

African Institute for Economic Development and Planning  
United Nations Development Programme



IDEP



# GENDER AND ECONOMIC POLICY MANAGEMENT INITIATIVE—AFRICA



## PUBLIC FINANCE AND GENDER-RESPONSIVE BUDGETING

# INTRODUCTION

This module explains broadly what gender-responsive budgeting (GRB) can entail while also highlighting inadvisable interpretations of the term. It explores how GRB interacts with public finance reforms and, in particular, the introduction of performance-oriented, programme-based budgeting. The module includes practical work developing basic gender budget statements to illustrate that this type of work is relatively simple. It also explores the experiences in gender-responsive budgeting of a number of African countries. In doing so, it gives a sense of the wide scope of work that can be done under the GRB umbrella. Considerable time is given to group work and discussion of what might be done in participants' own countries.

# LEARNING OBJECTIVES

At the conclusion of this module participants will be able to:

1. Understand the principles and processes of gender-responsive budgeting.
2. Critically evaluate the principles and processes of gender budget statements.

## OUTLINE

- I. What is gender-responsive budgeting?
  - A. Concepts, principles, purposes and frameworks.
  - B. GRB and performance-based budgeting.
  - C. Country examples.
  - D. Non-governmental issue-focused GRB work.
- II. Gender budget statements
  - A. Call circulars and gender budget statements.
  - B. Developing gender budget statements.



# DURATION

One-and-a-half days.

## PREPARATION

Before the course, ask all participants to locate a copy of the national budget documents tabled in their country on the most recent budget day. These publications should be brought with them to the course. It is likely that some participants will not do this; this is not a problem as long as there are four or five country examples that vary in the level of detail provided and the extent to which they reflect old-style line-item budgeting and a more programme- or performance-oriented approach. Ideally, one of the country examples should include performance indicators. If this is not the case, the facilitator should supplement what participants have brought by downloading supplementary information, including performance indicators, from the ministry of finance websites of the appropriate countries.



# I. WHAT IS GENDER-RESPONSIVE BUDGETING?

*Objective: to enable participants to comprehensively understand the principles and processes of gender-responsive budgeting*

## A. CONCEPTS, PRINCIPLES, PURPOSES AND FRAMEWORKS

- a) Module 7 on gender and macroeconomics introduced the concept of fiscal policy, the government's framework regarding its spending and tax collection policies. In most governments, the finance minister establishes this framework in the budget, which details plans for current and capital government expenditure and revenue.
- b) The focus of attention to the spending and tax collection policies contained in the budget has usually been on three Es:
  - a. The effect on the economy.
  - b. The efficiency of resource utilization.
  - c. The effectiveness of policy.
- c) The budget cycle is the period between one budget and the next; in most countries, this period is one year. Within the budget cycle a budget is first prepared—usually within the ministry of finance, but depending on the country, to a lesser or greater extent in consultation with interested parties in government and, occasionally, civil society, who submit proposals to the ministry. The ministry then submits the budget for approval to the legislature, which reviews and often revises it. Upon approval from the legislature, the budget's provisions become enacted.
- d) Increasingly, budget cycles are embedded with medium-term expenditure frameworks (MTEF). An MTEF seeks to consistently align

the expenditure planning cycles of the government as a whole over a three- to five-year period by estimating the costs of recurrent and capital spending within existing policies over the medium term. An MTEF thus offers an integrated approach to policy, planning and budgeting.

e) Conceptually, a budget has three branches:

- a. Allocation, concerned with influencing the provision of goods and services in an economy. Minimally, this seeks to meet the need to both supply public goods and internalize externalities—discussed in Module 1 on gender and economics, in which it was suggested that for society as a whole, unpaid care work is a public good that generates a positive externality.
- b. Distribution, that is, of income or wealth in a society, which, without government intervention, may be deemed to be inequitable. As discussed in Module 6 on poverty, the distribution of wealth and income within a society is, in part, a consequence of the prevailing parameters of gender relations. In this regard, the distribution function affects and is affected by gender relations.
- c. Stabilization, concerned with maintaining a high but stable level of economic activity. As discussed in Module 7 on gender and macroeconomic theory, the variables that affect economic growth are mediated by prevailing sets of gender norms. In this regard, the stabilization function affects and is affected by gender relations.

Thus, there are gender dimensions to all three branches, and so to budgets generally.

- f) Therefore, GRB analyses the government budget for its effects on women, men, girls and boys. Ideally, GRB analysis goes beyond a simple female-male dichotomy to look at spatial location, age, ethnicity, ability and socio-economic class.



- g) The value added of GRB lies in two areas:
  - a. The budget, in its allocation, distribution and stabilization functions, affects time use, and thus, the amount and distribution of unpaid care work, employment and leisure; GRB highlights this effect.
  - b. Commonly, the budget cycle does not offer adequate scope for broad-ranging consultations on the budget; GRB offers wide scope for consultation.
- h) So GRB in effect adds a fourth E—equality—to the three traditional Es of budgeting above.
- i) For GRB analysis the budget is the most important policy document of a government; without money no policy will be implemented, let alone work. Developing good policies that are gender-sensitive has little or no effect without an adequate budget to implement the policy, particularly its gender-sensitive parts.
- j) GRB is not about:
  - a. Separate budgets for women and girls, or men and boys.
  - b. Setting aside a certain percentage of the budget for women or gender-aware activities.
  - c. Money for women councillors to control.
  - d. Ensuring that half of all government expenditures are allocated to women and half of all government expenditures are allocated to men.
- k) GRB is also about new concepts that economists and policy makers generally ignore, such as unpaid care work. If government does not deliver services that reduce unpaid care work, women in households have to do the work instead. This may in turn have implications for the efficiency and effectiveness of any policies adopted.
- l) The expenditure side of a budget can be conceptualized in terms of three categories that together add up to all budgetary expenditures, namely:



- a. Expenditures that target females or gender issues.
- b. Expenditures that facilitate equal employment for government officials.
- c. The remaining expenditure, which can be examined for its possible differential effects on females and males.

The third category is the most important, as it represents the bulk of government expenditure and is the most challenging. Focusing on the first category means a focus on a small share of government expenditure. Focusing on the second category means focusing on government officials—a relatively privileged group in most societies—rather than on ordinary people, particularly poor women and men.

m) GRB often requires five steps to be undertaken, although not all GRB initiatives cover all five steps. The five steps are:

- a. Describing the situation of women and men, girls and boys in the sector with the budget of interest.
- b. Checking whether sectoral policies, programmes and projects are gender sensitive—that is, whether they address the situation described.
- c. Checking that adequate budgetary expenditures are allocated to implement gender-responsive policy, programmes and projects.
- d. Checking at the end of the budget year whether the expenditure was spent as planned and reached those who most needed it.
- e. Examining the effect of the expenditure, that is, whether it ameliorated the gender gaps identified in the first step.

n) GRB can assist in ensuring that government meets its commitments to women's rights as expressed in the signing of international and regional instruments and national laws, including constitutions. It can also help to distinguish between policies and budgets that treat women as autonomous citizens and those that treat them as a

vulnerable group or development instruments. Finally, GRB can increase meaningful participation of different actors in budget and policy making.

- o) GRB initiatives are very diverse and have different objectives. Different actors—government, parliament, civil society, donors—might have different objectives for GRB. Which objectives are achievable depends on the design and activities implemented in a GRB initiative.
- p) The focus of GRB initiatives also differ, regarding, for example:
  - a. Expenditure versus revenue.
  - b. Particular sectors or geographical areas.
  - c. Particular levels of government.
  - d. The recurrent or the development budget, where these two are differentiated in the budget.
  - e. Own revenue or donor funds.
- q) A GRB initiative is unlikely to be sustainable unless government is involved; it also requires pressure from civil society or the legislature to undertake it.

## EXERCISE 1

*Objective: to enable participants to develop a gender-aware critique of existing budgets*

Hand out extracts from the budgets of one agency in two or three countries, located before the start of the course. Choose examples that illustrate the range of budgetary approaches, from line-item to more sophisticated programme- and performance-oriented budgeting. Take participants through the main parts of each of the example documents, explaining the main components of each to ensure that participants can do a basic reading of the documents.



Ask participants to work in groups of three. Ask them to examine the budget and discuss what they can say, based on the document, regarding the gender responsiveness of the budget. Ask them what questions they would need to formulate and have answered to be able to say more.

After allowing at least 30 minutes to examine the documents, ask the different groups to report on what they saw in the budgets, as well as what questions they would want answered. Participants likely will report that they could see very little in the budgets. However, they will probably be able to see more—and ask more focused questions—about the budgets that are in a more performance-oriented and programme-based format.

## **B. GRB AND PERFORMANCE-BASED BUDGETING**

- a) Most African countries have introduced some form of performance – or programme – budgeting over the last decade, as part of a broader set of public finance reforms designed to develop MTEF. Increasingly, performance or programme budgeting has become embedded within results-based budgeting (RBB).
- b) RBB sees the formulation of programmes and allocation of resources as a function of a set of predefined evidence-based policy objectives embodied within a logical framework. These frameworks specify expected results from a line-item resource allocation as a function of the outputs that must be delivered to achieve those results. In this way RBB goes considerably beyond line-item budgeting. Actual performance is then evaluated on the basis of a set of predefined performance indicators contained within the logical framework.
- c) Donors, especially the World Bank, strongly support the shift to RBB within MTEFs, in many countries within the context of poverty reduction strategy papers (PRSPs), discussed in Module 9, the second module on gender and development strategies.



- d) It is much easier to do GRB if a country has performance-oriented and programme-based RBB than if it uses traditional line-item budgeting. This is because the level of detail is suitable for a GRB. Conversely, GRB can reinforce and improve budget reforms by emphasizing, in its focus on equality, the question of who is benefiting from expenditure and how.
- e) Strong links can be drawn between performance-based budgeting within RBB and the five steps of GRB. The first step represents the situation analysis that should happen—but often does not—during the planning stage on which the budget is based. The second step is equivalent to the activities of performance budgeting, while the third step is equivalent to inputs, the fourth step to outputs, and the fifth step to outcomes.
- f) Performance-oriented and programme-based budgeting thus offers good opportunities for GRB, but GRB does not happen automatically. Deliberate action—and often some adaptation of formats—is needed for the budget documents to reveal their gender aspects.
- g) The details of the approaches to actual reforms to the budget process differ across countries, but there are often strong underlying similarities. The GRB approach should be tailored as much as possible to a particular country's approach so that it is seen as an integral part of budget reform rather than an optional add-on that requires extra effort. Wherever possible, GRB should use similar concepts, terms and formats to those used in broader budget reforms.

## C. COUNTRY EXAMPLES

### EXERCISE 2

*Objective: to enable participants to critically evaluate gender-responsive budgets*

Hand out copies of the case studies of GRB in Morocco and Uganda. Explain that the handouts are based on country case studies undertaken as part of the cross-country research on GRB and the aid effectiveness agenda coordinated by the United Nations Development Fund for Women in 2008.

Divide participants into four groups. Ask participants first to thoroughly read through the two case studies. While reading, they should try to identify all the different types of activities undertaken, as well as the actors involved. After they have read the documents, ask the groups to discuss each of the case studies in depth. Ask them to think, in particular, about the following three questions:

- What are the strengths of these initiatives?
- What are the weaknesses of these initiatives?
- What can we learn from these initiatives for our countries?

Encourage participants, while having these discussions, to bring in any learning they may have from involvement or observation of GRB initiatives in their own countries.

After providing at least 45 minutes for reading and 45 minutes for discussion, ask groups to come back into plenary. Then take feedback on one country at a time, first allowing each group to report back on that country and then having general discussion, in which participants can share their own experiences and observations in their home countries.



## MOROCCO

### PHASE I: CAPACITY BUILDING AND TOOLS DEVELOPMENT

The first phase of the GRB programme in Morocco (2003–04), implemented by the Ministry of Economy and Finance (MEF) with support from the United Nations Development Fund for Women (UNIFEM), focused on capacity building and the production of tools and methodologies for GRB. The committee on the women and children's budget, which had initiated the GRB initiative in Morocco in late 2001, became the steering committee for the programme. An innovative aspect of Morocco's approach was to use a series of capacity building workshops to enable participants to scope out and design the manuals for applying GRB. The participants were those responsible for budget preparation in sectoral ministries, their sectoral counterparts, and those responsible for budgetary reform in the Directorate of Budget.

At the end of the first phase in 2004, participants had developed the main elements that they wanted to include in the manual and how the manual could be used for results-based budgeting, which included GRB. The latter was important, as GRB was already being considered the fourth pillar of Morocco's public finance reform. This phase of the manual's production lasted until 2006, partly due to the slow, incremental and experimental nature of public finance reforms. Also, the person holding the position of gender focal point in the Directorate of Budget was promoted to a different directorate, while other staff were not given official time to work on the manual. The delay in production meant that the manual could not be used for an indicator workshop that ran in the interim.

### PHASE II OF THE GRB PROGRAMME

Phase II, which ran from 2005–08, enlarged the engagement of the MEF to include the Directorate of Studies and Financial Forecasting



(DSFF), the Directorate of Budget and the Directorate of Administrative and General Affairs (DAAG). DAAG is mandated to manage public relations and communications for the MEF, including intranet and website; to manage training of staff members; and to coordinate strategic action plans for all the directorates and the preparation of the MEF's own budget. A steering committee and technical committee were set up composed of these directorates and UNIFEM.

There were five main strategic areas to Phase II. The first area was in developing a culture of policy evaluation using a broad GRB approach. The second was in encouraging ministries to produce a gender budget statement and, as part of this, gender-responsive performance indicators and reports. The third area was in addressing the need for widespread communication and sensitization within and outside the administration so as to lay the basis for institutionalization. The fourth was in using a pilot geographic area to explore how deconcentration (decentralization) and partnership with non-governmental organizations (NGOs) could be addressed in a gender-responsive and intersectoral way. The focus was on improving gender analysis and the use of gender-disaggregated data. The fifth area was in raising awareness for NGOs and building their capacity to lobby for gender-responsive budgeting.

Each of the five areas was piloted around a concrete product, with a lead directorate responsible for its implementation. The gender-responsive policy evaluation was piloted through annual production by the DSFF of the gender report accompanying the finance bill. The second element was led by the Budget Directorate, while the DAAG managed the GRB portal for communication and documentation on GRB and the development of e-learning. The fourth area involved studies such as an MDG costing exercise, as well as the creation of a community-based monitoring system. The fifth element involved encouraging the development of a collective movement for gender-responsive budgeting.

## THE GENDER REPORT

The first gender report, presented to parliament, was the first achievement of Phase II. The DSFF produces Morocco's annual economic and financial report and initially the gender report was an annex to this budget document. The report for each ministry examined the relevance of policies to the situation of women, men, girls and boys, comparing the policies to gender equality and other development objectives and human rights instruments; it also assessed the alignment of programme budgets to the strategies for implementing the policies and assigning accountability for results. Finally, the report included an analysis of budgets and a gender evaluation of the performance indicators of each ministry for their programme budgets.

The number of ministries and departments producing a gender report increased rapidly on a yearly basis, from 4 in 2005 to 21 in 2008. As of 2007, the gender report has been a separate document, formally presented to and debated by the parliament. The production process of the report tries to nurture a different way of working within an administration more used to dividing labour, tasks and responsibilities than to cooperating in teams. In particular, its methodological workshop brings together technical and thematic staff with budget managers and statisticians.

The preparatory sessions with each ministry before the workshops, the design and facilitation of the workshop, and the comments on the drafts have been done by the staff of the DSFF, under the leadership of a coordinator and with the support of an international expert. The staff has not had prior gender training. They are mostly engineers by profession, and have learned their sectoral and thematic gender knowledge on the job. They write the gender report over and above their agreed work plan.

In the short time available for the workshops—a day per batch of ministries—it is very difficult to reconcile the needs of the gender



report writing team to learn about the gender analysis of performance indicators with the need to address the overt as well as subtle forms of resistance to gender issues and gender equality objectives in particular, which frequently rear up during the workshops. There are also institutional challenges. Many sectoral ministries had concerns about the ownership of the report, and about the Ministry of Economy and Finance potentially using information that other ministries provided against them. For their part, the gender team of the DSFF reported difficulties in obtaining information from the other ministries. On the basis of this feedback, the steering committee has formalized the collaboration between sectoral ministries and the MEF in the production of the report.

### ENGENDERING PROGRAMMES

In 2006 and 2007, the prime minister's finance bill orientation letter mentioned gender in the context of developing performance objectives and indicators in programmes, "in so far as it is possible." Real work started on this area in 2007. The delay occurred in part because ministries were expressing fatigue with the reform and the MEF did not want to burden them with what could be perceived as another layer of complication. It was therefore thought prudent to start with sectors more easily amenable to gender analysis and sex disaggregation. The two sectors chosen were the Secretariat for Professional Training and the Department for Literacy and Non Formal Education.

In 2008, for the 2009 finance bill, three more departments were added: health, employment and the MEF itself. A template for the presentation of the programme, which can become a results-resource matrix, was piloted with the support of an international gender expert. Alongside the template is a customized set of guidelines to assist each department in developing the programme. The work to customize these guidelines involved prior research on the databases available, as well as the available studies,



surveys and work in progress on the methodological and programme front by the ministries.

One of the major difficulties is the little time that departments have to commit to the GRB exercises, which are undertaken with the sectoral specialists at the budget directorate. The latter are themselves highly stretched for time, having to work on several fronts, including the development of sectoral strategies and the medium-term expenditure frameworks required for budget support. So far, the GRB exercises are led by the Budget Directorate, which can exert leverage on the sectoral ministries. But the sectoral strategies are supported by sectoral donors and through their own technical assistance. So there are parallel processes under way, about which only the sectoral ministry is aware. Overall, some 87 projects were ongoing in Morocco for the UN system from 2003 to 2007. The GRB initiative therefore faced the danger of being treated as just one project among many.

### **MANAGING COMMUNICATION**

The DAAG developed and manages the GRB portal, which covers the GRB activities undertaken, and articles regularly appear on the other communication tools of the ministry, such as the MEF periodical *Al Maliya*. E-learning activities continue but suffer from delays. Part of the reason for e-learning is to generalize GRB awareness and training. But the manual that was produced very soon needed to be updated and was never intended to be used without prior training. It is still unclear how much of this training can be done through e-learning.

### **LOCAL-LEVEL GRB WORK**

A study to estimate the costs of achieving the Millennium Development Goals (MDGs) was completed in 2005. The study modelled three cost scenarios for: achieving the MDGs with the

existing sectoral approach, minimal deconcentration and a state-NGO partnership; achieving the MDGs using the localized National Initiative for Human Development (INDH) approach; and the highest-cost scenario, developed in less detail, of bringing in a more refined gender-responsive approach. The INDH aspect was meant as a pilot experiment, using a community-based monitoring system (CBMS) as an information system. The CBMS study was duly completed in two communes and presented to local councillors and authorities.

### **NGO AWARENESS RAISING**

Under this element, 20 development and women human rights NGOs were sensitized on their role as watchdogs of the gender-responsiveness of government policies. The 20 NGOs subsequently constituted a formal group, Collective Movement for GRB.

## **UGANDA**

### **CIVIL SOCIETY GRB WORK**

Though this case study focuses on the five years from 2003 to 2008, GRB was initiated in Uganda as early as 1999 by a coalition of women's rights and advocacy groups and parliamentarians. The key player was the Forum for Women in Democracy (FOWODE), a civil society organization founded by women politicians. FOWODE used a combination of research, advocacy and activism to influence fiscal policy. The shift toward performance-based budgeting and the associated monitoring provided a rewarding entry point for demanding GRB. FOWODE capitalized on the opportunity to lobby government to pay attention to the manner in which public expenditure areas are prioritized and resources allocated to competing national interests and sectors.



FOWODE targets different groups differently depending on their mandate, influence and interests. Members of parliament are specifically targeted, given their key role as policy makers. FOWODE works closely with the Parliamentary Budget Office (PBO) because it is responsible for analysing macroeconomic issues, including the budget, and advising MPs accordingly. Within sectors, FOWODE targets planners and budget officers who are responsible for preparing their respective sector-wide plans (SWAP), budget framework papers (BFPs) and ministerial policy statements. FOWODE has established a close relation with the Ministry of Finance, Planning and Economic Development (MoFPED), which is responsible for resource allocation, and the Ministry of Gender, Labour and Social Development. FOWODE uses researchers with specialized knowledge and skills in gender and budgeting to conduct GRB analysis.

Over the years, FOWODE has organized GRB skills building workshops for close to 5,000 legislators and over 2,000 government civil servants at the national and local government levels. This has created awareness and, to some extent, strengthened GRB competence among the different actors. As a result of these workshops, FOWODE has also created allies who are strategically positioned to influence the budget process. FOWODE is among the civil society organizations MoFPED invited to participate in the budget process and occasionally make presentations at important budget events, such as the budget conference and the public expenditure review.

Annually, FOWODE conducts gender budget analyses that inform its GRB advocacy. The analysis focuses on the overall shape of the national budget as well as five major sectors: agriculture; health; education; water and sanitation; and justice, law and order. The findings are disseminated through meetings with members of parliament and government officials from the MoFPED and other sectors. The general public is involved through radio and television talk shows, public dialogues, newspaper pull-outs and issue briefs.



## **THE GOVERNMENT'S GRB WORK**

The government adopted the GRB process in the financial year 2003–04 through the MoFPED, including gender and equity budgeting in the Budget Call Circular (BCC). A guideline to this effect was attached as one of the annexes that went out to sector ministries and local governments. As a result all government accounting officers had to show how government funds would address gender issues in their respective sectors. However, government did not enforce this directive immediately because it acknowledged that sectors lacked the capacities for effective GRB.

In 2004, the MoFPED in collaboration with the MoGLSD prepared a gender and equity user's manual and implementation strategy guidelines to assist in preparing sector BFPs that address gender and equity issues. The MoFPED also trained a core team of trainers to provide technical support. These were drawn from MoFPED, MoGLSD, the Ministry of Agriculture, Animal Industry and Fisheries, the Ministry of Works and Transport, the Department of Water Development and the gender units of Makerere University. They constituted the national gender team and were a subgroup of the poverty working group.

In 2005, the MoFPED organized GRB capacity building of gender focal persons, planners and budget officers of the above five sectors, as well as GRB training for some sector working groups (SWGs): agriculture, environment and natural resources. The MoFPED also produced gender disaggregated data for the five sectors. The data were generated from additional analysis of the 2004 National Service Delivery Survey.

## **GENDERING THE POVERTY ERADICATION ACTION PLAN (PEAP)**

Efforts to strengthen the mainstreaming of gender in the new Poverty Eradication Action Plan (PEAP) employed various interventions. These were spearheaded by the MoGLSD in

collaboration with the MoFPED with financial support from donors such as the UK Department for International Development (DFID), the Danish International Development Agency (DANIDA) and the World Bank. These included but were not limited to: creating of a PEAP gender group, responsible for ensuring that the SWG inputs into the PEAP were gender responsive; commissioning a desk review on engendering Uganda's poverty eradication initiatives; developing of PEAP sector guidelines for gender mainstreaming as part of general PEAP revision guidelines; commissioning a gender review of sector PEAP revision sections; and commissioning a gender analysis of the national household surveys. The government also invited a few civil society organizations to actively participate in the PEAP revision process.

To guarantee that the gender commitments did not evaporate during PEAP implementation, the MoGLSD and the MoFPED, in collaboration with the World Bank, ensured the inclusion of gender in the Poverty Reduction Support Credit (PRSC) provided under Uganda's poverty reduction strategy. To some extent this promoted the financing of gender equality within direct budget support. A key achievement of gendering the PRSC was the cabinet's final approval of the revised national gender policy in 2007. The policy had been in limbo since 2005, placing gender in an indeterminate state on the national development agenda. Meanwhile the gender and equity budgeting initiative contributed to measuring performance monitoring indicators during PEAP implementation.



## D. NON-GOVERNMENTAL ISSUE-FOCUSED GRB WORK

### EXERCISE 3

*Objective: to enable participants to critically evaluate non-governmental gender-responsive budgets*

Hand out copies of the description of non-governmental GRB work in the Domestic Violence Act in South Africa. Ask different participants to read a paragraph aloud in plenary. When the reading is finished, give participants 5 to 10 minutes to talk with the person sitting next to them, discussing what the differences are between this example of GRB work and those discussed in the previous section about Morocco and Uganda. Then ask participants to discuss in plenary what they find interesting about this example.

Some of the issues that might come up are that this GRB initiative:

- (a) Tackles a gender issue rather than a sector, thus targeting the budgets of several different agencies.
- (b) Focuses on an issue for which there might not be separate budgetary allocations, in that—for example—police time spent on assisting with implementation of the act is not funded separately from police time spent on other things.
- (c) Involves costing of what is needed rather than starting with what is allocated.
- (d) Was spearheaded by an NGO with minimal government involvement.
- (e) Was a follow-on to the passing of a new law, that is, reasserting the basic GRB statement that a policy without budget—however good the policy—is toothless.

## **COSTING THE IMPLEMENTATION OF SOUTH AFRICA'S DOMESTIC VIOLENCE ACT**

In 1999, the South African parliament passed the Domestic Violence Act (DVA), the most important protection of which is the interdict an abused person can get against the abuser. In early 2005, the Centre for the Study of Violence and Reconciliation (CSVR) undertook research at nine courts and police stations in three provinces to find out how much time (and thus government money) was being spent on issuing interdicts. CSVR interviewed clerks of the court, magistrates, prosecutors and police officers about their activities in implementing the DVA and how long each activity takes. Among the main activities covered:

- Clerks of the court usually assist applicants to complete the forms. Sometimes police officers also help women with their applications for protection orders.
- The magistrate decides whether to grant an interim protection order.
- On the return date, the magistrate holds a hearing if both parties are present and decides whether to grant a final order.
- A sheriff or the police serve the order on the respondent and applicant. The applicant usually pays the sheriff's fees unless she can prove she is very poor.
- Police arrest and charge men reported for breaching the protection order.
- Magistrates and prosecutors play roles when men appear in court for breaching the order.

To calculate what it costs government to implement the DVA, CSVR multiplied the average time taken for each activity by the percentage of cases to which it applied and by the cost of the staff involved. The amount came to R245.03 per case (about US\$31/case



at mid-2009 exchange rates). This only covers staff costs; it does not cover costs such as office expenses and support staff. It also uses the salary of the lowest possible level of staff for each activity.

Together courts and police at the nine sites must have spent about R6.4 million processing nearly 26,000 applications for protection orders in 2004. Government records show that 114,142 protection orders were granted in South Africa between March 2004 and February 2005. This must have cost government about R28 million for court and police services.

CSVR has taken the results of the research to the different agencies responsible for implementing the DVA and also to Treasury. All have expressed interest in working further with the organization to draw up guidelines to ensure proper implementation of the act and adequate budgets to achieve this.

## II. GENDER BUDGET STATEMENTS

*Objective: to enable participants to critically evaluate the principles and processes of gender budget statements*

### A. CALL CIRCULARS AND GENDER BUDGET STATEMENTS

- a) Call circulars and gender budget statements are tools that can be used in a government-based GRB initiative.
- b) All countries have call circulars or equivalent documents, although they might use a different term. These are the official instructions issued by the Ministry of Finance early in the budget cycle instructing line agencies (budget users) how they should frame their budget submissions. Some countries have two or three call circulars in every budget cycle. Other countries have separate call circulars issued for the operating and development budgets.
- c) Examples of call circular extracts from different countries, including some in Africa, can be found in the UNIFEM guidance sheet on call circulars and gender budget statements.
- d) Call circulars can be made gender responsive by:
  - Stating explicitly that gender must be reflected in submissions.
  - Stating that gender will be considered an important criterion in negotiations between the Ministry of Finance and each line agency.
  - Requiring that all relevant indicators be sex disaggregated and that other gender-related indicators be included where relevant.



- e) If special motivation is required for new policies and/or savings, the call circular can state that the motivations should explicitly include consideration of gender implications.
- f) Gender budget statements are summaries of the gender implications of particular programmes and their associated budgets for the coming year. In most cases gender budget statements are accountability instruments in that they are prepared after the budget numbers are decided and then tabled in parliament and available to civil society. However, a few countries, such as Rwanda and Indonesia, are now experimenting with including gender budget statements in early budget submissions, thus informing the negotiations between the Ministry of Finance and line agencies.
- g) Examples of gender budget statement approaches from different countries can be found in UNIFEM guidance sheets.
- h) There are different ways of choosing which programmes to cover. Ideally, the gender budget statement should include the programmes that are allocated the most money, in line with a gender mainstreaming approach. However, the statements also usually include programmes that directly target gender issues or women.
- i) Gender-responsive call circulars and gender budget statements will not be effective unless the responsible officials are assisted in developing the knowledge and understanding of gender issues that allows them to draw up gender-aware documents. At the same time, the process of drawing up gender budget statements teaches officials gender analysis skills.

## B. DEVELOPING GENDER BUDGET STATEMENTS

### EXERCISE 4

*Objective: to enable participants to critically evaluate a gender budget statement.*

Hand out copies of the extract from the gender- and youth-responsive budget statement of the Department of Agriculture of the Western Cape government in South Africa. This example has been chosen to illustrate that GRB should not focus only on the social sector agencies.

Explain that the Western Cape government decided to focus on both youth and gender because youth issues are considered a major challenge in this province. Each department (equivalent to a ministry) is required to do one statement regarding the subprogramme allocated the largest amount of money for that year, plus additional statements for any subprogrammes that officials feel contribute to gender equality or youth development, or in some way address the challenges of people with disabilities. The statements follow a set format with pre-specified headings. The collected statements are tabled with other official documents on budget day in the province.

The section on the situation to be addressed explains why government has this subprogramme—that is, what problems in the community it is intended to address. One common tendency in drawing up the statements was for government officials to use this paragraph to describe the subprogramme. The subprogramme in the example is about the community—that is, ordinary people whose needs and interests the government should be trying to address.

The planned activities section is where government activities—particularly those that address gender and youth issues—are described. Budget allocated should give the full amount of the budget for the subprogramme for the coming year, but also the amount for any subcomponents of the budget that specifically address youth and gender issues.



For indicators, officials were required to come up with about three output (delivery) indicators and provide both performance to date in the current budget year for these indicators and the targets for the coming budget year. Other countries, such as Rwanda, also include input and outcome indicators. Finally, the challenges encountered section provides space for officials to describe difficulties they experience, especially in relation to implementing the gender- and youth-responsive elements of the subprogramme. They are not, however, permitted to complain about budget shortfalls.

Ask participants to read through the extract, allowing adequate time. Facilitators should then lead a discussion on the strengths and weaknesses of the statements in plenary. Draw up a list of strengths and weaknesses that participants suggest. Then encourage suggestions as to how the gender- and youth-responsive budget statement could be improved.

### **EXTRACT FROM THE GENDER AND YOUTH BUDGET STATEMENT OF THE WESTERN CAPE GOVERNMENT, SOUTH AFRICA**

*Department of Agriculture*

*Subprogramme Allocated Largest Amount of Money for 2009/10*

*Programme 3: Farmer Support and Development*

*Subprogramme 3.2: Extension and Advisory Services*

*Situation to be Addressed*

Historically, women and youth have been marginalized as most permanent and better-paid employment opportunities (and especially those in the agricultural sector) were occupied by men.

The current economic situation in the country has left many women and youth unable to find or maintain employment. Along with this, the recent high increase in food prices lead to many social evils e.g. increased levels of poverty, hunger and crime.

## B. DEVELOPING GENDER BUDGET STATEMENTS

### EXERCISE 4

*Objective: to enable participants to critically evaluate a gender budget statement.*

Hand out copies of the extract from the gender- and youth-responsive budget statement of the Department of Agriculture of the Western Cape government in South Africa. This example has been chosen to illustrate that GRB should not focus only on the social sector agencies.

Explain that the Western Cape government decided to focus on both youth and gender because youth issues are considered a major challenge in this province. Each department (equivalent to a ministry) is required to do one statement regarding the subprogramme allocated the largest amount of money for that year, plus additional statements for any subprogrammes that officials feel contribute to gender equality or youth development, or in some way address the challenges of people with disabilities. The statements follow a set format with pre-specified headings. The collected statements are tabled with other official documents on budget day in the province.

The section on the situation to be addressed explains why government has this subprogramme—that is, what problems in the community it is intended to address. One common tendency in drawing up the statements was for government officials to use this paragraph to describe the subprogramme. The subprogramme in the example is about the community—that is, ordinary people whose needs and interests the government should be trying to address.

The planned activities section is where government activities—particularly those that address gender and youth issues—are described. Budget allocated should give the full amount of the budget for the subprogramme for the coming year, but also the amount for any subcomponents of the budget that specifically address youth and gender issues.



For indicators, officials were required to come up with about three output (delivery) indicators and provide both performance to date in the current budget year for these indicators and the targets for the coming budget year. Other countries, such as Rwanda, also include input and outcome indicators. Finally, the challenges encountered section provides space for officials to describe difficulties they experience, especially in relation to implementing the gender- and youth-responsive elements of the subprogramme. They are not, however, permitted to complain about budget shortfalls.

Ask participants to read through the extract, allowing adequate time. Facilitators should then lead a discussion on the strengths and weaknesses of the statements in plenary. Draw up a list of strengths and weaknesses that participants suggest. Then encourage suggestions as to how the gender- and youth-responsive budget statement could be improved.

### **EXTRACT FROM THE GENDER AND YOUTH BUDGET STATEMENT OF THE WESTERN CAPE GOVERNMENT, SOUTH AFRICA**

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Historically, women and youth have been marginalized as most permanent and better-paid employment opportunities (and especially those in the agricultural sector) were occupied by men.

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## PLANNED ACTIVITIES

One of the subprogramme's main focus areas is the implementation of the Comprehensive Agricultural Support Programme (CASP). This is funded through a conditional grant received from the National Department of Agriculture. Although the funds are located under subprogramme 3.2 (Farmer Support), the distribution of the funds is done across the other sub-programmes and the province as it includes land reform and food security projects as well.

In order to improve equity in the agricultural sector and to ensure that women and youth, defined as 18–35 years, are incorporated in the projects, a percentage in scoring the selection criteria is allocated to each project related to the total number of women and youth involved. Therefore, the higher the number of women and youth involved, the higher the project will score and the better the chances of obtaining funding. As a result, approximately 47 percent of the CASP beneficiaries in 2008–09 are women. The percentage for youth is a little bit lower and this can be attributed to the image and perception of agriculture among the youth and the hard work involved in primary agriculture.

There is a serious drive within the province to increase the number of household and community/school food gardens, with the aim of decreasing the hunger and food insecurity caused by high food prices. These food security projects receive a high priority in terms of CASP funding allocation and more so if the number of women and youth involved are high. Women are thus able to establish household food gardens that do not take them far away from their homes; with community/school food gardens the youth are educated regarding agricultural practices and the importance of agriculture to ensuring a food secure future. Eight percent of the total CASP budget for 2009/2010 has been set aside specifically for food security projects.



**BUDGET ALLOCATED**

R46,895,000

Amount for CASP in Programme 3 Farmer support and Development:  
R63,640,000

Of which: 8 percent has been allocated for food security projects

**INDICATORS**

Indicator	Target 2009-10	Performance 2008-09
Total number of people involved in CASP	6,616	5,301
Number of youth involved in CASP	2,838	2,492
Number of women involved in CASP	2,363	6,616
Number of disabled involved in CASP	133	6,616

**CHALLENGES ENCOUNTERED**

Women and youth get involved with project implementation, but due to economic pressures will leave the project, sometimes temporarily and other times permanently, when they obtain jobs in order to receive an income to feed their families. Women are also regarded as the main care givers for the family and often cannot work on the projects continuously due to having to care for sick children, extended family members and the like. The continuation of the project is then negatively affected.

In many cases the agricultural sector is perceived by youth as not being attractive. This is possibly due to the physically hard work involved in primary agriculture. It can also be attributed to the fact that agriculture as a subject is offered at only a few schools across the country.

## EXERCISE 5

*Objective: to enable participants to develop a gender budget statement*

Divide participants into groups of four to five people. Ensure that each group has a copy of a budget document from a home country of one of the participants that provides some level of detail about the programmes or subprogrammes; that is, it should not be an old-style line-item budget. Ask participants to choose a programme or subprogramme and develop a gender budget statement for it using the headings used in Western Cape in South Africa. Acknowledge that participants will not know all the details of the programme and will therefore need to use their information, but encourage them, in particular, to think what the situation to be addressed section might say and what the indicators might be.

Allow 45 minutes to 1 hour for this activity. Ask participants to write up their budget statements on flipchart paper or as a computer presentation. Ask each group to present their budget statement in plenary and encourage other participants to offer comments, corrections and constructive criticisms where appropriate, to improve the budget statement. Add your own suggestions for improvements acknowledging the difficulties that participants may have encountered because of not having all the background information.



# READINGS

Budlender, D. 2007. 'Gender-Responsive Call Circulars and Gender Budget Statements.' Guidance Sheet no. 1, United Nations Development Fund for Women, New York.

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Elson, D. 2006. *Monitoring Government Budgets for Compliance with CEDAW*. New York: United Nations Development Fund for Women.

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