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**IN THE SECOND SESSION OF THE FIFTH
PARLIAMENT OF THE FOURTH
REPUBLIC OF GHANA**

REPORT OF THE COMMITTEE ON
GENDER & CHILDREN

ON THE

**ANNUAL BUDGET ESTIMATES OF
THE MINISTRY OF WOMEN AND
CHILDREN'S AFFAIRS FOR THE
YEAR 2011**

1.0 INTRODUCTION

1.1 On Thursday, 18th November, 2010, the Hon. Minister for Finance and Economic Planning, Dr. Kwabena Duffuor, presented the Budget Statement and Economic Policy of the Government for the 2011 financial year to the House. This was in fulfillment of Article 179 (1) of the 1992 Constitution of the Republic of Ghana.

In accordance with Standing Orders 140(4) and 175 of the House, the 2011 Annual Budget Estimates of the Ministry of Women and Children's Affairs (MOWAC) were referred to the Committee on Gender and Children for consideration and report.

1.2 The Committee met on Tuesday, 7th December 2010 to consider the referral. The Hon. Minister for Women and Children's Affairs, Mrs. Juliana Azumah-Mensah, officials of MOWAC and the Ministry of Finance and Economic Planning (MOFEP) were in attendance to assist the Committee in its deliberations.

The Committee is grateful to the Hon. Minister and all officials who were present at the Committee's sitting for their cooperation.

2.0 REFERENCE DOCUMENTS

The Committee made reference to the following documents during its deliberations:

- a. The 1992 Constitution of the Republic of Ghana.
- b. The Standing Orders of the House.
- c. The Budget Statement and Economic Policy of the Government of Ghana for the 2011 Financial Year.
- d. The Report of the Committee on Gender and Children on the 2010 Annual Budget Estimates of the Ministry of Women and Children's Affairs.

3.0 THE MANDATE OF MOWAC

The mandate of MOWAC is to initiate/formulate policies and promote gender mainstreaming across all sectors that will lead to the achievement of gender equality and empowerment of women; survival, development and growth of children as well as the protection of the rights of women and children.

4.0 MOWAC'S MISSION STATEMENT

The Ministry of Women and Children's Affairs (MOWAC) exists to promote the development of women, gender equality and equity, the survival, protection and development of children through policy formulation, legislation and programme implementation.

5.0 REVIEW OF YEAR 2010 BUDGETARY ALLOCATION AND THE PERFORMANCE OF MOWAC

5.1 For the year under review, MOWAC and its Departments were allocated an amount of **Eight Million, Five Hundred and Eighteen Thousand, Six Hundred and Seventy Ghana Cedis (GH¢8,518,670.00)** to cater for its activities. The disbursement of this amount as at October ending is shown in Table 1 below:

Table 1
**DISBURSEMENT OF FUNDS
APPROVED AND ACTUAL EXPENDITURE
(JANUARY – OCTOBER 2010)
(IN MILLION GHANA CEDIS)**

ITEM OF EXPENDITURE	2010 APPROVED BUDGET (a)	AMOUNT RELEASED (b)	ACTUAL EXPENDITURE (c)	VARIANCE
Personnel Emolument	1,537,396.00	1,281,163.33	1,281,163.33	256,232.67
Administration	341,433.00	783,959.50	783,959.50	-442,526.50
Service	1,282,311.00	529,123.70	529,123.70	753,187.30
Investment	978,219.00	367,640.00	367,640.00	610,579.00
IGF	7,907.00	9,917.50	9,917.50	-2,010.50
Donor Funds	4,371,404.00	1,030,258.00	1,030,258.00	3,341,146.00
TOTAL	8,518,670.00	4,002,062.03	4,002,062.03	4,516,607.97

5.2 The Committee noted a disparity between the approved budget for administrative expenses for year 2010 and the actual expenditure. As shown in Table 1, an amount of GH¢341,433.00 was approved for administrative expenses of MOWAC. However, an amount of GH¢783,959.50 had been released to the Ministry as at October ending, giving a variance of GH¢442,526.50.

According to officials of MOWAC, the Ministry had an outstanding debt of GH¢221,329.27 in respect of administration accruing from years 2008 and 2009 to settle. As a result, MOWAC received extra releases from MOFEP to the tune of GH¢221,329.27 to settle the outstanding debt. MOWAC further received additional funds to the tune of GH¢221,197.23 to support the administration vote for year 2010. The sum total of these inflows accounted for the variance of GH¢442,526.50.

5.3 The Committee further noted that MOWAC was to benefit from an amount of GH¢4,371,404.00 from donor funds for its programmes and activities. As at October ending however, MOWAC had accessed only GH¢1,030,258.00. As a result, it could not pursue some of its planned programmes and activities earmarked for year 2010.

5.4 It is evident from Table 1 that with the exception of Personnel Emolument and Administration, releases for Service and Investment expenditure fell below target. On the whole, releases to MOWAC as at the end of October amounted to GH¢4,002,062.03 representing approximately 47% of the approved budgetary allocation of GH¢8,518,670.00 for year 2010. The amount so far released falls far below expectation and this according to the Sector Minister, has adversely affected the Ministry's ability to meet its desired target for year 2010.

5.5 Notwithstanding the budgetary constraints, MOWAC was able to undertake many activities, a few of which are highlighted below:

i. **Human Trafficking**

MOWAC with other stakeholders dealt with the increasing cases of trafficking in the Greater Accra, Central, Western and Upper East Regions. About three hundred and thirty-eight (338) victims of Human Trafficking were returned to their communities.

ii. **Domestic Violence**

MOWAC in collaboration with its stakeholders implemented the Domestic Violence Work Plan for 2010 with support from the Royal Netherlands Embassy. A communication strategy was prepared, adopted and disseminated for the effective implementation of the Domestic Violence Act.

iii. **Worst forms of Child Labour**

MOWAC collaborated with stakeholders in the implementation of child labour related programmes e.g. the Elimination of child labour in the cocoa sector.

iv. **Gender Responsive Skills and Community Development Project (GRSCDP)**

The focus of the GRSCDP is to sustain poverty alleviation among women at the national and local levels. With support from the African Development Bank, resourceful programmes and activities such as institutional capacity building, improvement of women's gainful employment and entrepreneurship were undertaken by MOWAC under the GRSCDP.

v. **Gender Mainstreaming/Gender Responsive Budgeting**

MOWAC continued to build the capacity of Ministries, Departments and Agencies (MDAs) and Metropolitan, Municipal

and District Assemblies (MMDAs) in Gender Mainstreaming and Gender Responsive Budgeting by training staff of nine (9) additional MDAs and selected MMDAs from the five (5) regions of the Northern sector of Ghana.

vi. **Savanna Accelerated Development Authority**

Government ensured that the Savanna Accelerated Development Authority (SADA) Policy document was engendered particularly to halt the irregular migration of 'kayayes' and other youth from the Northern to the Southern parts of the country.

vii **Early Childhood Care and Development**

Orientation was organised for some of the new Early Childhood Care and Development (ECCD) Committee Members in the Districts for effective implementation of the ECCD Policy.

6.0 **OUTLOOK FOR YEAR 2011**

For year 2011, MOWAC will pursue the following programmes and activities among others:

i. **Human Trafficking**

The key challenges hindering the implementation of the Human Trafficking Act will be addressed in year 2011. Some of these key challenges are:

- absence of a Legislative Instrument to facilitate the operationalisation of the law;
- inadequate shelters and victim protection mechanisms;
- weak collaboration and partnership among stakeholders which results in the duplication of efforts;
- lack of a comprehensive and effective Standard Operation Procedure to link institutions to address human trafficking issues; and
- inadequate resource for the implementation of human trafficking activities in the sector plans of various institutions.

ii. **Domestic Violence**

The National Domestic Violence Plan of Action has identified the provision of shelters as one of its key strategies. For this reason, three shelters will be constructed in three (3) strategic regional capitals to protect victims from further abuse and emotional and psychological trauma. The Domestic Violence Support Fund will also be made functional.

iii. **Worst Forms of Child Labour**

MOWAC will strengthen its collaboration with the Ministry of Employment and Social Welfare on the National Programme for the Elimination of Child Labour. Government, through MOWAC, will pay attention to the education and sensitisation of child labour-prone areas on the dangers and consequences of employing children in works that pose a risk to their health and development and also denies them of their right to education.

iv. **Early Childhood Care and Development (ECCD)**

Capacities of the District Committee Members of the ECCD will be built to ensure the effective implementation of the ECCD Policy at the local level.

v. **Gender Mainstreaming/Gender Responsive Budgeting**

In year 2011, MOWAC will continue to build the capacity of staff of Metropolitan, Municipal and District Assemblies (MMDAs), Regional Coordinating Councils and Gender Desk Officers in Gender Mainstreaming and Gender Responsive Budgeting. A Gender Budget Monitoring Unit would also be established to monitor gender responsive budgeting across Sectors to address gender inequality.

vi. **Gender Responsive Skills and Community Development Project (GRSCDP)**

Fifty-nine (59) Districts in the ten (10) Regions of Ghana will benefit from various interventions under the GRSCDP such as:

- a. Rehabilitation and expansion of infrastructure for the twenty-five (25) Community Development Vocational and Technical Institutes (CDVTIs);
- b. Training of two hundred and fifty (250) planners from fifty-nine (59) Districts at the Institute of Local Government in mainstreaming gender into planning, budgeting and monitoring & evaluation;
- c. Providing Information Communication Technology (ICT) equipment and teaching tools for the twenty-five (25) CDVTIs; and
- d. Providing entrepreneurial and business development support to women in small scale businesses.

vii. **Women in Governance**

MOWAC will re-launch the women in Local Government Fund to support women in local governance to reinforce government's intervention to support women's participation in local governance.

viii. **Sex-disaggregated Data**

MDAs and MMDAs will be tasked to collect sex-disaggregated data to enhance evidence-based decision making through gender analysis. A database will be established at MOWAC with support from the Ghana Statistical Service (GSS).

7.0 2011 ANNUAL BUDGET ESTIMATES

7.1 MOWAC has been allocated an amount of **Thirteen Million, Three Hundred and Thirty-Seven Thousand and Ninety-Three Ghana Cedis**

(GH¢13,337,093.00) to enable it execute its programmes and activities for year 2011. The breakdown of the total allocation is as follows:

Government of Ghana (GOG)	-	GH¢3,285,652.00
Donor Funds	-	GH¢10,037,071.00
Internally Generated Fund (IGF)	-	GH¢14,370.00

7.2 The breakdown of GOG allocation of Three Million, Two Hundred and Eighty-Five Thousand, Six Hundred and Fifty-Two Ghana Cedis (GH¢3,285,652.00) is shown in Table 2 below:

Table 2
Breakdown of 2011 GOG Allocation to MOWAC and its
Departments by Item of Expenditure
(In Million Ghana Cedis)

	Personnel Emolument	Admin.	Service	Investment	TOTAL
Headquarters					
General Admin.	541,235	174,430	468,000	331,000	1,514,665
Dept. of Women	573,267	87,215	198,072	128,110	986,664
Dept. of Children	469,036	87,215	198,072	30,000	784,323
TOTAL	1,583,538	348,860	864,144	489,110	3,285,652

7.3 In addition to the GOG allocation, MOWAC is expected to benefit from donor funds to the tune of Ten Million, Thirty-Seven Thousand and Seventy-One Ghana Cedis (GH¢10,037,071.00). The breakdown is as follows:

a.	MOWAC Headquarters (Service)	-	GH¢9,686,749.00
b.	Department of Women (Service)	-	<u>GH¢ 350,322.00</u>
	TOTAL	-	GH¢ 10,037,071.00

7.4 The IGF component of the total budgetary allocation amounting to the tune of Fourteen Thousand, Three Hundred and Seventy Ghana Cedis

(GH¢14,370.00) is to be utilised by the Department of Children for its Service activities.

7.5 The Committee was informed that, MOWAC's budgetary requirement (GOG component) for year 2011 is **Thirteen Million, Six Hundred and Three Thousand, One Hundred and Thirty-Six Ghana Cedis (GH¢13,603,136.00)**. However, an amount of **GH¢3,285,652.00** has been allocated to it. The breakdown of MOWAC's budgetary requirement is shown in Table 3 below:

Table 3
MOWAC's 2011 Budgetary Requirement (GOG)
by Item of Expenditure
(In Million Ghana Cedis)

	Personnel Emolument	Admin.	Service	Investment	TOTAL
<u>Headquarters</u>					
General Admin.	578,813.00	1,412,100.00	1,625,808.00	5,816,000.00	9,432,721.00
Dept. of Women	526,736.00	364,485.00	579,650.00	647,700.00	2,118,571.00
Dept. of Children	454,865.00	399,735.00	643,744.00	553,500	2,051,844.00
TOTAL	1,560,414.00	2,176,320.00	2,849,202.00	7,017,200.00	13,603,136.00

8.0 OBSERVATIONS AND RECOMMENDATIONS

8.1 The Committee made the following observations and recommendations during its deliberations:

a. Allocation for Investment Activity

The Committee observed that funds under this item of expenditure are to cater for the construction of MOWAC's office complex, the purchase of vehicles/motorbikes, office equipment as well as agro-processing machines, among others.

For year 2011, MOWAC's budgetary requirement for its investment expenditure is GH¢7,017,200.00. However, MOWAC has been allocated an amount of GH¢489,110.00, creating a variance of GH¢6,528,090.00. The allocated amount of GH¢489,110.00 for year 2011 also represents a reduction in the amount of GH¢978,219.00 allocated to MOWAC for its investment activities for year 2010.

The Committee considers this amount woefully inadequate considering the investment activities to be undertaken by MOWAC in year 2011. The Committee therefore recommends that additional funds should be made available to MOWAC should there be a supplementary budget to adequately cater for its investment activities for year 2011.

b. Inadequate Office Space

The Committee also observed that MOWAC is still burdened with the problem of office space. This has resulted in MOWAC's inability to augment its staff strength and also accommodate some of its Secretariats such as the Domestic Violence and Human Trafficking Secretariats.

The Committee noted that the construction of a new office complex to accommodate staff of the Main Ministry, its Departments, Units and Secretariats is long overdue. As indicated to the Committee by the Sector Minister, the proposed construction of a 5-storey office complex which was estimated to cost GH¢5.4million in year 2007 is now estimated to cost GH¢8.5 million due to price fluctuations. The 1st phase (to be completed in 2011) involving the construction of the main building is estimated to cost GH¢4.5million whilst the 2nd phase (to be completed in 2012) is also estimated to cost GH¢4.0million.

The Committee was informed that in year 2009, an amount of GH¢225,027.00 allocated to MOWAC to commence the construction of the office complex was not released. For year 2011, MOWAC will require GH¢4.5million for the construction of the 1st phase of the office complex. Unfortunately, MOFEP did not make provision for this in the year 2011 budget.

In the light of the above, the Committee recommends that MOFEP should put measures in place to provide MOWAC with the required amount for the construction of the 1st phase of the office complex.

c. Donor Inflows

The Committee further noted with dismay, the continual over-reliance on donor funds by government for the programmes and activities of MOWAC. Projections for donor funds for year 2009 was GH¢6,768,571.00 out of which only GH¢1,752,092.94 was released to MOWAC. For year 2010, donor funds allocated to MOWAC was GH¢4,371,404.00. As at the end of October, only GH¢1,030,258.00 had been accessed by MOWAC. For year 2011, MOWAC is expected to benefit from donor funds to the tune of GH¢ 10,037,071.00.

The Committee is of the opinion that should MOWAC encounter problems in accessing the quantum of donor funds allocated to it for year 2011, it will disrupt its Service activities thereby impacting negatively on its performance.

The Committee therefore recommends that MOFEP should consider alternative means of meeting the budgetary needs of MOWAC in respect of its Service and Investment activities instead of relying on donor support.

d. Budgetary Allocation (GOG)

The Committee finally noted that the total GOG budgetary allocation to MOWAC for its programmes and activities for year 2011 is woefully inadequate. For year 2011, MOWAC's budgetary requirement is GH¢13,603,136.00 but has been allocated a paltry sum of GH¢3,285,652.00, representing a shortfall of GH¢10,317,484.00.

The Committee was unhappy with the margin of the shortfall and is of the opinion that the shortfall will adversely affect the implementation of MOWAC's outlined programmes and activities for year 2011.

Inadequate funding, the Committee noted, is a major constraint hindering the effective performance of MOWAC. MOWAC's budgetary allocation over the years (2008 - 2011) compared to the total national budget has always been below 1%. This gives an indication that issues concerning women and children have not been given the much needed prominence and attention on the country's developmental agenda.

To this end, the Committee recommends that measures should be put in place by the government to ensure that MOWAC is adequately resourced in future national budgets to enable it deliver on its mandate. MOFEP should also endeavour to release the approved funds for MOWAC on schedule in order not to jeopardise the implementation of its programmes and activities.

9.0 CONCLUSION

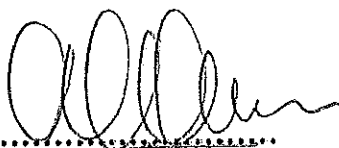
Undoubtedly, MOWAC has a role to play in achieving gender equity and equality among the citizenry. Making gender central to development requires addressing the differential and/or peculiar problems of poor disadvantaged women, children and other marginalised groups. These problems can only be addressed through policy reforms such as

equitable access to production resources, credit technology development and improved access to quality basic social services.

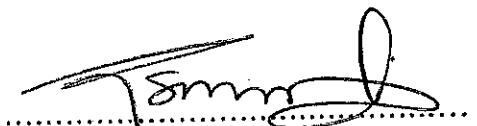
Obviously, this calls for adequate allocation of resources to implement the policy reforms. The Committee therefore urges MOFEP to allocate additional funds to the Ministry should there be a Supplementary Budget to enable it achieve its objectives.

Finally, the Committee recommends to the House for approval, the sum of **Thirteen Million, Three Hundred and Thirty Seven Thousand and Ninety-Three Ghana Cedis (GH¢13,337,093.00)** being the total budgetary allocation to the Ministry of Women and Children's Affairs for the financial year ending 31st December 2011..

Respectfully submitted.



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ABIGAIL ABA ANSO
(CLERK TO THE COMMITTEE)


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HON. SAMPSON AHI
(CHAIRMAN, COMMITTEE ON
GENDER AND CHILDREN)

DECEMBER 2010