



Engendering Macroeconomics and
International economics

Levy Economics Institute, June 2009

“recent” developments in GRB

- GRB is an evolving approach
 - Relevant
 - Broader
 - Deeper
 - Results oriented

Examples

Relevant	Economic Crisis: ESPs, budget pressures
Broader	Revenue: Gender responsive aid
Deeper	Methodological
Results oriented	Sectoral application
Strategic positioning	Institutionalization

Examples

Relevant	Economic Crisis: ESPs, budget pressures

Economic crisis :

- Impact of the economic crisis on developing countries has created pressures on the availability of and demand for public resources that support economic stability and growth, job creation and social protection.
- DEMAND:
 - The economic crisis places excluded women's groups at an even higher risk of vulnerability both in scale and in depth of their experiences of inequality and discrimination.
- Supply:
 - Economic slowdown creating drop in GDP, and unemployment
 - Loss of revenue from taxation, remittances and ODA
 - Data regarding the impact of the crisis on ODA is not conclusive at this time. However, evidence exists that a number of donors are cutting their ODA budgets
- Short term response: budget cuts especially in social spending thus negatively impacting the response to gender equality demands.
- The paucity of resources demands an emphasis on the quality of their use.

Questions:

- What are the types of responses to the crisis?
- Where are they focused (which countries, which sectors, at what cost)?
 - *Amartya Sen said “Human diversity is no secondary complication (to be ignored, or to be introduced ‘later on’); it is a fundamental aspect of our interest in equality” (1992).*
- Is the response to the crisis taking into consideration the diverse needs of migrant workers, informal sector workers, manufacturing employees, cross border traders, HIV + people, pregnant women, female heads of households, girls, boys, rural ...etc.?

Is there a case for investing in women at a time of crisis?

- Social and human development recovery is far more difficult than the economic recovery
- Investing in women contributes to economic recovery

The response should

- Protect social spending as a rights based approach to the response, and an economically rational option
- Create employment opportunities and childcare support that are accessible to women
- Include women's voices – in all decision making forums

The response should

- Put in place performance monitoring systems that are gender sensitive
- Ensure that resources made available in response to the crisis (domestic resources, ODA, ESPs, and the IMF) generate equitable benefit to men and women and respond to differential ways W/M are impacted, and address the invisible costs often incurred by women.
- Acknowledge that the ability to respond to the crisis is much lower for countries with higher incidence of poverty.

Examples

Broader	Revenue: <ul style="list-style-type: none">• Gender responsive aid• <i>taxation</i>

The aid effectiveness agenda

New York (Millennium Summit) 00 – FFD Monterrey 02
– Aid Rome 03 – Aid Paris 05– Aid Accra 08–
FFD Doha 08 - 2011....

Commitments  **Principles**  **implementation** 

PD NOT ABOUT SCALE BUT ABOUT MANAGEMENT
FFD ABOUT FINANCING FOR DEVELOPMENT

Implication for Implementation of PD

National Ownership	NDS - Donor strategies aligned with national priorities – consultative processes in place - Conditionality to be drawn from country priorities/ jointly agreed and tied to disbursements
Harmonization	Division of labor amongst donors per sector – increased use of pooled and basket funds – untying of aid
Alignment	move away from project support to supporting government priorities in sector, programme and GBS using national systems in planning, execution implementation, delivery and M&E.
Results	Increased emphasis on use of SMART indicators to monitor results and undertaking regular evaluation - Increase medium term predictability of aid
Mutual Accountability	Introduction of measures that ensure mutual accountability between donors and national governments and to their respective citizens through participatory processes and commitment to transparency and anti corruption measures

EC UNIFEM programme 'Integrating GRB into the aid effectiveness agenda'

- research in ten countries examining the experiences of (GRB) tools and strategies in the context of General Budget Support (GBS) and sector-wide approaches and programmes (SWAps).

	GDP pc	HDI Rank	GDI Rank	% women MPs
Cameroon	2,299	144	126	8.9
Ethiopia	1,055	169	149	21.9
India	3,452	128	113	8.3
Morocco	4,555	126	112	10.8
Mozambique	1,242	172	150	34.8
Nepal	1,550	142	128	17.3
Peru	6,039	87	76	29.2
Rwanda	1,206	161	140	48.8
Tanzania	744	159	138	30.4
Uganda	1,921	154	132	29.8

Country	Donor	Aid % GDP	Aid % budget
Cameroon	France	1	5-10
Ethiopia	DFID		33
India	UK		2
Morocco	Spain	1.8	6
Mozambique	Sweden	19.4	48.9
Nepal	UK	4	20-25
Peru	Spain	0.5	4
Rwanda	UK	24	50
Tanzania	Netherlands		34
Uganda	UK		30

EC/UNIFEM programme 'Integrating GRB into the aid effectiveness agenda' : findings

- The reviews demonstrated that, in principle, GRB approaches are applicable to aid as well as to domestic resources through
 - the integration of gender in national planning, budgeting and M&E systems that are used for ODA channeled in the form of GBS, and sectoral programmes;
 - the application to donor processes for planning, budgeting and M&E and joint coordination mechanisms .

Findings: Added value of GRB work:

- invested in **building capacities** on planning and budgeting, especially in the context of budget reform
- introduced **policy changes** and developed **operational frameworks** to mainstream gender in budgeting systems
- advocated for **inclusion of gender equality advocates** in planning and budgeting processes
- supported the development of **approaches to applying GRB** at national, sectoral level and local levels both in relation to allocation as well as to tracking sex disaggregated benefit
- supported gender responsive budget monitoring initiatives by civil society

Gender responsive aid:

Improving the quality of aid necessitates two types of investments of public resources.

- there needs to be a visible increase in financing that is ring-fenced towards gender equality and women's empowerment to address gender specific vulnerabilities.
- there needs to be intensive efforts to ensure that the gender is mainstreamed in all public investment whether domestic or ODA through the measures indicated above.
- There needs to be clear measures to include women's concerns in the planning, budget allocation, monitoring and evaluation

Measures for applying GRB approaches in the context of new aid modalities:

no single donor nor national government has systematically adopted a comprehensive approach to gender responsive budgeting in the processes of planning, budgeting (central and sectoral) and monitoring and evaluation processes.

However,

the sum of the experiences provide a somewhat comprehensive roadmap.

Processes	Contribution of GRB Efforts to national processes (national actors)	Entry points for mainstreaming gender in aid management (national actors and donors)
Planning national (ownership)	Efforts to incorporate a gender analysis in NDS and reflect priorities of gender equality in plans, and implementation arrangements (policy advocacy and technical support)	Donor country strategies reflect priorities of gender equality in plans, and implementation arrangements Participation of gender equality advocates in formulation of these strategies

Processes	Contribution of GRB Efforts to national processes (national actors)	Entry points for mainstreaming gender in aid management (national actors and donors)
Budget systems (alignment, managing for results)	<p>Efforts to mainstream gender in budget reform, PFMS - including requirements for gender in call circulars</p> <p>Support the development of methodologies that track allocations towards gender equality (categorization of allocations – scoring systems..etc.)</p> <p>Efforts to provide support (tools, guidelines, skills) to sectors for implementation of GRB guidelines</p>	<p>A gender perspective is integrated in budget reform and PFMS technical assistance initiatives supported by donors including through collaboration with GRB efforts</p> <p>Methodologies that track allocations towards gender equality in ODA are strengthened and effectively applied</p>

Processes	GRB in - national processes	Entry points in aid management processes
Sectoral Planning and budgeting (ownership - managing for results)	<p>Efforts to incorporate gender analysis in Sectoral plans and programmes</p> <p>Support the application of GRB methodologies at sectoral level</p> <p>Efforts to build capacity of planning and budgeting units of sectoral ministries to undertake gendered analysis of the sector plans.</p> <p>Efforts to support collaboration between planning and budgeting with GFPs.</p> <p>Efforts to monitor extent of gender mainstreaming in overall sector programmes</p>	<p>SWAPs respond to gender gaps</p> <p>Sector Budget Support instruments include gender benchmarks and eligibility criteria.</p> <p>Financing for gender equality is tracked systematically</p> <p>GMS measures in sectoral planning and budgeting are monitored, including investment in capacity development and coordination between planning and budgeting and gender officers.</p> <p>operationalise donor guidelines on gender mainstreaming in overall aid management</p> <p>Investment in building capacity of donor country delegations staff to integrate gender in country programme strategies and instruments.</p> <p>Affirmative action measures introduced that are reflected in national and aid PAF indicators (e.g. adoption of PAF gender indicators)</p>

Processes	GRB in - national processes	Entry points in aid management processes
M&E (Accountability, Managing for Results)	<p>Elaborated indicators that monitor progress towards the achievement of gender equality, are integrated into NDS PAFs and sectoral PAFs</p> <p>National monitoring mechanisms explicitly integrate a gender (e.g. reviews, parliamentary debates, evaluation..)</p> <p>Periodic sectoral gender budget analysis (national/local)</p> <p>Monitoring initiatives by civil society supported</p>	<p>Elaborated indicators that monitor progress towards the achievement of gender equality, women's priorities are integrated into GBS PAFs and sectoral PAFs</p> <p>Joint reviews explicitly integrate gender dimension including through specifically including gender experts in such reviews.</p> <p>Gender evaluations of donor performance at country level (portion of aid that directly, or indirectly benefit women)</p> <p>Sectoral gender budget analysis at national and local levels are conducted periodically</p> <p>Investment and allocation of targeted resources to strengthen capacities of CSOs to monitor budget allocations and expenditures.</p>

Processes	GRB in - national processes	Entry points in aid management processes
Coordination mechanisms and organizational positioning (harmonization)	<p>Ministries of Planning and Finance support GRB approaches in planning and budgeting processes</p> <p>Planning and budgeting processes are inclusive of gender concerns and facilitate the participation of gender actors and civil society organizations</p> <p>Engagement of sectoral ministries in GRB work</p> <p>Role of gender focal points within sectoral agencies in coordination mechanisms are strengthened (beyond gender cluster groups)</p>	<p>Joint coordination mechanisms (eg Joint Assistant Strategies, Basket Funds, Joint reviews and evaluations) are inclusive of gender concerns and facilitate the participation of gender actors and civil society organizations</p> <p>Role of gender focal points within donor agencies in engaging in coordination mechanisms is strengthened</p>

Examples

Deeper	Methodological

Developing nationally owned methodologies for GRB and investing in their application

Technical challenges of disaggregation of budget allocations with regard to the extent to which they contribute to the realization of women's rights:

- Identifying expenditures relating to women specific programmes.
 - Gender analysis often relates to multi sectoral dimensions
 - Sectoral division of labor within public sector agencies
 - Interventions distinguishing between women's practical needs and women's empowerment.
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- A solid gender analysis is the cornerstone of any GRB exercise as it identifies the various dimensions of a particular gender concern, and therefore determines the types of interventions that are needed in the relevant sectoral plans and budgets.

Methodologies for tracking allocation with a gender perspective:

- **Rhonda Sharp Australia 1980s: Categorizes** women-specific expenditures, equal opportunities in the public service and general expenditures (all the rest)
- **India:** Starting 2005, categorizes allocations to programmes 100% targeted at women and girls and allocations to programmes where at least 30% of the funds were targeted at women and girls. (2008-09 budget separated expenditures for women and for children)
- **Nepal :** 13 sectoral ministries use categorization of directly responsive where more than 50% of the allocation directly benefits women, indirectly responsive where 20- 50% of the allocation directly benefits women and neutral, where less than 20% of the allocation benefits women

Nepal FY 2007/08 budget estimates:

- *about 11% of the total budget will be spent on programs directly benefiting women (scoring 50 - 100 points)*
- *about 33% will be spent on programmes indirectly benefiting women (scoring 20- 50 points)*
- *remaining 55% of the budget is classified as gender neutral*

Methodologies for tracking expenditures with a gender perspective: Morocco

A gender budget report is produced annually and attached to the finance bill presented to parliament

- ▣ In 2006, the report included analysis of 4 departments' budgets
- ▣ in 2007 it included 11 in 2008 - 17
- ▣ in 2009 - 21

The report includes a qualitative analysis of the sectoral budgets:

- Relevance of sectoral policies to the situation of women, men, girls and boys, to gender equality and other development objectives and human rights instruments;
- Alignment of programmes with strategies and their contribution to the achievement of results.
- Analysis of budgets
- A gender assessment of performance indicators of each ministry which are compiled annually in the booklet of performance objectives and indicators presented to Parliament.

Examples

Results oriented	Sectoral application

Sectoral application

- In Senegal, the Ministry of Agriculture developed an MTEF with specification of allocation to address priorities of women in the agriculture sector.
- In Morocco starting 2005, spending departments have prepared a gender report which is annexed to the budget. It includes a gender budget analysis
 - In 2007, 19 spending departments participated
 - In 2004, 3

Sectoral application :

- NGOs in India, Mexico and Tanzania recently published a report on the application of budget analysis to address maternal mortality

Examples

Strategic positioning	Institutionalization

What is “institutionalizing” GRB?

- GRB should be an integral aspect of planning and budgeting processes that acknowledges gender equality and women’s empowerment as a national goal, as well as its centrality to the achievement of other national priorities.

- Institutionalizing GRB is the process by which institutional mechanisms of planning and budgeting
 - introduce modifications/ improvements to existing **planning and budgeting systems for a gender perspective**
 - establish the needed **organizational processes** in order to ensure gender responsive policy content and policy outcomes
 - It requires political support from development actors in the country and technical capacity.**



Areas for institutionalizing GRB

1. Alignment of GRB approaches with country-wide policy processes and frameworks and regulatory directives
2. Revising budget guidelines and formats to facilitate gender responsiveness and ensuring their application
3. Developing GRB capacity at the organizations and functional levels
4. Putting in place an accountability system that engages actors from within and outside government.

1. Alignment of GRB approaches with country-wide policy processes and frameworks and regulatory directives

- **Morocco:** the budget reform process was triggered by a broader public administration reform (2002). The reform identified a shift towards performance-based budgeting and accountability. GRB was considered as one of the pillars of the budget reform process.

- **Chile:** GRB is considered as a main component of the public administration reform programme and builds an incentive system that is based on performance in relation to GE among others. Monitoring of agencies' workplans is the responsibility of the Women's Machinery.

Alignment of GRB approaches with country-wide policy processes and frameworks and regulatory directives

- **Peru:** Rosana Sasieta, member of the Budget Commission of the Peruvian Parliament spearheaded the adoption of an amendment to the Budget Law requiring that the country's multi year programmes and budgets incorporate a gender perspective.
- **Korea:** the 2006 National Finance Act dictated that starting FY 2010, the submission of gender budget and balance reports will be mandatory
- **International:** In 2005, the Commonwealth Finance Ministers Meeting recognized the critical importance of gender-responsive budgets (GRBs) and the need for sustainable progress on this issue. The Ministers agreed to report on progress made in their respective countries on a biennial bases.

2. Revising budget guidelines and formats to facilitate gender responsiveness: Call Circulars

- Call circulars are the official notices issued by Ministry of Finance near the beginning of each budget cycle to instruct government agencies how they must submit their demands for budgets for the coming year

- They define budget ceilings - government priorities – instructions on format of the draft budget and presentation of the sectoral budgets
 - **Morocco:** call circulars for the years 2006, 2007 and 2008 have included requirements to mainstream gender in plans, budgets and performance monitoring indicators.
 - **Ecuador:** gender equity was included in 2007 and 2008 call circulars and the Ministry of Finance introduced a specific budget line to track sectoral investments to implement the equal opportunity plan.
 - Other: (**Uganda** FY 2005/06 call circular, **Tanzania** FY 2006/2007 budgeting guidelines, **Venezuela** FY 2006 and 2007 Budget guidelines – **Senegal** FY2008 call circular, **Mozambique** 2009 call circular, **Mauritius** FY 2007/2008 budget speech, India, Nepal...)

Revising budget guidelines and formats to facilitate gender responsiveness: incremental progress: Nepal

- A gender budget audit of Nepal's Public Finance System was completed in 2003 to recommend appropriate measures for implementation of GRB focusing on tools and methods.
- The FY 2005/06 Budget Speech, the Finance Minister expressed commitment to GRB and established a GRB Committee.
- In the FY 2006/07, this commitment was elaborated making a mandatory requirement of all spending departments to undergo a gender audit for all projects and programmes with a budget exceeding NRs. 50 million.
- In FY 2007/2008, a new classification of the budget was introduced for 13 pilot ministries

3. Development of GRB capacity at the organizational and functional levels: India

- In 2005, the MOF issued a circular to ministries and departments making it mandatory to set up gender budget units (referred to as gender budget cells).
- In 2008, 56 Ministries/Departments out of total 78 Ministries/Departments have set up these cells. (capacity building from Ministry of Women and Child Development (MWCD) and the National Institute of Public Administration e.g. training and Handbook)
- A charter defining the composition and functions of these cells was developed by the MWCD. It specifies that these cells should be comprised and headed by senior/middle level officers (Plan, Policy, Coordination, Budget and Accounts Division)

These actions came following the emphasis on GRB and financing for gender equality in the 9th -10th -11th dev. plan

Development of GRB capacity at the organizational and functional levels: Ecuador

- Gender Unit was established in 2007 in the Secretariat of Budgets within the Ministry of Finance.
- Its mission is to promote economic gender equality through designing and evaluating policies. Its main task is to integrate a gender-perspective into economic strategies and policies, including developing methodologies to formulate gender-responsive national and local budgets and to incorporating unpaid work into the System of National Accounts.

4. Putting in place an accountability system that engages actors from within and outside government

- National: Audits and parliamentary budget oversight
- International standards of governance:
- Increasingly CEDAW country reports and CEDAW Committee's sessions highlight government measures undertaken to mainstream gender in planning and budgeting processes (see reports from Korea 2007, Morocco 2007, Norway 2007..).

Mainstream accountability mechanisms rarely make an explicit requirement for accountability in respect of gender equality and women's rights. But can benefit from data generated through GRB

accountability system that engages actors from within and outside government:

Ecuador

- The Free Maternity Health Law was passed in 1998 as a result of demands from women's groups to guarantee the provision of 55 health services relating to maternal health for free.
- The law is financed from domestic resources and assigned a specific budget line in the national budget.
- The National Women's Council (CONAMU) in collaboration with a civil society group (Grupo FARO) has been monitoring resource allocation for the law since 2004.
- Users' committees were established to monitor allocations, expenditures and quality of the services provided including regional disparities.

questions

- Is financing for gender equality a question of quality or of quantity
- What are the types of expenditures that are more critical for women? Is the distinction between hard and soft- practical strategic useful?

Thank you.....