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**Ad Hoc Expert Group Meeting on A Conceptual Framework
for Mainstreaming Gender into National Accounts and National Budget**

**22-24 May 2002,
Yaounde, Cameroon**

**Final Report on the Ad Hoc Expert Group Meeting on
A Conceptual Framework for Mainstreaming Gender into
National Accounts and National Budget**

I. INTRODUCTION

1. The Ad hoc Expert Group meeting on “A Conceptual Framework for Mainstreaming Gender in National Accounts and National Budget” was held on 22 – 24 May 2002 in Yaounde, Cameroon. The objective of the meeting was to review, enrich and validate the conceptual framework of ACGD’s Policy Analysis and Advocacy programme and the implementation process of its programme (2001 – 2005) to mainstream gender in national planning instruments. The meeting was hosted by the Ministry of Women’s Affairs of the Government of Cameroon in collaboration with the SRDC-Central Africa, and co-sponsored by the SRDC-Coordinating Unit. And about 40 experts attended the meeting: economists, statisticians, social scientists, and gender experts from several African countries, Canada, UK, and India as well as from partner institutions such as the World Bank, UNIFEM, and Regional Economic Communities (East African Community and Economic Community for Central African States). The following four themes were discussed: the core focus of the programme; data policy issues; national budget policy issues; and strategic and methodological issues. The last session was devoted to the way forward, where the immediate activities for the programme were identified and the next steps were spelled out.

II. OPENING SESSION

2. Her Excellence, Mme Catherine Bakang Mbock, Minister of Women’s Affairs of Cameroon inaugurated the meeting. Present also at the opening ceremony were the Minister of Social Affairs of Cameroon, the UNDP Resident Representative in Cameroon, the Director of the African Centre for Gender and Development (ACGD) of the Economic Commission for Africa (ECA) and the Director of the Sub-regional Development Centre for Central Africa (SRDC-CA). In her opening address she extended her gratitude to the participants for their positive response to the invitation to take part at the meeting. She stressed that it was a particular honor for her country, Cameroon, to be among the organizers, which shows the President of Cameroon’s commitment to the promotion of women in Cameroon. She also thanked the Economic Commission for Africa (ECA) for involving her country in the process.

3. She recalled that during the 1999 and 2000 (Beijing +5) evaluation of the implementation of the Dakar and Beijing Platforms for Action (BPA) all Member States expressed strong commitment to improving women’s conditions. A high priority was given to reducing poverty as it especially affected women. Both goals, reducing poverty and improving the environment, could ensure sustainable development. She also stressed that reaching the Millennium Development Goals MDGs in 2015 could not be possible without improving women’s conditions. Moreover, she recalled, it was well known that growth does not lead automatically to poverty reduction and that gender mainstreaming was a requirement to reach this important goal.

4. In Cameroon, she informed, both, the reduction of poverty and the integration of gender in the Poverty Reduction Strategy were priorities. Actions were going to be taken to ensure women’s participation in decision-making. The Cameroon programme of action for the promotion of women that was adopted in 2002 stressed the need to address the following areas: women’s economic status; women’s living conditions; the promotion of equality and equity in all sectors; and the strengthening of the national machinery for the advancement of women.

5. The Minister reiterated that the Ad-hoc Expert Group Meeting was welcome as it will help define actions to be taken to ensure that women and men participate on an equal

footing in the decision-making process; that public resources respond to both women and men's needs; and that budgets are controlled by men and women equally. She closed her statement by expressing her hope that the meeting will bring some responses to the expectations of the participants.

6. Earlier in his opening statement, Mr. Hakim Hammouda, Director of SRDC-Central Africa on behalf of Mr. K.Y. Amoako, Executive Secretary of ECA, welcomed the participants and highlighted the objectives of the meeting. In her statement, Ms. Josephine Ouedraogo, Director of ACGD of ECA, exposed the historical process, which led to the organization of this meeting and emphasized the context as well as the content of the programme and its main strategic areas of action.

7. The meeting was hosted by the Ministry of Women's Affairs of the Government of Cameroon with the SRDC-Central Africa, and co-sponsored by the SRDC-Coordinating Unit. And about 40 experts attended the meeting: economists, statisticians, social scientists, and gender experts from several African countries, Canada, UK, and India as well as from partner institutions such as the World Bank, UNIFEM, and Regional Economic Communities (East African Community and Economic Community for Central African States).

III. THEMATIC SESSIONS

9. Before considering the four thematic areas, Ms. Josephine Ouedraogo, Director, ACGD recalled the objectives of the Meeting as contained in the Aide-Memoir (attached) and stressed that the meeting, based on the Conceptual Framework for Gender Mainstreaming in National Accounts and National Budgets, is mostly expected to:

- Establish linkages between poverty reduction strategies and socio-economic realities;
- Facilitate an exchange of views and experiences; and
- Suggest to ECA/ACGD what should be done, what could be done and with which partners for the implementation of the programme.

10. The work of the four thematic sessions of the meeting were devoted to the consideration of the issues as follows:

A. Consideration of the ACGD's Conceptual Framework for Engendering National Accounts and National Budgets

11. Ms. Nalini Burn, Consultant, presented some of the concepts that were used in the Framework, including the concepts of gender and its relations with the issues of energy, poverty and income. Mr. Alfred Latigo, Senior Economic Affairs Officer, ACGD/ECA, presented the ACGD's Strategy for Poverty Reduction Programme (2001-2005) in terms of its goals, objectives and expected outcomes. He emphasized some of the questions that participants should address in terms of the programme feasibility, possible alternatives and value-added. He also stressed that the programme was in its initial phase and that it would require further polishing and improvements.

12. During the debate that ensued from these presentations, participants, while welcoming the efforts made by ECA, made the following comments and expressed the following concerns:

- As economists, it was important to assess the way economic changes are going to affect women to ensure that women are not at the losing end, including by showing policy makers where women are and by assessing women's strengths and weaknesses.
- It was important to take stock of what has already been done, including by the World Bank, the United Nations system and the Commonwealth, before going into implementing pilot projects.
- As for the scope of the programme, it would be necessary to go beyond macro-economics and get into more structural and sectoral aspects such as: women's productivity which is still low compared to men's productivity; cultural factors; women in some economic sectors such as agriculture and services. It was suggested to expand the scope of the conceptual framework to include economic structural constraints that limit women in the economy.
- Regarding the methodology and tools to be used in the programme, the meeting while noting that it was important to develop quantitative arguments, efforts should be made to go for cost-effective options that can yield conclusive results.
- Given the nature of gender, qualitative analysis was required to look at factors such as representations, beliefs among others. While the economic justification is important, it is also vital to stress the political justification and recommend measures such as that 20% of the national budget be allocated to women, for example.
- While it was important to define strategic areas, the meeting felt that the programme included too many strategies, which may not be feasible to implement. The meeting then called for setting up of priorities to be followed based on doable activities.
- It was necessary to add to the Framework crucial issues such as:
 - HIV/AIDS;
 - Trade liberalization and the need to analyze the impacts of structural adjustment programmes promoted by the World Bank and the IMF (e.g. cuts in public expenditures);
 - the role of NGOs;
 - Women's participation as they should be the target of training and information campaigns to be able to have a voice and express it;
 - Women in parliaments should also be involved through training and information as it was already experienced some African countries.
- While it was important to put the emphasis on expenditure instruments of fiscal policy in ACGD's programme, the meeting recommended that attention should also be paid to the revenue instruments (i.e. taxation policies) as it affects mostly poor people.
- NEPAD, which prioritizes resource mobilization for development overlooked the distribution of resources and to the social sectors.
- Follow-up activities should also be included in the programme.
- National machineries for the advancement of women lacked resources and the programme should address this issue.

- In many countries, disaggregated data already existed for the social sector. Experiences developed by the World Bank in agriculture, industry and service sectors showed that more in-depth work should be done.
- The strong emphasis put on macro-economics was justified by the fact that for a long time micro-studies have been privileged by researchers and that now it was necessary to look at the linkages between micro and macro levels in order to get a more global picture.

A.1 Integrating Gender in National Accounts

13. Mr. Alfred Latigo, ACGD/ECA, opened discussion on this item with a presentation on the integration of gender in national accounts as contained in the Framework. He recalled that the Programme would address two major issues: Services performed by women at the household level: “non-market economy” (NME); and the interdependence between market and non-market economy. The programme aimed at making visible in some selected countries women’s unpaid work in relation to Poverty Reduction Strategies. The methods that could be used are: time-use analysis and poverty diagnosis. Mr. Latigo outlined the rationale for integrating gender into national accounts as: it allows accurate analysis of inequality in the distribution of activities of NME; productivity changes in NME; shifts in women’s work and family welfare; and the contribution of women to GDP for sound policy and budget formulation.

14. Ms. Patricia Alexander, Consultant, made a presentation on Mainstreaming Gender in Data Systems, which provided a perspective on the way micro- and macro data could be combined and gender issues could be quantified.

15. Ms. Nalini Burn, consultant, provided details on some important sources of information already in use in Africa such as Habitat Data, Agricultural Census, Demographic and Health Surveys, IMF Survey Data. She stressed that in order to establish linkages between macro- and micro- levels it was necessary to have integrated systems of information. She recalled the 10 key questions on which the gender analysis was based and the major constraints facing data collection.

16. The debate that followed the presentations focused on the following issues:

- Information availability is very limited as limited statistics were useful. Moreover, it was important to look at the methods used in data collection. Surveys were not very useful as they did not provide a national picture as compared to time-use surveys, which help highlight women’s work and helped in decision-making; and
- Most participants expressed disappointment with the many institutions, which constrain and limit access to their data.

A.2 Gender-aware macro-economic modeling to evaluate impacts of policies

17. Dr. Anushree Sinha, Expert, introduced her presentation by emphasizing that the field of gender studies has concentrated on micro-studies and that the broad picture, the macro, was now needed. On the methodological side of the debate, she recalled that there has been some progress made in data collection to capture women's labour force.

18. Econometric models requiring time-series would not be possible in a context of many countries. She, instead, suggested the use of simulation models such as the Computable General Equilibrium (CGE) Models, which could be customized to gender needs and at the desired level. She stressed that CGE models, while they could make use of macro-data, required good skills and data.

19. During the debate, participants asked the question whether it was essential to undertake gender-aware macro-modeling. What was the linkage between political decisions and poverty? While data delayed in between, it was still important to ask whether models were necessary to provide answer to this question. Could models help decision-makers assess the impact of any policy on poor women?

20. Dr. Sinha later clarified that like any tool in economic development based on models, there are bound to be strengths and weaknesses, but was optimistic that CGE models, which are now widely used in OCED countries to evaluate macroeconomic impacts on development are increasingly gaining popularity. She confirmed that gender-aware models such as CGE can now be used to evaluate impacts of fiscal policies by having gender as a category of analytical framework (e.g. savings and consumption behaviour by gender) on the assumption that men and women behave differently in these respects. Such models can show right from the initial stages of Social Accounting Matrices (SAMs) – a set of statistical tables, which can show how policies affect consumption behaviour, income generating activities, time use and public services. SAMs are a database for CGE models. The proposed ACGD model will dis-aggregate by sex, variables that refer to people e.g. labour supply or including new variables to represent women's non-market work, which has been identified by the United Nations as a key area of policy intervention. In this way, the programme should be able to develop a gender-aware macroeconomic model capable of assessing the impact of national budgets on women's welfare, growth and poverty reduction to identify problems and suggest mitigative policy measures.

21. Some participants highlighted some limitations of the CGE models such as the required level of dis-aggregation of data and elasticities. Data availability was also a concern as most women were employed in the informal sector. Moreover, participants stressed that, while recognizing that important steps have been taken to disaggregate data by sex, more work is needed make data relevant to the needs of models. Data accessibility by national users/researchers was a priority area to be addressed. Another difficulty that could emerge by using the CGE models is the fact that they were considered very heavy models, expensive and time-consuming. Some participants recommended using lighter models such as simple and multiple regressions and VAR Models.

22. Dr. Sinha acknowledged the concerns of the meeting, but informed that there are actually many CGE models in use in policy analysis in both developed and developing countries, dating as far back as two decades. She informed that the concept of CGE modeling for poverty analysis was first developed in the 1980s in Kenya. In 1990s OECD used CGE models to analyze poverty issues. Since then the importance of gender-aware macroeconomic analysis has increased in developing countries with Structural Adjustment Programmes (SAPs). She however reiterated that there are

not many gender-aware CGE models globally, but initiatives to develop them are underway in OECD countries, Bangladesh, India, and Zambia.

Agenda Item 7

Gender Sensitive Budgeting

23. Mr. Alfred Latigo, ACGD/ECA, made a presentation of the content and the areas of action of the programme component related to gender sensitive budgets (GSBs). He clarified that GSBs are not separate budgets for women and men, but refer to a variety of tools and processes, which attempt to assess the impacts of government budgets, mainly at national level. Mr. Latigo added that national budget is considered to be the most promising entry point for integrating a gender analysis in macroeconomic policies. This is because gender concerns are more visible in fiscal policy than in monetary policy, and as budgets have an annual cycle, this focus allows the processes of analysis, including monitoring and evaluation of impacts to be completed within a relatively short time. Moreover, gender-sensitive budgets (GSBs) can be implemented at the country level with a relatively small amount of resources.

24. Mr. Latigo informed that recent lessons from developing country experiences suggest that improvements in public expenditure management, requires that governments initiate a medium-term framework for the development budget and strengthen the capacity for monitoring expenditure. ACGD's programme in this regard involves developing tools for incorporating gender variables in models on which public expenditure planning are based to examine feedbacks between macroeconomic variables and gender relations. This programme will do this by disaggregating by sex, variables that refer to people e.g. labour supply or including new variables to represent women's non-market work, which has been identified by the United Nations as a key area of policy intervention. In particular, it will develop a gender-aware macroeconomic model to assess the impact of national budgets on women's welfare, growth and poverty reduction to identify problems and suggest mitigative policy measures.

25. During the debate participants exchanged their experiences. In Sierra Leone the Ministry of Economic Development and Finance targeted pregnant women and primary education. A tracking of the budget expenditures showed that it was not possible to assess whether resources were reaching these target groups. She informed that Public expenditure tracking survey was undertaken. They were plans to make public the budget for more transparency. She stressed that there was a need for monitoring.

26. Participants were informed that in Cameroon the population was being associated in the definition of priorities and definition of projects at the level of provinces. The representative of Cameroon stressed that it was necessary to provide training in gender because this concept and its implications were not yet well understood by planners. Economists but also sociologists needed to be trained.

27. In Uganda, the main development goal was poverty reduction. Women activists and parliamentarians were involved in defining the medium-term development framework. Moreover, the Ministry of Finance accounts in front of the Parliament as all the other ministries. However, beside these efforts, the informal and non-remunerated work was not included yet.

28. Some participants suggested that to integrate gender in budget, it was important to look at the way the budget was elaborated, monitored and evaluated. Other issues that needed to be considered, taking into account the African context, included the impact of HIV/AIDS.

29. Ms. Patricia Alexander, consultant, made a presentation of the different categories of existing public expenditures, of the Public Expenditure Review and the incidence of public spending. She recalled that to implement these methods, survey-based data were required and that administrative data were not enough. However she stressed that, in many cases, surveys were not available. She informed the participants that data on expenditures and outcome were included in Poverty Reduction Strategies, providing therefore a good basis for undertaking an Expenditure Review Survey by sex and by sector.

30. During the debate, some participants once again highlighted the issue of accessibility to existing data. In some cases, the skills to use the existing information did not exist. In many cases producers and users of information were not coordinated. Moreover, most African countries were implementing SAPs, which limited Governments in their choices, including public expenditures. It was therefore difficult to affect budgetary allocations to meet new needs. Some participants highlighted the fact that the issue of gender budgeting should be linked to the issue of accountability in terms of where do resources go.

31. On the choice of the entry point to the process of engendering budget it was suggested to look at the experience of Niger where the process started by capacity building of parliamentarians and decision-makers at the cabinet level. The basis of the training was the Poverty Reduction Strategy. From the lessons learned it was clear that a high level commitment was necessary, that the participatory process helped highlight relations based on context and gender and their relevance to poverty reduction. This experience contributed in creating the will for gender analysis as well as the need for skills, tools and data, which led to a dialogue between users and producers of data. This experience captured one of the key constraints in the process of gender mainstreaming of national budget: dialogue between users and producers of data.

Agenda Item 8

Working Groups

32. Participants decided to break out into two working groups: One group will deal with issue of gender budgeting and the other with the issue of national accounts and modeling. Participants were provided with a set of questions to guide the discussions in the working groups.

24 May 2002

Agenda Item 9

Plenary session

33. During this session, rapporteurs of the working groups presented to the Plenary the main conclusions, which emanated from their respective working group. After their presentation, a debate was opened which geared mostly around the question of the criteria to choose country where the programme would be implemented.

Agenda Item 10

Principal conclusions

34. The principal conclusions of the Working Groups and the Plenary were presented by Ms. Nalini Burn, Consultant. The meeting clarified the following scope of issues of the ACGD programme related to enhancing poverty reduction strategies:

(a) Core Issues

- The Expert Group Meeting noted that **women's non-market work** (unpaid work) has been identified as a key area of policy intervention by the United Nations through its Beijing Platform for Action and the Millennium Declaration Goals (MDGs) to reduce poverty and gender inequality. Consequently, the meeting reinforced the core focus of the programme "**non-market**" work or the "**unpaid care economy**" that includes domestic work, care of children, the sick and elderly, voluntary community work, participating in a family business, building family house, or maintenance work. All these activities, which significantly underpin the economy through the development and maintenance of human resources, highly draw intensively on **the time and human energy** of the vast majority of, especially, Africa's rural and poor urban women and girls. ACGD's focus is particularly important in the process of the **New Partnership for Africa's Development (NEPAD)**, which stresses on African ownership of its programmes. However, Africa should justify ownership through responsible actions through mobilization of its own resources and resourcefulness of its own people, including, the unpaid workers - mostly women.
- **Women's non-market work is considered a critical policy intervention for poverty reduction, particularly, in Africa for several reasons:**
 - i. Women who constitute 50% of Africa's population with about two-thirds of their work on unpaid labour, can be a potent force for accelerated poverty reduction if unpaid work is considered;
 - ii. Unpaid work contributes significantly to income generation, long-term growth and poverty reduction by supplying human and social capital to both private and public sectors;
 - iii. Policy/programmes/services and resource allocation for unpaid work can lead to economic growth;
 - iv. Policies (e.g. cutbacks in national budget, rising unemployment) increase women's burden of unpaid work, restricting women's access to economic opportunities and benefits;
 - v. Invisibility of unpaid work gives inaccurate picture of GDP and cross-country comparability;
 - vi. The burden of women's non-market work risks women's ability to supply paid work, and reduces productivity.
- The Framework also takes into account the issue of **time and energy poverty and its interactions with income as well as human poverty**, between the unpaid care economy and the state and market's provision of these services. It is an issue, which is particularly pertinent to the African gendered poverty profile, particularly in rural Africa. The emphasis needs to be throughout the policy cycle and results-based: it needs to be on generating and using the information for policy formulation, programming and budgeting, targeted to poverty and inequality reduction outcomes and impacts. It would enable taking into account the **impacts of HIV/AIDS**, an issue that was considered missing on the unpaid care economy. And the overall policy cycle should be **more inclusive and participatory in policy processes**, involving Civil Society Organizations as partners and stakeholders.

(b) Data policy issues

- The Meeting noted that public policy has a key role to play in promoting gender-inclusive growth and poverty reduction through integration of the issues and concerns of unpaid work in national policies. Of the key policy measures, **making gender issues visible in statistics and indicators** are an important tool for promoting gender-inclusive economic growth in Africa. In this sense, **time-use data** is an eye-opener to policy makers through:
 - Systematic sex-disaggregation of data, including economic production data;
 - integration into statistical surveys and poverty analysis;
 - integration into labour market and employment policies; and policies of social welfare/protection;
 - greater use of country-specific time-use surveys to allow the inclusion of unpaid work in **national accounts** and macro policies, **especially, fiscal policy (national budget)**.

- While gender statistics have an essential role in **eliminating stereotypes, formulating policies, and monitoring progress**, the existing information and data systems in African countries do not allow policy makers to effectively translate gender-related economic and social causes of poverty into policy agenda. Two-thirds of women's work, which is spent on unpaid labour, is traditionally underestimated in national accounts.

- A major reason for excluding women's non-market work has been **the lack of data**. This reason should be less valid these days in that surveys, which take account of informal sector, have been carried out in several African countries and their results made available for national accounts. However, it remains extremely difficult to isolate the contribution of women to the informal sector and to the GDP as a whole. Even if this is possible, raw data are not easily made available to users in private and public institutions largely due to existing Statistical Acts that restrict the use of data. Another reason for the invisibility of unpaid work reflects assumptions built in the macroeconomic model **that non-market work does not count**. Yet, global estimates by UNDP suggest that women's unpaid work produces an output of \$11 trillion per annum, compared to a global GDP of about \$23 trillion.

- Although time-use surveys are now carried out on a regular basis in many developed countries, they have only been recently tested with support of the UNDP in few developing countries: **Benin and Morocco** in 1998, **Nigeria**, India, Nepal and Philippines in 1999, and **South Africa** in 2000.

- The Meeting underscored the **severe constraints in getting access to data**, in particular concerning access to raw micro data to combine with macro and administrative data to enable analysis of budgetary and policy outcomes. The Meeting **recommended** that:
 - ECA's needs to advocate for a legal/regulatory framework, which secures access to raw data, which is sex-disaggregated;
 - as part of this policy advocacy and to promote a practice of **evidence-backed policy**, each country should be encouraged to select a **minimum of 1 good existing Household Survey**, with a questionnaire validated to yield reliable,

consistent and robust data – **that is made accessible** for research as well as policy and programming purposes;

- each country needs to have a **time use-survey**, given the importance of time-use data for taking into account the unpaid care economy within economic management; and
- in the absence of relevant and reliable data, each country should consider taking actions, for example to **conduct complementary surveys to take into account unpaid care economy work**, and as part of the poverty monitoring information framework and the budgetary framework

(c) National Budget Policy issues

- The Meeting noted that the focus of ACGD’s programme on unpaid work is on an underdeveloped, but very promising approach that examines **the links between non-market work and the macroeconomy, and what the consequences of these links are for policy makers**. This new approach is part of a recent effort by feminist economists to develop new tools for policy makers and to improve their skills to use these tools. The programme will develop analytical supports to shed light on a major outstanding issue in terms of a better-informed policy framework: **how to use macroeconomic policy tools**, especially, national accounts and budget to mitigate the effects of unpaid work on women’s welfare, long-term growth and poverty reduction. This approach would enhance both efficiency and government commitments to greater equity.
- The Meeting further noted that many countries are in the process of engendering budgets. The diversity of experiences reflect country specificities in terms of objectives and country situations, such as the feasibility of conducting gender analyses within particular budgetary systems as well as **data availability and accessibility**. They are attempting to use **a number of engendering frameworks, tools and methodologies**, and are supported by different development cooperation agencies. Those developed by the **Commonwealth Secretariat**, which also supports the adoption and implementation of a Gender Management System for gender mainstreaming.
- The key constraint at the moment with these initiatives is the difficulty to move from theory to practice, to graduate beyond sensitization and awareness to knowing *how to*, especially given the diversity of budgetary practices. Therefore, the Meeting recommended that ECA’s specific focus should be on supporting the **analysis of the interactions between the non-market economy and state budgets, based on sex-disaggregated data**, within an overall strategy of forging effective partnerships.

(d) Strategic and methodological issues to enhance development of evidence-backed policies through gender-aware economic models

- Like any new concept, the question of use of the data pertinent to analyzing the unpaid care economy and its interactions with the money economy generated a lot of debate. The balance of quantitative and qualitative techniques, between macroeconomic and structural elements, the relative usefulness and effectiveness of gender-aware models such as the **Computable General Equilibrium Models**

(CGE) in relation to other models, and the feasibility of modeling, was not entirely settled at the Meeting.

- However, there was consensus that there needs to be rigorous economic impact assessment of certain policy measures through emerging approaches such as gender-aware modeling, and Poverty Social Impact Assessment (PSIAs) in countries subject to poverty reduction strategy programmes (PRSPs). Given that operationalisable models are lacking for evaluating the implications of gender and macroeconomic variables of different policy scenarios, the Meeting noted the rationale for gender-aware models. They would increase our understanding of the ways in which macroeconomic policies impact on or interact with women's unpaid work and time budget, and will be capable of testing different policy of policies to choose.
- Noting the potential value-added gender-aware-modeling could bring, the Meeting **commended** ACGD's new approach towards developing quantitative analytical tools to compliment the relatively better known qualitative gender analytical methods. The meeting noted that gender-aware model will be a **key advocacy tool** ACGD will develop to demonstrate to policy makers how valuation and integration of non-market work through time-use analysis can contribute significantly to evaluation of impacts of fiscal policies on poverty reduction. However, the Meeting recommended that ACGD should convene a more specialized **Advisory Panel of Experts on Gender-aware Economic Modeling**, which would, on the basis of an inventory of data available to construct Social Accounting Matrices (SAMs), assess the feasibility of finding a useful and effective model for economic analysis, including, simulation models such as the CGE.

(e) Assessing past and on-going work on engendering national development plans

35. Given the on-going experiences of a variety of stakeholders in Africa, the programme **initially** has to:

- document, review various experiences at national, sub-regional and regional levels on Gender mainstreaming into national accounts and national budget;
- conduct an inventory of existing data collection instruments, data availability, their reliability and consistency, indicators developed, pertinent to accounting for the unpaid care economy;
- document time-use approaches (including existing tools and methodologies) of UN organizations, World Bank, Commonwealth Secretariat, regional institutions as well as national experiences and actors;
- review and document earlier and on going experiences on gender-aware modeling.

(f) Institutional capacity building issues

- To generate and sustain capacity to take into account the unpaid care economy within policy processes, there is a need to **link initiatives towards gender-responsive data collection and analysis with gender budgeting initiatives, which often tend to be poorly coordinated**. These linkages would be forged through:

➤ working with **Gender focal points** within all ministries;

- striving for the setting-up of **technical inter-ministerial committees** to integrate a gender perspective into their budgets, on the basis of sex-disaggregated data and to foster linkages;
- establishing a **nexus between users and producers of gender-responsive data**;
- elaborating a **procedural manual** for data collection tools and methods integrating a gender perspective: set norms and standards for consistency and quality;
- drawing up **modalities on how to use data**; and
- carrying out **institutional audits** to assess the broad-based capacity-building needs, including institutional, financial, informational and material resources.

(g) Competence Building Issues

- On the basis of the objectives of the programme, the institutional strategies developed, and ACGD's approach to on the job and results-oriented learning, the complementary actions needed under the programme are to:
 - identify **institutions** which can **build practical competence** in gender mainstreaming in gender statistics and data as well as gender budgeting within poverty reduction strategies;
 - identify **competence building needs** throughout design, collection, analysis of data for multiple stakeholders, users and producers of statistics; and
 - **build partnerships with the World Bank, UNRISD, Commonwealth Secretariat**, which are already working with other organizations such as UNIFEM, IDRC to strengthen gender and economic analysis in Ministries of Gender.

(h) Scope of ECA intervention

- Given the complex and innovative character of tackling these domains of interventions in an integrated manner, the programme needs to be focused in pilot countries where there is a **clear political will** to engage concretely and practically along the path of poverty reduction and gender equality. This means that an **overarching framework for poverty reduction and gender mainstreaming policies and strategies exists in the countries to be involved in the pilot countries**.
- Within this receptive policy environment, ECA, needs to engage in policy advocacy:
 - for addressing the issues related to the unpaid care economy throughout the policy cycle – linking actions targeting information gathering to actions targeting budgetary allocations and execution;
 - For promoting participation of all stakeholders for monitoring and accountability;
 - Through using the medium of its Economic Reports to practice and demonstrate gender responsiveness in economic communication and policy analysis.
- On the basis of the discussion, the Meeting suggested the following guidelines for the selection of the group of six (6) pilot countries:

- The existence of **political will and stability**, a **Poverty Reduction Strategy Policy Framework**
- The availability of **gender mainstreaming policies**
- The need for **language balance** within the group
- A country with high **HIV/AIDS** prevalence rate
- A country in a **Post Conflict context**
- The existence of **Time Use Surveys**, and the availability of and access to raw data (for at least 1 database).
- Existence of **SAMs**.

(i) **Next Steps.**

36. The Expert Group Meeting considered that there was a need to **finalise the Conceptual Framework** along the broad guidelines sketched out in the Meeting. To sustain this initiative, the Meeting **recommended** that:

- ACGD should constitute an **Internal Working Group**, which will serve as an internal peer review team comprising experts from ESPD, SDD, DMD, SRDCs and ACGD to critically appraise the revised document.
- ACGD should launch the programme **as soon as possible**, beginning with fielding country data inventory studies to generate information for developing analytical tools including gender-aware models.
- ACGD should also constitute an **Advisory Expert Group on Gender-aware Modeling** of 15 experts to monitor progress toward agreed goals, methodologies and standards in modeling, as well as identify, evaluate and disseminate good practices, and identify gaps and recommend approaches to fill these gaps. For immediate action, the Group will:
 - consider the report on the inventory of existing time use analysis and SAMs in Africa, guide and launch the modeling studies;
 - Review alternative models against the CGE model with a view of selecting appropriate model based on availability of SAMs and time use analysis data;
 - Consider the structure of the selected model and define data needs for modeling; and
 - Recommend a country and identify partners to develop and test the model before applying it in initially 5 other countries.
- ACGD will also constitute an **African Expert Group on Mainstreaming Gender into National Planning Instruments** made up of participants of the Ad Hoc Expert Group that reviewed and validated ACGD's conceptual framework paper on Mainstreaming Gender in National Accounts and National Budget. The Group will review, refine and validate the tools and methodologies including the reports developed during the programme.

Overall Appraisal of the Framework

37. The Meeting **commended** the programme's **focus on women's non-market work**, making gender perspectives visible in data through systematic sex-

disaggregation of data, integration of gender concerns into statistical surveys and poverty diagnosis, greater use of time budget surveys, and integrating unpaid work in **national accounts** and **national budget**. Accordingly, policy makers will have adequate grounds to initiate and advocate for policies that will give women more effective participation and a better share of benefits from development. The potential overall outcome would be the contribution it will make to NEPAD's objectives of increased women's welfare, long-term growth and poverty reduction.

38. The Meeting also **commended ECA** for adopting a participatory approach to programme development. And the experts expressed satisfaction with the framework paper, which they said was well articulated and covers the issues and areas that need to be addressed in making gender perspectives visible in data as well as in economic and social analysis. The Meeting **considered** that the **link between gender and poverty reduction** was made clearly and convincingly. Likewise, the case for integrating gender into macro thinking and national planning instruments were compellingly set out.
39. Ms. Josephine Ouedraogo, Director, ACGD/ECA, made a statement in which she informed the participants of some follow-up activities ECA planned to implement after the EGM, including setting up a Working Group with ECA Staff Members from other divisions; organizing another meeting in the near future to follow-up also on the results of this meeting; and creating an Advisory panel composed of Member States and some experts.

Agenda Item 11

Closing Ceremony

40. In her closing statement, the Director of ACGD/ECA emphasized some of the key issues on which the EGM agreed upon including, the pertinence of the EGM theme; the need to establish a strategic link between data on women's conditions and decision-makers through planning mechanisms; the importance for ECA's contribution in this area; and the need to take stock of the experience developed in the areas of data, research, tools and policies. Moreover, she stressed that the experts' contributions included also an overview of the gaps and constraints facing gender mainstreaming in national accounts and national budget and constructive comments to ECA programme, which would allow its improvement.

41. Drawing from the conclusions of the meeting and the concerns expressed by the participants to address the many issue related of data, she stressed that it was importance to establish an inventory of institutions dealing with data, to improve access to data by researchers and decision-makers, to reinforce capacities at all levels, to evaluate institutional and legal frameworks which affect access to data and for ECA to advocate for a wider access. She stressed that while discussions and recommendations were pertinent, it was urgent to reach an agreement on what to do as Member States expressed their need for methods and tools for gender mainstreaming.

42. She finally thanked the participants, including the experts and Member States representatives, for their contributions in making such a productive EGM. She also extended her gratitude to the partners that attended the meeting. In her closing statement she also expressed her appreciation for the support provided by the Government of Cameroon.

43. The closing ceremony was also attended by the Minister of Women's Affairs of Cameroon who, in her statement, recalled the commitment of the Government of Cameroon to promote gender equality. While aware of the difficult issues raised by the EGM, she thanked all the participants for their contribution in terms of content and process. She recalled that African Governments were all committed to the advancement of women and that from now the issue rested on the way and means to be put in place to ensure that the commitments made in Dakar and Beijing were transformed into concrete actions and measures. The EGM gave the opportunity to provide some concrete steps to effectively mainstream gender in development and to point where and what ECA could contribute. She finally extended her gratitude to ECA to take the initiative to organize this meeting in Cameroon.

44. Overall, the meeting achieved this objective. The goal of the programme is to strengthen the capacity of national accountants (economists and statisticians) and enumerators in six African countries to use **national accounts** and **national budget** as tools to translate time-use data and statistics on **unpaid work** into policy agenda, with a view of mobilizing action and resources for unpaid workers, especially, women as one approach to reduce poverty in Africa. The meeting represents one step towards taking ECA's services at the country level.

**AD HOC EXPERT GROUP MEETING ON MAINSTREAMING GENDER IN
NATIONAL ACCOUNTS AND NATIONAL BUDGET
YAOUNDE, CAMEROON**

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