	Chief Education Officer
Respondent E	Deputy commissioner – Head of Gender Base Protection Unit
Respondent F	Senior Youth Officer – Research
Respondent G	Public Relations Officer

#### 4.2.2 Knowledge on gender responsive budget in relation to the ministry

The interviews conducted with the GFPPs sought to obtain views around GRB within different ministries. Table 2 below presents the respondents' views on the term 'gender responsive budget'. Few of the respondents' explanation on the term 'GRB' are in line with the definition presented in a report by the Southern Africa Development Community (2014). Other responses were slightly different from the rest. For example, Respondent F indicated that GRB is a certain portion of money that is allocated for gender programmes. In addition, respondent A indicated that GRB is a budget that takes into consideration the needs of women and men, boys and girls. However, it is worthwhile to note that, different and conflicting definitions of GRB create confusion among stakeholders, to the point that it makes their understanding of gender very difficult (Kusambiza, 2013; Shejavali et al., 2013).

Table 2: Understanding of the GRB concept

Respondents	Response to the Question: “What is your understanding of gender responsive budget?”
Respondent A	<p>It is a budget that takes the needs of women and men, boys and girls into consideration.</p> <p><i>“When making a budget, you should include both needs for boys and girls, women and men in the particular budget”.</i></p>
Respondent B	<p>In simple words, it is when you budget for gender activities.</p> <p><i>“Whatever programme you are planning for, should consider men and women”. For example, if you are planning for a school programme, make sure that you consider both girls and boy in the school plans.”</i></p>
Respondent C	<p>It is the equality amongst men and women, girls and boys.</p>
Respondent D	<p>A gender policy or plan of action of the GRB should be employed.</p> <p><i>“I am not really sure, for me it means as a gender focal person we have to have training and induction for our members.”</i></p>
Respondent E	<p>Whatever budget allocated to any ministry should benefit all gender aspects.</p> <p><i>“They should make provision for funds to be available for gender activities”</i></p>
Respondent F	<p>It is a certain portion of funds allocated for gender programs and financial support towards gender equality or developmental programs.</p>

Respondent G	It is a budget that responds to gender issues or that covers all gender-related issues, mainly those that are sensitive.
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As part of the interview, the respondents were also asked whether their ministerial budgets are gender responsive. The responses are presented in Table 3 below. According to respondent A, most programmes within their ministry are addressing the needs for gender. However, that was not the same with Respondent C, who indicated that their ministry budget is not gender responsive as they still have an urgent need to attend to gender issues in relation to GRB. The study revealed that funds are a limitation in the implementation GRB in some ministries. This respondent gave an indication that the wards that are not segmented, as men and women are sharing wards. Similarly, Respondent E indicated that their ministry is not gender responsive, since the funds are being allocated per directorate within the ministry, and the fact that the programs that may deal with GRB are not implemented due to lack of funds. According to Shejavali et al. (2018), the MGECW highlighted that, some of the ministries that are struggling to implement GRB in their respective institutes have either limited or absence of the sector/ OMA gendered situation and the lack of capacity to do gender analysis hampers the implementation of GRB.

*Table 3: Are ministerial budgets gender responsive.*

<b>Respondents</b>	<b>Response to the question: “is your ministerial budget gender responsive?”</b>
Respondent A	Yes, most programs are addressing the needs for both genders, it being the ministry of gender.

	<p><i>“To a certain extent, we are gender responsive, even though we have certain interventions that are trying to uplift women that were mostly previously disadvantaged, but most of our projects are gender responsive.”</i></p>
Respondent B	<p>A big YES, all programmes within the ministries cater for men and women, and there is a directorate for gender equality and research.</p> <p><i>“We have the directorate of gender, where most of our programmes cater for the needs for men and women, we also ensure that whatever we are budgeting for takes gender into consideration. Example of programs: Male Engagement Programme, and Out of School Youth Programme.”</i></p>
Respondent C	<p>No, the wards are not segmented.</p> <p><i>“We need to have different wards in the hospital, for men and women.”</i></p>
Respondent D	<p>Yes, we are. We have the Forum for African Women Educationalists Namibia (FAWENA) and the HIV/AIDS Management Unit. They fight for girl child cluster, and for equal rights of the girl child. We are looking at the possibility of changing the cluster name to include boy child.</p>
Respondent E	<p>Not really, due to the allocation of funds within the ministry per directorate, programs that may deal with GRB are not performed due to lack of funds.</p> <p><i>“The current financial situation is making everything not go well as planned. To be honest, we don’t get the share we are supposed to get. You know the current situation”.</i></p>
Respondent F	<p>Both a “Yes” and a “No”. There is no specific allocation of funds to gender</p>

	<p>programs. Besides, the general youth program fund caters for all programs within the Directorate, as per the request of the Gender Program Coordinator for the implementation of gender activities. Taking into consideration, the budget constraints within the Ministry and Namibia at large, not all proposed programs are being approved by the Accounting Officer (Permanent Secretary).</p>
Respondent G	No, the ministry does not budget gender-wise.

The respondents were also asked whether they get involved in drawing up the budget, and about the contributions they are expected to make. Most respondents indicated that they were involved in budgeting, but only at the directorate level and not at the ministerial level. A few respondents pointed out they were not at all involved in drawing up the budget, and some of those respondents felt that they could have made a difference should they have been involved in the budget formulation. The responses about the participants’ involvement in budgeting are presented in Table 4.

*Table 4: Involvement in drawing up the ministerial budget and contribution towards drawing up the budget*

<b>Respondents</b>	<b>Response to the question: “Are you involved in drawing up the ministerial budget and contribution towards drawing up the budget?”</b>
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Respondent A	<p>Yes. I am partially involved in the travelling budget. I contribute to the initial process of coming up with activities and allocate money according to the budget.</p> <p><i>“I am sitting in a directorate where we discuss programs that we are going to do for the year; and I contribute by coming up with potential activities. I can say am at the initiation stage of the process”.</i></p>
Respondent B	<p>Yes. I contribute towards planning the directorate’s budget based on the yearly activities on gender.</p> <p><i>“Annually, we sit and draw up a budget at the directorate level, per activity.”</i></p>
Respondent C	<p>Yes. They are involved per directorate level. The ministry caters for break out diseases (such as malaria, TB and HIV).</p> <p><i>“As alluded before, it is difficult to decide on the budget availability if one wants to execute a program. A person can wisely plan for annual activities, but at the end be in a position where they are unable to implement them due to insufficient budget. The directorate has different units and programs, and not only Gender; thus all different program officers are fighting for their initiatives’ approvals”.</i></p>
Respondent D	<p>No, I am not involved in the drawing up of the budget. I am not at all included in the budgeting.</p>
Respondent E	<p>No.</p>

	<i>“I could have done justice if I was involved, to make sure that the Gender Based Violence Unit’s needs and plans are prioritized, because this is a critical issue in our country.”</i>
Respondent F	Not at all.
Respondent G	Yes, but only per divisional level. I am involved in the media-related budget and budget for service delivery. <i>“We are not sensitized to use the elements of gender in our budget.”</i>

As for the challenges being experienced by the respondents in the implementation of GRB initiatives, the responses varied (Table 5). Respondent F indicated that there were always budget cuts within the ministry, which ultimately impact the implementation of GRB initiatives. According to Respondent G, no training was offered to the employees by the time of research in the ministry, and for that reason there is lack of skills to address gender related issues, thus they are excluded in the budget. Respondent A indicated that, having all ministries involved in gender meetings and committees is one of the challenges being experienced in the implementation of GRB in Namibia, which however is the only way to address gender issues in every ministry. This is against the Namibian Government's commitment under the National Gender Policy of 2010 - 2020 and the National GRB Guidelines.

Members of parliament play a major oversight role in ensuring that OMAs implement the National Gender Policy, as well as international, regional and sub-regional commitments on gender equality and women’s empowerment. This means that all ministries (including their directors) should account for GRB in their respective ministries (UNDP, 2018). According to Respondent C, their ministry did not have any challenge implementing the GRB initiative, as they are currently not

involved in the process. They never held meetings to discuss gender issues, due to budget constraints and lack of support from management. Therefore, this respondent recommended that training needs to be given to management in order to enhance the implementation of the GRB initiative.

Interestingly, all respondents concurred that, the main challenge with the implementation of the GRB initiative or any other gender related initiative has to do with lack of financial resources. Even though the MGECW issued GRB guidelines to all ministries in 2015, only few ministries fully incorporated these into their budget votes (Shejavali et al., 2018). One can conclude from this that policymakers have not prioritised GRB in their scope of work. Consequently, the limitations on the two resource types have had a grave impact on the process of implementing GRB initiatives.

The study also established that many activities that are geared towards gender equality such as the girl child cluster are mainly funded by development partners such as the UN agencies and Civil Society. Often, developmental partners contribute the majority financial and human resource support.

*Table 5: Challenges experienced in the implementation of GRB initiatives*

Respondents	Response to the question: “What are some challenges been experienced in the implementation of GRB initiatives?”
Respondent A	<ul style="list-style-type: none"> <li>• Difficulties in influencing other ministries that they should have a GRB and that they are not really coming on board, which is the only way to address gender issues in every ministry.</li> </ul>

	<p><i>“They think anything that says gender or that says women and men boys and girls should be a mandate of the Ministry of Gender ... They really not coming on board. They think that it is the mandate of the said ministry to budget for the gender activities even though within their respective ministry they are dealing with gender.”</i></p>
Respondent B	<p>People still do not understand gender responsive budgeting due to inadequate training.</p> <p><i>“Although training on GRB was offered, there is still a lack of understanding on the matter, thus there is a need for more training opportunities.”</i></p>
Respondent C	<ul style="list-style-type: none"> <li>• No challenge because the ministry never met to implement the gender responsive budget since we never budgeted for it, due to budget constraints.</li> </ul>
Respondent D	<ul style="list-style-type: none"> <li>• No budget is allocated towards the implementation of the GRB initiative, hence there is lack of resources (no money to carry out the training workshop).</li> </ul> <p><i>“Lack of funds is the problem, however, with the assistance from the stakeholders’ we can make it a success.”</i></p>
Respondent E	<ul style="list-style-type: none"> <li>• There is a fair chance for each unit (directorate) within the ministry to benefit from the budget, however, there is a lack of funds, as limited funds are allocated per unit.</li> </ul>

	<p><i>“I have other partners that we are working with from outside, like UNICEF, Regain Trust, Lifeline Child Line, UNODC, and other NGOs. They are willing to investigate the unit’s needs based on the critical area. Even if I don’t get help from the safety budget, with them on board, I have hope that we will get our things done.”</i></p>
<p>Respondent F</p>	<ul style="list-style-type: none"> <li>• If one wants to execute a program, it is difficult to decide on how to budget because budgets are always cut due to lack of funds.</li> <li>• The ministry can plan but cannot implement the GRB initiative, because there is no budget allocated to the implementation of the GRB initiative due to insufficient of funds within the ministry.</li> </ul> <p><i>“The directorate has different units and programs, not only Gender, thus all different program officers are fighting for their initiatives’ approvals.”</i></p>
<p>Respondent G</p>	<p>Lack of skills to incorporate gender in the budget due to inadequate trainings.</p> <p><i>“One reason could be that there is lack of sensitivity/awareness through this way of budgeting. This issue and lack of seriousness by the enforcing bodies that are supposed to drive the budget response are some of the challenges. If there was enough awareness, then from there one can compare it to how the politicians came in with the implementation of, or involvement of</i></p>

	<p><i>the Harambee Prosperity Plan or our actual NDP5 and 4 that came with force. With the political energy, the implantation of those frameworks was politically driven. Meaning, if the GRB initiative too can also be driven with the same amount of force, then I am sure ministries will be able to implement it with full force like they are implementing the Harambee Prosperity Plan's objectives.</i></p>
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As part of the successes that have been achieved in the implementation of GRB initiatives in each ministry, Respondent A indicated that one of the ministry's contributing success is that, it came up with gender responsive guidelines for all the ministries. The same ministry has also successfully trained other ministries and institutions on GRB and has created awareness on the latter. Respondent C however informed the researcher that no success was achieved in their ministry in view of the GRB implementation. Moreover, Respondent D indicated that their ministry has successfully achieved GRB implementation through providing support towards the FAWENA and the HIV/AIDS Management Unit that deals with GRB. The responses concerning the achievement of the GRB initiatives are presented in Table 4.6. The responses from the participants confirm, as noted by Stotsky, Kolovich et al. (2016), countries experience challenges to implement GRB as a result of limited knowledge on gender issues, weak influencing power and a lack of financial resources to integrate gender related interventions.

Table 6: Successes that have been achieved in the implementation of GRB initiatives

Respondent	Response to the question on the successes been achieved in the implementation of GRB initiatives
Respondent A	<ul style="list-style-type: none"> <li>• Cabinet gave instructions for all ministries to budget for gender activities.</li> <li>• The ministry has developed gender responsive guidelines for all the ministries.</li> <li>• The ministry has trained other ministries and different institutions, and has created awareness on GRB, and on how they can improve their budgets in order to avoid gender blindness.</li> </ul> <p><i>“There is a cabinet order that was given to all ministries, and we are busy training different ministries, at different levels on gender responsive budgeting”. We are focusing on the Permanent Secretaries (PS’s) because we have realised that training of focal persons does not have an impact in terms of gender responsive budget, because the influence of the focal persons on the PS might be limited. Therefore, so we had to train the PSs, so they know what we are talking about, for them to also have a background”.</i></p>
Respondent B	<ul style="list-style-type: none"> <li>• We conducted a training workshop for the finance managers, gender focal persons and accountants responsible for budgets</li> <li>• We offered training on GBR</li> <li>• People are now a bit knowledgeable when it comes to GRB</li> </ul>

	<i>“It is very easy for me to see. If I read about a certain program, I can see that the indicator is gender responsive or not. Therefore, I can say we are now knowledgeable in terms of Gender Responsive Budget.”</i>
Respondent C	<i>“Nothing was achieved within the ministry related to GRB.”</i>
Respondent D	<ul style="list-style-type: none"> <li>• The ministry supports the HAMU (HIV/AIDS Management Unit) and the FAWENA girls who left schools for different reasons. All activities been supported so far have proved to be successful.</li> </ul>
Respondent E	<i>“It is a difficult question since I am not involved in any management meetings.”</i>
Respondent F	<ul style="list-style-type: none"> <li>• We have succeeded by doing more with the less we have.</li> <li>• The Gender Unit of the ministry has been coordinating initiatives in collaboration with the MGECW or any other institution having a gender desk here and there, and at times received assistance from the UN agencies.</li> </ul>
Respondent G	<i>“Not really, maybe there are successes that I haven’t seen. I don’t think there are a number of them if there are any.”</i>

The appointment of GFPPs in all ministries is considered as an important development. Although not all focal points are active; there has been a significant involvement of GFPPs in mainstreaming gender. Some ministries are acknowledged for taking gender-mainstreaming seriously, for example, the MAWF, has established a gender desk, comprising of various staff from the ministry. However, this has been removed, and only one gender focal person has remained. The Namibian Police within the MoSS has also successfully managed to establish a gender division, with

representatives in the regions. This is however not the case with other ministries, as they either have strategies or gender policies (Ministry of Women Affairs and Child Welfare, 2004). Nevertheless, despite the number of challenges being experienced by GFPPs, they have also experienced some successes, in the implementation of GRB initiatives, as presented below.

Of all other ministries, only the Ministry of Defense has established a Gender Division. This has by far been one of the achievements around gender mainstreaming in Namibia, that a standalone division has been established within the ministry, solely to work on gender related matters. The Ministry of Defense's Gender Division has been allocated a vote in the national budget under sub-vote 8. The Namibian budget allocates a vote to each ministry, of which it explains the sub votes to readers, who may not be familiar with Namibia's budgetary terms.

The respondents were asked the extent to which the GRB initiative is implemented in their ministry. Respondents C and G indicated that they had not yet implemented the initiative. However, this was not the case with Respondents B and D, who are implementing GRB. Respondent B indicated that the ministry needs to extend the implementation of the GRB initiative to all the directorates.

The study established that the GRB initiative is not being implemented in all the selected ministries (see Table 7). In line with this, Respondent B claims that the process of implementing GRB initiatives is at its infant stage, due to the fact that the ministry spearheading the GRB initiatives needs to carry out an audit that could determine the extent of the implementation. The same concern has been revealed through findings which show that some ministries might be responsive to gender but may not be aware. Respondent A also suggested that an up to date internal audit

analysis needs to be carried out in order to determine the extent to which gender responsive budgeting is implemented in their ministry.

*Table 7: The extent to which gender responsive budgetary initiative are implemented in the ministry*

<b>Respondents</b>	<b>Responses to a question: “To what extent are gender responsive budgetary initiatives implemented in your ministry?”</b>
Respondent A	<i>“We are moving, but not at the rate where we are supposed to be. We need to do an audit because there are some ministries that are really implementing gender responsive activities, but they are doing it without knowing that gender responsive budgeting is”.</i>
Respondent B	<i>“Some directorates within the ministry’s budgets are gender responsive but have to make sure that other directorates are also gender responsive”.</i>
Respondent C	<i>“Since the training in 2015, we never had a meeting yet or we have not sat down to discuss our plan, the type of budgeting we are going to do or the type of methods we are going to implement and so forth, because we have not yet implemented it in the ministry.</i>
Respondent D	HAMU (HIV AIDS Management Unit) and FAWENA’s contribution. They obviously get money from NGOs, but the ministry is in support of them.
Respondent E	The responded felt she answered this in the previous (4.6) question by stating that it is a difficult question as she does not sit in management meetings.
Respondent F	Not much, as we depend more on external assistance, especially from the UN agencies due to lack of funds in the ministry.

Respondent G	“Really, no extent. <i>“We still have a lot to do.”</i> ”
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Apart from the challenges mentioned earlier, the study also sought to establish the factors that hinder the implementation of GRB initiatives. As summarised in Table 8, Respondent A indicated that lack of resources and support from the Ministry of Finance to other ministries in terms of GRB are some of the factors affecting the implementation of GRB initiatives. Respondent B specified that ministries should stick to the nominated GFPPs, such that the same people should be nominated to attend everything that is related to gender, as they are the ones who have a strong background on gender, and have been trained on gender related issues. Respondent D concurred that most of the funds for gender related activities within their ministry come from the stakeholders, although the ministry also provides minimal funds. Respondent G detailed that the willingness of people to implement the GRB initiative is one of the hindering factors within their ministry.

*Table 8: Factors hindering the implementation of gender responsive budgeting initiatives*

Respondents	Responses to the question: “What are the factors hindering the implementation of gender responsive budgeting initiatives?”
Respondent A	<ul style="list-style-type: none"> <li>• Budget availability.</li> <li>• Lack of resource (training materials)</li> <li>• Engagement / support of ministry of finance to other ministries in terms of gender responsive budget.</li> </ul> <p><i>“In order to carry out training, you need resources, and I feel we do not have a sufficient budget for this activity. Lastly, I think the Ministry of Finance being the</i></p>

	<i>custodian of budget so far has not really been strict with the ministries when they are submitting their budgets. I expect Ministry of Finance to come on board and say, we are trying to achieve GRB, but your budget is not gender responsive.”</i>
Respondent B	<ul style="list-style-type: none"> <li>• Lack of capacity</li> <li>• Ministries should stick to their gender focal people.</li> </ul> <p><i>“For example, sending the same person to a follow up training.”</i></p>
Respondent C	<ul style="list-style-type: none"> <li>• Lack of resources</li> </ul> <p><i>“Budgets were cut; thus, we could not implement the gender responsive budget.”</i></p>
Respondent D	<i>“There are zero funds for the implementation of GRB in the ministry, and we rely heavily on stakeholders. If they are to leave it, they will leave a big gap. The funds from the ministry itself are very minimal.”</i>
Respondent E	Not aware, maybe there is an oversight as to why the respondent is not involved in the budgetary meetings.
Respondent F	<i>“Lack of funds, mainly due to the economic situation”.</i>
Respondent G	<i>“The interest of people that are supposed to implement it, their willingness, which is the driving force, and the keenness to implement something that should come to complete implementation are lacking, not only for GRB initiatives for any other project.</i>

#### 4.2.3 Nature of work for the GFPPs

The respondents were asked to indicate the criteria used for their appointments as GFPPs. Their responses are presented in Table 4.9. Respondent B indicated that being in the division that deals with gender was an automatic appointment for a GFPP. This means there was no selection done since the people working under the gender division already work with gender related issues. According to Respondent C, a convenient selection was carried out by the head of the directorate, who selected two people by choice, regardless of their position and experience on gender related work. This is unlike the appointment of Respondent E, who was selected based on experience on gender related positions.

The findings from the interviews revealed that the appointment of GFPPs within the government has no formal proceedings. According to the Namibian Gender Mainstreaming Program, some of the roles of Namibia's GFPPs are to promote sensitisation, create gender awareness within their respective ministries and to review policies from a gender perspective. However, the United Nations Environment Program UNEP (2005) recommended that the person designated for the role of a GFPP should possess educational background and interest in gender matters, and that being a GFPP should be a key or preferably a sole job designation. Respondent G was unable to respond to the question.

Table 9. Criteria used to appoint a gender focal person

Respondents	Response to a question: “What are the criteria used to appoint a gender focal person in your ministry?”
Respondent A	<i>My job description</i>
Respondent B	<i>“Due to my job position and the division I serve in, it was an automatic appointment for me.”</i> The fact that the respondent’s position and division deal with gender issues, it was obvious that he/she should be appointed as the GFPP.
Respondent C	<i>“I was just asked to go attend a meeting. Maybe my director felt that I was the best person to represent the ministry. I was not appointed based on the qualification or any experience”.</i>
Respondent D	<i>It came as a surprise when the ministry decided to have the Department of Programmes and Quality Assurance to coordinate gender issues. So, it was because of the position I am in.</i>
Respondent E	I was nominated because I have worked with gender-related issues since 1996, primarily investigating cases of gender-based violence.
Respondent F	Not sure if there is any, since the respondent only attends meetings taking place outside the ministry, such as gender cluster meetings.  <i>“I am only helping out in terms of attending external meetings and report to the Directorate.”</i>

Respondent G	<p><i>“Normally, depending on what the expected outcome of the project is, a person is appointed in accordance with the expected experience.”</i></p>
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The study established that the appointment of the current GFPPs in the ministries was not based on qualifications, one of the factors that brings about hindrance in the implementation of gender mainstreaming strategies such as GRB. Additionally, and most importantly, the appointed GFPPs may lack motivation as they may struggle to figure out a connection between incorporating gender considerations and their own work goals and plans (Mehra & Gupta, 2006). Some of the respondents indicated that their appointments came as a surprise while others pointed out that their positions within the ministry determined their nominations as GFPPs. Respondent F was appointed after the resignation of the Gender Program Coordinator, as quoted: *“I was appointed to assist after the resignation of the gender program coordinator”*. According to Kusambiza (2013), relocation and turnover of staff affects the impact of training, which makes it a continuous and unending process that frustrates the capacity building efforts.

Table 10. Appointment of a gender focal point person

Respondents	Response to a question: “How were you appointed as a GFPP in your ministry?”
Respondent A	<p>The fact that I deal with gender mainstreaming qualified me for the GFPP position.</p> <p><i>“Almost everyone of us under this directorate is a gender focal person, because we all deal with gender mainstreaming.”</i></p>
Respondent B	<p><i>Being in the division of gender mainstreaming and gender responsive budget is one of the programs under the division.</i></p>
Respondent C	<p>Random selection by the director, two people from each of the 8 directorates.</p> <p><i>“We were only selected randomly without any experience on gender.”</i></p>
Respondent D	<p>It was the director’s decision.</p> <p><i>“I happened to be in this position with no prior knowledge whatsoever. I just got a letter from the director to represent the ministry as a gender focal point person.”</i></p>
Respondent E	<p>Based on the 11 years’ work experience on gender related issues such as investigating gender-based violence cases within the ministry.</p> <p><i>“I received training on women and child abuse and was also responsible for Gender Based Violence within the ministry over the years that I have dealt with gender issues.”</i></p>

Respondent F	<i>“I was appointed to assist with gender mainstreaming after the resignation of the Gender Program Coordinator.”</i>
Respondent G	<i>In my position, I am responsible for covering gender related issues under the ministry. Therefore, I am the focal person to whom someone could come and address any gender issue related to the ministry.</i>

When asked about the kinds of trainings received, Respondent E indicated several trainings that have been received such as: sex crime and investigation training, unit commander’s course training and human right training (Table 11). Respondent F pointed out that they did not undergo any specific training; however, they believe that the efforts being made by the ministry to mainstream gender aspects into other programmes equipped them with appropriate knowledge related to gender mainstreaming in organisational functions. In 2015, the MGECW trained GFPPs on how to implement their initiatives in different ministries. However, this did not yield any projected outcome, which caused, the MGECW to opt to train senior officials such as directors and permanent secretaries, who are in decision making positions to influence, and fast track the implementation of GRB.

Although the GFPPs in Namibia have received some form of training, the study found that the respondents did not have valuable knowledge related to GRB. Some respondents indicated that they did not really attend or were never invited to attend any training, and this hinders their confidence in their roles as GFPP in their respective ministries. Such insufficient training of the GFPPs could be due to the financial crises that have hit the country, as it is very costly to carry out training. In addition, implementing GRB is an expensive exercise, as there is a need to have all resources ready in place.

Table 11. The kind of training undertaken that are relevant to the roles of GFPPs

Respondents	Response to a question: “What kinds of training have you gone through that are relevant to your role as a GFPP?”
Respondent A	<i>“I have attended two/three GRB training that were offered by the UN. We do attend training but there is no consistency. Although the training is done, I feel there is a need to do practical model training on GRB. We have currently hired a consultant to come and enrich the staff members and other focal persons to create awareness on GRB. I really hope they give a comprehensive training.”</i>
Respondent B	<i>“I have attended three trainings on Gender Responsive Budgeting with technical support from UNDP.”</i>
Respondent C	<i>“I only attended one training on Gender Responsive Budgeting training in 2015.”</i>
Respondent D	<i>“I did not attend any gender related training.”</i>
Respondent E	<i>“I have attended quite a lot of trainings: Basic criminal investigation course, Advanced crime training, Sex crime and investigation training, Unit commander’s course, Women and child protection, Domestic violence course and Human rights course.”</i>
Respondent F	No specific training but because the ministry tries to mainstream gender aspects into other programs. I am fortunate to have a bit of clue on the program.

Respondent G	<i>I have never received any training.</i>
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The respondents were asked to outline the tasks that the GFPPs do in their respective ministries. Their responses are presented in Table 12. Respondent A provided input on the indicators to be used on the framework for the Ministry of Health and Social Services. Respondent B mostly works closely with other institutions when it comes to addressing gender issues, thus it is part of day-to-day responsibility. Respondents D and E attend to any information related to gender and are therefore highly recognised as GFPPs. Respondents C and F could not say anything, them being new in such positions, while Respondent G refused to comment.

Overall, the respondents concurred that although they did not apply for the GFPP positions they are highly recognised within their ministries, for their knowledge and skills concerning gender issues. They further pointed out that they are mostly consulted for input and indicated that this type of recognition encourages them to sustain their role as GFPP if there are resources available. However, they indicated their need for more training on gender.

Table 12. Highlighted role/task of Gender Focal Point Person in a day

Respondents	Responses to a question: “Can you kindly identify/relate to at least one role/task of a GFPP at your ministry?”
Respondent A	<p>Yesterday, we had to provide inputs on the indicators to be used on the framework for Ministry of Health and Social Services.</p> <p><i>“I feel that I have a lot to share. I can use my gender lenses to prompt question in a way that I was even asking questions, although, no one could really answer them. It feels so good coming from the Gender Division and knowing the difference between gender and sex.”</i></p>
Respondent B	<p><i>“I mostly plan, organise and liaise with other organisations. I conduct awareness and draw up activities that are addressing daily challenges.”</i></p>
Respondent C	<p><i>“I am still new at this position so I can’t really say anything.”</i></p>
Respondent D	<p><i>“When issues of gender come up, they always come to me, I feel good that am able to provide people with the needed information.”</i></p>
Respondent E	<p>Anything concerning violence against women and children, gender base in general, I must attend to it.</p> <p><i>“I must say am highly acknowledged.”</i></p>
Respondent F	<p><i>“I am still new at this position, so I can’t really say anything.”</i></p>
Respondent G	<p>The respondent had no answer to this question.</p>

Table 13 below shows the main responsibilities in the current employment positions of the respondents. Respondent A has the following responsibility for the current position: to implement

the coordination mechanisms, to perform gender analyses for different ministries, coordinate the implementation of the National Gender Policy, and to ensure that gender is mainstreamed in relevant activities. According to Respondent F, some of the responsibilities are to conduct research on topics as identified by Regional Youth Officers, Youth Groups and Workers and DYD/Ministry, and to plan accordingly. Respondent F also collects, analyses, files and reports on all youth related matters/issues. Dealing with media, budget compilation for the division and conducting of radio interviews, are the responsibilities for Respondent G. These findings correlate with the literature, in that, when there is an assigned and engaged focal person, there is a higher likelihood that gender related activities and programmes will be successful in the organisation.

*Table 13. Main responsibilities*

<b>Respondents</b>	<b><i>Responses to the question: “What are your main responsibilities in your employment position?”</i></b>
Respondent A	<ul style="list-style-type: none"> <li>• To plan, organise and liaise with other institutions.</li> <li>• To conduct training, raise awareness and deal with everything that centres around planning.</li> </ul> <p><i>“I also draw back activities and conduct training that is addressing the daily challenges.”</i></p>
Respondent B	<ul style="list-style-type: none"> <li>• To implement the coordination mechanisms.</li> <li>• To perform gender analyses for different ministries.</li> <li>• To coordinate the implementation of the National Gender Policy; and</li> </ul>

	<ul style="list-style-type: none"> <li>• To ensure gender is mainstreamed in relevant activities.</li> </ul>
Respondent C	<ul style="list-style-type: none"> <li>• I am responsible for maintenance.</li> </ul> <p><i>“Everything runs through us, from budgeting, salary, and procurement.”</i></p>
Respondent D	<ul style="list-style-type: none"> <li>• To oversee a special school that is implementing the Inclusive Education Policy</li> <li>• To sensitise people around inclusive education.</li> </ul>
Respondent E	<ul style="list-style-type: none"> <li>• To coordinate activities concerning Gender Based Violence.</li> <li>• To make sure that resources are available.</li> <li>• To represent the Namibian Police on issues concerning Gender Based Violence.</li> </ul>
Respondent F	<ul style="list-style-type: none"> <li>• I conduct research on topics as identified by Regional Youth Officers, Youth groups and workers, and the MYSC, and plan accordingly.</li> <li>• I collect, analyse, file and report on all youth related matters/issues.</li> <li>• I establish collaboration with the rest of the unit and update a computer database on youth related information.</li> </ul>
Respondent G	<ul style="list-style-type: none"> <li>• To deal with media.</li> </ul>

	<ul style="list-style-type: none"> <li>• To compile budget for the division.</li> <li>• To develop divisional annual work plans.</li> <li>• To attend management meetings.</li> <li>• To conduct radio interviews.</li> </ul>
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### 4.3 Summary

The study concludes that there were no selection criteria for some GFPPs. Compared to males, females have occupied the majority of GFPP positions. The fact that ministries have been mandated to implement GRB initiatives has led different GFPPs to have different views towards the GRB concept, most of which make sense though. Looking at the actual implementation of the GRB initiatives, most ministries include gender issues in their budgets, although not all. Most of the GFPPs are not involved in budgeting, which further affects the inclusion of gender issues in the budget. Nevertheless, lack of funds and budget cuts has affected the implementation of GRB initiatives in many ministries. Most ministries, though not all, do what they are able to do address gender issues with the available budgets. At times, they get external funding from either UN agencies or NGOs. For many ministries, gender mainstreaming has proven to be a success, although not to all. When it comes to training, many GFPPs have received some form of training related to gender, however, they demand for more training opportunities. In addition, limited skills due to lack of training opportunities also affect the implementation of the GRB initiatives. A reasonable number of ministries are becoming conversant with gender issues, as they deal with

them on almost the daily basis, although their GFPPs have other roles and responsibilities. Most respondents indicated that lack of funds within their ministries has been the main challenge that hinders the execution of GRB. However, many reports that speak on government and finance (for instance, Gildenhuis, 1997; Muhumuza & Rwakakambathat, 2015) concur that budget is the reflection of the priority of the government, which is a direct indication that if many challenges are due to financial constraints, then GRB is currently not a priority for the Namibia government. The findings from participants revealed that government has not adequately invested in human and fiscal resources, and the capacity building of civil servants on gender issues; which makes the researcher conclude that GRB is an issue that GRN is addressing but has not completely prioritised.

## **CHAPTER FIVE**

### **SUMMARY, CONCLUSION AND RECOMMENDATIONS**

#### **5.1 Introduction**

This chapter summarises the research findings and provides recommendations for the challenges faced by the GFPP and strengthening of the implementation of gender responsive budgeting in Namibia.

#### **5.2 Summary of the findings**

The study aimed to explore the challenges and success of GFPPs in the implementation of gender responsive budgeting in selected ministries in Namibia. It also aimed to establish to what extent the GRB initiatives were being implemented. Analysing budgets from a gender perspective is integral to understanding the extent of gender mainstreaming within projects and policies. Gender considerations should be reflected in resource allocation, and if they are not, project and policy outcomes are likely to fail. Therefore, budgets should be critical tools for mainstreaming the gender perspective into the process of policy implementation. Through a qualitative method of enquiry, the study was able to recognise key linkages between the reviewed literature and the study findings. Based on the research findings and existing secondary data such as policies, this chapter presents the conclusion and recommendations that were identified by the researcher.

This study found that there were several challenges that were being experienced by GFPPs in the selected ministries. The study findings show that the GFPPs experienced similar challenges, although they do not work under the same ministry. The findings reflect that there seems to be a weak understanding of the GRB concept budgeting amongst the GFPPs. One of the many reasons for the lack of understanding could be attributed to the turnover of the GFPPs in different

ministries. Another reason could be that prior to their appointments, most of the GFPP had no knowledge on GRB or gender in general. The findings of the study are similar to various studies such as (Kusambiza, 2013; Shejvali et al., 2018; Standing, 2001) that were conducted on the similar topic.

To successfully implement GRB initiatives within the government sector and for every ministry to be responsive, ongoing training and capacity building for GFPPs need to be enforced, however, due to the financial hardship that has been experienced at the national level and budget cuts, this activity has been halted. Political will is another success that has been experienced by the GFPPs. The government has been impressed with the legal framework in Namibia. In 2015, the MGECW issued GRB Guidelines – in line with the 2014 Cabinet decision – to all government OMAs, to mainstream the gender perspective in the budgeting process and to strengthen gender mainstreaming through a multi-sectoral approach (MGECW, 2015).

Some successes were also experienced by the GFPPs in the selected ministries. The researcher would specially like to recognise the MOD in their attempt to incorporate gender at all levels of the ministry. The MOD has established a division on gender and has a vote in the national budget. Donor aid from development partners has filled the financial gaps of various ministries, allowing them to implement some gender-focused programming.

In terms of budgeting, the GFPPs are generally not invited to the planning meetings or even sit in budgets plenary to mainstream gender issues and provide the gender lenses when ministries do their annual planning. The Ministry of Finance was another hindering factor in the implementation of the GRB initiative. According to the study findings, the finance ministry is inactive when it comes to advocating for ministries to provide a budget that is gender responsive. The Ministry of

Finance is the custodian of the national budget, and if it can hold other ministries accountable and gender responsive, it could provide a significant progression in the implementation of the GRB initiative.

The study revealed that the implementation of GRB initiatives are at an infant stage. Some of the selected ministries have not yet adopted the GRB initiatives that were introduced by the MGECW. The study also found that ministries seem to have activities that are gender responsive, however, the language used to define terms is not clear, and many times one can easily overlook them and settle with a gender-blind conclusion.

During the study, the researcher established that although the GFPPs are aware of what GRB entails, they lack an understanding of how to implement this initiative. Nevertheless, there are several possibilities for this occurrence, such as lack of influential power, as a lot of GFPPs are not involved in making decisions within their ministry. In addition, there has been insufficient training related to the implementation of the GRB initiative and prioritisation within the ministries, which plays a major role.

The study revealed that GFPPs are essential in mainstreaming gender in the government; however, there are several external factors that are hindering the tasks assigned to the GFPPs, especially the implementation of GRB. Although the implementation of GRB is slowly being recognised in different ministries, the concept of GRB is a new phenomenon in Namibia. The government of Namibia should therefore be praised for introducing the GRB initiative. Furthermore, a GFPP with all the relevant support could be an essential tool to successfully implement the GRB initiative.

### **5.3 Recommendation**

Management support: Any approach to gender mainstreaming requires support and buy-in from managers. Within any organisation, managers can set the tone for programme. It is therefore recommended that the roles and responsibilities for GFPPs should be directed to staff at mid- or senior levels. In addition, Ministries should encourage full running divisions, particularly focusing on gender. Taking an example from the MOD, ministries need to ensure that they have a running division that will be responsible for coordinating gender activities and initiatives such as GRB.

Stipulated job description: Each ministry should provide a job description to be administered by the focal persons. This will mitigate the turnover of GFPPs, such that the new personnel will be able to easily pick up where the previous GFPP had left off. Additionally, this responsibility should be accounted for at their performance agreements

#### **5.3.1 In terms of improving gender responsive budgeting initiatives**

In Namibia, the GRB initiative is at its infant stage; and as a result, the study has adopted recommendations stated in the Rwanda Gender Budgeting Guidelines of 2008. Rwanda is one of the most successful implementers of GRB in Africa. This recommendation is in line with some of the recommendations that come out during the data enquiry stage, as follows:

- The Ministry of Finance plays a central and crucial role in GRB. This ministry is in the position to make changes in the budget call circular. It verifies the line ministries' submissions against the prescriptions of the budget call circular, approves the format for gender budget statements, and can publish gender budget statements. The MGECW could assist the ministry of finance with monitoring.

- Training and supporting line ministries and local government personnel in gender responsive budgeting should be considered a necessity. A bottom-up approach would be more effective in implementing GRB.
- Monitoring budget execution and performance in the gender context is of utmost importance. Sector ministries are responsible for submitting budget estimates to the Ministry of Finance and executing budgets according to their sector policies and priorities. They need to consider gender-aware or sector-specific research findings when formulating policies and drawing up budgets. They should prepare submissions in line with the Budget Call Circular and prepare gender budget statements for their respective sectors.
- Ministries should develop capacity building plans for their respective staff on issues related to gender mainstreaming. Since the MGECW has the mandate to lobby for the mainstreaming of gender in all policies, projects and programmes of the government, it should provide support to different institutions in building their capacity to implement GRB.

Civil society organisations can lobby and advocate for pro-poor and gender-equitable budgets. Experience has shown that GRB initiatives are more successful in countries where groups outside the government are involved as a strong pressure group. Such groups play the roles and responsibilities of Civil Society Organisations. Other partners can also make a difference in implementing the GRB. For example, the media can play an important role in ensuring

transparency and accountability by reporting about budget decisions from a gender perspective. Donors can also play a role in GRB by funding gender-responsive budgeting activities and providing consultative technical advisors.

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## APPENDIX A: Ethical Clearance Letter Certificate



### ETHICAL CLEARANCE CERTIFICATE

**Ethical Clearance Reference Number:** FHSS/452/2020      **Date:** 6 February, 2020

This Ethical Clearance Certificate is issued by the University of Namibia Research Ethics Committee (UREC) in accordance with the University of Namibia's Research Ethics Policy and Guidelines. Ethical approval is given in respect of undertakings contained in the Research Project outlined below. This Certificate is issued on the recommendations of the ethical evaluation done by the Faculty/Centre/Campus Research & Publications Committee sitting with the Postgraduate Studies Committee.

**Title of Project:** CHALLENGES AND SUCCESSES OF GENDER FOCAL POINT PERSONS IN THE IMPLEMENTATION OF GENDER RESPONSIVE BUDGETING INITIATIVES IN NAMIBIA

**Researcher:** Christophine N Iyambo

**Student Number:** 201065762

**Supervisor:** DR. A. Nhemachena (Main) Mrs R. Nghitevelekwa (Co)

Take note of the following:

- (a) Any significant changes in the conditions or undertakings outlined in the approved Proposal must be communicated to the UREC. An application to make amendments may be necessary.
- (b) Any breaches of ethical undertakings or practices that have an impact on ethical conduct of the research must be reported to the UREC.
- (c) The Principal Researcher must report issues of ethical compliance to the UREC (through the Chairperson of the Faculty/Centre/Campus Research & Publications Committee) at the end of the Project or as may be requested by UREC.
- (d) The ADREC retains the right to:
  - (i) Withdraw or amend this Ethical Clearance if any unethical practices (as outlined in the Research Ethics Policy) have been detected or suspected,
  - (ii) Request for an ethical compliance report at any point during the course of the research.

HREC wishes you the best in your research.

Dr. J.E de Villiers : UREC Chairperson

A handwritten signature in black ink, appearing to be "J.E. de Villiers", written over a horizontal line.

Ms. P. Claassen: UREC Secretary

A handwritten signature in black ink, appearing to be "P. Claassen", written over a horizontal line.

## APPENDIX B: Research Permission Letter

University of Namibia, Private Bag 13301, Windhoek, Namibia  
34 J Mandume Ntshengwe Avenue, Fiorenza Park  
☎ +264 61 204 3111; JURL: <http://www.unam.edu.na>



### RESEARCH PERMISSION LETTER

**Student Name:** Christophine N. Iyombo

**Student number:** 20 065762

**Programme:** MA (SOCIOLOGY – GENDER STUDIES)

**Approved research title:** Challenges and Successes of Gender Equal Persons in the Implementation of Gender Responsive Budgeting Initiatives in Namibia

#### TO WHOM IT MAY CONCERN

I hereby confirm that the above mentioned student is registered at the University of Namibia for the programme indicated, the proposed study meet all the requirements as stipulated in the University guidelines and has been approved by the relevant committees.

The proposal adheres to ethical principles as per attached Ethical Clearance Certificate. Permission is hereby granted to carry out the research as described in the approved proposal.

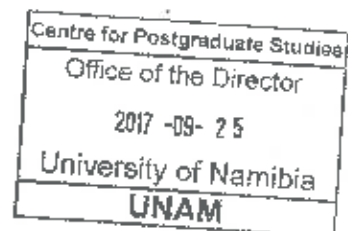
Yours Regards

A handwritten signature in black ink, appearing to read "M. Hedimbi", is written over a horizontal dashed line.

**Dr. M. Hedimbi**  
**Director, Centre for Postgraduate Studies**  
**Tel: +264 61 2063275**  
**E-mail: [director@cpst.unam.na](mailto:director@cpst.unam.na)**

22/09/17

Date



# APPENDIX C Permission Letter From The Ministry Of Education, Arts and Culture



REPUBLIC OF NAMIBIA

## MINISTRY OF EDUCATION, ARTS AND CULTURE

Tel: +264 61 2933700  
Fax: +264 61 2933922  
Enquiries: C. Muchila/ G. Munene  
Email: [Ccm.Muchila@moe.gov.na](mailto:Ccm.Muchila@moe.gov.na)/[gm12munene@yuhoo.co.id](mailto:gm12munene@yuhoo.co.id)

Lobos Street, Govt. Office Park  
Private Bag 12185  
Windhoek  
Namibia

File no: 11/1/1

Ms. Christophine Iyambo  
P. O. Box 3611  
Windhoek  
Email: [Natuiyambo24@gmail.com](mailto:Natuiyambo24@gmail.com)  
Cell: 081 337 9155

Dear Ms C. Iyambo

**SUBJECT: PERMISSION TO CONDUCT RESEARCH WITHIN THE MINISTRY OF EDUCATION, ARTS AND CULTURE AND OTHER MINISTRIES**

Kindly be informed that permission to conduct an academic research for your Master's degree on "*The Experiences of Gender Focal Point Persons when it comes to the Implementation of Gender-responsive Budgeting in the Government Ministries of Namibia,*" is hereby granted. You are further requested to present the letter of approval to the staff members you intend to interview as a proof of permission from the Ministry.

Furthermore, we humbly request you to share your research findings with the Ministry. You may contact Mr. C. Muchila/ Mr. G. Munene at the Directorate: Programmes and Quality Assurance (POA) for provision of summary of your research findings.

I wish you the best in conducting your research and I look forward to hearing from you upon completion of your study.

Sincerely yours

  
SAREL STEENKAMP  
PERMANENT SECRETARY



Date \_\_\_\_\_

*All official correspondences must be addressed to the Permanent Secretary*

## APPENDIX D Permission Letter From The Ministry Of Safety And Security



REPUBLIC OF NAMIBIA



POL 716

Namibian Police Force

### MINISTRY OF SAFETY AND SECURITY

Tel. No: (+264 61) 209 3111  
Fax: No: (+264 61) 220 621

Enquiries: Comm Kashihakumwa/ Sgt (1) Katale

Our Ref.: 10/4/4/1  
Your Ref.:

OFFICE OF THE INSPECTOR-GENERAL  
Namibian Police Force  
Private Bag 12024  
Ausspannplatz  
WINDHOEK  
Namibia

20 August 2018

Christophine Iyambo  
P.O.Box 3611  
WINDHOEK

Dear Ms Iyambo,

**RE: REQUEST FOR AUTHORIZATION TO CONDUCT ACADEMIC RESEARCH IN THE NAMIBIAN POLICE FORCE: MS CHRISTOPHINE IYAMBO, STUDENT NUMBER: 201065762**

Receipt of your letter dated 23 July 2018 regarding the above subject matter is hereby acknowledged with thanks.

Your request to conduct an academic research study in the Namibian Police Force titled: "Experience of the gender focal point persons when it comes to the implementation of gender responsive budgeting in the government ministries of Namibia, Police National Headquarters, Khomas Region ", is hereby **approved**.


You are hereby advised to make further arrangements with Commissioner W.N Nghikongwa, Head of Finance Directorate, to administer the questionnaires.

You are urged to ensure that information that will be provided to you will be treated with high level of confidentiality and will not be used for any other purpose except for only this academic research.

Your interest and willingness to carry out a research study within the Namibian Police Force is highly appreciated. Hence, this office would appreciate sharing the research findings with the Namibian Police Force.

RE: REQUEST FOR AUTHORIZATION TO CONDUCT ACADEMIC RESEARCH IN  
THE NAMIBIAN POLICE FORCE: MS CHRISTOPHINE IYAMBO, STUDENT  
NUMBER: 201065762

Yours sincerely,

  
S.H. NDEXTUNGA, OMS  
INSPECTOR-GENERAL: NAMIBIAN POLICE FORCE



*Cc: Head; Finance Directorate.*

## APPENDIX E : Participant Consent Form

### CONSENT FORM



Title of the Research Project: Challenges and Successes of Gender Focal Point Persons in The Implementation of Gender Responsive Budgeting Initiatives in Namibia

Researcher: Christophine N Iyambo

Contact Number: 0813379155

I am a MA student from the Sociology department at the University of Namibia and am conducting a research on the experiences of the gender focal point persons when it comes to the implementation of gender responsive budgeting in the government ministries of Namibia.

Please take some time to read the information, which will be explained to you in detail. Please ask me any question about any part of this project that you do not fully understand. The objectives of the study is to describe the experiences in terms of the challenges and successes in gender responsive budgeting initiatives of the gender focal point persons and to examine the extent to which gender responsive budgeting initiatives are being implemented in the eight selected ministries. For this objective to be met your participation is requested in this project because you have the knowledge desired for the study.

It is essential that you respond to the research question as accurately as possible. There's no wrong or right answer, what is important is your opinion regarding questions asked. The data will be obtained by means of a recording device during the interview, however the researcher will respect

your wish to partake in the study but not have your voice recorded. The interview will last approximately 30 minutes.

You are at liberty to participate or not and you can stop at any time without providing a reason. Your withdrawal will have no effect on the outcome of the study. The implication of completing the interview questions is that informed consent has been obtained from you. The information given by you will not be traceable.

All information obtained during the study is strictly confidential and only the researcher and the supervisor (when requested) will see the information gathered. Data obtained from the respondents will be used for academic purposes but will never include information that identifies you as a participant of this study. Information gathered and voice recordings from the study will be kept in password protected files on a laptop that will be destroyed by means of deleting the files when the project is finished and will not be kept for any longer than the intended period.

This study has been approved by the Research Ethics Committee at The University of Namibia

Do you wish to partake participant? If YES please consent below:

I \_\_\_\_\_ consent to participate in the research study. I have understood the nature of this study and wish to participate.

Participant Signature: \_\_\_\_\_ Date \_\_\_\_\_

Researcher's Signature \_\_\_\_\_ Date \_\_\_\_\_

## **APPENDIX F : Questions that were administer to the GFPP**

Questions that were administer to the GFPP

### **Research Instrument**

#### **Challenges and Successes of Gender Focal Point Persons in the Implementation of Gender**

##### **Knowledge on gender responsive budget in relation to the ministry**

1. In your view, what do you understand by a gender responsive budget?
2. In your view, is your ministerial budget gender responsive? And if yes, can you please explain how?
3. Are you involved in drawing up of the budget in your ministry, and what kinds of contributions are you expected to make?
4. In your view, can you tell me what are some of the challenges that you have experienced in the implementation of gender responsive budgeting initiatives in your ministry?
5. In your view, what do you think are some are some of the perceived successes that have been achieved in the implementation of gender responsive budgeting initiatives in your ministry? And to what extend are gender responsive budgetary initiative implemented in your ministry
6. In your view, what are the factors hindering the implementation of gender responsive budgeting initiatives?

##### **Nature of work for gender focal person**

7. What are the criteria used to appoint a gender focal person in your ministry?
8. How were you appointed as a gender focal point person in your ministries?

9. What kinds of training have you gone through that are relevant to your role as gender focal point person?

10. Can you kindly highlight the task/role of a Gender Focal Point Person in a day in your ministry?

**Employment background**

11. What is your employment position?

12. What are you're some of your main responsibilities in your employed position?

## **APPENDIX G: Questions administered to the GFPP at the MGECW**

Questions administered to the GFPP at the MGECW

### **Research Instrument**

#### **Challenges and Successes of Gender Focal Point Persons in the Implementation of Gender perusal**

##### **Knowledge on gender responsive budget in relation to the ministry**

1. In your view, what do you understand by a gender responsive budget?
2. In your view, is your ministerial budget gender responsive? And if yes, can you please explain how?
3. Are you involved in drawing up of the budget in your ministry, and what kinds of contributions are you expected to make?
4. In your view, can you tell me what are some of the challenges that you have experienced in the implementation of gender responsive budgeting initiatives in your ministry?
5. In your view, what do you think are some are some of the perceived successes that have been achieved in the implementation of gender responsive budgeting initiatives in your ministry?
6. To what extend are gender responsive budgetary initiative implemented in your ministry
7. In your view, what are the factors hindering the implementation of gender responsive budgeting initiatives?

##### **Nature of work for gender focal person in the MGECW**

8. In your view how does the MGECW ensure that line ministries are committing to the implementation of GRB initiatives

9. In your view how does the MGECW monitor the implementation of GRB initiatives in line ministry and what accountability measures are put in place?
10. What kinds of training have you gone through that are relevant to your role as gender focal point person?

**Employment background**

11. What is your employment position?
12. What are some of your main responsibilities in your employed position?