

A Comparative Study of Gender Budgeting Processes and Procedures in Selected Maritime African and European Nations

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5.1 Introduction

The rigor and arduous nature of working either on a vessel at sea or in the port makes the maritime job description to be more suitable and compatible with the male physique. Nevertheless, even though women are able to thrive in this male-dominated profession, gender imbalance exists in the maritime industry (Macneil and Ghosh 2017, 42). According to the International Transport Workers' Federation (ITF) (2022), research has shown that “financial constraint in terms of funding for training and development affects the women in the maritime sector”. It is alleged that “fewer women in shipping are more vulnerable to various discriminations, such as prohibitions to maritime education and training institutions” (ITF 2022) (Aggrey 2020). The implication of this discrimination is that gender gaps still continue to exist and persist in education, employment, entrepreneurship, and so forth (Downes and Nicol 2015). Hence, gender inequality issues in the maritime sector need to be resolved through tangible deliverables and action plans. However, despite the numerous efforts by the international community, to combat the issue of gender equality in the maritime sector, the mat-

ter of inequality still persists (Kormych 2020). Even though the maritime industry has “adopted various initiatives towards closing the existing gender gap, the integration of women into the maritime industry has been at a tardy rate due to various economic, and social and cultural impediments” (Macneil and Ghosh 2017).

Therefore, gender budgeting is an initiative that uses fiscal policy and administration to address gender inequality and women's advancement (Gender and the Economy, 2022) (Stotsky 2022). According to the Commission for Gender Equality (CGE) (2021), “gender-based assessment of budgets incorporates gender perspective at all levels of the budgetary process and restructuring revenues and expenditures in order to promote gender equality.” The purpose of gender budgeting is to ensure that women's empowerment and gender equality goals are at the center of public policy, planning, and budgeting (Department of Women (DOW) 2018).

The dichotomy in terms of female participation in the maritime sector is quite wide. The International Maritime Organization states that women represent only 1.2% of the global seafarer workforce (BIMCO 2022). Downes, Von Trapp and Nicol (2017) avers, that since the “budget is crucial to resource allocation and a key determinant of the standards and qualities of public policy formulation, it is expected that there is tangible implications of gender budgeting on maritime training.”

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The focus of this chapter is to contribute to the burgeoning body of knowledge on gender budgeting and the implication and application on the maritime sector. This research examines the concept, process, and procedure of gender budgeting in selected coastal African nations and selected coastal European nations within the maritime sector. The chapter also describes the criticality and implication of gender budgeting in the maritime sector, specifically, within the African and European context. The gender budgeting parameters are examined and a framework recommended as to the way forward for other African nations that are yet to adopt gender equitable budgetary policies. This chapter includes the following sections: Sect. 5.2 provides an overview of gender budgeting concepts, purpose, importance, processes, and challenges, Sect. 5.3 focuses on the gender research processes and procedures in selected European and African coastal nations using selected parameters, Sect. 5.4 examines the criteria for an effective and successful gender-responsive budgeting, and Sect. 5.5 concludes and gives recommendations.

5.2 An Overview of Gender Inequality in the Maritime Sector

According to Galizzi, Meliou, and Steccolini (2021), “gender-responsive budgeting can be defined as a combination of various methods, techniques, and systems that are included into the budget in order to give a gender perspective in budgeting processes which will foster the effective mainstreaming of gender in policy-making”. According to Jeevan, Menhat, Ruslan, and Cetin (2020), gender inequality is a critical factor affecting women in the maritime sector. Since the maritime industry is an open sector, it gives a great opportunity for potential candidates who have the necessary skills and capability to harness the benefits in this sector (Jeevan et al. 2020). The implication of this is that women in the maritime sector will only be able to harvest, activate and harness the benefits in the maritime sector if and when they are well equipped with the necessary training and skills.

According to Virginia, Curristine, Preston, Soler, Tchelisvili, and Weerathunga (2021), “Gender responsive budgeting is an important instrument that governments have at their disposal to help promote gender equality and close gender gaps”. Quinn (2009) reiterates that gender budgeting does not mean separate budget for women; however, it refers to “people centred budgeting that allows for scrutiny of the outcome of budget”. Therefore, a gender budget statement is a “public document published by a government outlining the impact of the annual budget on gender equality” (Sharp and Broomhill 2013).

5.3 Case Study of Gender-Responsive Budgeting (GRB) in Other Nations

According to Bova and da Costa Reis (2022), gender budgeting is a “form of priority budgeting that re-focuses resources to help close gender gaps”. According to O’hagan (2018), gender budgeting is “transformational and deliberate in action as it focuses on institutional changes, which seeks to alter the processes of raising and allocating resources within institutions, so as to achieve more gender equal outcomes consequently”.

The Australian government first introduced gender-responsive budgeting in the 1980s (Virginia et al. 2021). A key feature in Australian government’s GRB initiative has been the publication of a gender budget statement by successive governments (Sharp and Broomhill 2013). The landmark gender budgeting initiative commenced in Australia, 1984, and required government ministries and departments to analyze the impact of the annual budget on women and girls, with a focus on public expenditures (Virginia et al. 2021).

Canada is another nation where feminist government officials within the government advocated for gender analysis within the budget, gaining political support and external recognition (O’Hagan 2018). According to O’Hagan (2018), the main driver of gender equality in South Africa was the “feminist activists outside government that worked in close cooperation with newly elected parliamentarians who were active during the anti-apartheid movement”.

5.4 Purpose of Gender Budgeting

It is pertinent to have a good grasp of the intention of gender budgeting. When the intention of gender budgeting is well understood, then it will not be difficult for policymakers to grasp the essence of adopting gender budgeting. This section captures the reasoning and motivation that propels the gender budgeting agenda.

There is a fundamental thinking that governs the purpose for gender-responsive budgeting. According to Sharp and Broomhill (2013), gender budgeting is “a mechanism for establishing whether a government’s gender equality commitments translate into budgetary commitment”. The purpose of gender equality is not only a fundamental human right but also a “cornerstone and pillar for a prosperous, modern economy that provides sustainable inclusive growth” (Downes and Nicol 2015). Policy decisions made by governments can serve to either promote gender equality or reinforce existing inequalities (Virginia et al. 2021). According to Stotsky (2016), the economic rationale for gender budgeting is that “fiscal policies influence fiscal outcomes, and thus economic output, growth, and equity.” Downes et al. (2017) posits that the pivotal essence of gender budgeting is that “men and women can contribute fully at home, at work and in public life, for the betterment of societies and economies at large”. In a nutshell, the purpose of gender budgeting is threefold: accountability and transparency; participation; and advancement of women’s rights. This is displayed in Fig. 5.1.

5.5 The Importance of Gender-Responsive Budgeting (GRB)

The weightiness of gender budgeting is seen in its ability to transform the economy, even the maritime sector through its adoption. Gender budgeting is important to the maritime sector as it seeks to see the impact of the budget in enhancing the training, education, and skill development of women in the maritime space. According to Virginia et al. (2021), gender budgeting incorpo-



Fig. 5.1 The threefold purpose of gender-responsive budgeting. (Source: The European Institute of Gender Equality (EIGE) 2020, 2022)

rates a “gender lens into the budget process to ensure that governments are acutely aware of the impact of their choices on gender outcomes”. Evidence has shown that ensuring “a better gender balance in policies, organizations and society is not only right and fair, but also economically desirable making” (Galizzi et al. 2021). GRB contributes to the “optimal utilization of the country’s human resources by promoting women’s participation and contribution to social and economic development alongside men” (Seakale and Weylandt 2018; Shejavali and Weylandt 2018). The criticality of gender budgeting is that it fosters accountability, transparency, performance, and redistribution of resources (EIGE 2020).

5.6 The Gender Budgeting Process

Governments of nations must be resolute in their drive for the empowerment of both genders since both male and female bring a manifold harvest of returns. It can be suggested that the budget process must start with empowering both men and women in the various fields of endeavors. A gender budget analysis identifies gender gaps and challenges and then formulates objectives to tackle gender inequalities and to define appropriate indicators for measuring progress (Stotsky 2016). According to the Commission of Gender Equity (2021), the following are the steps that can facilitate the gender budgeting process:

- First, “the gender budgeting process starts with a gender-based assessment”.
- The second stage involves “taking actions that will foster the gender process”.
- The third stage includes “organizing gender budgeting work through a combination of inputs from governmental and non-governmental actors”.

5.7 Challenges in Gender-Responsive Budgeting

As important as gender-responsive budgeting is, there are various challenges that are evident, since GRB has not been adopted worldwide. According to the Center for Gender Equality (GCE) (2021), many African countries lack the necessary resources to prioritize critical social policy challenges in their budgets, including vital gender transformation programs since many countries on the continent belong to the low- to middle-income bracket. According to Steccolini (2018), gender budgeting remains less widespread than expected, and its full potential has not been realized. Some of the challenges that gender budgeting movement faces include the possible lack of local stakeholders’ involvement and political commitments, as well as the availability of resources (Steccolini 2018). Currstine et al. (2022) reiterated that in spite of the fact that the G20 countries have promoted gender-focused fiscal policies, the budgetary tools to implement, execute, evaluate, monitor, and review these policies are limited. Some of the challenges noted include a lack of guidance, coordination, and expertise in gender analysis and data (Currstine et al. 2022).

5.8 A Comparative Study of Gender Budgeting in Selected Coastal African and European Nations

In a research conducted on 20 sub-Saharan African ports, the drivers of port productivity and efficiency are both technical efficiency and tech-

nology (Osundiran 2022). According to Osundiran (2022), there is a need for ports in sub-Saharan Africa to engage in technology enhancement through training of both genders to grow the maritime sector.

The growth and development of maritime is critical to the development of African nations. The contribution of females to the maritime sector is pivotal to the development of African coastal nations. Women who are economically empowered contribute more to productivity and development of capacities (Elson 1999). For developing countries, sound fiscal policies play a critical role in contributing to the high and sustainable growth that underlies the achievement of many of the United Nations Sustainable Development Goals (Stotsky 2016).

According to Stotsky (2016), gender disparity is a prevailing situation throughout the world, but they are more predominant in developing nations. The Covid-19 pandemic has made achieving gender equality a significant challenge. The focus of this section is on an explorative case study of selected coastal African and coastal European nations. South Africa and Namibia represent the developing coastal African nations while Lithuania and Finland represent the developed European coastal nations. There are eight major ports in South Africa (Transnet 2022). Namibia has two major ports (Namport 2022). The following parameters are used as a basis for comparison: background, legislative and policy framework, government responsibilities, as it relates to gender budgeting, and maritime and maritime implications.

5.9 Gender Budgeting in Selected Developing African Coastal Nations

Gender budgeting efforts come in myriads of forms, for instance, according to Stotsky (2016), South Africa uses fiscal policy changes that encompass budgetary allocations and administrative changes, which include expenditure tracking and monitoring systems. Namibia makes use of gender-responsive guidelines. Table 5.1 shows a

Table 5.1 Comparison study of gender budgeting in selected coastal African nations

Gender budgeting parameters	Coastal country: South Africa	Coastal country: Namibia
Background and introduction to gender budgeting	The first African country to adopt gender budgeting in the form of Women's Budget Initiative (WBI) in 1995 (Budoo-Scholtz 2022)	In 2015, the Ministry of Gender Equality and Child Welfare (MGEWCW) of Namibia developed a set of gender-responsive budgeting (GRB) guidelines (Seakale and Weylandt 2018; Shejavali and Weylandt 2018)
Legislative and policy framework	The South African constitution provides the Commission on Gender Equality powers to "monitor, investigate, research, educate, lobby, advise and report on issues concerning gender equality" ⁷² . The predominant form of gender budgeting in South Africa is budgetary allocation for the Department of Women, Youth and Persons with Disabilities (DWYPD) and the Commission for Gender Equality (Hingston 2021)	The Namibian Constitution (2022) states, "No discrimination against genders" ^{91 92} . One of the major drivers of Namibia's gender-responsive budgeting is the revised national gender policy of 2010 and the subsequent Plan of Action 2011 (Seakale and Weylandt 2018; Shejavali and Weylandt 2018)
Government responsibilities: Gender-responsive budgeting and maritime domain	The main thrust of the DWYPD is policy development, which includes legislation; education, raising awareness, and advocacy; and capacity building and training (CGE 2021)	The Namibian government makes use of the three-category expenditure approach and the five-step approach. The three-category expenditure approach simply looks at the focus of the expenditure and assesses the impact on the gender (Seakale and Weylandt 2018; Shejavali and Weylandt 2018). The five-step approach to gender-responsive budgeting in Namibia includes situational analysis of all genders; gender analysis of policies; budget; and budget implementation and impact evaluation of policy on budget (Seakale and Weylandt 2018; Shejavali and Weylandt 2018)
Gender budgeting as a criterion for African union membership	Gender budgeting is not a criterion for the African union membership	Gender budgeting is not a criterion for membership in the African union
Maritime	The economy is heavily reliant on international trade (SADC 2022)	The economy is dependent on international trade (SADC 2022)
Maritime implication	There is still room for improvement in South Africa to achieve gender equality even in the maritime sector (UNWD 2022). There is still a huge gap in human capacity development and training of women in the maritime sector. This gap is further accentuated in this era of digitalization of the Ports, where women are at loss as to how to key into the 4th Industrial Revolution	The Namibian government continues to put in measures, frameworks that ensure planning, coordinating, monitoring, and evaluating the progress of gender-responsive budgeting initiatives and assessing whether the objectives are being met or not. It is an ongoing process. In Namibia, there is much need for women to be trained and equipped in all aspects of maritime. One of the critical hindrances to effective women participation in the maritime sector is under capacity utilization. In Namibia, there is a need for the budget to be responsive to the training of both genders, but more emphasis should be placed on the female

Source: Osundiran Fieldwork (2023)

comparative study of the processes of gender-responsive budgeting in South Africa and Namibia.

shows a comparative study of the processes of gender-responsive budgeting in Finland and Lithuania.

5.10 Gender Budgeting in Selected Developed European Coastal Nations

Both Finland and Lithuania are developed coastal nations and member of the European Union (Tracking Docket.com 2022; Seair 2022). The implication of being a member of the European Union necessitated compliance with gender budgeting, since this is a requirement. Table 5.2

5.11 The Criteria for a Successful Gender Budgeting Process

According to Curristine et al. (2022), the keys to successful gender-responsive budgeting are strong political backing, legislative requirements, and a ministry of finance that is firmly in the driver’s seat. Stotsky et al. (2016) also reiterates that non-governmental organizations can also contribute to the success of the gender budgeting

Table 5.2 Comparison study of gender budgeting in selected European coastal developed nations

Gender budgeting parameters	Coastal European country: Finland	Coastal country: Lithuania
Background and introduction to gender budgeting	In Finland, the basis and the background of mainstreaming gender equality policy is the constitution (EIGE, 2022). Finland has a relatively long history of gender equality policies and institutions (Galizzi et al., 2021) (Elomäki and Blastula, 2021)	The initial attempt to implement gender mainstreaming was the Lithuanian Women’s Advancement Programme, approved by the government in 1996 (Downes et al., 2017) In Lithuania, two major laws govern gender budgeting; these are the law of equal opportunities for women and men, 1998 and the law of equal treatment, 2005 (EIGE, 2022)
Legislative and policy framework	The gender equality principle of Finland is based on the legislation, and the 1995 Act on Equality between Women and Men (EIGE, 2022). In terms of structure, the Ministry of Social Affairs and Health is responsible for gender equality and coordinates the implementation of related policies (DOW, 2018)	Gender equality in Lithuania is entrenched in its legislation; however, the implementation of gender equality is an ongoing and never-ending process (UNWGR, 2022). The general principle of equal opportunity and equal treatment is found in Article 29 of the 1992 Constitution of the Republic of Lithuania (Lithuanian 2022)
Government responsibilities: Gender-responsive budgeting and the framework	Several subsequent governments have produced Gender Equality Action Plan (GEAP) that requires commitment by all ministries and government hierarchies (EIGE 2022). The Ministry of Social Affairs and Health is responsible for gender equality and coordinates the implementation of related policies (Quinn 2009)	In Lithuania, the Ministry of Social Security and Labour is responsible for gender equality policy and gender mainstreaming, as well as implementation, monitoring, and follow-up of the central strategies and measures (UNWGR 2022)
Gender budgeting as a criterion for European Union membership	Member of the European Union. Gender budgeting is a criterion (European Union 2022)	Member of European Union. Gender budgeting is a criterion (European Union 2022)

(continued)

Table 5.2 (continued)

Gender budgeting parameters	Coastal European country: Finland	Coastal country: Lithuania
Maritime	Ninety percent of Finland's economy is reliant on exportation, and 70% depends on a large proportion of imports; hence the ports play a vital part in growing the economy (Finnish Port 2022)	The only seaport of Lithuania is Klaipeda, which can handle more than 70 million tons of cargo every year and is at international transportation corridors connecting Europe and Asia (Port of Klaipeda 2022)
Maritime implication	In Finland, gender-responsive budgeting as it relates to maritime must be ongoing. Finland, being a coastal nation, cannot afford to undermine the importance of women in the maritime sector. Hence, the inclusion of human capacity building in the maritime sector specifically for the female is of paramount importance	In Lithuania, gender-responsive budgeting as it relates to maritime is not one-off. Lithuania, being a coastal nation, understands the importance of women in the maritime sector. Therefore, the criticality of continuous human capacity building in the maritime sector for women is the way forward to building a formidable workforce in the maritime sector

Source: Osundiran Fieldwork (2023)

process. Donors have also provided important financial support to gender budgeting efforts (Stotsky et al. 2016). These gender budgeting responsive success criteria were evident in Namibia, Lithuania, Finland, and South Africa. All the nations examined continued to ensure planning, coordinating, monitoring, and evaluating the progress of gender-responsive budgeting initiatives in an ongoing manner.

5.12 Conclusion and Recommendation

Human capacity building and development in the maritime sector requires governmental intervention since it is quite capital intensive. Gender-sensitive budgeting has emerged as one important application of gender mainstreaming in government budgeting processes (Hingston 2021). In order to bridge the inequality gap in the maritime, governments must be deliberate in legislation and creating a conducive environment to enhance gender responsive budgeting. Gender budget analysis is the starting point for all gender budgeting work (EIGE 2020).

It is necessary for governments to ascertain and understand the benefits that both genders if well trained and equipped, can and will bring

into the maritime sector. The government must be deliberate in closing the gender lacuna and challenges in the maritime sector. Gender-responsive budgeting is critical because it promotes better utilization of the country's financial resources by matching budgets to plans, priority programs, and projects while ensuring that the needs of women and men, girls and boys are given due attention (Seakale and Weylandt 2018; Shejavali and Weylandt 2018). Government could focus on increasing public spending on programs targeted at the empowerment of women (Hingston 2021).

This research focuses on four coastal nations in terms of their gender-responsive budgeting process. Two of the selected coastal nations are from Africa while the other two nations are members of the European Union. Gender-responsive budgeting is a requirement for being a member of the European Union. However, this is not yet a requirement for African Union member states.

South Africa was the first African country to have adopted gender budgeting initiatives (Budoo-Scholtz 2022). Namibia over the years has progressively enshrined gender-responsive processes in their five-step approach at all levels of government. This has helped Namibia to be ranked among the top ten African nations in the World Economic Forum's Global Gender Index 2021 report (WEF 2022). Lithuania and Finland

over the years have been consistent and systematic in the implementation of gender-responsive programs (EIGE 2022). Gender budgeting will, therefore, make governments accountable for their gender policy commitments (EIGE 2020). This chapter recommends that African Union should consider making GRB a prerequisite for being a member of the African Union. The European Union has seen the importance and implication of GRB; hence, it is making gender-responsive budgeting mandatory for all European member nations. This chapter recommends that 5% of the budget should go to the transport sector, specifically training and capacity building, with specific emphasis on the maritime sector.

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