



## National Development Strategies (in context of PRS) and Budgets. Integrating a gender perspective

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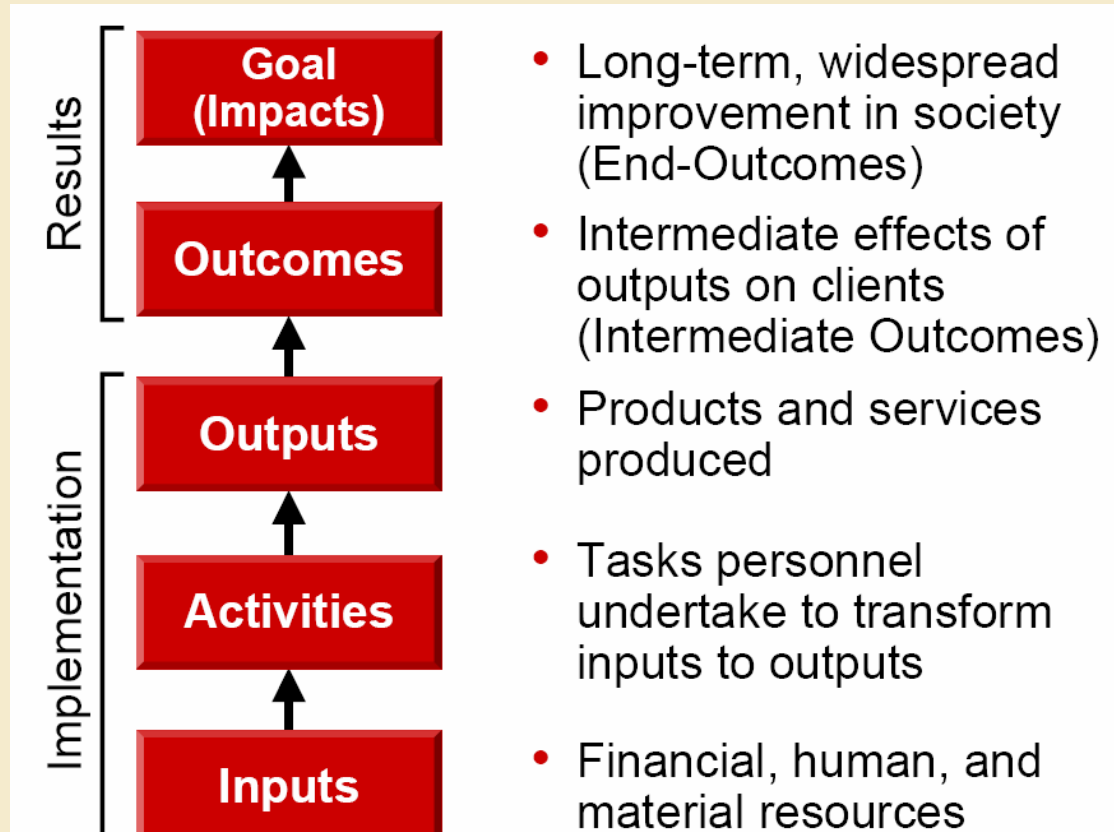
# 1. Introduction: rationale for gender-sensitive PRSP & sector programmes (=PRSP building blocks)

- Gender equality
- Effectiveness and efficiency of PRSP & sector programmes
- ✓ programme-based approaches: new entry points for integration of gender dimension  
 AND  
 gender budgeting is particularly useful

## 2. GRB and current reform processes: a number of similar principles

- confrontation of inputs and results, see:
  - results/performance-based budgeting;
  - evidence-based policy-making;
  - medium-term budgeting and MTEFs
  
- accountability and transparency (good governance)
  - management instrument by government (programme-based approach; logframes)
  - analysis by outside actors
  
- underlying budgetary processes: 'inclusiveness' (see principles of 'participation', broad-based country ownership)

# Input versus results-orientation



Source: Binnendijk (2000)

# 3. Linking policies (real sphere) and budgets (financial sphere)

## 3.1. PRS cycle

Diagnosis of poverty & deficiencies in (sectoral) outcomes (a.o. MDGs)



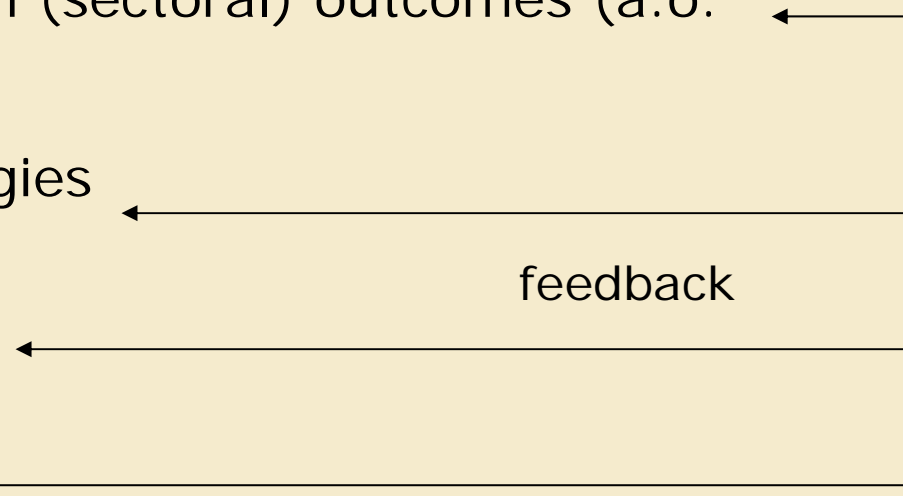
Identification of priorities and strategies



Budgeting & Implementation



Monitoring and Evaluation



- ⇒ For this to function effectively, need for programme-based, performance-oriented, medium-term approaches
- ⇒ In practice: usefulness of Medium-Term Expenditure Frameworks

## 3.2. Medium Term Expenditure Frameworks

### COMBINATION OF

#### ➤ **Macro-economic top-down processes**

- identification of INPUTS
- on basis of macroeconomic models

### AND

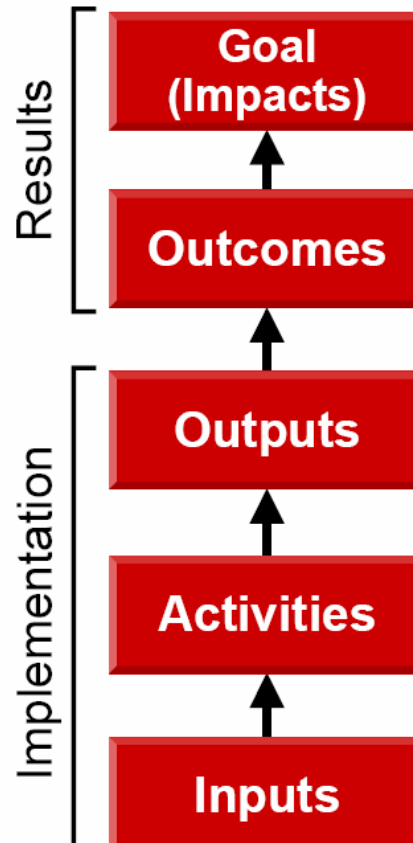
#### ➤ **Sectoral bottom-up processes**

- identification of sectoral goals, priorities, strategies, interventions
- translated into (impact), outcome, output and activities

All (coordination through central ministry)

Sectoral/line ministry

Central ministry (finance)



- Long-term, widespread improvement in society (End-Outcomes)
- Intermediate effects of outputs on clients (Intermediate Outcomes)
- Products and services produced
- Tasks personnel undertake to transform inputs to outputs
- Financial, human, and material resources



## 3.2. Medium Term Expenditure Frameworks

IT INCLUDES THE FOLLOWING PHASES (PEM Handbook, 1998)

- Development of macroeconomic/fiscal framework
- Development of sectoral programmes
- Development of sectoral expenditure frameworks
- Definition of sector resource allocations
- Preparation of sectoral budgets
- Final political approval

## 4. Engendering MTEFs

- inclusion of gender dimension in all these phases (content + processes)
  - Engendering macro-economic/fiscal framework
  - Inclusion of gender dimension in budget guidelines
  - Engendering sectoral programmes and sectoral MTEFs
  - Inclusion of gender dimension when coordinating between the different sectoral MTEFs to finalise the overall MTEF
  - Inclusion of gender dimension at moment of political approval (parliament & broader society)
- capacity building of different actors involved (= investment in institutional capacity for engendering policy-making, planning, budgeting, implementation, M&E)
  - Mainstream actors (within and outside government): budgeting and planning officials at central and line ministries, M&E unit, parliamentarians (parliamentary commission on budgets), NGO&CBO, universities
  - Gender actors (within and outside government) : Gender Ministry, gender focal points at central and line ministries, parliamentary commission on gender issues, women's movements, 'gender study' departments at universities

## 4.1. Engendering macro-economic/fiscal framework: some suggestions

- no blueprint, but some experiments
  - estimation of the value of unpaid 'care' economy and inclusion in the GNP (expansion of the SNA-system)
  - gender breakdown of aggregates such as national income, savings, consumption and employment in economic models
  - Relaxing the assumption of exogeneity of labour supply
  - Process: involve gender-sensitive macro-economic expertise

## 4.2. Inclusion of gender dimension in budget guidelines: some suggestions

- **stimulate (initiate) more gender-sensitive processes & content at sectoral/line ministry level**
  - Stimulate the application of methods for engendering sector programmes (see also 4.3)
  - Stimulate the involvement of gender actors in preparation of sectoral programmes and MTEFs
  - Ask for inclusion of gender-sensitive indicators at different levels of the sectoral programmes (disaggregation of indicators + indicators of gender-equality & empowerment)
  - Ensure that those indicators are retained when tracking, monitoring and evaluation takes place
  - Stimulate inclusion of gender dimension in mainstream M&E processes (overall sectoral reviews, more specifically: expenditure tracking surveys, service delivery surveys, beneficiary assessment, benefit and tax incidence analysis, poverty and social impact analysis)
  - Ask for gender budget statement

### 4.3. Engendering sector programmes: some suggestions

- Involve gender actors (gender focal points)
- Apply gender-aware policy appraisal (see Budlender)



#### *Gender-analysis of the planned sector policy & programme*

basic question: 'in what ways will the policies and the associated resource allocations affect men and women; ↓ or ↑ gender (in)equalities and empowerment'

– specific questions (data requirements):

- What are the current gender inequalities in the country & sector (use results of previous gender analysis (benefit incidence analysis, beneficiary assessment, Harvard/Moser frameworks,...))?
- What is the likely impact of current policy on these inequalities?
- Does the policy address these inequalities?
- Is it possible to reformulate policy? Is it possible to add specific policy measures as to make the policy 'gender-responsive' ('gender-neutral', 'gender-progressive')?
- Are resources adequate to implement 'gender-responsive' policies?
- Example: Rwanda: land reform

- Apply budget cycle framework (see Elson)
  - Integration of gender dimension into results-based programme/policy frameworks
  - For each ministry (each department, each programme), for each phase of the budget cycle, classification into:
    - Inputs
    - Outputs
    - Outcomes
    - Impact
  - Integration of gender dimension at all these levels
- ex-ante: instrument for making underlying programme logic explicit
- ex-nunc, ex-post: identification of problems at appropriate level and adjustment where necessary
- Example: education (illustration of the usefulness of integration of gender dimension in results-based framework)

## Budget cycle framework (Elson)

PHASE OF THE BUDGET CYCLE	LEVEL	EXAMPLE	GENDER PERSPECTIVE
PLANNED (identification, planning)	Impact (realisation of objectives)	poverty Healthy population Level of alphabetisation	-is there a gender-differentiated impact? (quantitative & qualitative)  -Contribution to gender equality?
	Outcome (use of service delivery)	Number of patients treated Number of students that have finished schooling	-to what extent do men & women benefit from the service delivery?  -Contribution to gender equality?
REALISED (audit, evaluation)	Outputs (supply of services)	Treatment of patients (health care) Schooling	-is there enough supply of services that is appropriate for men and women?
	Inputs	Financial inputs Human resources	Are the means enough to stimulate gender equality?