



# GRB in the context of Public Financial Management in Rwanda

Gender in MENA Projects: Promoting Women's  
Economic Empowerment

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# Outline

1. What is Gender Responsive Budgeting?
2. Why is it important in Rwanda?
3. Gender in the national planning process
4. Gender Budgeting and other PFM reforms
5. Why focus on budget?

# What is Gender Responsive Budgeting (GRB)?

- GRB analyses the *government budget* for *impact on women & men, girls & boys*
- GRB can look beyond male-female to look at location, age, ethnicity & class (rich/poor), etc
- GRB is policy analysis from a gender perspective
  - Does the allocation in the budget reflect the govt commitments to gender?
  - Is the budget executed according to what was planned?
  - What impact have government programs had on gender issues?

# What is Gender Responsive Budgeting (GRB)?

- NOT about separate budgets for women, men, girls or boys
- NOT (for us) about setting aside X% for gender/women
- NOT about money for women councillors to control
- NOT about 50% male:50% female for every expenditure
- NOT (only) about 'women's needs'

# Gender Budgeting Initiatives vary across countries...

- **Actors:** Government-led vs civil society-led vs parliament-led
- **Focus:** Full budget vs selected sector.
- **Focus:** Sector (e.g. health) vs problem (e.g. gender-based violence)
- **Focus:** Expenditure vs revenue
- **Focus:** Recurrent vs development
- **Level:** National vs provincial vs district
- **Timing:** Post-budget analysis vs in-process budget formulation

# Why is GRB important for Rwanda?

## *Established Political commitment*

- ▶ Signatory to:
  - ▶ Convention on the Elimination of Discrimination Against Women (CEDAW);
  - ▶ Beijing Convention which recognises the importance of gender equality for combating poverty, hunger, disease and stimulating development.
- ▶ Millennium Development Goals (MDG 3) is focused on redressing gender inequality.
- ▶ The Rwandan Constitution commits to ensuring equal rights between Rwandans and makes provision for a minimum of 30% posts in government leadership being occupied by women.
  - ▶ For several years at least 50% of Parliamentarians have been women
- ▶ Gender is a crosscutting issue of both the Vision 2020 and the EDPRS 2008-2012 documents.

# Why is GRB important for Rwanda?

- ▶ *National Gender Policy* commits to:
  - using the gender approach as a national planning tool
  - Promote a social and legal framework conducive to gender equality
  - Promote the full contribution of women to the national development process
  - Promote a framework for exchange and partnership between all key players involved in the promotion of the status of women.

In Rwanda, there is clear political commitment to deal with gender inequalities.

The challenge is how to ensure that *political commitment is translated into the activities of government*. The main instrument used to turn government policy into reality is the *annual budget*.

→ GRB is a tool which can ensure the gap is bridged between political commitments on gender and the situation for men and women in Rwanda

# Gender in the planning process

## ➤ Sector Strategic Plans

- Sector Strategic Plans for 5 years of EDPRS (Economic Development and Poverty Reduction Strategy) were elaborated in 2008
  - Gender is crosscutting issue of EDPRS
  - National Gender Policy demands mainstreaming of gender in policy, plans and budget.
- Gender checklist was developed to assist sectors in mainstreaming gender
- However, little training was given and reality is that gender perspective is lacking from most sector plans

# Gender in the planning process

## ➤ Annual Joint Sector Reviews (PERs)

- Joint Sector Reviews involve government, NGOs and development partners from each sector to review the performance of the sector for the **last year** and make recommendations for activities in the **coming year**.
- Work is being undertaken with World Bank support to institutionalise Public Expenditure Reviews which would enhance the current JSRs
- ➔ Opportunity to ensure that gender is mainstreamed into annual review of sector performance – *give a 'human face' to public expenditures*
- ➔ With the introduction of the Gender Budget Statement with 2010/11 budget, sectors and districts can start to report on gender sensitive outputs, activities and indicators.

# Gender in the planning process

## ➤ Monitoring and Evaluation

- EDPRS Results and Policy Matrix is the primary means of measuring performance
    - The matrix includes some gender-related output and outcome indicators for education and health
    - Coverage of disaggregated data is very limited
  - Gender-related output indicators in Gender Budget Statement
    - GBS to accompany 2010/11 budget will include output indicators related to specific activities highlighted as addressing gender issues.
    - Emphasis will be to use administrative data which collected regularly and can be disaggregated or existing indicators in EDPRS M&E frameworks
- Currently EDPRS M&E is not well linked to budget programs, GRB will be improving this link.

# Gender budgeting & other PFM reforms

- Rwanda already established **MTEF** and program budgeting in 2002.
  - Major advantage for gender budgeting
  - Budget allocations associated with outputs and activities of spending rather than just inputs
  - Gender budgeting would be almost impossible without program budgeting

# Gender budgeting & other PFM reforms

- Further efforts are being made to strengthen *performance budgeting*
  - Currently link between planning documents and budget programs is weak
  - Plans for more performance information to be presented alongside budget → Rwanda's approach to gender budgeting will be to ensure that performance information (on gender issues) also impacts resource allocation.
  - Performance budgeting puts more focus on outcomes while GRB is encouraging a greater focus on the impact of budget on men and women → working towards similar goals

# Gender budgeting & other PFM reforms

- *Data availability*
  - For performance budgeting, annual data on outputs of public spending need to be available
  - For gender budgeting, sex-disaggregated data and gender related data needs to be available to monitor the impact of public spending on men, women, boys and girls.
  - Sex-disaggregated and gender-related data is lacking in Rwanda making identification of gender gaps and impact of government programs difficult;
- As this information is demanded by the PFM system, more data will be collected

# Gender budgeting & other PFM reforms

- *Civil Society*

- Currently, civil society is not well engaged with government on budgeting issues
  - Success of gender budgeting over the long term in other countries has been determined by the strength of the partnership between Civil Society and Government
  - Gender budgeting presents an opportunity for CSOs who are already working on gender issues, to engage in the budget process also.
- Capacity of CSOs needs to be built up, especially relating to the National Budget

# Why gender *budgeting*?

- In Rwanda, the GRB program is choosing to focus on the budget side of the planning and budgeting cycle
  - Work is already being done to mainstream gender into the planning side through **EDPRS** implementation, though improvements still need to be made
  - Other ongoing reforms to improve **performance budgeting** can assist the mainstreaming of gender throughout the annual cycle
  - By focussing on the budget, able to analyse where the money is going and the impact of the **biggest expenditures**
  - Moves away from WID (women in development) approach which led to **small specific expenditures** to promote women's productive work rather than ensuring that most government expenditures are gender equitable and increase participation in the planning and budgeting