Improving Gender Targeting of Public Expenditures

A Consolidated Note on Lessons and Policy Implications

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PREM Gender and Development Group
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# List of Acronyms

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<tr>
<td>BIA</td>
<td>Benefit-Incidence Analysis</td>
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<tr>
<td>BoB</td>
<td>Bureau of the Budget</td>
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<tr>
<td>CODESRIA</td>
<td>Council for the Development of Social Science Research in Africa</td>
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<tr>
<td>CSA</td>
<td>Civil Service Agency</td>
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<td>CSO</td>
<td>Civil-Society Organization</td>
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<td>DRC</td>
<td>Democratic Republic of Congo</td>
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<td>ESW</td>
<td>Economic and Sector Work</td>
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<td>FOWODE</td>
<td>Forum for Women in Development</td>
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<td>GAD</td>
<td>Gender and Development</td>
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<td>GDP</td>
<td>Gross Domestic Product</td>
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<td>GRB</td>
<td>Gender-Responsive Budgeting</td>
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<td>GRBI</td>
<td>Gender-Responsive Budgeting Initiative</td>
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<td>GTZ</td>
<td>Deutsche Gesellschaft für Technische Zusammenarbeit, the German Agency for Technical Cooperation</td>
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<tr>
<td>ICRW</td>
<td>International Center for Research on Women</td>
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<td>ILO</td>
<td>International Labour Organization</td>
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<td>I-PRS</td>
<td>Interim Poverty Reduction Strategy</td>
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<td>JSR</td>
<td>Joint Sector Review</td>
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<td>LIPA</td>
<td>Liberia Institute for Public Administration</td>
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<td>LISGIS</td>
<td>Liberia Institute of Statistics and Geo-Information Services</td>
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<td>LPG</td>
<td>Liquefied Petroleum Gas</td>
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<td>MDG</td>
<td>Millennium Development Goal</td>
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<td>MIGEPOLF</td>
<td>Ministry of Gender and Family Promotion</td>
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<td>MINEOOF</td>
<td>Ministry of Economy and Finance</td>
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<td>MoGD</td>
<td>Ministry of Gender and Development</td>
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<tr>
<td>NGO</td>
<td>Nongovernmental Organization</td>
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<td>PEMFAR</td>
<td>Public Expenditure Management and Financial Accountability Review</td>
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<td>PER</td>
<td>Public Expenditure Review</td>
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<td>PREM</td>
<td>Poverty Reduction and Economic Management</td>
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<td>RLCS</td>
<td>Rwandan Integrated Household Living Conditions Survey</td>
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<td>TGNP</td>
<td>Tanzania Gender Network Program</td>
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<tr>
<td>ToRs</td>
<td>Terms of Reference</td>
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<tr>
<td>TTL</td>
<td>Task Team Leader</td>
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<td>UNDP</td>
<td>United Nations Development Programme</td>
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<td>UNFPA</td>
<td>United Nations Population Fund</td>
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<td>UNIFEM</td>
<td>United Nations Development Fund for Women</td>
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Acknowledgements

This report is the final output from a project funded by a two-year grant from the Bank-Netherlands Partnership Program (BNPP) under its Governance Window to support strategic partners in the Democratic Republic of Congo (DRC), Rwanda and Liberia to conduct gender analysis of public expenditures. The project was completed under the overall direction of A. Waafas Ofosu-Amaah by a team consisting of Maria Elena Ruiz Abril, Arunima Dhar, Hiska Noemi Reyes, Katrin Schneider, and Cecilia Valdivieso.

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The findings, interpretations and conclusions expressed in this paper are entirely those of the authors and should not be attributed in any manner to the aforementioned individuals or the World Bank, to its affiliated organizations, or to the members of its Board of Executive Directors or the countries they represent.
Executive Summary

This report summarizes policy lessons from the project Improving Gender Targeting of Public Expenditures through Capacity Building. The project, funded by the Bank-Netherlands Partnership Program between July 2007 and December 2009, has supported a combination of analytical work and capacity building activities in the area of Gender-Responsive Budgeting (GRB) in DRC, Liberia, and Rwanda, as well as a regional learning-exchange workshop on gender-responsive budgeting with participants from Kenya, Liberia, Rwanda, and Uganda. The purpose of this policy note is to provide a brief analysis of the key policy issues that emerged from project activities in the three countries. This consolidated report builds on the experience and evidence gathered during the project and incorporates findings from different analytical outputs produced throughout the project.

Following the introduction, section two of the report argues that improved analysis and integration of gender issues into fiscal policies can enhance the impact of such policies on poverty reduction and growth. The section’s starting point is that efficient use of public expenditures in developing countries is fundamental to reducing poverty and promoting growth; and that public expenditure analysis helps governments to make an efficient use of public resources. It then proceeds to show how gender analysis of public expenditures can help improve the quality of expenditure analysis by improving the treatment of the equity dimension of expenditure, offering insights into how to make public services (and expenditure) more efficient on the basis of differentiated patterns of public services access and use by men and women; and shows how GRB can contribute to strengthening the links between spending and broad development agendas such as the Millennium Development Goals (MDGs).

Section three offers an overview of the main policy issues arising from country and regional work under the project, and shows the value of GRB in addressing developmental challenges in a post-conflict setting. While the section analyzes each country situation separately, it argues that gender-responsive budgeting initiatives are highly relevant in the transition from post-conflict to reconstruction and growth. However, it also shows that in the short and medium terms, capacity remains the most serious challenge for the implementation of GRB initiatives in these countries. Capacity gaps remain in important areas such as the budget process itself, knowledge and expertise of key actors about gender and GRB issues, and knowledge and expertise of key actors in public sector management techniques. Although countries’ information systems are gradually improving, important gaps remain within line ministries to produce sex-disaggregated data needed to conduct GRB analysis. A stronger role of civil society in the budget process would strengthen the quality and contribute to successful implementation of GRB. Despite these challenges, the report stresses that large asymmetries in the development and implementation of GRB initiatives across Africa offer great opportunities for peer learning and South-South cooperation in this area.

Section four analyzes the role of the World Bank in the area of GRB. The activities under this project have shown that there is growing interest, and in some cases demand from government clients for technical
assistance from the World Bank in the area of gender-responsive budgeting. Governments are aware of the leading role that the Bank plays not only in promoting budget reform but also in the area of gender and economics. A natural extension of this role is the provision of assistance in an area such as GRB, which combines these two types of expertise. Although the Bank’s experience in GRB is limited, as compared with that of development partners like the United Nations Development Fund for Women (UNIFEM), its comprehensive work on Public Expenditure Reviews (PERs) presents a unique opportunity to fully develop and implement a work program in gender analysis of public expenditures. Within gender-responsive budgeting analysis, gender-disaggregated benefit-incidence analysis is probably the area that presents the most synergies with the World Bank’s approach to analyzing public expenditures. Challenges for the World Bank’s involvement in GRB remain however, including data availability, and weak institutional capacity of counterparts, namely the limited engagement of Ministries of Finance in GRB reforms and processes.

Section five, conclusions and recommendations, argues for the Bank to rethink its role as a technical assistance provider in the area of gender-responsive budgeting. The Bank could improve the analysis of gender issues in public expenditures in the context of PERs; it could also play an important role as a knowledge facilitator and capacity-building actor on gender analysis of public expenditures; and could provide technical assistance and policy advice on gender equality and budget reform. As clients seek assistance and advice on budget reform, the Bank needs to develop the knowledge base to respond to their demand for the integration of gender dimensions into budget reform. In order to do this, the Bank has to design a knowledge management strategy for GRB and seek the development of GRB services to clients. The section offers specific recommendations to achieve this, and highlights the importance of putting in place institutional incentives to facilitate the “takeoff” of gender-responsive budgeting products among World Bank teams. The section also suggests the need for the Bank to engage with more experienced development partners who have practical experience with GRB.

Finally, the report incorporates three annexes. Appendix A provides an example of an assessment of a country’s capacity to implement GRB initiatives (based on that of Liberia). Appendix B presents a tool to help PER teams integrate gender issues into PERs and Appendix C presents a glossary of GRB-related terminology.
This report summarizes policy lessons from the project Improving Gender Targeting of Public Expenditures through Capacity Building. The project aimed at contributing to improved governance and delivery of public services through more inclusive and transparent budget allocations, responsive to the needs of both men and women. In particular, the project has sought to:

- Analyze gender-differentiated impacts of public expenditures through the development and dissemination of methodologies and lessons from experience;
- Promote gender-equitable outcomes of budget initiatives; and
- Strengthen the capacity of selected government staff in three African countries (the Democratic Republic of Congo [DRC], Liberia, and Rwanda) to address gender issues during budget formulation, execution, monitoring, and evaluation through development and dissemination of just-in-time assistance.

The purpose of this policy note is to provide a brief analysis of the key policy issues that emerged from project activities in the three countries. The report builds on the experience and evidence gathered during the project and incorporates findings from different analytical outputs produced throughout the project, including national stocktaking reports on gender-responsive budgeting; gender-disaggregated benefit-incidence analysis of public expenditures in selected sectors in the three countries; as well as a GRB policy assessment conducted in Liberia. This project builds on previous experiences with mainstreaming gender in public expenditure reviews in the Bank and to a certain extent, incorporate lessons from such projects. This project is one of the few undertaken by the World Bank in the area of gender-responsive budgeting, therefore the report does not intend to analyze the wide range of policy implications that GRB could have for the Bank and its clients. Instead, the report focuses on providing selected illustrative examples from the three participating countries. Further work on these issues will be necessary in order to generate a body of work that can fully and more comprehensively inform policy on a much broader scale.

The audience of this report comprises two distinct groups:

- Key actors working on gender-responsive budgeting in the participating countries (policy makers, civil-society organizations [CSOs], and so forth).
- The World Bank community interested in gender-responsive-budgeting issues and gender analysis of public expenditures (for example, gender specialists, public sector specialists, and economists).

The project, funded by the Bank-Netherlands Partnership Program between July 2007 and December 2009, has supported the following activities:

- DRC: Preparation of a chapter on gender analysis of public expenditures in the education sector as part of the DRC Public Expenditure Review, and

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1. These past experiences include preparatory work done for the PERs of Saint Vincent and the Grenadines and Paraguay (FY05); and Ethiopia (FY07); The information has been obtained through discussions with members of the projects’ teams.
• **Completion of a resource pack containing information on tools and best practices in GRB for policy makers.**

- **Liberia:** Completion of a stocktaking report on GRB, organization of a capacity-building workshop on GRB and gender analysis of public expenditures for policy makers (Monrovia, December 2008); and preparation of a discussion paper analyzing gender-responsive-budgeting policy issues in Liberia.

- **Rwanda:** Preparation of two gender-disaggregated benefit-incidence analyses in the education and agriculture sectors as part of the Rwanda Public Expenditure Review; completion of a stocktaking report on GRB initiatives; and organization of a capacity-building workshop on GRB and gender analysis of public expenditures for policy makers (Kigali, December 2008).

- **Regional:** A regional learning-exchange workshop on gender-responsive budgeting (Nairobi, April 2009), with participants from Kenya, Liberia, Rwanda, and Uganda.
Efficient use of public expenditures in developing countries is fundamental to reducing poverty and increase growth. Public spending by governments of developing countries accounts for 15–30 percent of gross domestic product (GDP) (Herrera and Pang 2005). Hence, small changes in the efficiency with which those resources are used could have major impacts on GDP and on the attainment of the government’s objectives (Herrera and Pang 2005). The Development Committee 2006–3 Report identified “improvement in allocative and technical efficiency in government spending” as the first of four broad ways to obtain fiscal space. Improving the efficiency of public expenditures is therefore crucial to enhance governments’ capacity to fight poverty and achieve their development objectives, and it becomes even more important in times of economic crisis.

Public expenditure analysis helps governments to make efficient use of public resources. Increasingly, debates around fiscal space and how to create it have led to a greater focus on the challenge of improving spending efficiency (World Bank 2009). A public expenditure review is a management tool used to evaluate public spending to determine whether policies are sustainable or efficient and whether the budget is aligned with policy objectives (World Bank 2009). PERs inform strategic planning and budget preparation to improve efficiency and effectiveness of spending. In addition, countries are increasingly using PERs to assess the impact of spending on their development goals (World Bank 2009). In examining sectoral performance and linking it to the budget, PERs analyze whether funds are aligned with government priorities as they relate to growth, poverty reduction, or improved access to services for the population (World Bank 2009).

Research over the past decade has shown that investing in gender equality contributes to promoting growth, reducing poverty, and achieving the Millennium Development Goals (MDGs). There is compelling evidence showing that gender inequalities hinder development (World Bank 2001). By systematically excluding women or men from access to resources, public services, or productive activities, gender discrimination diminishes an economy’s capacity to grow and to raise living standards (World Bank 2001). For example, in several Sub-Saharan African countries, more equal access to agricultural inputs by men and women has a direct effect: increasing agricultural output (Saito 1994). Overall, the Global Monitoring Report 2006 shows that higher gender equality is associated with higher rates of poverty reduction (World Bank 2007). Also, promoting gender equality is not only an MDG in itself, but research shows that it also paves the way for the attainment of the other MDGs (World Bank 2003).

Improved analysis and integration of gender issues into fiscal policies can therefore enhance the impact of such policies on poverty reduction and growth. The analysis of the differentiated effects of economic policy instruments on men and women can provide useful information to improve the targeting of policies and the allocation of public resources to fight poverty and increase growth (see box 2.1 for an example). Gender analysis of public expenditure in Ethiopia’s rural sector in the context of a recent PER showed that while women represented an important proportion of the

2. The other three were “(2) raising more revenue, or raising the same revenue at lower economic cost; (3) borrowing; and (4) aid.”
agricultural labor force, sector expenditure allocated to women (whether in the form of subsidized credit, cash transfers, or extension services) did not match their economic role (World Bank, 2008). In countries where women are the backbone of agriculture, as in many parts of Sub-Saharan Africa, adequate design of economic instruments such as subsidies, taking into consideration gender issues, can have a large impact on growth and poverty reduction. Also, by analyzing the differentiated effects of fiscal policy on men and women, governments can ensure that economic development policies do not widen gender gaps, and in so doing, hinder a country’s capabilities to improve growth and poverty reduction. For example, expenditure cuts in the health sector have resulted in the past in an increase on women’s domestic burden, particularly low-income women, who have shouldered part of the health care formerly provided to family members by the public sector (Budlender et al. 2002). Similarly, after education fees were introduced in the early 1990s in Zambia, school dropout rates increased, mostly for girls. In Kenya, girls were found to be twice as likely to be pulled out of school as boys when families found that they could no longer afford school fees (Schneider 2006).

Gender analysis of public expenditures strengthens the understanding of the distributional effects and equity dimensions of public expenditures. Traditionally, PERs analyze the equity of public expenditures by examining how public expenditure allocations benefit or accrue to different socioeconomic groups or regions (World Bank 2009), using benefit-incidence analysis. Analyzing gender differences in benefit incidence adds a gender-equity dimension to the impact assessment of public expenditures on income inequality traditionally undertaken by PERs. For example, an analysis of education allocations in DRC, Liberia, and Rwanda reveals important gender gaps in education sector expenditures disfavoring girls in the three countries (see box 2.2).

Gender analysis of public expenditures offers new insights into how to improve efficiency of public expenditures, based on the analysis of men’s and women’s different patterns of access to public services. One of the questions that PERs aim to answer is whether public expenditures are allocated so as to have the greatest impact on improving access to services (World Bank 2009). Men and women have different needs, and they use and access public services differently. The analysis of such differences can facilitate a better alignment of public resources to the needs of men and women users of public services and thereby provide insights into how to make public services (and, in turn, expenditures) more efficient. For example, a gender analysis of the health sector can help target human-immunodeficiency-virus/acquired-immunodeficiency-syndrome (HIV/AIDS) prevention expenditures to men and women on the basis of their behaviors, contributing in this way to a more effective prevention strategy. Take for example a country where knowledge about HIV/AIDS is lowest among older women, younger men, rural women and men, and those with less education. Gender analysis in such a situation, could help direct health sector resources to target prevention programs/services to the neediest population groups. Overall, gender-responsive budgeting can contribute to improving public service delivery by adjusting services to the needs of men and women.

Box 2.1 Gender Impact of Spending Decisions in the Energy Sector

Spending decisions are not gender neutral. An example from the energy sector can illustrate the differentiated impact of taxes/subsidies on men and women. If a government decides to reduce the tax on petrol, this subsidy will benefit professionals from the transport sector (drivers, deep sea fishermen, and so forth), as well as private users of cars. In developing countries, there tends to be more men than women in both groups. If, alternatively, the government decides to reduce the tax on liquefied petroleum gas (LPG) and as a result, rural households shift from using wood for cooking and heating to using LPG, this will have a direct, beneficial impact on women and girls by reducing the time spent in collecting wood and in cooking, as well as by improving their respiratory health (the World Health Organization [WHO] estimates that 1 million women’s and children’s deaths occur as a result of indoor air pollution from the use of fossil fuels).

Gender-responsive budgeting also contributes to improving transparency and accountability of the budget process and thereby contributes to improving governance. Gender-responsive budgeting helps monitor whether a government’s commitments to gender equality are translated into reality, and in so doing, contributes to improving the accountability of public expenditures. For example, many countries have passed laws and policies to promote gender equality; however, budget allocations to programs designed to implement such gender-related policies tend to be low in many countries. An example from the analysis of public expenditure allocations in DRC shows that, despite important policy commitments to fight gender-based violence, no resource is allocated to this issue under the national budget (Milkewicz 2008). Gender-responsive budgeting helps citizens keep track of gender policies in practice and hold governments accountable. It also helps governments improve their accountability to citizens. For example, as part of its GRB program, the government of Morocco periodically reports (as part of its budget bill) on the impact of public expenditures on men and women in different sectors (see box 4.1).

**Box 2.2  Findings from Gender-Disaggregated Benefit-Incidence Analysis in the Education Sector**

Benefit-incidence analysis (BIA) is an analytical tool used when there is concern over the equity impact of public spending. This tool examines who is receiving benefits from government transfers and whether transfers are improving or exacerbating inequalities in the access of services. Gender-disaggregated BIA assesses how resources in a sector are allocated along gender lines and how much expenditure men/boys receive compared with what women/girls receive.

Using BIA, Liberia’s Public Expenditure Management and Financial Accountability Review (PEMFAR) shows that gender differences in the allocation of education expenditures in Liberia are sharp: **males consume almost 70 percent of public education expenditures, while females consume the remaining 30 percent.** This is largely due to the low female enrolment rates, and high proportion of public spending on tertiary education.

The results of BIA conducted in the education sector in Rwanda show that **there is a need to focus on improving equality of access across urban/rural areas and to improve transition rates for males and females to post-basic education.** Gender gaps in the allocation of resources favor girls in primary (47.1 percent of sector resources for boys compared to 52.9 for girls), remain rather similar for boys and girls in secondary education (50.4 percent for boys compared to 49.6 percent for girls), but largely disfavor girls in tertiary education (64.8 percent for boys compared to only 35.2 percent for girls). This last data is particularly important given that there is evidence to show that the level of education is the single most important determinant of earnings in Rwanda and explains the differences in earnings between males and females.

Gender gaps in education enrollment, and thus education sector expenditures, disfavor girls in the DRC. Education expenditures by gender in 2002 reflect higher enrollment for boys in both primary and secondary enrollment, with a more significant difference in the latter. **In 2002, the government spent approximately 42 percent more on boys than girls for both primary and secondary education** (23 percent and 66 percent more on boys for primary and secondary, respectively). Additionally, based on the trends in enrollment and expenditures, the inclusion of higher education would yield an even greater difference in spending in favor of boys.

3. Emerging Policy Issues on Gender-Responsive Budgeting

Large asymmetries in the development and implementation of GRB initiatives across Africa offer great opportunities for peer learning and South-South cooperation in this area. The degree of development of GRB initiatives varies greatly across countries in Africa, which includes some of the countries that pioneered gender-responsive budgeting (for example, South Africa), as well as countries that are taking their first steps in this area (for example, Liberia). Therefore, countries which are about to embark on this approach count on operational and policy lessons from neighboring countries to help them speed up and improve the quality of the implementation of their own GRB initiatives. The type of peer learning and South-South cooperation promoted under this project—through a regional learning-exchange workshop that partnered countries with long experience with beginners—has proved to be a very useful starting point for countries at the early stages of GRB implementation and should be promoted to make the most of Africa’s own expertise in this area.

Gender-responsive budgeting initiatives are highly relevant in the transition from post-conflict to reconstruction and growth. At a cross-country level, the experience of the project shows that despite the challenges for the development of GRB in post-conflict countries, especially in light of many countries’ limited implementation capacity, GRB becomes crucial to achieving key development goals as a country transitions from post-conflict to full-scale development:

- In general terms, GRB is a tool to help allocate the scarce resources needed for reconstruction and development by targeting them where they are most needed. In particular, in countries with sharp gender inequalities and deteriorated female condition, like many conflict and post-conflict countries, basic gender analysis of public expenditures can go a long way in showing the correspondence (or lack thereof) between policies and/or laws and development practice and provide useful policy guidance.
- GRB can guide policies and program priorities to redress the inequalities of the past, including gender inequalities and the lack of citizen participation in development (many times at the heart of conflict). Indeed, as post-conflict countries move from reconstruction to development, governments need the right type of analysis and systems to monitor the use of public funds and link resources to performance outcomes, including gender-specific ones. Such information may help allocate future expenditures in a way that reduces—rather than reproduces or increases—gender gaps and inequalities.
- There are obvious constraints to undertaking gender-responsive budgeting analysis in post-conflict countries, one of the main ones being lack of data and expertise. However, one lesson from this project is that one does not have to wait until all the right elements are in place to act. Post-conflict countries are characterized by a high-risk, high-opportunity environment which also applies to the development and implementation of GRB. The experience of this project in Liberia and Rwanda has shown for example that waiting for adequate data capabilities would have meant missing an important opportunity in terms of grounding the GRB initiative in important analysis of existing (albeit limited) data to contribute to reforms which take place soon after
the conflict. Overall, while data and other capacity constraints can not be underestimated, this report advocates for an early and incremental implementation of GRB in post-conflict countries, focused on capacity building (see country analysis next) to lay the foundation for more extensive analytical approaches as and when data become available.

The next paragraphs summarize the main findings from the project in participating countries: DRC, Liberia, and Rwanda, all of them emerging from conflict. The selection of the countries followed two criteria: (i) countries that had an interest in the development or implementation of gender-responsive budgeting; (ii) countries where public expenditure reviews were planned or ongoing during the time frame of the project. The emphasis of this section is on country results rather than on cross-country comparison because the three countries reviewed are at different stages of adopting GRB and have different experiences, as shown in Table 3. Future projects should include larger samples of countries in order to facilitate lessons based on cross-country comparisons.

**DEMOCRATIC REPUBLIC OF CONGO (DRC)**

DRC exhibits serious gender problems and gaps in the areas of education, health, and security, combined with low institutional capacity to address them. DRC is ranked 130th out of 136 countries in the Gender-Related Development Index, which includes measures for life expectancy at birth, adult literacy ratio, combined gross enrollment ratio, and estimated earned income. Girls have lower primary school enrollment and completion rates, both within the country and compared with those of girls in other Sub-Saharan Africa countries; the maternal mortality ratio and fertility rate are among the highest in the world; women are more susceptible to HIV/AIDS than men, making up 60 percent of the infected population within the DRC; the incidence of gender-based and sexual violence is considered to be one of the worst in the world. Although laws and regulations exist to promote gender equality and protect women and girls, the implementation of such laws and regulations is inadequate, and there is a disconnection between the laws on paper and the situation in reality (as the country’s indicators show). DRC has a Ministry of Women’s Affairs; however, to be effective, the Ministry needs to focus on policy dialogue and coordination of activities undertaken by other agencies, rather than trying to execute gender-related programs itself.

In this context, GRB can be a helpful instrument to guide government action, prioritize areas of intervention, and make effective use of resources. Although DRC has not undertaken any GRB initiative yet, GRB could be an effective strategy to address the many gender challenges that the country faces. For example, basic gender analysis of public expenditures, similar to the one carried out under this project for health-, education-, and security-related expenditures, can help identify the most serious gaps between policy and practice in other sectors. Similarly, our analysis revealed unrealistic planning of gender programs, with apparently no serious consideration of budget constraints. A GRB analysis could highlight trade-offs across sectors and help prioritize gender-related interventions. Although there are important challenges to the implementation of a GRB initiative in DRC, such an initiative could provide important benefits in gender equality and poverty reduction.

DRC could invest in building the capacity of strategic actors in preparation for smooth implementation in the future. To do that, senior staff from the Ministries of Gender and Finance could participate in regional events on gender-responsive budgeting to learn from other countries’ experiences. At a second stage, in-country capacity building of selected midlevel staff of such ministries could be sought (with the support of development partners). In parallel, DRC could start testing the waters for the development of a GRB initiative (for example, through initiating dialogue between the Ministry of Gender and Ministry of Finance) to build the case and analyze the rationale for the development of a GRB initiative in DRC.

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3. The analysis in this section is based on Milkewiecz (2008).
4. These findings are reflected in the most recent multiple indicators cluster survey (MICS) done in the DRC: the 2000/01 Women and Children Survey.

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5. “The total cost of executing the gender national plan was estimated at $219 million (15% of the national budget), 325 times the budget allocation to the MinWA in 2006, or a little more than that of the Ministry of Defense. The plan’s objectives target the right issues. However, the plan seems unrealistic, both in terms of MinWA’s implementing capacity and in terms of the likelihood of budgetary resource availability of such magnitude” (Milkewiecz 2008).
Liberia

Liberia is in the preparatory stage of its gender-responsive budgeting initiative (GRBI). To date there is no experience implementing gender-responsive budgeting initiatives in Liberia. However, as a first step towards the development of a GRBI, Liberia has recently approved a Civil Service Reform Strategy which establishes gender-responsive budgeting training for all civil servants in 2009–2010. Also, both, the Ministry of Finance and the Civil Service Agency (CSA) supported GRB in the context of the gender-responsive budgeting workshop held in Monrovia in December 2008, sponsored by this project. (Appendix A draws on Liberia’s example to provide an assessment of a country’s capacity to implement GRB).

Opportunities for gender-responsive budgeting in Liberia include political commitment within the government of Liberia to developing a GRB initiative, as well as a supportive policy framework for the implementation of GRB initiatives—the Poverty Reduction Strategy and other key sector policies that recognize the importance of gender equality as a policy goal. Also, the recent effort to rebuild information systems has improved the country’s data capabilities to conduct gender analysis of public expenditures—although sex-disaggregated data capabilities in line ministries remain weak, recent national surveys implemented by the Liberia Institute of Statistics and Geo-Information Services (LISGIS), systematically gather sex-disaggregated information. Finally, a series of reforms currently being implemented, including a comprehensive overhauling of the public financial management system and that of the civil service, offer a timely opportunity to integrate gender-responsive budgeting.

Challenges for GRB in Liberia include very low capacity of the Ministry of Finance and line ministries, which lack gender-related technical expertise and (on many occasions) the necessary public management skills. Also, despite substantial progress in improving public financial management, a solid budget system is not yet in place in Liberia (World Bank 2008b). Overall, the design of a GRB initiative and of the modifications to the budget process and public sector operational procedures that come with it, requires a minimum knowledge and technical expertise about gender-responsive budgeting issues that is currently lacking in Liberia: according to our inventory of GRB (World Bank 2008b), just a few members of the government and none of the mid management staff have some knowledge of GRB. Finally, a more prominent role of Parliament in the budget process would facilitate the development of gender-responsive budgeting in Liberia.

There are several ways in which Liberia can strengthen its capacity to undertake gender-responsive budgeting in the coming years. Liberia needs to define a GRB capacity-building strategy for the country. The strategy should identify key potential actors in the GRB process, key competencies to develop for each of them, and the most suitable method for developing such competencies. The strategy should also identify data capacity-building needs. In this sense, strengthening spending ministries’ information systems to produce regular sex-disaggregated statistics to conduct gender-responsive budgeting analysis of their sectors should be a priority. Institutional strengthening, including in the area of budget reform, should also be addressed by the strategy. Liberia should continue the necessary reforms to acquire a budget process that meets international standards. The gradual move to program budget will also contribute to a supportive environment for the implementation of GRB in the future. In parallel, strengthening the public sector’s capacity to address GRB issues may require the creation of specific structures within existing institutions to lead, implement, and monitor the development of GRB. For example, the creation of a gender-responsive budgeting group within the Ministry of Finance has proven useful in other countries such as Morocco or Rwanda.

RWANDA

The Rwandan government has embraced GRB as a tool to help the country realize its broad goals of sustainable and equitable development. The national budget is recognized as a mechanism for allocating resources to meet an overall long-term development goal of providing Rwandan women and men and its girls and boys with equity of voice, participation, and access to every area of economic growth and poverty reduction by 2020.

6. This section draws on Ruiz Abril (2008).
7. The Demographic and Health Survey, Core Welfare Indicators Questionnaire, Comprehensive Food Security and Nutrition Survey, and Census.
8. For a more detailed proposal, see Ruiz Abril (2008).
### Table 3.1 Gender Disaggregated Benefit Incidence Analysis in Liberia, Rwanda, and DRC: Issues, Findings, and Policy Implications

<table>
<thead>
<tr>
<th>Liberia Education</th>
<th>DRC Education</th>
<th>Rwanda Education</th>
<th>Rwanda Agriculture</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Key gender issues in the sector under review</strong></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>• Gender gaps in primary education have decreased since 2002.</td>
<td>• Gross Enrollment Rate (GER) for primary school is 72% for boys and 56% for girls, and 29% for boys and 17% for girls in secondary.</td>
<td>• Enrollment rates slightly favor girls in primary, boys in secondary, but are largely skewed towards boys at tertiary level.</td>
<td>• Female farmers represent an important proportion of agricultural labor force.</td>
</tr>
<tr>
<td>• Gender gap in enrollment increases with age (gender parity index 96% at primary level, and 78% at secondary level).</td>
<td>• Survey shows potential negative effect of fees on girls school attendance.</td>
<td>• There are differences across quintiles in girls’ attendance.</td>
<td>• Female farmers have about 15–25% less cultivable land than male farmers.</td>
</tr>
<tr>
<td><strong>Findings</strong></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>• Education expenditure has increased rapidly, and this appears to be correlated with improved educational outcomes.</td>
<td>• The government spent approximately 42% more on boys than girls for both primary and secondary education (23 percent and 66 percent more on boys for primary and secondary, respectively).</td>
<td>• Education expenditure has increased rapidly, and this appears to be correlated with improved educational outcomes.</td>
<td>• Female farmers have only about one-third of the fertilizer intensity that male farmers have (3.8 kg per ha., compared to 10 kg).</td>
</tr>
<tr>
<td>• The share of government expenditure dedicated to primary and secondary education is low.</td>
<td>• This is the result of higher enrollment for boys in both primary and secondary enrollment.</td>
<td>• The share of government expenditure dedicated to primary and secondary education is low.</td>
<td>• Lower fertilizer intensities combined with smaller land holdings by female farmers limit the benefits that female farmers can receive from any fertilizer subsidy scheme.</td>
</tr>
<tr>
<td>• A considerably higher share of government expenditure is spent on male students, than on female students, as a result of enrollment disparities (66% versus 34%).</td>
<td>• Based on the trends in enrollment and expenditures, the inclusion of higher education would yield an even greater difference in spending in favor of boys.</td>
<td>• A considerably higher share of government expenditure is spent on male students, than on female students, as a result of enrollment disparities (66% versus 34%).</td>
<td>• On average, a female farmer receives about one-third as much fertilizer subsidy benefit as a male farmer.</td>
</tr>
<tr>
<td>• This is in part due to high government expenditure at the tertiary level, where female enrollment rates are considerably lower.</td>
<td>• There are differences across quintiles in girls’ attendance.</td>
<td>• This is in part due to high government expenditure at the tertiary level, where female enrollment rates are considerably lower.</td>
<td>• The fertilizer subsidy is regressive, and the incidence ratio for female farmers shows even larger gaps between poorest and richest female farmers.</td>
</tr>
<tr>
<td><strong>Policy Implications</strong></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>• Increased expenditure at primary level will contribute to gender equality.</td>
<td>• Improved targeting of education spending for girls will require:</td>
<td>• Policies and expenditure that target poor regions and rural female education can help achieve gender equality.</td>
<td>• A fertilizer subsidy that lowers uniformly average retail price of fertilizer is highly regressive.</td>
</tr>
<tr>
<td>• Programs that prevent female students from dropping out of school around ages 15-17 are essential to reduce gender disparities in educational access and redress overall gender gaps in sector allocations.</td>
<td>• Examination of the impact of school fees on the enrollment and retention of girls in school</td>
<td>• School facilities, such as suitable latrines for girls, may help improve attendance</td>
<td>• Research into the causes of gender differences in fertilizer intensity is needed to inform policy.</td>
</tr>
<tr>
<td></td>
<td>• If necessary, reduction or elimination of school fees</td>
<td></td>
<td>• Women’s lack of access to land limit their contribution to rural output.</td>
</tr>
<tr>
<td></td>
<td>• Financing of studies to identify the reasons for the high rate of school drop-out for girls and designing policies to reverse this.</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

The 2009–12 Medium-Term Expenditure Framework (MTEF) gives priority to mainstreaming gender in the budget process to ensure that the budgets of ministries and districts match the needs of women and men.

An important feature of the Rwandan approach to GRB has been government ownership of the program. The Ministry of Finance and Economic Planning plays a leading role in the development and implementation of GRB initiatives. The government has taken an active role in piloting gender budgeting by targeting five key ministries based on their policy mandates for overall socioeconomic development. Thus, the ministries responsible for agriculture, education, health, water supply, and local government and social affairs were selected for the first pilot. Other activities include training of Members of Parliament and production of tools, including Gender Budgeting Guidelines (Bukyere, 2008). In addition to this, a Ministry of Economy and Finance (MINCOFIN) Strategic Plan, 2008–10, recognizes gender as one of its core values. It states that a “gender budgeting system will be introduced to include a gender perspective into budget, planning and analyzing budget according to their impact on women and men, institutionalization of gender budgeting, and advise Parliament and government to monitor public spending and review how spending affects women and men.” The MINCOFIN team has partnered with the United Nations Development Fund for Women (UNIFEM) to develop a capacity-building program and participated in the learning-exchange workshop that formed part of this project to present the findings of their program.

A major strength of Rwanda’s GRB initiative is its integration with ongoing budget and planning reforms. In general, the emphasis on performance budgeting provides important opportunities for the development of GRB in Rwanda. The main entry points for addressing the crosscutting gender issues in the budget process have been the sector strategic plans. The first set of plans was developed in 2008, and a gender checklist was developed under the leadership of the Ministry of Gender and Family Promotion (MIGEPROFE) to assist sectors in mainstreaming gender. The annual Joint Sector Reviews (JSRs), a multi-stakeholder exercise involving government, nongovernmental organizations (NGOs), and development partners, is an exercise to review the performance of the sector for the past year and make recommendations for activities in the coming year. As part of the effort to enhance the JSR exercise, the World Bank provided technical assistance on public expenditure reviews. One of the key tasks under this PER was the preparation of a gender-disaggregated benefit-incidence analysis of two sectors: education and agriculture (see boxes 2.1 and 3.1). This study sought to show how analytical tools can be used to inform a PER and to influence policies

Box 3.1 Gender-Disaggregated Benefit Incidence in Agriculture Sector Spending

The study, conducted as one of the background analyses for the PER, sought to find out how farmers had benefited from the fertilizer subsidy program to assist tea farmers in Rwanda. Beneficiaries were identified using household-level data from 2004–06. The government has been subsidizing close to 40 percent of fertilizers through subsidies. The study found out that female farmers did not benefit as much as would have been expected. The reasons for this were that (a) female farmers were too poor to afford to buy fertilizer, even at the subsidized price; (b) their fertilizer inputs per acre were very low; and (c) male-headed households, on average, had larger landholdings. The main finding of the study is that poverty among women farmers was a barrier to access fertilizer subsidies. Some of the possible policy implications of the study are that government could:

- Establish cash-transfer programs for women to enable them access the fertilizer;
- Enlist female agricultural-extension workers, and encourage them to take up leadership positions in cooperative societies;
- Enforce land laws guaranteeing gender equality to land access;
- Carry out cross-sector work (for example, training community health workers—mainly women—in agriculture input use); and
- Assign quotas for the equitable distribution of vouchers among men and women.

Source: Korman 2008.
Emerging Policy Issues on Gender-Responsive Budgeting and strategic choices for public spending. Another crucial implementation step is that under the policy for the 2010–11 Gender Budget Statement, sectors and districts are required to report on gender-sensitive outputs, activities, and indicators.

**Adequate institutional and policy frameworks are also facilitating the implementation of a gender-responsive budgeting approach.** The Rwanda National Gender Policy, approved by the Cabinet in January 2004, established a very broad-based framework to mainstream gender issues in overall development at all stages. The policy explicitly identifies the government budget process as one of these stages. Also, the National Gender Policy established an extensive network of “gender focal points” in line ministries and institutions. Each ministry has a Gender Desk Officer responsible for influencing the respective ministry's planning processes so as to ensure that National Gender Policy goals are pursued within the context of the ministry’s sector-specific priorities. In addition to this (and given the capacity constraints and often-high turnover rates within the public sector), the government has prioritized training and capacity building on general budgeting and planning issues generally, as well as on GRB as a core aspect of the implementation of the GRB initiative.

**However, several challenges remain.** An early evaluation of the GRB initiative in 2004 revealed that although government efforts helped to raise awareness, the impact on programs was less robust because the capacity needs were great and (despite consistent training programs) the needs were not being fully met. These specific needs were identified by the MINECOFIN team as:

- Data availability and skills for data analysis (for example, to ensure the proper analysis of gender-benefit incidence, household-level data are required)
- Skills strengthening for the gender focal points
- A limited number of performance indicators to measure success or progress
- The current low engagement of civil society as core partners with government
- The limited involvement of several other ministries (so far, only five ministries are actively engaged in the pilots)
- The relatively low commitment of officials at local levels, compared with the high commitment at national levels.

**In the near future, Rwanda has to consolidate and integrate a broader range of stakeholders into its GRB initiative.** To a certain extent, GRB is being perceived as a top-down initiative led by government, but without full buy-in by major stakeholders. There is therefore a need to expand the GRB initiative to a broader number of actors inside and outside government. One of the important lessons from the regional learning-exchange workshop was the need for full engagement of civil society, not only for participatory monitoring aspects but also for the opportunities that their full engagement offers to innovate and draw on lessons from external sources. Indeed, the roles of government and civil society in the implementation of GRB initiatives should not be viewed as substitutes for one another but rather as complementary pieces of the full institutional framework, with different roles to play to strengthen the initiative. This needs therefore to be pursued as a means to elicit the rich experiences that such stakeholders can bring to the table.
4. The World Bank’s Role in Gender-Responsive Budgeting: Challenges and Opportunities

**GRB analysis** identifies the implications of budgets for women and girls as compared with those for men and boys, and it forms the basis for reordering the budget process and priorities to support women’s empowerment and gender equality (Budlender 2001). To do that, a variety of tools and processes are used to assess the impact of government expenditures and revenue on the social and economic positions of men and women (see box 4.1 for a summary of GRB initiatives). Some of these techniques include gender-aware policy appraisal, beneficiary assessments, gender-disaggregated benefit-incidence analysis, gender-disaggregated analysis of the impact of the budget on time use, gender-aware medium-term government policy framework, and gender-responsive budget statements.9

**OPPORTUNITIES FOR WB INVOLVEMENT IN GRB**

The activities under this project have shown that there is increasing demand from government clients for technical assistance from the World Bank in the area of gender-responsive budgeting.10 The governments in Rwanda, Liberia, DRC, and Morocco in the context of a different project11, have all expressed interest and demand for World Bank assistance in the area of gender responsive budgeting. Overall, governments are aware of the leading role that the Bank plays not only in promoting budget reform but also in the area of gender and economics. A natural extension of this role is the provision of assistance in an area such as GRB, which combines these two types of expertise. However, the Bank’s experience in this area is rather limited: to targeted gender analysis of public expenditures in several PERs and to sponsoring a few GRB capacity-building events.

The Bank’s work on PERs presents the best entry point for the development of gender-responsive budgeting work. The Gender Mainstreaming Annual Report, Fiscal Year 2009, shows that although substantial progress has been achieved in mainstreaming gender in operations and in certain pieces of economic and sector work (ESWs), such as poverty assessments, PERs remain one of the Bank products in which gender issues are addressed less satisfactorily (Buvinic 2009). There is therefore an opportunity to fill this gap through development of GRB analysis in the context of PERs. The Bank undertakes an average of 21 PERs each year, a high proportion of them in Africa (see table 4.1). Systematically integrating gender issues into the analysis of public expenditures in the context of PERs can provide an important body of work and findings to improve policies, contribute to the broader objectives of undertaking PERs in the first place, and enhance client countries’ abilities to channel public resources toward meeting poverty and gender goals. In the context of this project, a guidance note with operational recommendations to integrate gender issues in PERs has been produced., and is attached as

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9. See glossary in appendix C for a definition of each of the techniques.
10. Similar conclusions have been drawn from the work of the Bank in similar projects in other countries. See World Bank, 2008c, Gender-responsive budgeting Capacity Building Workshop, Rabat, 21 and 22 of October, 2008. (unpublished workshop report).
The World Bank’s Role in Gender-Responsive Budgeting: Challenges and Opportunities

Within gender-responsive budgeting analysis, gender-disaggregated benefit-incidence analysis is probably the area that presents the most synergies with the World Bank’s approach to analyzing public expenditures. Benefit-incidence analysis is a technique that most World Bank PERs use regularly to analyze the distributional effects of sectoral spending. The systematic integration of gender-disaggregated benefit-incidence analysis into PERs seems a cost-effective strategy to address gender issues in public expenditures. In addition to this, PERs can use gender-aware demand analysis to explore the gender impact of public expenditure decisions, as recommended by Glick, Rumki, and Younger (2004). Also, PERs, particularly those of the African Region, could borrow other GRB techniques to further scrutinize the impact of particular spending decisions on time-use patterns to inform the assessment of time poverty, of special relevance in this Region (World Bank 2006).

### CHALLENGES FOR WB INVOLVEMENT IN GRB

**Data availability still represents a major challenge for GRB analysis.** Data needs vary, depending on the GRB analysis technique. However, the majority of techniques require some kind of gender-disaggregated information (on users of services, time use, and so forth). Except for a few sectors such as education, such data are not systematically collected in many countries. In countries where household surveys are undertaken regularly, the situation tends to be slightly better. However, many PERs undertake specific surveys to inform particular areas of public expenditure analysis. The cost of adding a gender dimension or disaggregating such data by sex is not high if done early on in the design of the survey instrument. In contrast, the potential gains in richness and depth of analysis are large (see section 2).

**Institutional capacity of counterparts remains another constraint to the development of GRB work.** GRB initiatives and analysis tend to be housed in the Ministries of Gender, which usually do not have any formal mandate or capacity on financial and fiscal issues. Supporting a fuller engagement of Ministries of Finance in GRB work could be an effective strategy, because gender issues can be featured early on in the mainstream discussion of the PER topics and can be adequately followed through during the PER process. The utility of this approach is illustrated in the case of Rwanda under this project or in other countries such as Morocco, where GRB initiatives have been led by the Ministry of Finance. Both of these examples show outstanding results with regard to the speed and depth of the integration of gender issues into the budget process (see box 4.1). However, further research in this area, based on institutional analyses to draw lessons and identify ways in which to promote higher involvement of such key actors is needed.

12. “Guidance Note on How to Address Gender Considerations in Public Expenditure Reviews” available at www.worldbank.org/gender

### Table 4.1 Public Expenditure Reviews Undertaken by the World Bank

<table>
<thead>
<tr>
<th>Region</th>
<th>FY00</th>
<th>FY01</th>
<th>FY02</th>
<th>FY03</th>
<th>FY04</th>
<th>FY05</th>
<th>FY06</th>
<th>FY07</th>
<th>FY08</th>
<th>FY09</th>
<th>Total per Region</th>
</tr>
</thead>
<tbody>
<tr>
<td>AFR</td>
<td>5</td>
<td>3</td>
<td>6</td>
<td>7</td>
<td>16</td>
<td>9</td>
<td>8</td>
<td>8</td>
<td>11</td>
<td>10</td>
<td>83</td>
</tr>
<tr>
<td>EAP</td>
<td>3</td>
<td>0</td>
<td>3</td>
<td>4</td>
<td>1</td>
<td>1</td>
<td>0</td>
<td>0</td>
<td>0</td>
<td>1</td>
<td>17</td>
</tr>
<tr>
<td>SAR</td>
<td>2</td>
<td>1</td>
<td>2</td>
<td>1</td>
<td>0</td>
<td>0</td>
<td>0</td>
<td>0</td>
<td>0</td>
<td>1</td>
<td>7</td>
</tr>
<tr>
<td>ECA</td>
<td>3</td>
<td>6</td>
<td>8</td>
<td>5</td>
<td>2</td>
<td>2</td>
<td>7</td>
<td>10</td>
<td>5</td>
<td>5</td>
<td>53</td>
</tr>
<tr>
<td>MNA</td>
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<td>0</td>
<td>1</td>
<td>1</td>
<td>2</td>
<td>4</td>
<td>1</td>
<td>2</td>
<td>1</td>
<td>1</td>
<td>15</td>
</tr>
<tr>
<td>LCR</td>
<td>4</td>
<td>2</td>
<td>5</td>
<td>4</td>
<td>8</td>
<td>6</td>
<td>2</td>
<td>2</td>
<td>1</td>
<td>1</td>
<td>35</td>
</tr>
<tr>
<td>Total per year</td>
<td>19</td>
<td>12</td>
<td>25</td>
<td>22</td>
<td>29</td>
<td>22</td>
<td>19</td>
<td>25</td>
<td>18</td>
<td>19</td>
<td>210</td>
</tr>
</tbody>
</table>

Box 4.1 Gender-Responsive Budgeting Initiatives

Gender-responsive budget analysis was pioneered in Australia in 1984, with a federal government assessment of the budget’s impact on women. Interest accelerated following the UN Fourth World Conference on Women and the Beijing Platform for Action in 1995, which endorsed the concept, and gender-responsive budget initiatives were organized by both governments and NGOs across the world. Under the common goal of making budgets more responsive to the needs of men and women, GRB initiatives encompass a variety of actions and actors and also vary in scope: GRB can focus on research and analysis—gender analysis of public expenditures and revenues; on institutional change—modifications to public planning and budget methodologies/procedures to integrate gender; on political action—by civil-society groups or parliamentarians to ensure that the budget responds equitably to priorities of both sexes or to increase women’s participation in budget decisions (for example, defining priorities, monitoring budget execution in a participatory manner, and so forth) or both. A few country examples are provided below.

Government-led analysis of public expenditures in Australia. Australia was the first country to implement a gender-responsive budget. Federal, state, and territorial governments in the country assessed the impact of their budgets on women and girls over 12 years (between 1984 and 1996). Each government level developed a format that every government agency was required to use each year to audit its achievements in relation to women and girls. The initiatives covered all government expenditures, not just those directly related to women and girls.

Fiscal research from civil society in the United Kingdom. In the United Kingdom, every year since 1989, the U.K. Women’s Budget Group, comprising academics, analyzes the gender impact of taxes and benefits. The group disseminates the findings of its analysis among government officials through workshops and joint working sessions.

Government-led changes to the budget process in Morocco. GRB initiatives can consist of changing the way in which budgets are formulated to integrate gender equality objectives. In Morocco, the budget circular issued by the Prime Minister for 2007 calls upon line ministries to include gender indicators in the performance budgeting indicators; and the budget reform process specifically identifies gender indicators as part of the expenditure control mechanisms, the performance audit, and the budgetary information system. In addition to this, the Ministry of Finance undertakes since 2006 a comprehensive gender analysis of public expenditures that is published under a separate report, “The Gender Report,” annexed to the Budget Bill.

Gender-responsive budgeting initiatives in Sub-Saharan Africa. Several African countries have adopted GRB. Mauritius, South Africa, Tanzania, and Uganda are among the countries that have undertaken comprehensive GRB initiatives. All these countries looked at the expenditure side of the budgets. In Tanzania, it was the Tanzania Gender Network Program (TGNP), a national NGO, who initiated the GRB initiative. In South Africa (the first country in Africa engaged in GRB), the initiative was taken by the Parliament and civil society during the post-apartheid era. In Uganda, the Forum for Women in Development (FOWODE), mainly women Parliamentarians, initiated the gender-responsive budgeting work.

Sources: Adapted from Budlender (2001), Budlender and Hewitt (2003), UNDP (2005), UNIFEM (2007), and Diop (n.d.).
Conclusions and Recommendations

GRB analysis could help achieve the objectives of the World Bank and its clients: poverty reduction and increased gender equality. The integration of gender issues into fiscal policy can contribute to reducing poverty and achieving gender equality in developing countries. If adequately used as a strategic tool to inform policy formulation, GRB can help many developing countries achieve their development goals. Although the Bank’s experience in GRB is limited, its comprehensive work on PERs presents the best entry point to fully develop and implement an important work program in gender analysis of public expenditures.

In the short and medium terms, capacity remains the most serious challenge for the implementation of GRB initiatives in many developing countries. In many countries in Africa (the three analyzed in this project included), capacity gaps remain in important areas such as the budget process itself, knowledge and expertise of key actors about gender and GRB issues, and knowledge and expertise of key actors in public sector management techniques. Although countries’ information systems are gradually improving, important gaps remain within line ministries to produce sex-disaggregated data needed to conduct GRB analysis. A stronger role of civil society in the budget process would strengthen the quality and contribute to successful implementation of gender-responsive budgeting.

The World Bank needs to rethink its role as a technical assistance provider in the area of gender-responsive budgeting. There are clear and cost-effective ways in which the Bank can expand its work in this area:

• The Bank could improve the analysis of gender issues in public expenditures in the context of PERs. There is room for more PERs to address gender issues in a comprehensive manner and to expand the gender analysis of public expenditures beyond the social sectors. The analysis of Rwanda’s agriculture sector subsidies under this project is a good example of the value of GRB in outlining the policy implications of gender-disaggregated benefit incidence analysis. In that country, the strong GRB policy set up, the clear delineation of institutional responsibilities between the Ministry of Finance (as the lead agency accountable for the GRB policy and the Ministry of Gender and Family Promotion) facilitated the integration of gender analysis into the PER. To replicate this on a wider scale, Bank teams need to work with clients to understand the country-specific institutional and policy factors that lead to demand for GRB.

• The Bank could also play an important role as a knowledge facilitator and capacity-building actor on gender analysis of public expenditures. It could invest in the development and dissemination among clients of guidelines and tools in the area of gender analysis of public expenditures, becoming a clearinghouse in this topic. In this role, it can contribute to improving and perfecting different techniques for analyzing the gender impacts of public expenditures. In this capacity, the Bank could foster higher South-South cooperation along the lines of the one facilitated under this project, as a fruitful mechanism to share knowledge in this area.
• Technical assistance and policy advice on gender equality and budget reform are other areas where the Bank could play a role. As clients seek assistance and advice on budget reform, the Bank needs to develop the knowledge base to respond to their demand for the integration of gender dimensions into budget reform. (The next section offers specific suggestions on how to achieve this.)

NEXT STEPS FOR WORLD BANK INVOLVEMENT IN THE AREA OF GENDER-RESPONSIVE BUDGETING

Design and implement a knowledge management strategy for GRB. The first step to develop GRB in the Bank would be to shape the knowledge base in this area through the integration of Bank expertise into the fields of budget reform and gender. A possible way of doing this would be to establish a practice group on gender-responsive budgeting that includes a core group of staff from the gender and economic policy families in Poverty Reduction and Economic Management (PREM). Thematic groups have proved to be useful institutional mechanisms for innovation on knowledge generation and sharing. A practice group on this topic would be an informal mechanism to start implementing different knowledge management activities.

On a more formal level, the Bank’s gender and development community, under the overall coordination of the sector board and the anchor, needs to take the lead and coordinate the development of GRB services in the Bank. First, it could carry out a rapid survey to assess the demand for such services in the countries. Second, in conjunction with Economic Policy/Public Sector economists, the Gender and Development (GAD) Board could design and develop a menu of “technical assistance products” to offer to the different Regions—different Regions and countries within Regions will have different needs in this area, depending on the status of their process of budget reform. Third, build the internal capacity of the Bank to deliver such services through training and on-the-job assistance to economists, and improving the economics background of gender specialists. Mixed teams with public finance and gender experts should be promoted at the beginning, but the medium-term goal should be to create the capacity among task team leaders (TTLs) of PERs so that they are able to plan GRB work by themselves as part of their tasks.

Design and put in place institutional incentives to facilitate the “takeoff” of gender-responsive budgeting products among World Bank teams. The work undertaken by the Bank in the area of GRB has been supported by trust funds so far. Such funds have been very successful in providing seed capital for innovation and early development of analytical and capacity-building work in this area. The challenge now lies in how to scale up and expand GRB work to the mainstream of the World Bank products (for example, to systematically integrate gender analysis into PERs) and to develop “new products.”

Engage more actively with development partners who have more practical experience with GRB. For the World Bank, GRB is a fairly new endeavor. Other organizations and development partners have had a longer-term engagement in this area. Although not necessarily in the specific area of public expenditure reviews, the other gender budgeting experiences undertaken by organizations such as UNIFEM; the Commonwealth Secretariat, the German Agency for Technical Cooperation (GTZ); and others have useful insights on several of the challenges and opportunities outlined earlier. The regional learning-exchange workshop that formed part of this project demonstrated the need for active dialogue with the Ministries of Finance, civil-society groups, Parliament.


An analysis of international experiences on gender-responsive budgeting (GRB) points to the following factors as contributing elements for the adequate development and implementation of a GRB initiative:

Factors internal to the government and public sector include the following:

- Overall political commitment from the government to GRB
- An adequate policy framework
- Leadership by key government institutions such as the Ministry of Finance and the Ministry of Gender
- The capacity of the civil service to implement new public management procedures
- The capacity to integrate gender-related methodologies with public management procedures
- A well-functioning budget system
- Well-functioning information systems able to provide sex-disaggregated sector information

External factors that contribute to the successful development and implementation of a GRB initiative include the following:

- Donor support and the use of external technical expertise in the short term
- A dynamic and capable civil society, particularly women’s groups
- A strong role of Parliament in the budget process and a core group of Parliament members knowledgeable about gender-responsive budgeting issues
- The technical capacity to conduct gender and economics analysis in the country (for example, at the university and research institutes)

(See a summary of these factors in table A.1.)

**APPENDIX A.**

**Gender-Responsive Budgeting Country Assessment: Example from Liberia**

There is interest and political commitment within the government of Liberia to developing a gender-responsive budgeting initiative (GRBI). Gender-responsive budgeting and the possibility of implementing a GRBI in Liberia have been discussed during the gender-related dialogue in the context of the Poverty Reduction Strategy (PRS) preparation by both the Ministries of Gender and Finance. Although the capacity to integrate a GRBI as part of the PRS was judged too weak at that time, GRB issues and building the capacity of the country to undertake a GRB initiative continue to figure prominently on Liberia’s policy agenda. For example, the recently approved Civil Service Reform Strategy establishes GRB training for all civil servants in 2009–10. Also, both the Civil Service Agency (CSA) and the Ministry of Finance showed clear support to GRB during the GRB workshop held in Liberia on December 2–3, 2008. The director of the CSA committed to promote the “engendering of budget guidelines” within the Budget Committee of the Cabinet; and the Deputy Minister of Finance highlighted the Ministry’s commitment to gender issues. Similarly, the Minister of Gender has explicitly supported the integration of gender issues into the budget on several occasions in her public interventions, as well as during dialogue with donor partners. This signals a clear political commitment at a high level of government to gender-responsive budgeting, which has proven essential in other countries for the successful development of GRBIs.
Liberia has a supportive policy framework for the implementation of gender-responsive budgeting initiatives. Gender equality has been considered an important development goal in Liberia since the end of the war. The Poverty Reduction Strategy, as the Interim Poverty Reduction Strategy (I-PRS) did before, recognizes the importance of gender equality as a policy goal. In addition, the Economic Revitalization pillar of the Strategy establishes a clear link between women’s economic empowerment and poverty reduction and the growth potential of the country, integrating gender issues into micro- and macroeconomic policies.

At the practical level, Liberia has experience in mainstreaming gender in public policies—experience that can be transferred to the area of integrating gender into the budget. During the preparation of the Poverty Reduction Strategy 2008–11, Liberia forged a strong partnership between key government and nongovernment actors with the purpose of integrating gender into the strategy. The collaboration framework established not only between the Ministry of Gender and Development and the Ministry of Finance but also with other line ministries that are essential to advancing specific aspects of gender equality and women’s economic empowerment and with donors and key civil-society partners can be used beyond the PRS process to support the development and implementation of a GRB initiative.

The recent effort to rebuild information systems in Liberia has improved the country’s data capabilities to conduct gender analysis of public expenditures. The availability of sex-disaggregated data of women’s and men’s use of public services is an important element to conduct gender budgeting analysis. Recent surveys implemented mainly by LISGIS—the Demographic and Health Survey, Core Welfare Indicators Questionnaire, Comprehensive Food Security and Nutrition Survey, and Census—gather sex-disaggregated data from different sectors. This is a substantial improvement over the situation three years ago. For instance, there is an example of gender analysis of public expenditures in the education sector, conducted in Liberia by the World Bank Public Expenditure Management and Financial Accountability Review (PEMFAR), using the data from the Core Welfare Indicators Questionnaire 2008. If the trend of gathering sex-disaggregated information for all important surveys is institutionalized and—most important—information systems in line ministries are strengthened to systematically collect sex-disaggregated sector statistics, Liberia will be in a good position to undertake GRB analysis in the near future.

Liberia can also build on extensive technical support provided by donors to develop a GRB initiative. Donor support for gender issues in Liberia is strong. The gender thematic group, comprising gender representatives of all UN agencies working in Liberia, coordinates the assistance of different agencies to the government in the area of gender. The group includes institutions (such as UNIFEM, the United Nations Development Programme [UNDP], the United Nations Population Fund [UNFPA], and more recently the World Bank) that have played an important role in supporting the development of GRB initiatives in other countries. Donors are already supporting the capacity-building process in the area of gender budgeting. Their technical expertise in this area is a valuable asset for Liberia.

Finally, a series of reforms currently being implemented offer an opportunity to advance GRB. Liberia is undergoing a full reform of its public financial management system with the support from several donors. The reform provides an excellent opportunity to institutionalize GRB and integrate gender-related issues into budget procedures from the outset. Similarly, the recent creation of the Liberia Institute for Public Administration (LIPA) represents an opportunity to institutionalize gender issues in public financial management by integrating gender issues into the curriculum of some of its courses. Also, the implementation of the recently approved Civil Service Reform Strategy, which includes specific actions in the area of capacity building on GRB, presents an important opportunity for the development of a GRBI.

OBSTACLES FOR THE DEVELOPMENT AND IMPLEMENTATION OF GENDER-RESPONSIVE BUDGETING IN LIBERIA

The limited capacity in both the Ministry of Finance and the line ministries presents the biggest challenge Liberia faces in the implementation of GRB. The implementation of GRB initiatives requires an existing well-functioning budget system, the specific technical expertise
Table A.1 Summary of Contributing Factors to Implement a Gender-Responsive Budgeting Initiative (GRBI) in Liberia

<table>
<thead>
<tr>
<th>Contributing factors in the implementation of a GRBI</th>
<th>Indicator Assessment for Liberia</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>To start a GRBI</strong></td>
<td></td>
</tr>
<tr>
<td>Minimum knowledge of what a GRBI is, at a sufficiently high level, to be able to define the main parameters of the GRBI</td>
<td>High-level officials of Ministry of Finance and Ministry of Gender (and maybe other line ministries) are trained on GRB. Low</td>
</tr>
<tr>
<td>Political commitment and leadership from those responsible for managing the budget process (Bureau of the Budget [BoB], Ministry of Finance) and other key government institutions (Civil Service Agency [CSA])</td>
<td>Minister of Finance and high-level staff from the Ministry, the BoB, and the CSA explicitly support the idea of GRB (for example, in public interventions and dialogue with donors). The same institutions allocate staff time and resources to GRB. High Low (for the moment)</td>
</tr>
<tr>
<td>Political support from Ministry of Gender</td>
<td>Minister of Gender explicitly supports the idea of GRBI (for example, in public interventions, organizing workshops, and other related activities). High</td>
</tr>
<tr>
<td>Adequate policy framework to address gender issues</td>
<td>National policies and PRS support gender equality; gender equality is recognized as a legitimate policy objective. High</td>
</tr>
<tr>
<td>Functioning budget system</td>
<td>Budget system is operating adequately (percentage of total investments channeled through government budget). Low</td>
</tr>
<tr>
<td>Program- or performance-based budget</td>
<td>Budget allocations are linked to program targets. Low</td>
</tr>
<tr>
<td>Adequate information systems to feed the budget process</td>
<td>Accurate budget information is available on a regular basis. Low</td>
</tr>
<tr>
<td>Adequate information systems to produce gender-disaggregated sector data on use of services, time use, income, and so forth</td>
<td>National surveys gather sex-disaggregated data. Line ministries produce sex-disaggregated data. Medium at LISGIS Low at line ministries</td>
</tr>
<tr>
<td>Dynamic civil society, including capable women’s groups</td>
<td>Civil society is sufficiently organized and knowledgeable of gender budgeting to produce statements about government policies and the annual budget. Low</td>
</tr>
<tr>
<td>Technical support from external agents in the short term</td>
<td>Gender budgeting consultants and training events are supported by donors. High</td>
</tr>
<tr>
<td>Donor leadership and support for the implementation of GRBI</td>
<td>GRB is high on the donor agenda in Liberia (for example, included in UN joint program). Medium</td>
</tr>
<tr>
<td><strong>To sustain over time the GRBI</strong> (in addition to all of the above)</td>
<td></td>
</tr>
<tr>
<td>Technical capacity on gender and economics at the national level outside the government (university)</td>
<td>Gender economists are on staff at the University of Liberia. (Independent) research institutes exist, with a strong focus on public finance (for example, LIPA). Low Medium</td>
</tr>
<tr>
<td>Support from Parliament for GRBIs</td>
<td>Women’s caucus is interested and engaged in review of gender issues as part of its budget review within Parliament. Low</td>
</tr>
<tr>
<td>Sufficient capacity within line ministries to implement public management–related changes</td>
<td>Midlevel staff from line ministries are capable of applying new public sector management procedures. Low</td>
</tr>
<tr>
<td>Capable staff at the Ministry of Gender to provide gender-related technical support to line ministries during the implementation</td>
<td>Midlevel technical staff of Ministry of Gender and Development have specialized knowledge of gender issues in different sectors. Low</td>
</tr>
</tbody>
</table>
to design changes to that budget process to make it gender responsive, and the overall capacity of the civil service to implement the changes.

Although substantial progress has been made in recent years to improve public financial management, the solid budget system required for a full implementation of a GRBI is not yet in place in Liberia. Overall institutional capacity, including capacity to operate the national budget, was severely damaged by the recent conflict. Currently, several reforms are being implemented to rebuild the budget system and make it achieve international standards. Despite substantial progress made over the past few years, important weaknesses remain (World Bank 2008b), and most of the aid flows continue to be channeled outside the regular budget, directly executed by donors. Particular features of the budget system in Liberia, such as (a) the rudimentary state of information systems that feed the budget process (World Bank 2008b) and (b) the early stages of development of a program-based budget, may hinder rapid progress in the implementation of GRBIs. In other countries, a move toward program- or performance-based budgeting has been conducive to integrating gender issues into the budget process as gender equality has become a performance indicator for sector programs. Similarly, accurate disaggregated budget information is essential for gender budgeting analysis. In addition to this, the implementation of the changes that gender-responsive budgeting involves, at the department level within spending ministries, requires adequate public sector management capacity plus technical support from the Ministry of Gender and Development to help line ministries address gender issues in their programs. Both of these elements are currently lacking in Liberia.

The design of a GRB initiative requires a minimum knowledge and technical expertise about GRB issues, which is currently lacking in Liberia. According to an inventory of GRB-related activities in Liberia (World Bank 2008c), just a few members of the government have some knowledge of gender budgeting. At the initiation of this project, there had been one capacity-building event on gender-responsive budgeting in Liberia sponsored by the International Labour Organization (ILO). In addition, a few staff members from the Ministry of Gender and Development (MoGD) had attended gender training events outside Liberia; and three high-level staff from the Ministry of Gender and Development and from the Bureau of the Budget had attended a regional consultative meeting on GRB. Overall, the knowledge of GRB issues is superficial and limited to a few people. The workshop conducted by the MoGD and the World Bank in December 2008 contributed to filling this gap by providing general knowledge of GRB to an additional 40 civil servants in Liberia. However, there is much to do, starting with the design of a full capacity-building strategy for this area that identifies the various capacity needs of the different actors, depending on the role they will play in the process.

Finally, lack of capacity precludes a more supportive role of Parliament for gender-responsive budgeting at the moment. Parliament has played an important role in initiating or supporting GRB initiatives in other countries. A strong role of Parliament in the budget process and an informed caucus of (usually female) Members of Parliament have helped in those cases to advance GRB from within the legislature. In Liberia, however, the role of Parliament in the budget process is not as strong as in other countries. The Ways and Means Committee, responsible for scrutinizing the annual budget when it comes before the House of Representatives, lacks technical in-house capacity to analyze the budget as a guide to meaningful debate (World Bank 2008b). As mentioned above, the scarce knowledge of GRB in Liberia makes it difficult for a caucus to work on these issues within Parliament; however, the formation of a women’s caucus with members from both houses is a step in the right direction and could represent a starting point for building the capacity of key actors on gender-responsive budgeting issues.
INTRODUCTION
This note provides pointers for public expenditure review (PER) teams to facilitate the integration of gender considerations as part of a review of public expenditures. It targets two stages of the public expenditure review process:

- Preparation of concept notes outlining the key analytical issues to be addressed in the PER
- Preparation of terms of reference (ToRs) for gender analysis of sector expenditure reviews.

ENTRY POINTS FOR GENDER ANALYSIS IN YOUR PER
Gender issues form part of the broad objectives of assessing the distributional impact of a government’s expenditure allocation (Who gets what?) and intersectoral use of public finances (What do sectoral agencies do with the resources they are allocated?). Both of these questions are crucial in answering the main objective of a PER: How do these expenditure allocations and patterns address government’s overall poverty and development priorities? In most of the Bank’s client countries, gender equality is an important national goal. This is particularly so in some human development sectors (especially education and health). For several low-income countries, gender issues are also important in the agriculture sector. Finally, several government commitments toward achieving the Millennium Development Goals (MDGs) also emphasize the importance of examining resource allocations for MDG priorities, including the gender equality priority.

Therefore, gender issues need to be analyzed in several of the sections of a PER; however, a selective approach has proven successful in the past. Indeed, PERs in which the focus of the analysis is on fiscal sustainability offer less potential for gender analysis than others where the efficiency of sector expenditures or institutional issues are assessed. Therefore, gender issues need to be analyzed elsewhere in your PER. It all depends on the poverty focus of the PER, the objective of integrating gender analysis, and the resources available to conduct it. For example, a PER that wants to integrate gender in a comprehensive manner can try to answer this question: What are the key gender problems of the country, and are public expenditures being used in an efficient way to address them? The answer to this question will require analyzing expenditures across different sectors using a variety of techniques.

APPENDIX B
A Guidance Note on How to Address Gender Considerations in Public Expenditure Reviews

The rationale: Better use of public expenditures to fight poverty and help achieve the MDGs!

13. Based on the experience of the project Mainstreaming Gender in the Saint Vincent and the Grenadines Public Expenditure Review.
Grenadines PER conducted in 2004. The next section offers some practical recommendations on how to integrate gender into your PER, using a selective approach.

A STEP-BY-STEP PROCESS TO INTEGRATE GENDER INTO THE DESIGN OF YOUR PER CONCEPT NOTE

Step 1. Ask these questions: What is the objective of undertaking gender analysis in the context of this PER? Why do you want to conduct gender analysis this time? There are several answers to these questions, including (but, by no means, restricted to) the following: to explore the gender impact of specific public expenditures and to answer these questions: How are public expenditures distributed among men and women? Who benefits more from a particular/ several public expenditure/s? Does a particular public expenditure contribute to closing or widening gender gaps in a sector? And so forth.

- **Ask for the help of sector specialists on your team.** Early on in the process of concept note preparation, an upstream discussion among the PER team about how gender fits into the poverty and equity/distributio nal aspects of public expenditures and how to approach it in the PER can help identify priority areas of analysis.

Step 2. Identify gender and public expenditure issues for analysis. As mentioned above, selectivity works better, especially in the light of limited resources for data collection and analysis. Within the chapters that analyze efficiency of public expenditures, the selection of areas of gender analysis can follow these criteria: (a) areas of public policy where gender analysis is susceptible to offering important insights on how to improve efficiency of expenditures (based, for example, on different access/use of public services by men and women); and/or (b) areas/sectors/issues where important gender gaps exist and are susceptible to be addressed through public policy, and/or (c) client government priorities in the areas of gender and overall development priorities.

- **Who is your counterpart for gender analysis in a PER?** Gender issues become more explicit and tangible, the more sector-specific they are. Therefore, in addition to the Ministry of Finance, the relevant line ministry depending on the areas of analysis selected (for example, education, agriculture, and health) as well as the ministry responsible for implementing or coordinating the country’s gender equality goals and tracking the implementation of MDG 3, should all be at the discussion table!

Step 3. Select the tools/techniques of analysis to answer the questions identified for analysis. Here are some examples: (a) gender-disaggregated benefit incidence for an overview/diagnostic of overall gender inequalities in the distribution of expenditures in a sector; (b) gender-aware demand analysis for scrutiny of the impact of particular expenditure decisions on men’s and women’s use of services; (c) program evaluations to address institutional issues leading to more efficient use of particular public services/expenditures of special importance to address gender issues (for example, reproductive health); (d) impact of public expenditures on time use to assess the impact of a particular expenditure on men’s and women’s time burden and time poverty; and so forth. (For further reading on any of these techniques, see references in handouts B3.1 and B3.2 at the end of the guidance note).

Step 4. Identify your data-gathering strategy. Different questions and different gender budgeting analysis techniques require different data (see handout B3.1).

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However, most of them will require some type of budget data and some sex-disaggregated data on users of public services. Obtaining the latter is not always straightforward but here are three strategies:

- **Exploit what you have.** Many household surveys collected regularly in many countries already contain a great deal of sex-disaggregated information on the use of key services such as health, education, agriculture services, and so forth. Some of them even collect sex-disaggregated data on time use; therefore, a review of the most recent sources is the first step to identify data resources. Usual suspects include the national household/living standard measurement surveys, the national census, the national health and demographic survey, the national agricultural census, surveys similar to the Core Welfare Indicators Questionnaires, and so forth. Depending on the sector, sector institutions keep records of their beneficiaries/users disaggregated by sex (this is common in education and sometimes can be found for social protection beneficiaries, but it is less common in health, agriculture, infrastructure, etc). A review of sector statistics is therefore a second important step to identifying key sex-disaggregated information. Overall, it is extremely important to fully exploit all the information available. Surveys that are used as the basis of public expenditure analysis in the PER and that may seem not to have relevant gender information, when looked at under a gender lens, can provide useful data. So do not hesitate to ask for the advice of a gender specialist to do a preliminary assessment of your data resources.

- **Integrate gender data needs into the design of other PER data-gathering instruments.** Many public expenditure reviews collect their own data through citizen surveys, public expenditure tracking surveys, and other specific sector or general surveys. If done earlier in the design of the survey instrument, breaking down data by sex or adding specific questions to address pertinent gender issues may not increase the cost of a survey that much.

- **Implement your own gender-focused survey.** Although the most costly data collection strategy, this option allows you to obtain information to assess particular gender issues when you cannot obtain it through other sources.

**Step 5. Plan your resources.** Once you have your gender-analysis plan (steps 2–4), you need to identify the resources necessary to implement it (mainly the expertise that you need to conduct the analysis):

- First, you need to assess the level of gender-analysis skills within your existing PER team. In many instances, if you plan to do only gender-disaggregated benefit-incidence analysis of certain expenditures, your sector economists will probably be able to apply the technique. However, it is recommended that you, as the TTL, ensure that the interpretation of the results from a point of view of gender is adequate and that the data are exploited to the maximum. In many PERs, there is important “gender-related evidence” scattered throughout the different parts of the analysis. A proper analysis of such evidence can provide important gender policy messages that otherwise would go unnoticed. Looking for advice from a gender specialist as an advisor/reviewer at this latter stage may be a good option in this type of situation.

- Second, if necessary, **bring additional expertise**, such as gender economists/consultants, as PER team members or as advisors. This will involve the drafting of ToRs for the members of the team, but these will easily follow from your concept note if you have followed the step-by-step process suggested in this note. Handout B3.3 presents an example of ToRs to conduct gender-disaggregated BIA in agriculture.

- Third, given the relative novelty of this approach, actual implementation is always an opportunity to **develop the technical capacity in the country**, and ideally a cadre of staff in the core ministries who have these skills and can apply them in a follow-up activity. The gender specialists who are hired to
conduct the analysis should work closely with these counterparts, and capacity-building workshops and discussions should be included in the tasks for completing the analysis.

**Step 6. Dissemination.** Prior experience in integrating gender into PERs shows that dissemination of results tends to be the weakest link in the process. Therefore, it is never too early to plan your dissemination strategy and ensure that gender is properly included and the right stakeholders targeted. From the point of view of gender, it is essential to target policy makers and mid-management in line ministries. Because gender issues are crosscutting in nature and policy action will probably require a response from different institutions, it is important to widely disseminate the results to all the relevant ministries/sectors. Also, wherever Parliamentary women’s caucuses exist, results should be shared with them. Similarly, if there are opportunities for wider dissemination, women’s organizations, especially those who are economics-literate or active in public sector reform or GRB, should be targeted.
### Handout B3.1 Data Requirements to Conduct Gender Analysis of Public Expenditures

<table>
<thead>
<tr>
<th>Type of analysis/technique</th>
<th>Data needs</th>
<th>Source/strategy to obtain the data</th>
<th>Example of results using the technique</th>
<th>Analytical/policy application</th>
<th>Further reading</th>
</tr>
</thead>
<tbody>
<tr>
<td>Gender-disaggregated benefit-incidence analysis</td>
<td>Sector expenditures (for example, primary school expenditures)</td>
<td>Sex-disaggregated data on the use of public service under analysis (for example, primary enrollment by sex)</td>
<td>Males consume almost 70 percent of public education expenditures, while females consume the remaining 30 percent.</td>
<td>To identify gender gaps/inequalities in public expenditure allocations in a sector</td>
<td>(Budlender et al. 2002)</td>
</tr>
<tr>
<td>Gender-aware demand analysis</td>
<td>Characteristics of the service (for example, school fee, distance to school, number of female teachers, and so forth)</td>
<td>Sex-disaggregated data on the use of public service under analysis (for example, primary enrollment by sex)</td>
<td>In rural India, providing midday meals in schools raises the female enrollment probability by 15 percentage points.</td>
<td>To analyze the impact of specific public spending on men’s and women’s use of public services</td>
<td>(Glick, Rumki, and Younger 2004)</td>
</tr>
<tr>
<td>Gender-disaggregated impact of the budget on time use</td>
<td>Public expenditures under analysis (for example, water investment)</td>
<td>Sex-disaggregated data on individual time use (for example, time spent by men/women and boys/girls collecting water, doing domestic tasks, and so forth)</td>
<td>In Pakistan, closer access reduces the time that a woman allocates to water collection, and her time in income-generating activities increases, while her overall burden of work falls.</td>
<td>To analyze how changes in government resource allocation have impacts on the way in which time is spent in households.</td>
<td>(Budlender et al. 2002)</td>
</tr>
</tbody>
</table>

**Sources:** Own elaboration.

Handout B 3.2 Selected Resources on Gender- Responsive Budgeting for World Bank and Government Staff Working on Public Expenditure Reviews

There is a vast literature on the topic of gender-responsive budgeting (GRB). The following list presents a selection of resources aimed at World Bank and government staff working on public expenditure reviews who want to expand their knowledge of GRB with a view to potentially including GRB analysis in their PERs. This selection is meant as a stepping stone in the process of strengthening capacity to conduct gender budgeting analysis. For a broader picture of the literature, the ‘Gender Responsive Budgeting’ Web page (www.gender-budgets.org) is an excellent source.

**Gender Analysis of Public Expenditures**


**Gender Analysis of Revenue**


**Gender-Responsive Budgeting Initiatives**


Handout B3.3  Sample Terms of Reference for Gender Analysis of Public Expenditures in Agriculture

I. Background
The World Bank and the Government of Rwanda are undertaking a Review of Public Expenditures. As part of the public expenditure review (PER), the government has requested that gender analysis of public expenditures be conducted in the area of agricultural subsidies. The paper produced under this assignment will provide the main background document for the chapter on gender analysis of public expenditures in Rwanda’s PER and will be a key input for discussion at a workshop on gender and public expenditures in Rwanda.

II. Objective and Description of the Consultancy
The objective of this assignment is to analyze the impact of fertilizer subsidies on male and female tea producers in Rwanda. The consultant will undertake gender-disaggregated benefit-incidence analysis of spending on fertilizer for tea production. This technique combines the cost of providing public services with information on their use (by men and women) to generate distributions of the benefits of government spending along gender lines. First, the consultant estimates the unit cost of providing a particular service—this is usually based on officially reported public spending on the service in question. Second, this unit subsidy is “imputed” by the consultant to individuals who are identified as users of the service. Third, the consultant aggregates individuals into gender-disaggregated subgroups of the population to compare how the subsidy is distributed across such groups. The most common grouping is by income or by a related measure of the welfare of the individual. If data exist, an estimate of household out-of-pocket spending on public services will also be derived to have a complete accounting of benefit-incidence analysis.

The analysis will be based on data from the Survey of Tea Producers and the Rwandan Integrated Household Living Conditions Survey (RLCS), which was conducted between October 1999 and July 2001.

III. Deliverables
The consultant will produce a report analyzing the gender impact of fertilizer subsidies. The report will include a series of tables summarizing the incidence of spending on men and women, a summary write-up of the results, and policy recommendations. To the extent that information is available, the report will also discuss the issue of differences in productivity between male and female tea producers.

IV. Consultant Qualifications
- PhD or Master’s Degree in Economics, with proficiency in statistical analysis of household data
- At least one consultant will have experience in conducting gender analysis
- Excellent writing skills

Timeline and Length of Contract
This contract is for 30 days. A first draft of the chapter will be produced by ———, with the final draft to be completed by ———.
Beneficiary assessment is a tool by which the actual or potential beneficiaries of public services are asked to assess how far public spending is meeting their needs, as they perceive them. This can be done through opinion polls, attitude surveys, group discussion, or interviews. Questions focus on overall priorities for public spending or on the details of the operation of public services (Budlender et al. 2002).

Gender refers to socially constructed roles and socially learned behaviors and expectations associated with females and males (World Bank 2001).


Gender analysis of public expenditures analyzes the impact of government expenditures on men and women. Gender analysis of public expenditures is part of gender-responsive budgeting analysis, which uses a variety of tools and processes to assess the impact of government expenditures and revenue on the social and economic position of men and women.

Gender-aware demand analysis of public expenditures analyzes, by gender, the impacts of specific forms of public spending or (more generally) specific policies. These include, for example, fee levels at health clinics, the provision of better-qualified teachers in primary schools, or construction of new facilities that are more accessible to rural residents. Demand analysis estimates the change in the probability of men and women using the service resulting from a unit change in the service. Gender differences in demand responses to changes in provider characteristics, cost, and distance are captured by estimating separate models for female and male samples, using econometric techniques (Glick, Rumki, and Younger 2004).

Gender-aware medium-term economic policy framework is used to assess the impact of economic policies on women, focusing on aggregate fiscal, monetary, and economic policies designed to promote growth and reduce poverty. The ultimate aim of gender analyses of government budgets is to incorporate gender variables into the models on which medium-term public expenditure planning are based. This can be done by disaggregating by sex the variables that refer to people (for example, labor supply) or including new variables to represent the unpaid-care economy (Budlender et al. 2002).

Gender-aware policy appraisal is the analysis from a gender perspective of the policies and programs funded through the budget. This analysis asks, “In what ways are the policies and their associated resource allocations likely to reduce or increase gender inequality?” (Budlender et al. 2002).

Gender-disaggregated benefit-incidence analysis estimates the distribution of budget resources among males and females by measuring the unit costs of providing a given service and multiplying that cost by the number of units used by each group. Incidence analysis of public expenditures is a useful tool for helping to assess the gender distribution of public spending. It can
give a sense of how gender inclusive such expenditures actually are by comparing the distribution of the benefits of public spending among women and men, girls and boys. Similarly, it can suggest the gender impact of supposedly gender-neutral budget cuts on overall priorities for public spending or on the details of the operation of public services (Budlender et al. 2002).

**Gender-disaggregated impact of the budget on time use** is a calculation of the link between budget allocations and their effect on how household members spend their time, using household time-use surveys. Changes in government resource allocation have impacts on the way in which time is spent in households. In particular, cuts in some forms of public expenditure are likely to increase the amount of time that women have to spend in unpaid-care work for their families and communities to make up for lost public services. Thus, whenever cuts are proposed, the question should be asked: “Is this likely to increase the time that men and women spend on unpaid-care provision?” (Budlender et al. 2002).

**Gender-responsive budgeting analysis** analyzes budgets from a gender perspective (that is, it identifies the implications of budgets for women and girls as compared with those for men and boys, and it forms the basis for reordering the budget process and priorities to support women’s empowerment and gender equality [Budlender 2001]).

**Gender-responsive budgeting initiatives** support civil society and governments in analyzing budgets from a gender perspective and formulating gender-responsive budgets. Box 4.1 provides several examples of gender-responsive budgeting initiatives (www.gender-budgets.org).

**Gender-responsive budget statement** is a government report that reviews the budget, using GRB analysis tools, and summarizes its implications for gender equality with different indicators, such as the share of expenditures targeted to gender equality; the gender balance in government jobs, contracts, or training; or the share of public service expenditures used mainly by women. Any government can issue a GRB statement utilizing one or more tools to analyze its programs and budgets and summarize their implications with a number of key indicators. It requires a high degree of coordination throughout the public sector and is essentially an accountability report by government regarding its commitment to gender equity (Budlender et al. 2002).