



**REPORT OF THE SADC PF REGIONAL WOMEN'S PARLIAMENTARY CAUCUS TO THE 51<sup>ST</sup> PLENARY ASSEMBLY SESSION HOSTED BY THE PARLIAMENT OF MALAWI FROM 7<sup>TH</sup> TO 16<sup>TH</sup> JULY, 2022**

**THEME: "SECURING EFFECTIVE PUBLIC FINANCE MANAGEMENT THROUGH GENDER SENSITIVE NATIONAL BUDGETS"**

Mr. President, I beg to move that this Plenary Assembly do adopt the Report of the Regional Women's Parliamentary Caucus to the 51<sup>st</sup> Plenary Assembly Session of the SADC Parliamentary Forum, laid on the table on 12 July 2022.

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### **1.0 COMPOSITION OF THE COMMITTEE**

The Committee consisted of the following Members:

1. Hon. Anne Marie Mbilambangu, DRC,
2. Hon. Shally Josepha Raymond, Tanzania
3. Hon. Josefina Perpétua Diakité, Angola
4. Hon. Ruth Adriano Mendes, Angola
5. Hon. Maria Nascimento, Angola
6. Hon. Helena Bonguela Abel, Angola
7. Hon. Talita Monnakgotla, Botswana
8. HRH. Sen. Princess Phumelele Dlamini, Eswatini
9. Sen. Busisiwe Dlamini, Eswatini
10. Hon. Tsepang Tsita-Mosena, Lesotho
11. Hon. Ntasalla P. Mafa, Lesotho
12. Hon. Marie Jeanne d'Arc Masy Goulamaly, Madagascar
13. Hon. Emiline Ramaroso, Madagascar (Vice Chairperson)
14. Hon. Monica Chang'anamuno, Malawi
15. Hon. Rachel Zulu, Malawi
16. Hon. Marie Genevieve Stephanie Anquetil, Mauritius
17. Hon Marie Joanne Sabrina Tour, Mauritius
18. Hon. Jerónima Agostinho, Mozambique
19. Hon. Maria Marta Fernando, Mozambique
20. Hon. Paula Kooper, Namibia
21. Hon. Utaara Mootu, Namibia
22. Hon. Agnes Kafula, Namibia
23. Hon. Regina Esparon, Seychelles (Chairperson)

24. Hon. Rosie Bistoquet, Seychelles
25. Hon. Audrey Vidot, Seychelles
26. Hon. Kelly Samynadin, Seychelles
27. Hon. Nkhensani Kate Bilankulu, South Africa
28. Hon. Hlengiwe Mkhali, South Africa
29. Hon. Hawa Subira Mwaifunga, Tanzania
30. Hon. Julien Nyemba, Zambia
31. Hon. Mutinta Mazoka, Zambia
32. Hon. Goodlucky Kwaramba, Zimbabwe
33. Hon. Paurina Mpariwa, Zimbabwe
34. Hon. Tambudzani Mohadi, Zimbabwe

## **2.0 TERMS OF REFERENCE**

The terms of reference of the Regional Women's Parliamentary Caucus (RWPC) are articulated in terms of Rule 42 (d) of the SADC PF Rules of Procedure,

## **3.0 NUMBER AND DATE OF MEETING AND THEME**

The RWPC convened virtually on 25<sup>th</sup> April 2022, under the theme "Securing Effective Public Finance Management through Gender-Sensitive National Budgets."

## **4.0 BACKGROUND**

The 46<sup>th</sup> Plenary Assembly of the SADC-PF identified the deficiencies which existed in public finance regimes of SADC Member States that were grappling with issues of corruption, fraud, nepotism, cronyism, all of which shared common roots with the way public finances are being managed.

Considering that in contexts where women found themselves in social, political, organisation or cultural disempowerment relative to men, it was possible to draw the assumption that women's experience of the mismanagement of budgets was more acute than that of men and that they had limited avenues to respond to the effects of mismanaged public funds.

The draft SADC Model Law on Public Financial Management acknowledged that there was a considerable gap and disconnect between budgeting and international commitments that aimed to improve women's standards of living.

The RWPC met to discuss the possibilities available to improve decision-making by women, and to enhance women participation in the budget exercise. As such, two expert Officers from UNDP based in Cape Verde were invited to talk about the Pro PALOP-TL ISC program which focuses on the implementation of a gender-based budgeting and the mainstreaming of gender into every stage of the policy process.

## **5.0 SUMMARY OF PRESENTATIONS BY MEMBERS OF THE CAUCUS**

At the outset, the members of the RWPC were expected to give a brief explanation of the level to which their national budgets were gender sensitive and the steps that each Member State had taken, or was planning to take towards securing gender sensitivity and inclusion in budget elaboration, negotiation and approval processes. This methodology was adopted so as to facilitate learning from the experiences of the different SADC countries and establish what steps the RWPC could take for gender sensitive budgets to be a reality across the Region.

Honourable Maria do Carmo do Nascimento from Angola submitted that the Women's Parliamentary Caucus was working in close collaboration with the Ministry of Finance to introduce the gender perspective in the national budget. With the help of the Presidential Decree on Budgetary Legislation signed in 2021, the national budget would now take into consideration the different realities and interests of men and women in society because of their gender roles.

Honourable Princess Kasune from Zambia shared that for the first time, Zambia was focusing on the issue of gender sensitive budgets, and that a good opportunity to bring up this debate since the Constituency Development Fund was increased from K1.6 million to K25.7 million. With the Speaker and Deputy Speaker of the Parliament both being women, parliamentarians were presented with a good chance to start asking the question of how gender sensitive the Zambian budgetary process was, and to start having the necessary debates and making the necessary changes.

Honourable Ts'epang Ts'ita-Mosena from Lesotho admitted that the Parliament was in the process of making observations from which parliamentarians could draw considerations on the real impact of the legislation vis a vis the existing gender issue. She was hoping for better ways of assessing the gender budgeting and stated that the Committee questioning format was not very useful. For example, despite the milestones that the country had achieved in the fight against HIV and AIDS, through the Committee questioning format, there was no way to identify how the budget could be responsive to the impact of the HIV pandemic on women.

The Honourable Member nevertheless explained that there was a gender budgeting pilot project being implemented, targeting four ministries (Finance, Public Service, Agriculture and Gender), that would help identify and pin point the extent to which national budgeting was being undertaken with a gender lens.

Lastly, Honourable Chairperson of the RWPC Anne Marie Mbilambangu from the DRC stated that in her country the Ministry of Gender oversaw collection of data for the gender specific budgeting process. This was done by collecting the data put together by all the ministries at the provincial level. The Gender Ministry would then work with provincial and national ministerial

representatives to determine which gender issues and projects would need to be included in the national budget.

## **6.0 SUMMARY OF PRESENTATION BY PARTERNS**

The Members appreciated presentations about the work of Ms. Graça Sanches, National Officer for Women Empowerment and Gender Responsive Budgeting at UNDP, and Ms. Damaris Rosabal, Researcher in Women's Empowerment and Gender budgeting at UNDP. They both worked in the Pro PALOP-TL ISC project in Cape Verde, which was financed by the European Union and implemented by UNDP. It was a programme for the consolidation of economic governance and management of Public Finance Systems, and it was implemented in Portuguese speaking countries in Africa and in East Timor.

The Pro PALOP-TL ISC project was a project to strengthen the technical and functional capacities of the Supreme Audit Institutions, National Parliaments and civil society who worked in public finance control, and this was done through a gender approach integration model in the budgetary cycle, referred to as the All-Government Approach.

This gender approach integration model would transform decision making processes, making them more transparent and able to mainstream gender, introducing it in the budgetary process at the levels of Government, parliament and civil society.

In practice, the model proposed to:

- First, identify legal instruments, tools, budgets, levels of disaggregation of information for the analysis and inspection of the budget from a gender perspective;
- Then it would provide substantive inputs to parliaments to enrich state budget debates and advocacy in key member interaction with the CSOs in support of monitoring public expenditures with a gender focus;
- Finally, it would define indicators and sources of information to monitor expenditure from a gender approach, for both Parliaments and CSOs).

In the implementation of this project, it was important to consider that a State that took the different needs, interests and realities that men and women had due to gender roles, had to have a budget that included funds to ensure the implementation of commitments, both national and international, on gender equality and women's empowerment. States needed budgets that could sustain the implementation of programmes and services designed to be delivered to the population, while also promoting equal access to the benefits of such programmes and services for everyone. Equal opportunity and access

to paid work for both women and men needed to be recognised in the design of national budgets, not only because it provided the anchor for production of goods and services, but also to secure the reproduction and sustainability of life.

The goals of a gender-responsive budget were to:

- address the different implications that the State budget could have in promoting gender equality and to ensure equal access and benefits for all;
- to ensure the allocation of the necessary resources to implement policies and strategies for the promotion of gender equality in the State Budget;
- to improve transparency, accountability and gender equality promotion through an “All Government Approach;”
- to create technical conditions necessary to mainstream gender in planning and budgeting processes.

Ms Sanches argued that a gender responsive budget was important because, in addition to the aspects of social justice and social development through the promotion of gender quality, women’s empowerment, it helped to reduce poverty by generating wealth and employment and accelerating the achievement of the 17 SDGs and their respective national targets. Within the context of the SADC PF Model Law on Public Finance Management, gender responsive budgets represented a tool to improve public finance management efficiency. This was because the process of the design of such a financial policy exposed decision makers to all the dynamics and phenomena of a society’s economic system, which could make for a more effective approach and more efficient use of public resources.

Ms Rosabal explained that for qualitative analysis of a national State budget process, Pro-PALOP -TL ISC used the national planning documents as a base, while for quantitative analysis the budget investment maps were used. Once these analyses were done, an interconnection analysis was then done so as to establish the existence of coherence between the two.

Through this process, the researchers were able to identify and then classify all the programmes into three levels: the first level were the programmes whose main objective was the promotion of gender equality and were explicitly geared toward this purpose; at the second level were the programmes that, while not having the promotion of gender equality as their main objective, included interventions that contributed to achieving this objective; and on the third level were the programmes that could potentially include interventions aimed at promoting gender equality.

This methodology was important because it was deemed effective to:

- identify the main programmes aimed at promoting gender equality and their connections with national and international commitments;

- analyse the coherence between the planning process and the budgeting process, and vice versa;
- guarantee transparency of state budget allocations for the gender equality commitments;
- enrich monitoring and oversight with specific information at all state budget cycle levels;
- produce technical recommendations on the legal framework specific to planning and budgeting, in order to align with national and international commitments; and
- include specific thematic issues regarding women's physical, economic and decision-making autonomy.

In the case study of Angola, the researcher found that the Gender Policy of Angola was aligned with the National Development Plan, but that gender was only mainstreamed in the pillars of Human Capital and Economic Development, which showed that gender still needed to be fully integrated and mainstreamed to all the remaining pillars of the planning process, leaving out the domains of political participation and sexual and reproductive health. The analysis also found that there was incongruence with CEDAW and Gender Policy of Angola commitments.

In the case of Mozambique, the analysis confirmed that there was alignment between the National Development Plan and the Plan for the Advancement of Women mainly in the pillar of Human Capital, Development and Social Justice, which encompassed the areas of education, health, participation and promotion of gender equality. Nevertheless, areas like economic empowerment, infrastructure, transport, natural resources management and other possible areas were left out.

In Angola, it was concluded that 1.65 percent of the Annual Budget for 2022 was allocated to programmes whose main objective was the promotion of gender equality and were explicitly geared towards that purpose (category 1 programmes), 3.23 percent was allocated to programmes that while not having the promotion of gender equality as their main objective, included interventions that contributed to achieving this objective (category 2 programmes), and 7.96 percent was allocated to programmes that could potentially include interventions aimed at promoting gender equality (category 3 programmes). In Mozambique, 4.76 percent was geared towards category 1 programmes, 33.31 percent was allocated to category 2 programmes and 7.24 percent was for category 3 programmes.

With these methodologies for research and data analysis, the researcher was able to make some recommendations which, if well implemented in Angola and Mozambique, could translate into decisive changes in the budgeting exercise, for the benefit of women and other vulnerable groups.

The Committee also learnt that since the beginning of the implementation of the Pro PALOP-TL ISC project in Portuguese-speaking countries in Africa and East Timor, there had been some success stories. The project resulted in the

creation and implementation in Cape Verde and Angola of an Integrated System of Budgetary and Financial Management, a gender marker. With this tool, these states could facilitate the process of planning and monitoring the execution of priority public expenditures for the promotion of gender equality.

In the case of the two SADC Member States, Angola saw the signing of a Presidential Decree with instructions for the preparation of the Medium-Term Expenditure Framework for 2022-2025, the adoption of a gender responsive budget in 2022 and the implementation of the gender marker on the 2022 State Budget. In Mozambique, it remained a work in progress, but strides had been made with the Ministry of Finance to introduce important reforms like the gender marker on the State Budget.

In concluding, Ms Sanches congratulated the SADC-PF on its efforts to advocate for reforms in Public Finance Management and encouraged Member States to include the gender perspective in the budgetary processes and to budget-related legislation. She reminded the members of the RWPC that all the reforms in Portuguese-speaking African countries were led by MPs, especially the women's Caucuses, highlighting the power had. She posited that women must lead and lobby for change in their constituencies.

She went on to emphasise her concern about the need to advocate for women's empowerment in the workplace and securing social security, stating that this depended solely on funds that were properly allocated and managed by state institutions via effective Public Finance Management policies. Hence, the SADC Model Law on Public Finance Management was seen as an important initial tool for drastic change in the Region.

The budget was the instrument that materialised public policies. Parliaments and in particular, women parliamentarians had the power to make sure that gender was mainstreamed in all public policies, through lobbying, advocacy and auditing, and could influence concrete markers and goals that promoted gender equality.

## **7.0 OBSERVATIONS AND RECOMMENDATIONS**

Now, therefore, the Regional Women's Parliamentary Caucus recommends to the 51<sup>st</sup> Plenary Assembly to:

**REITERATE** the need for reforms in Public Finance Management in the SADC Region.

**URGE** Member states to consider the implementation of programmes similar to the Pro-PALOP -TL ISC programme to strengthen the technical and functional capacities of the Supreme Audit Institutions, National Parliaments and Civil Society who work in public finance control.

Further **URGE** SADC parliamentarians to advocate for gender responsive policies, in order to ensure that public policies in the SADC Member States take the different needs, interests and realities that men and women have into account at all times.

**ENCOURAGE** SADC Member States to implement gender responsive budgetary processes so as to address the different needs of men and women, boys and girls appropriately in the interest of enhancing equitable poverty reduction and development.

## **8.0 ELECTIONS FOR CHAIRPERSONS AND VICE CHAIRPERSON OF THE RWPC FOR 2022 TO 2024.**

Considering that the tenure of the current Chairperson and Vice Chairperson was coming to an end, an election for new office bearers of the Caucus was held at the end of the meeting. In line with the rotation principle the following were elected as office bearers:

- (i) Honourable Regina L. Esparon, MP (Seychelles) - Chairperson
- (ii) Honorable Emiline Rakotobe Ramarosa, MP (Madagascar) – Vice Chairperson

## **9.0 CONCLUSION**

Parliaments play a fundamental role in the budgetary process. Beyond the function of representation of constituencies, there is also the role of oversight which mandates parliamentarians to determine whether a government has made adequate provision for various public programmes, and whether the resource envelope has enough resources to actualise the approved development programmes and policies. This parliamentary mandate applies even to those programmes and projects that have a gender focus. The work of parliamentarians can, therefore, have a positive impact on the lives of women, girls and other vulnerable groups in society. In this vein, the development of the SADC Model Law on Public Financial Management provides yet another opportunity for the Parliamentarians to step up their advocacy efforts in the quest to ensure that gender is mainstreamed in the national budgeting processes.

Finally, the RWPC extends its gratitude to the Secretary General and staff of the SADC PF for the facilitation of the meeting which resulted in this report. The Committee further extends its appreciation to all the resource persons for rendering valuable input which enriched the deliberations during the meeting.

## **1. APPENDIX I – LIST OF OFFICIALS**

Ms. Boemo Sekgoma, Secretary General  
Ms. Clare Musonda, Director – Corporate Governance  
Ms. Yapoka Mungandi, Director – Administration, Finance and Human Resources  
Mr. Sheuneni Kurasha, Programme Manager – DGHR  
Mrs. Edna Kanguya Zgambo, Committee Secretary – TIFI  
Ms. Betty Zulu, Committee Secretary – GEWAYD  
Mrs. Sharon Muteto Nyirongo, Committee Secretary – FANR  
Mr Dennis Gondwe, Committee Secretary – HSDSP  
Ms Luziela Fernandes, Committee Secretary – RWPC  
Mr Ronald Windwaai, Webmaster  
Ms Paulina Kanguatjivi, Programmes Coordinator  
Mr. Wilfried Kongolo, ICT Intern  
Ms Agnes Lilungwe, Personal Assistant to the Secretary General  
Ms. Veronica Ribeiro – Desk Officer, Angola

## **2. APPENDIX II – RESOURCE PERSONS**

Graça Sanches – Gender Specialist, UNDP  
Damaris Rosabal – Gender Researcher, UNDP