

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

**REPORT OF THE COMMITTEE ON  
GENDER & CHILDREN**

ON THE

**2010 ANNUAL BUDGET ESTIMATES OF THE  
MINISTRY OF WOMEN AND CHILDREN'S AFFAIRS**

*DECEMBER 2009*

## **1.0 INTRODUCTION**

- 1.1 The Budget Statement and Economic Policy of the Government for the 2010 financial year was presented to the House by the Hon. Minister for Finance and Economic Planning, Hon. Dr. Kwabena Duffuor on Wednesday, 18<sup>th</sup> November, 2009 in fulfillment of Article 179 (1) of the 1992 Constitution of the Republic of Ghana.

Subsequently, the Annual Budget Estimates of the Ministry of Women and Children's Affairs for year 2010 were referred to the Committee on Gender and Children for consideration and report in accordance with Standing Orders 140(4) and 175 of the House.

- 1.2 In considering the referral, the Committee benefited from further clarifications from the Sector Minister, Hon. Akua Sena Dansua, officials of the Ministry of Women & Children's Affairs (MOWAC) and the Ministry of Finance and Economic Planning (MOFEP).

The Committee is grateful to all officials who were present at the Committee's sitting for the assistance offered the Committee during its deliberations.

## **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 2009 Financial Year.

- d. The Budget Statement and Economic Policy of the Government of Ghana for the 2010 Financial Year.
- e. The Report of the Committee on Gender and Children on the Draft 2009 Annual Budget Estimates of the Ministry of Women and Children's Affairs.

### **3.0 THE MINISTRY'S MISSION STATEMENT**

The Ministry of Women and Children's Affairs (MOWAC) exists to promote gender equality and equity, the survival, protection and development of children to ensure increased participation of both women and children in the development process of the country through:

- a. policy formulation; coordination and monitoring of constitutional framework and activities of women and children programmes;
- b. ensuring gender sensitivity in sector plans and business promotion, programmes and projects;
- c. collaboration with development partners, civil society organizations and other stakeholders to facilitate the integration of women and children's issues in national development;
- d. conduct research and disseminate research findings on women and children issues;
- e. implementation and dissemination of government policies on women and children for incorporation into the development process;
- f. implementation of sector plans and programmes relation to women and children; and

- g. ensuring the adherence and implementation of international convention, protocols, treaties and resolutions.

#### **4.0 REVIEW OF YEAR 2009 ANNUAL BUDGET ESTIMATES AND PERFORMANCE OF THE MINISTRY**

- 5.1 For the year under review, MOWAC was allocated an amount of **Nine Million, Five Hundred and Seventy Thousand, Seven Hundred and Eighty-Six Ghana Cedis (GH¢9,570,786.00)** to cater for its activities.

An amount of **Two Hundred and Ninety-Six Thousand, Nine Hundred and Twenty-Three Ghana Cedis (GH¢296,923.00)** was further allocated to MOWAC from the Supplementary Budget to cater for its administration expenses. The total budgetary allocation therefore amounted to **Nine Million, Eight Hundred and Eighteen Thousand, Two Hundred and Sixty-nine Ghana Cedis (GH¢9,818,269.00)**. The disbursement of this amount as at November ending is shown in Table 1 below:

**Table 1  
DISBURSEMENT OF FUNDS  
APPROVED AND ACTUAL EXPENDITURE  
(JANUARY – NOVEMBER 2009)  
(IN MILLION GHANA CEDIS)**

<b>ITEM OF EXPENDITURE</b>	<b>2009 APPROVED BUDGET (a)</b>	<b>AMOUNT RELEASED (b)</b>	<b>ACTUAL EXPENDITURE (c)</b>	<b>VARIANCE a-c</b>
<b>Personnel Emolument</b>	1,302,878.00	1,047,743.82	1,047,743.82	(255,134.18)
<b>Administration</b>	540,804.00	339,330.11	339,330.11	(201,473.89)
<b>Service</b>	399,894.00	200,179.54	200,179.54	(199,714.46)
<b>Investment</b>	806,122.00	73,506.36	73,506.36	(732,615.64)
<b>Donor Funds</b>	6,768,571.00	1,752,092.94	1,752,092.94	(5,016,478.06)
<b>TOTAL</b>	<b>9,818,269.00</b>	<b>3,412,852.77</b>	<b>3,412,852.77</b>	<b>(6,405,416.23)</b>

As shown in Table 1, with the exception of disbursement for investment activities which fell below target, all other items of expenditure were on target. According to officials of MOFEP present at the Committee's meeting, the low level of disbursement for MOWAC'S activities was due to the fact that government's revenue inflow target was not met. According to the Minister for MOWAC, this situation adversely affected the performance of the Ministry in year 2009.

Similarly, Donor Funds accessed by MOWAC for its programmes and activities as shown in Table 1 was very low. MOWAC was expected to benefit from Donor Funds to the tune of GH¢6,768,571.00. However, as at November ending, Donor Funds disbursed to MOWAC was only GH¢1,752,092.94 giving a variance of GH¢5,016,478.06. As a result, MOWAC could not pursue most of its planned service and investment activities for year 2009.

It is evident from Table 1 that the overall budget performance of MOWAC as at the end of November 2009 fell below target. The total amount released to MOWAC and its total actual expenditure as at November ending was GH¢3,412,852.77 representing 34.76% of the total allocation of GH¢9,818,269.00 made to MOWAC for its programmes and activities for the year under review. On the whole, the allocation made to MOWAC was woefully inadequate to enable it pursue its programmes and activities.

Despite the budgetary constraints, MOWAC was able to undertake some activities with support from its Donor Partners. Key among the activities it undertook were:

- i. Re-engineering of MOWAC to make it more effective in policy and programme formulation, implementation monitoring and evaluation
- ii. One Hundred and Ten (110) Policy Planning, Monitoring and Evaluation Directorate (PPMED), Budget Staff, Gender Desk Officers from 16 MDAs were trained in Gender Responsive Budgeting.
- iii. A stakeholders' workshop was held to develop inter and intra agency protocols for the implementation of the Domestic Violence (DV) Act. Meetings were also held to develop legislative instruments (LI) on the DV Act.
- iv. A sensitisation workshop was organized for District Assemblies and Senior High School Students on the DV Act as well as capacity building and awareness creation for the security agencies, to combat trafficking in persons and irregular migration from and through Ghana.
- v. An orientation was organised for new Early Childhood Care Development (ECCD) Committee members in the district geared towards implementing the ECCD policy.
- vi. The following Protocols/Conventions were ratified by Parliament during the year:
  - Amendment to Article 20(1) of the Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW)
  - Protocol to Prevent, Suppress and Punish Trafficking in Persons especially Women and Children
  - Optional Protocol to the Convention on the Elimination of all Forms of Discrimination Against Women (CEDAW)
  - Amendment to Article 43 paragraph 2 of Convention on the Rights of the Child (CRC); and

- Optional Protocol to the Convention on the Rights of the Child on the Involvement of Children in Armed Conflict.

## 6.0 **OUTLOOK FOR YEAR 2010**

For year 2010 fiscal year, MOWAC intends to undertake the following key programmes and activities to address issues concerning women and children among others:

- a. Compile data on potential women leaders in the Municipalities, Metropolitan and Districts and build the capacity of some of them as candidates for the 2010 District Assembly elections in line with Governments policy to increase the percentage of women in decision making. It is expected that some of these women will also participate in the 2012 General Elections.
- b. Continue to enhance Gender mainstreaming and Gender Responsive Budgeting (GRB) in MDAs and MMDAs through capacity building. The expected impact is that the annual sector budgets of MDAs and MMDAs will adequately address gender inequality.
- c. Continue to implement the Beijing Platform for Action, the Convention on the Elimination of all Forms of Discrimination Against Women (CEDAW), ECOWAS, AU and Commonwealth Policies, Plans and Programmes on Gender Equality.
- d. Collaborate with stakeholders such as Ministry of Health, Ghana Health Service, Ministry of Education, Ministry of Employment and Social Welfare, Ministry of Interior, International Labour

Organisation and other development partners to collectively address women's reproductive health, infant and maternal mortality, child trafficking, child labour, streetism, irregular migration and other issues of national concern to women and children.

- e. Ensure that the Savanna Accelerated Development Authority (SADA) Policy document is engendered to cater for the needs of women and children in the project areas and particularly to halt the irregular migration of 'Kayayei' and other youth from the Northern to the Southern parts of the country.
- f. Establish a Gender Responsive Budget Monitoring Unit in MOWAC.
- g. Review of the National Gender and Children's Policy.

## 7.0 2010 BUDGET ESTIMATES

7.1 To be able to pursue its programme targets set out for year 2010, an amount of **Eight Million, Five Hundred and Eighteen Thousand, Six Hundred and Seventy Ghana Cedis (GH¢8,518,670.00)** has been allocated to MOWAC. This is made up of:

<b>Government of Ghana (GOG)</b>	-	<b>GH¢4,139,359.00</b>
<b>Donor support</b>	-	<b>GH¢4,371,404.00</b>
<b>Internally Generated Fund (IGF)</b>	-	<b>GH¢7,907.00</b>

7.2 As indicated to the Committee, MOWAC's needs assessment budget (GOG component) for year 2010 is **Five Million, Six Hundred and Forty-three Thousand, Three Hundred and Thirty-Six Ghana Cedis**



(GH¢5,643,336.00) as against an amount of **Four Million, One Hundred and Thirty-Nine Thousand, Three Hundred and Fifty-Nine Ghana Cedis (GH¢4,139,359.00)** that has been allocated to it. A summary of the Ministry's Planned and Approved Budget Estimates is shown in Table 2 below:

**Table 2**  
**Summary of Planned and Approved Budget**  
**Estimates for year 2010**  
**(In Million Ghana Cedis)**

<b>Item of Expenditure</b>	<b>Headquarters</b>	<b>Dept. of Women</b>	<b>Dept. of Children</b>	<b>TOTAL Planned Budget (a)</b>	<b>2010 Approved Budget (b)</b>	<b>Variance a-b</b>
<b>Personnel Emolument</b>	495,093	573,267	469,036	<b>1,537,396</b>	<b>1,537,396</b>	-
<b>Administration</b>	219,492	233,065	220,500	<b>673,057</b>	<b>341,433</b>	<b>(331,624)</b>
<b>Service</b>	668,729	458,100	455,482	<b>1,582,311</b>	<b>1,282,311</b>	<b>(300,000)</b>
<b>Investment</b>	1,049,122	559,450	242,000	<b>1,850,572</b>	<b>978,219</b>	<b>(872,353)</b>
<b>TOTAL</b>	<b>2,432,436</b>	<b>1,823,882</b>	<b>1,387,018</b>	<b>5,643,336</b>	<b>4,139,359</b>	<b>(1,503,977)</b>

7.3 GOG funds amounting to **Four Million, One Hundred and Thirty-Nine Thousand, Three Hundred and Fifty-Nine Ghana Cedis (GH¢4,139,359.00)** allocated to the Ministry's component parts for year 2010 is shown in Table 3.

Table 3

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

	<b>Personnel Emolument</b>	<b>Admin.</b>	<b>Service</b>	<b>Investment</b>	<b>T O T A L</b>
<b>Headquarters</b>					
<b>a. General Admin.</b>	472,162	136,574	568,729	331,718	<b>1,509,183</b>
<b>b. Internal Audit</b>	22,931	-	-	-	<b>22,931</b>
<b>Dept. Women</b>	573,267	102,430	358,100	543,500	<b>1,577,297</b>
<b>Dept. of Children</b>	469,036	102,430	355,482	103,000	<b>1,029,948</b>
<b>T O T A L</b>	<b>1,537,396</b>	<b>341,434</b>	<b>1,282,311</b>	<b>978,218</b>	<b>4,139,359</b>

7.4 In addition to the GOG allocation, MOWAC is expected to benefit from Donor Funds to the tune of **Four Million, Three Hundred and Seventy One Thousand, Four Hundred and Four Ghana Cedis (GH¢4,371,404.00)**. The breakdown is as follows:

a. MOWAC Headquarters (Service)	-	GH¢ 870,736.00
b. Department of Women (Investment)	-	<u>GH¢3,500,668.00</u>
<b>T O T A L</b>	<b>-</b>	<b>GH¢4,371,404.00</b>

7.5 For year 2010, the IGF component of the total budgetary allocation to MOWAC is to the tune of **Seven Thousand, Nine Hundred and Seven Ghana Cedis (GH¢7,907.00)**. This amount is to cater for the investment activities of the Department of Children.

## 8.0 OBSERVATIONS AND RECOMMENDATIONS

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

### a. Donor Inflows

The Committee noted with concern, the over reliance on donor funds for programmes and activities of MOWAC. For instance, in year 2008, MOWAC was to benefit from donor funds to the tune of GH¢570,479.00. Projections for year 2009 was GH¢6,768,571.00 out of which only GH¢1,752,092.94 has been released to MOWAC as at November ending. In year 2010, donor funds allocated to MOWAC is GH¢4,371,404.00. Although this amount has been slashed compared to the approved amount for year 2009, it represents 53.62% of the total budgetary allocation made to MOWAC.

This situation in the opinion of the Committee is not a healthy development since any delays or problems encountered in accessing these funds would disrupt the service and investment programmes of the Ministry thereby impacting negatively on the Ministry's performance. Aggravating the situation is the recent global credit crunch which has obviously affected donor inflows as reflected in the meager amount that was released to MOWAC in year 2009 (refer to Table 1).

The Committee therefore recommends that in reducing MOWAC's over dependence on donor support for its service and investment activities, government should develop innovative ways of raising the needed

revenue to meet the budget needs of MOWAC and the country's development agenda at large.

b. Economic Empowerment of Women Groups

As indicated in the "Budget Statement and Economic Policy of the Government of Ghana for the 2009 Financial Year", MOWAC was to provide skills training to Women Groups in the non-traditional generating areas.

Reviewing the performance of MOWAC for year 2009, the Committee noted that no skills' training and economic support was provided to women groups. According to the Sector Minister, the approved budget earmarked for that activity was not released to the Ministry due to unavailability of funds.

The Committee considers this situation as unfortunate since other activities of the Ministry were undertaken to the detriment of economic empowerment of women groups. Providing skills' training and economic support to women groups in the opinion of the Committee is a means to empower women financially and thereby accelerate the socio-economic development of the country.

To this end, the Committee recommends that MOWAC should re-prioritise its activities in order to provide skills' training to women groups under this year's allocation. It also urges MOFEP not to relent on its efforts in ensuring that promises made in Budget Statements are fulfilled.

c. Recovery of Loans

It was again noted that MOWAC, under the Micro Finance and Small Loan Centre (MASLOC) facility, has granted loans to the tune of One Million, Six Hundred and Fifty Thousand Ghana Cedis (GH¢1,650,000.00) to 16,500 women beneficiaries. Unfortunately, only GH¢158,528 has been recovered as of now. MOWAC, in its efforts to recover the loans, has requested the ARB Apex Bank to take the issue up and recover the loans on behalf of MOWAC.

According to the Sector Minister, the monies given out to women are supposed to be revolving so as to allow many women to benefit from the facility to enhance their economic empowerment. However, this has not been met. Considering the rate of recovery of these monies, MOWAC was not able to grant loans this year.

The Committee considers the slow pace of recovery of these loans as worrisome and therefore urges MOWAC to tackle the issue seriously and impress upon the Bank to recover the loans as early as practicable. MOWAC should also re-consider the modalities of granting of these loans in order to ensure that subsequent loans granted to beneficiaries would be recovered on time. The Committee further urges MOWAC to put measures in place to monitor and ensure that beneficiaries use the loans for the purpose for which it was granted them.

d. Inadequate Office Space

The Committee again noted that MOWAC is confronted with office space at its Headquarters, the Department of Women and the

Department of Children to accommodate its staff. As a result, the Ministry is saddled with the problem of space to accommodate some of its Secretariats such as the Human Trafficking and Domestic Violence Secretariats. This situation has had serious impact on the performance of MOWAC.

The Committee's attention was drawn to the rampant report of cases of domestic violence, rape, child trafficking etc. at the offices of MOWAC. These cases obviously need to be attended to by the Human Trafficking and Domestic Violence Secretariats. Unfortunately, due to lack of space to accommodate these Secretariats, MOWAC has not been able to recruit the adequate number of staff to handle these cases some of which usually calls for immediate attention.

The Committee considers the provision of office space for MOWAC and its Departments as crucial if MOWAC is to deliver on its mandate. As indicated to the Committee, MOWAC has a land demarcated for an office complex for which funds were released to MOWAC this year for its construction. However, due to an on-going internal audit exercise MOWAC could not commence the construction of the office Complex. The Committee therefore urges the Sector Minister to ensure that the construction of an office complex to accommodate its staff and secretariats commences in year 2010.

e. Budgetary Allocation

The Committee finally observed that over the years, MOWAC's budgetary allocation compared to the National Budget has been below 1.0%. In view of government's commitment to the empowerment of

women particularly the vulnerable, rural and urban poor as well as facilitating the survival, protection and development of the Ghanaian child, MOWAC's budgetary allocation for year 2010 still falls below 1.0% of the National Budget and does not meet its budgetary requirement for year 2010. For year 2010, the budgetary requirement of MOWAC is **Five Million, Three Hundred and Forty-Four Thousand, Three Hundred and Thirty-Six Ghana Cedis (GH¢5,344,336.00)**. This amount has been slashed to **Four Million, One Hundred and Thirty-Nine Thousand, Three Hundred and Fifty-Nine Ghana Cedis (GH¢4,139,359.00)**. Realistically, MOWAC will not be able to pursue all of its planned programmes and activities for year 2010 considering the amount that has been allocated to it.

The Committee is of the considered view that MOWAC should be adequately resourced to enable it deliver on its mandate. The Committee therefore recommends that should there be a Supplementary Budget, MOWAC should be allocated more funds to enable it undertake its planned programmes and activities for year 2010. Furthermore, MOFEP should endeavour to meet the budgetary needs of MOWAC in future budgets and also put measures in place to ensure that approved funds for MOWAC for year 2010 are released on schedule.

## 9.0 CONCLUSION


The concept of gender is cross-cutting and inextricably linked to development. If Ghana is to achieve the Millennium Development Goals (MDGs) by year 2015, of which the government has promised to focus on the socioeconomic empowerment of women, then it must address and

confront the challenges of building inclusive societies where the rights of all persons are protected and their participation in decision-making processes that affect their lives, guaranteed.

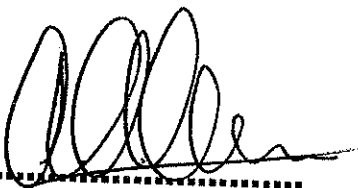
For this reason, there is the need for gender to be mainstreamed in the policies and programmes of all sectors of the economy. The government must also demonstrate its commitment towards gender equality and the promise of empowerment of women as well as the protection and development of children by allocating adequate resources to MOWAC in future Budget Estimates.

That notwithstanding, the Committee recommends to the House for approval, the total budgetary allocation of **Eight Million, Five Hundred and Eighteen Thousand, Six Hundred and Seventy Ghana Cedis (GH¢8,518,670.00)** made to the Ministry of Women and Children's Affairs for the financial year ending 31<sup>st</sup> December 2010.

Respectfully submitted.



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



.....  
**ABIGAIL ABA ANSO**  
**(CLERK TO THE COMMITTEE)**

DECEMBER 2009