

# Session 1.1: Overview of Gender-Responsive Budgeting

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Workshop on Improving Gender-Responsive Budgeting Arusha, Tanzania, August 13-15, 2018



- I. Rationale for gender-responsive budgeting (GRB)
- **II.** Gender-responsive fiscal policies
- **III.** How PFM institutions support GRB
- IV. Integrating gender responsiveness into the budget cycle
- V. Enabling requirements for GRB
- **VI. Conclusions**

Note – This presentation draws on an IMF Board Paper, *Gender Budgeting in G7 Countries*, April 2017

### I. Rationale for GRB Why gender policies matter



- Achieving equality of opportunity between genders remains high on the political agenda in many countries
- Gender equality is critical to boosting growth and making it more sustainable, through:
  - A more robust trend labor supply
  - More dynamic and innovative small-sized companies
  - A higher number of creative managers
  - An enhanced transmission of human capital to new generations

### I. Rationale for GRB Definition and scope of GRB

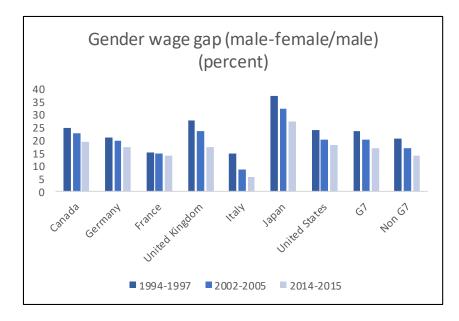


- Broad definition of GRB
  - an approach that uses fiscal policy and public financial management instruments to promote gender equality and girls' and women's development (IMF G7 paper)
- Not only about funding explicit gender equality initiatives
- Analyzing fiscal policies and budgetary decisions to understand their impact - intended and unintended - on gender equality goals
- Using this information to design and implement effective gender equality policies and allocate resources
- To be aligned with national development goals on gender equality and women's development, and the SDG on gender equality
- Not only relates to women and girls but also to gender inequality related to men and boys

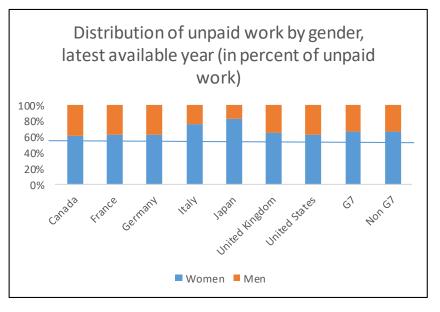
G7 Countries have made substantial progress in improving gender equality but important gaps remain .....



#### The gender pay gap is still high...



# ... and the main burden of unpaid work is still on women





- The budget is a key policy tool to implement genderrelated policies on expenditure or revenue
- Progress can be made through a wide range of tax, expenditure, regulatory and structural policies
- Fiscal policies –even when gender is not their primary objective have implications for gender equality
- G7 countries implement a wide range of fiscal policies to support gender equality

### **II. Gender-Responsive Fiscal Policies** Examples from G7 countries



Policy Measure	Country Practices
1. Tax Policies	
Individual income tax	Canada, Italy, Japan, and UK
Tax relief for single or working parents	Most or all G7
Targeted in-work tax credits or benefits	France, Japan
2. Expenditure Policies	
Gender-responsive public employment	All G7
Quotas in managerial positions	France, Germany
Public sector equal pay	Canada, France, Germany-Laender, Italy
Work-life balance	Canada, France, Italy, Japan
Women in low-income support	France, Germany, Italy, Japan
Education, STEM, elimination of	All G7
stereotypes	
Health prevention and age-related	All G7
issues	
Child care support	Canada, Japan, UK, Italy, Germany
Paid parental leave	Canada, France, Germany, Italy, Japan
Pensions linked to the number of	Germany
children	
Programs to counter domestic violence	All G7
Gender-responsive foreign aid and	Canada, France, Japan
cooperation	

# III. How PFM Institutions Support GRB GRB is good budgeting



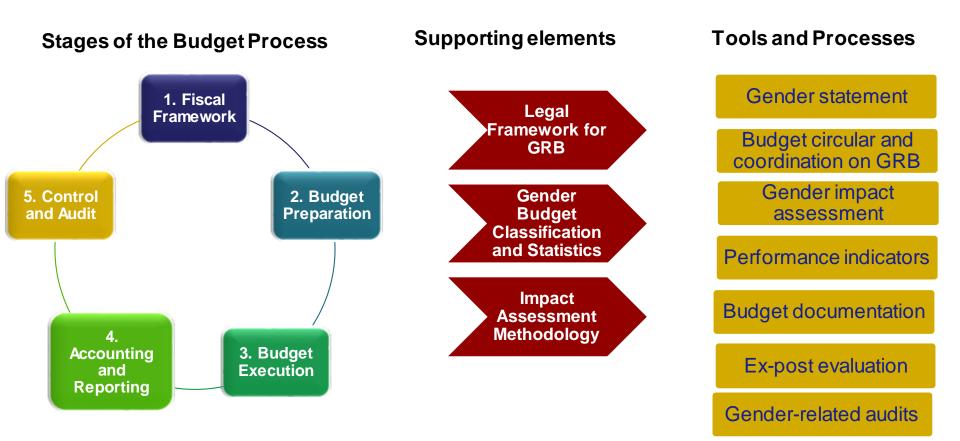
- PFM institutions and practices can support the operationalization of gender-responsive fiscal policies
- GRB is good budgeting because it:
  - Aligns strategic objectives with programs and initiatives and allocates adequate resources within overall fiscal constraints.
  - Improves design of existing and new programs to make them more inclusive
  - Provides a medium-term orientation especially important when looking at education and health programs
  - Focuses on results can be combined with performance budgeting
  - Should not be seen as a mechanism to exert additional pressure on spending and deficit

### **III. How PFM Institutions Support GRB** What GRB is, and what it is not



- Gender responsiveness should be integrated into the budget process
  - -GRB is not about developing a new budget process
  - More about adjusting and using existing PFM procedures and complementing with gender-relevant data and tools
  - Integration of gender approach into all stages of the budget cycle
  - -Giving a leading role to the finance ministry

### **III. How PFM Institutions Support GRB** Stages, supporting elements, and tools



### IV. GRB and the Budget Cycle 1. Gender Strategies



- National Gender Strategies are usually multiannual documents which define gender-equality objectives and responsibilities
- Their main elements are:
  - A diagnostic of gender gaps, using quantitative benchmarks
  - Qualitative objectives to reduce these gaps
  - A set of actions to implement these objectives, with a deadline (sometimes with intermediate milestones)
  - Identification of responsible departments
  - A set of performance indicators to measure the effectiveness of each of the actions
  - Quantitative targets per objective for the end of the strategy

### IV. GRB and the Budget Cycle 2. Budget Circulars



- Budget circulars communicate the goals and processes for gender budgeting
- Their goals are to:
  - Instruct the ministries/agencies on how to incorporate gender considerations in their budget submissions
  - Detail how coordination mechanisms will work
- Their content is variable:
  - Simple mandate to incorporate the gender dimension in ministries proposals
  - They may also include sectoral indicators/methodological guidelines for gender impact assessments
  - And they may address training of staff in gender tools

### IV. GRB and the Budget Cycle 3. Gender Impact Assessments



- Ex-ante evaluation of laws, policies or programs to determine their consequences for gender equality.
  - Aims to improve average quality of budgeted policies
  - Quantitative approach to compare current situation with expected outcomes
- Generally undertaken by civil servants
  - In specialized units (e.g. Sweden, Denmark and Finland)
  - In relevant line ministry
  - One unit for the whole central government
- Occasionally, external and independent expertise is used
  - Example: UK Women's Budget Group

### IV. GRB and the Budget Cycle 4. Budget Documentation



- Annual budget statements should discuss the main gender policies
  - Their rationale and relationship with the national gender strategy
  - The actions, programs, and specific interventions within these policies
  - The contribution of these interventions to strategic objectives on gender
  - Budgetary allocations
- The budget should reconcile micro-economic analysis made by line ministries with the aggregate fiscal policy stance
- The degree of detail in the annual budget statements varies:
  - Some countries only provide information on new high-level initiatives
  - Others (India) provide a complete breakdown of gender programs and allocations by ministry
  - Some countries prepare separate Women's Budget Statements

### **IV. GRB and the Budget Cycle** 5. Measuring Performance



#### Table 16.5 Gender-Sensitive Indicators in an Agricultural Sector Program

Development objective	Impact indicators	Targets
Higher and increasingly equal standard of living in program target areas	Level of income generated from agricultural activities for both men- and women-controlled crops	Men: Increase by 15 percent; Women: Increase by 20 percent In Project Year (PY) 15
	Difference in income level between woman- and man-headed households	Decrease by 20 percent in PY 15
Immediate objectives	Outcome indicators	Targets
Rights:		
Increased women's control over income and agricultural products	Percentage of women who have control or joint control over family income and farm products	Increased by 15 percent in PY 10
Outputs	Output indicators	Targets
Rights:		
Increased awareness among men and women farmers of gender equity in regard to control over income and products	Percentage of target population who are aware of women's rights to control income and agricultural products	Increased by 30 percent by PY 5

### IV. GRB and the Budget Cycle 6. Gender Audits



- Gender audits identify how gender issues are addressed in budget programs, institutions and processes. They typically include:
- An evaluation of program planning
  - Scope and coverage of baseline, sex- disaggregated statistical data
  - Accuracy of the situational analysis
- How well is gender included in program objectives, actions and indicators
  - Do program objectives ensure gender-equitable benefits?
  - Are program objectives well aligned with high-level objectives, such as national strategies?
- Organizational capacity
  - Is there an adequate training within the relevant MDAs?
  - Do staff feel accountable for results?
- Development of an action plan for improved gender mainstreaming

### IV. GRB and the Budget Cycle 7. Other Tools





#### **Annual Performance Reports**

- Assess the performance of individual programs or policy areas (thematic).
- May also report on broad gender policy accomplishments.

#### **Spending reviews**

- Identify ways to make gender policies more effective, given resource envelopes
- Recommend how to make spending programs and policies more genderfriendlier
- Results feed back into budgetary decisionmaking

### V. Enabling Requirements for GRB 1. Legal Basis



- In the OECD, five countries have recognized gender equality as a constitutional principle: Austria, Belgium, Mexico, Norway and Spain
  - Only one, Austria, mentions gender budgeting as a principle of budget management
- Gender-related provisions in budget laws: Austria, Norway, Spain, Iceland, Korea and Mexico
  - Iceland: Obligations to undertake impact analysis for all proposals
  - Spain: Report to Ministry of Finance
  - Austria: Each area of the budget statement must include at least one gender equality proposal
- Some countries (e.g., Austria, Japan, Sweden) support their legal framework with a strong political commitment

### V. Enabling Requirements for GRB 2. Gender Statistics



- The UN defines a minimum set of Gender Indicators
- Can be used for cross-country benchmarking
- Organized in 5 domains:
  - 1. Economic structure, participation in productive activities and access to resources (gender gap in wages)
  - 2. Education (gross enrollment in secondary education, by sex)
  - 3. Health and related services (maternal mortality ratio)
  - 4. Public life and decision-making (women's share of government's ministerial positions)
  - 5. Human rights of women and girls children (adolescent birth rate)

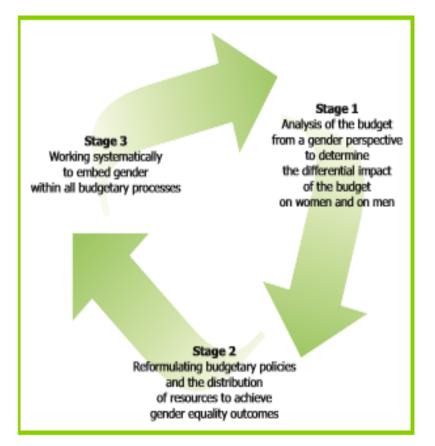
### **V. Enabling requirements for GRB** 3. Classification and Performance Management



- Budget classification should single out those programs with intended gender effects, but programs may contain many different activities
- In India, budget distinguishes three categories of spending
  - Fully allocated to women; pro-women; and mainstream spending
- Performance management requires ongoing assessment of gender programs based on outcomes and outputs achieved.

### V. Enabling Requirements for GRB 4. Mainstreaming Strategies





# Gender mainstreaming comprises 3 main stages:

- 1. Produce a sex-disaggregated report of budget users, beneficiaries and effects.
  - Evaluate whether the budget has effectively promoted gender equality
- 2. Coordinate work on the design of genderrelated budget policies across government departments
  - Identify whether the solution is reshaping existing programs or introducing new ones
- 3. Turn gender-blind procedures into genderresponsive procedures
  - Analyze how budget decisions are made, their assumptions, and who has influence on them

### **VI. Conclusions**



#### Key lessons:

- Broad-based, high-level support is needed for gender-related reforms to be effective
- More enduring when integrated into the budget process, rather than a separate process
- Requires buy-in and effort from all ministries and departments
- Complement with training and IT tools to reduce administrative burden
- Focus on quality of spending (outcomes), rather than spending allocations (inputs)
- Ex-post evaluations and watchdogs can be useful, but design should be country-specific
- Manage expectations! Addressing gender inequalities requires concerted effort over time

#### Challenges:

- Adapting legislation requires tailoring international good practices
- GRB requires change in culture
- Data gaps can limit ability to design, prioritize and assess gender policies
- Existing budgetary systems may not be fully developed, requiring more generalized reforms
- Acquisition of skills takes time



# Thank you



United Nations Entity for Gender Equality and the Empowerment of Women

### **UN Women**

#### Work on Gender Responsive Budgeting in ESAR Region

Regional Office for Eastern and Southern Africa, Nairobi



#### **UN WOMEN ESARO FOOTPRINT**

- ESARO is one of the 3 regional offices on
  African continent with the largest portfolio
  worldwide:
- Covers 26 countries: Angola, Botswana, Burundi, Comoros, Djibouti, Eritrea, Ethiopia, Kenya, Lesotho, Malawi, Mauritius, Madagascar, Mozambique, Namibia, Rwanda, Seychelles, Somalia, South Africa, South Sudan, Sudan, Swaziland, Tanzania, Uganda, Zambia and Zimbabwe
- UN Women has country office presence in 12 of these countries: Burundi, Ethiopia, Kenya, Malawi, Mozambique, Rwanda,, South Africa, South Sudan, Sudan, Tanzania, Uganda and Zimbabwe
- **1 Programme Presence Country:** Somalia (Field presence in Mogadishu, Garowe and Hargiesa)



#### UN Women viewpoint on GRB

(I) GRB is recognized as foremost tool of gender mainstreaming

(ii) GRB brings gender perspective in the policy-making and effective implementation of the same

(iii) GRB was developed not as a technical budgetary instrument but as a feminist tool for transformative societal change

(iv) GRB is a more comprehensive approach than a mere technical instrument. It aims to achieve future advances such as the involvement of the public sector in the struggle for gender equality as well as establishment of a new macroeconomic framework.

#### STRAT

#### ESARO Strategic Note 2014-2017

ESARO focused on support to regional bodies and countries in formulating and implementing gender

responsive plans and budgets.

#### ESARO Strategic Note 2018-2021

(i) The RO will support institutionalization of gender responsive budgeting (GRB) in

the countries to ensure more equitable access to national resources and development.

(ii) The RO will undertake continuous capacity strengthening of M/COs to engage in strategic

discussions on gender and macroeconomics with the aim of increasing financing for gender equality and institutionalizing gender responsive



#### GRB (

### Technical support to Governments

### Knowledge Products

### Joint Projects with GRB component

### Capacity Building Initiatives



#### Knowledge Products

- South Africa: UN Women case study on GRB lessons learnt between 2012/2013. Used as a resource for the Department of Women to advocate for gender responsive plans and budgets.
- Kenya: Commissioned a study on Public Finance Management Research to establish the gaps in guidelines and processes in 2015 including (GRB) analysis to provide data on county budget.
- **Burundi:** In 2012 UNW supported the development of Methodological Guide on integrating the specific needs of girls and women in the Poverty Reduction Strategy Paper, its priority action plan and the medium-term expenditure framework, indicators and the estimate of its cost.
- South Sudan: In 2015 UN Women contributed to development of National GRB Training Manual and Guide, that was adopted by Ministry of Finance.
- Ethiopia: In 2017 UN Women supported development GRB guideline that was issued and is being used to train planning and budgeting experts on gender-responsive budgeting by Ministry of Finance in collaboration with the Civil Service University as part of the annual Programme budgeting training.

- Namibia: The project, Pro-poor Governance, Gender Equality and Women's
  Empowerment from a Human Rights Perspective in Namibia was implemented in Namibia in 2012 and 2013 in partnership with the Ministry of Gender Equality and Child Welfare.
  At the end of the project it the Government of Namibia institutionalized gender responsive budgeting in 2014.
- **Mozambique:** A joint project involving the World Bank, UN Women, and the Ministry of Economy and Finance in developing a national programme for Women's Empowerment, started in 2017
- **Sudan:** In 2014 UN Women engaged in Public Financial Management Capacity Building Project funded by AfDB through a workshop that sought to enhance understanding of GRB as an effective approach for increasing accountability of government towards gender equality, and for monitoring implementation of gender equality commitments. It resulted in inclusion of GRB as one of the core curriculum of Public Financial Management in Sudan.

#### Kenya

UN Women technical assistance on GRB resulted in mainstreaming of gender indicators in the second medium term plan in 2014 and in the Public Finance Management reforms strategy 2013-2018.

#### Zimbabwe

In 2012 UN women provided technical support to Zimbabwe Women Resource Centre and Network, who conducted advocacy and gender mainstreaming resulting in gender lines of six (6) line ministries in the 2012 National Budget.

#### South Sudan

- In 2013 UN Women through advocacy and technical assessment identified Unity State of South Sudan to pilot state level gender responsive budget planning and budgeting, for which subsequent training in GRB was conducted. However, these efforts were stalled due to civil war outbreak in South Sudan the following year.
- In 2015 through UN Women's support, the Ministry has established a functional the National Gender Coordination Forum which meets every quarter. The forum has improved coordination and monitoring of progress on the implementation of the National Gender

#### **Technical support - continued**

#### Ethiopia:

- In 2012 UNWOMEN provided technical support to the Ministry of Finance and Economic Planning as a result of which the Ministry has included Gender equality as a criteria for approval of sectoral Ministry budgets.
- In 2015 The second Growth and Transformation Plan GTPII, 2016-2020, has a stand-alone pillar and the remaining six pillars have included gender responsive indicators and targets a key result from UN Women technical support on engendering planning.
- In 2016 UN Women supported Ministry of Finance and Economic Cooperation which resulted in inclusion of Gender in the Programme Budget trainings in addition to institutionalization of Gender Responsive Budgeting Guideline.
- In 2017 UN Women looked beyond just capacity building initiatives, addressing gender gaps in the system to find a sustainable way to engender the Public Finance Management.
   Currently UNW is supporting the setting up of a gender management information system (MIS) at the Ministry of Women and Children Affairs and integrating gender statistics into the 15-year development plan.

#### Uganda:

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#### Capaci

#### Kenya

- In 2012 members of Ministry of Finance and Ministry of Planning were trained on gender mainstreaming and gender responsive budgeting.
- In 2013 UN Women supported capacity strengthening of the Gender Directorate, the National Gender and Equality Commission and the Council of Governors.
- In 2016 UN Women undertook capacity building of officers within County Treasuries on principles of GRB
- Kenya School of Government integrated principles of Gender Responsive Budgeting by enhancing Government officers with skills in gender analysis, gender mainstreaming and gender responsive budgeting

#### Mozambique

- In 2012 UNW in partnership with the Ministry of Planning and Development and Ministry of Women and Social Action jointly organized a mentoring session for all government sectors gender focal points on GRB.
- In 2013 With assistance from UN Women The Eduardo Mondlane University introduced a module on GRB in 19 courses in 7 faculties as well as conducted GRB Short Course for

#### **Capacity Building - continued**

#### Malawi

In 2016, 181 officials from 6 district councils were trained in GRB, which resulted in 4 councils integrating GRB in their workplans.

#### Zimbabwe

- On the basis of MOU with the Parliament UNW conducted multiple capacity building sessions for parliamentarians on GRB starting from 2012.
- In 2017 UNW conducted a refresher training on GRB with 12 council officials on budgeting and prioritising women's issues at local government level

#### South Sudan

- In 2015 GRB training was offered to planning and budgeting officials using the National GRB Training Manual and Guide.
- In 2016 GRB training was offered to Committee on Gender, Social Welfare, Religion and Sports

#### Sudan

In 2012 UN Women provided support to the General Directorate for Women and Family

#### **Capacity Building - continued**

#### **Ethiopia:**

- In 2012, In the Amhara Region UNWOMEN partnered with the Poverty Action Network (PANE) to advocate and build capacities on GRB at every decentralized level. PANE conducted budget literacy workshops among the communities and community groups so that they could demand for a gender responsive local budget.
- In 2013 UN Women has supported the development of the federal GRB guideline and a number of trainings at regional level.
- In 2014 a Training of Trainers on GRB of 133 government officials with support from UNW was conducted, including development of gender mainstreaming checklist for the workplans reviews. The same year, a local level government expert's capacity building workshop on GRB was held. The capacity building interventions enabled the Government Officials and experts at federal level and in five regions of the country to institutionalize the Gender Responsive Planning and Budgeting.
- In 2016 capacity building efforts of government officials and gender experts continued, which resulted in endorsement of 50% of job creation for women by the management of the Ministry and the Agency Planning and Budgeting.

### Challenges and lessons learnt

External financial support is still key for sustainability	Withdrawal of one of key donors from Uganda stalled UNW efforts on GRB recently. In Sudan due to funding constraint GRB hasn't made much progress.
Political stability is required	GRB efforts in South Sudan, Burundi, Somalia were deprioritized in humanitarian crisis setting
Government willingness and commitment is key	Pioneer of GRB in the Region – South Africa – experienced declined interest to GRB due to change in political environment and key staff
Lack of sex-disaggregated data	Government commitment is in place but lack of data has been a major challenge to develop a comprehensive analysis of the state budget and expenditures in Mozambique

- Engage in strategic partnerships including IMF to leverage comparative advantages of the agencies mandates on a country level
- Flagship Programme of Gender Statistics MOU with SDG Center in Rwanda
- Explore other than capacity building efforts to address gender gaps in public financing – example of Ethiopia's support to gender management information system
- Explore mobilizing resources for Regional initiatives on GRB as opposed to country specific

# SUSTAINABLE GOALS



#### Context

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•**SDGs sets the principle of disaggregation** of relevant indicators according to some characteristics, such as: income, sex, age, race, ethnicity, migratory status, disability and geographic location etc.

- SDGs has adopted a specific goal to gender equality (SDG5),
- Gender is mainstreamed in other targets and indicators of most other SDGs.

#### WHY WE HAVE REASON TO CELEBRATE!!!!

- The Post-2015 Development Agenda focusses on "transformative shifts" which speak to the GEWE agenda:
   (i) Leave no one behind; (ii) put sustainable development at the core; and (iii) transform economies for jobs and inclusive growth;
- Emphasis on the indivisibility of the goals i.e. no goal or target should be considered met unless it is met for ALL social and economic groups;
- The Agenda 2030 strongly re-introduces strong human rights language (Qualifier: Emphasizes the responsibility of all States to 'respect, protect and promote' (but not fulfil) human rights);
- Explicitly acknowledges structural issues that affect the transition from opportunity to outcome and acknowledge that substantive equality must apply- for all;
- ✓ Gender equality recognized as having a catalytic effect on the achievement of human development, environmental sustainability, good governance, and sustained peace (the instrumental case);
- Recognition that the visibility of gender equality in the agenda can ensure that governments are held accountable for advances in this area.





# The breadth of the goals addressing GEWE

- The SDGs introduced a broader range of socio-economic and political objectives not previously captured in non-GEWE global normative frameworks e.g. inequalities, economic growth, decent jobs, cities and human settlements, industrialization, energy, sustainable consumption and production, peace, justice and institutions;
- They reflect the inter-relatedness of key gender-related developmental challenges with other developmental goals and require stakeholders to adopt an integrated approach;
- The strong and comprehensive inclusion of GE/WE-related goals and indicators means it becomes an imperative for a significantly more diverse set of actors, providing new opportunities to be harnessed for transformative change;
- Means of implementation included under each goal and also in Goal 17 (and linked to FFD3 – Addis Ababa Action Agenda)



#### **GE/WE** in the SDGs

21 % of indicators sexdisaggregat ed data

32 % of Indicatorsgenderrelated

230 Goals address GE/WE

17 SDGs with 169 targets

# Goal 5 : Achieve Gender Equality and Empower All Women and Girls and other SD Goals

5.1 End all forms of discrimination against all women and girls everywhere (SDG 1 (1.4)); (SDG 3 (3.2), SDG 4 (4.1-4.3, 4.5-4.6), SDG 8 (8.5, 8.7-8.8); SDG 10 (10.1-10.4)

5.2 Eliminate all forms of violence against all women and girls in the public and private spheres, including trafficking and sexual and other types of exploitation (SDG 8 (8.7-8.8), SDG 11 (11.7), SDG 16 (16.1-16.3)

5.3 Eliminate all harmful practices, such as child, early and forced marriage and female genital mutilation (SDG 3 (3.3), SDG 4 (4.1-4.3, 4.5), SDG 16 (16.1-16.2)

5.4 Recognize and value unpaid care and domestic work through the provision of public services, infrastructure and social protection policies and the promotion of shared responsibility within the household and the family as nationally appropriate (SDG 1 (1.3), SDG 6 (6.1), SDG 7 (SDG 7(7.1), SDG 10 (10.2-10.3),

5.5 Ensure women's full and effective participation and equal opportunities for leadership at all levels of decision-making in political, economic and public life (SDG 10 (10.2), SDG 16 (16.7)

5.6 Ensure universal access to sexual and reproductive health and reproductive rights as agreed in accordance with the Programme of Action of the International Conference on Population and Development and the Beijing Platform for Action and the outcome documents of their review conferences (SDG 3 (3.1, 3.7), SDG 6 (6.2))

#### THANK YOU!

