

Policy Seminar | 27th of June 2012 | Capitol Hill

Gender Responsive Budgeting

A Social Challenge





Installation of the Women Legislative Caucus of Liberia









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Introduction

This report includes the welcome remarks and presentations made during NDI's policy seminar on Gender Responsive Budgeting (GRB). The seminar was preceded by the installation of the Women's Legislative Caucus of Liberia. It was held on 27th of June 2012, in collaboration with the Gender Committees of the House and Senate, in the Joint Chamber of the Liberian Legislature.

With this policy seminar NDI aims to contribute to the knowledge base of members of the Legislature on the concept and skills of Gender Responsive Budgeting, so that members become more aware of related policy implications and more effective in their examination, debate and implementation of the national budget. The seminar was also designed to stimulate discussion on GRB between members of the Legislature, the Executive and civil society organizations.

Before this seminar a Reader was distributed with background information on GRB. A digital version of this Reader is available upon request. Please contact Nannoh Seeky: <u>nseekey@ndi.org</u>, tel 0886 511 758.

July 2012 NDI – Liberia

Contents

The contents in this report are either from written versions of remarks made at the event or are authorized on unauthorized summaries. The contributions of Dr. Jacinta Muteshi-Strachan, Annette Kiawu and Jewel Howard-Taylor are, with their permission, copied from their powerpoint presentations. The contributions of Mariamu Fofana and Peter Coleman are, with their permission, copies of their delivered texts. The contribution of Aubrey McCutcheon is an authorized excerpt and the contribution of President Ellen Johnson-Sirleaf is an unauthorized excerpt.

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Opening Remarks: Ensuring that resources are available for maximum benefit to all

NDI

Hon Mariamu Fofana, Chair of the Gender & Child Development Committee of the Liberian House of Representative



Hon Mariamu Fofana, Chair of the Gender & Child Development Committee of the Liberian House of Representative emphasized the importance of Gender Responsive Budgeting.

"After all, the national budget is the most important political statement that any government has to make in any given year. It is therefore imperative that the legislature, as the foremost political institution in our country, should play a preeminent role in scrutinizing it and overseeing its proper implementation. It is through the budget that the government makes political choices and seeks the allocation of adequate resources to enable it to implement those choices for the common good of the society. The legislature's role is therefore paramount not only in influencing those political choices so that truly represent the wishes of the people they have been elected to represent, but also in ensuring that the resources available are utilized in a transparent, responsible and accountable manner for maximum benefit to all. In so doing, it seeks to promote efficiency and minimize the wastage of resources that are generally limited. Like every policy instrument, the budget is designed for human beings, men and women alike. More than anything else, the budget enables, I mean, should enable the government to make choices that take into account the concerns of both components and to allocate resources accordingly. I say "should enable" because, all too often, government policies do not pay adequate attention to the needs of both sexes.

The gender committees however heartened by the growing awareness among decision and policy makers of this paradigm. Through this seminar, we are seeking to contribute to enhancing this awareness and to provide fellow lawmakers, as the representatives of the people, as well as our support staff, with the necessary tools for ensuring that words are translated into concrete action in the highly complex environment of the budget process. The presence at this seminar of both male and female lawmakers is proved that the myth of gender being identified with women only is gradually being dissipated."

Introduction to NDI and its Policy Seminar

Aubrey McCutcheon, Resident Senior Director of NDI



Aubrey McCutcheon introduced the purpose of the NDI policy seminar series and highlighted the potential of gender responsive budgeting to address the most vulnerable in society. He also highlighted NDI's goal of helping the Liberian Legislature implement its Modernization Plan.

Other NDI activities toward that goal have included:

- Assisting in refurbishing and opening of the Legislature's library, archives and research service and training of staff of the Legislative Information Service (LIS).
- Institutional support and training for the recently established Legislative Budget Office (LBO).
- Launch of the Legislature's first website. Posted on the website are enrolled bills, Member directories and committee assignments, and rules of procedure.
- With support from NDI, the press and public affairs bureaus attached to each house now play an important role in informing the media and the public about lawmakers' activities.
- Preparing key committees for an active role in policy and lawmaking through an earlier seminar on Decentralization and this one on Gender Responsive Budgeting.
- NDI organized 6-days of orientation workshops for the Chief of Staff and most senior research aide of each Representative and Senator.

McCutcheon thanked the President and expressed how honored NDI was that she was contributing to this policy seminar.

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Empowering women is an ongoing process

Ellen Johnson-Sirleaf, President of the Republic of Liberia



President Ellen Johnson-Sirleaf emphasized that empowering women through the budget is an ongoing process. More women are being educated as teachers and have access to land, credit and technology. The traditional roles -- that the man is the head of the household but the woman is responsible for it -- is changing. Women's leadership has also been increased in society. But there is still a lot to do in this field.

The President pointed to the sections in the budget, where priorities are evident for gender mainstreaming. These include education of girls, founding boarding schools, and training girls in the skills of trading. There is also a focus on increasing women's participation in the labor force, such as improving the position of female farmers -- enhancing their capability for farming, storing, and marketing.

She underlined that these projects are a joint effort of international donors and the Liberian government. But having said that, the President also said to lawmakers: "come back to us to tell us what we missed in the budget regarding gender issues".

The President finished her contribution to the policy seminar by mentioning African countries like Rwanda, South Africa, Uganda and Mozambique that have laws to guarantee women's representation in their parliaments. She invited the newly installed Women's Caucus to table such a bill again and to go door-to door to their male colleagues to lobby for their support.

What is Gender Responsive Budgeting

Dr. Jacinta Muteshi-Strachan, International Expert



Introduction

President Ellen Johnson-Sirleaf, speaking at the Sixth Nelson Mandela Annual Lecture in Johannesburg, South Africa (2008) stated:

It is my hope that when history passes judgment on me, it will not just remark that I was the first democratically elected woman president in Africa - although I do believe that women's leadership can change the world.

I would like to be remembered for raising the bar for accountable governance in Liberia and across the continent:

- for designing institutions that serve the public interest;
- for turning a failed state into a thriving democracy with a vibrant, diversified private-sector-driven economy;
- for bringing safety and voice to women, for sending children back to school;
- for returning basic services to the cities and extending them to rural areas.

The executive has launched "Liberia Rising 2030" and Agenda for Transformation. The aim is to become a middle income country by 2030 characterized by sustainable and inclusive economic growth and development with improved quality of life for each citizen where inequality is drastically reduced.

This has to be reflected in the budget, because:

- the budget is the most important policy tool of government because, without money, government cannot implement any other policy successfully;
- the budget reflects the values of the country: who it values, whose work it values, and who it rewards.

What is Gender Responsive Budgeting?

- Means for determining and redressing any unequal effects of government revenue and expenditure policies on women and men.
- GRBs are government budgets based on appraisal of the different roles and needs of women, men, girls and boys.
- GRB is a tool that can be used to reflect the demands and needs of women & men as citizens throughout the budget process in order to increase allocations to gender equality.
- GRB is a mechanism for accounting direct and indirect effects of allocations and revenues on women and men.
- GRB is an instrument for tracing accountability to national, regional and international commitments to gender equality and Women's empowerment.
- IT IS NOT A WOMEN'S BUDGET!

Key Elements of GRB

- Identify, analyze and prioritize important gender issues in country.
- Measure to what extent government policies, programs and projects improve or entrench gender disadvantage and disparities.
- Check that budget spending allocations and revenue raising measures promote gender equality, women's empowerment, transparency and accountability.
- Monitor whether priority setting benchmarks, policy and guidelines are gender responsive, and geared towards equitable service delivery and results in transformative change.
- Monitor and Evaluate outcomes and impact of the budget annually.

Take gender into account

- Seek to understand the needs, concerns and interests of your citizens; who are SPECIFICALLY men, women, girls and boys.
- Work towards supporting greater equality between men, women, and girls and boys and empowering women. As the CORNERSTONE for achieving enduring development results.
- Seek to ensure that resources are used effectively for poverty reduction by ensuring that that needs of different social groups-men/women are given consideration in policy process. Through the PRACTICE of gender responsive budgeting.

Gender Equality is the cornerstone for enduring development results, because there is significant evidence:

- When female farmers are provided with equal access to inputs (seeds, fertilizer) and technology as men, overall yields improve by 20 to 30 percent. It is estimated that if female farmers were given the same inputs, they could single-handedly eliminate hunger for 100 to 150 million people worldwide.
- For countries that engage in extensive international trade (such as Liberia), gender equality makes the country more competitive due to the dramatic increase in the labor force.
- When women control a greater proportion of household resources, health and education outcomes for children (particularly girls) improve, decreasing the burden on governments and international aid organizations.

	1. TAKING GENDER INTO ACCOUNT: The Facts, the lives of Liberian						
	men and women						
•	• Reality check: (2007)						
	Socio-eco lives	Women	Men		Formal Economy sectors	Men	Women
3	Secondary or higher Education	7.7%	18.9%		Manufacturing	2	1
	Rural Literacy rates	26%	60%		Mining and panning	9	1
	Health: MMR	994/ 100,000			Forestry	4	1
	Labour force paid	8%	25.5%		Services	3	2
	Informal non agric labour	53.10%	39.86%		Agriculture and Fisheries	1	1

- Over 50% of all peace agreements fail within 10 years, in part because agreements are often negotiated by a small number of male ex-combatants who lack the foresight to address critical societal needs that ensure lasting peace.
- Politically empowered women "can change policy choices and make institutions more representative of a range of voices." Bringing critical social concerns to policymaker's attention.

Analyzing budgets as instruments for equitable development:

- Budgets are key to understanding a government's priorities and development agenda.
- National budgets are not objective or unbiased and impact differently and unequally on men, women, boys and girls.
- Undervaluing of women's unpaid work (care work) to the national economy.
- Budgets make visible extend of policy implementation.

Development of Gender responsive budget (GRB) tools:

• Several instruments that enable understanding, responses and monitoring of where the money is and what effects is money having.

CONCLUSION: Why GRB is important for Liberia's Vision 2030?

- Enhance accountability of government of elected officials with regards to development goals and visions. Where is the money? Putting the money where the promises are.
- Improve efficiency, because ensures that those who need it most benefit from public expenditures
- Improves transparency and reduces corruption because facilitates informed participation of poor women and men in planning and budgeting policies, making it possible for policy-making effectively to address the needs of the poorest and the powerless
- It strengthens equality and promotes progress towards gender equality goals of CEDAW and national legislations.

The obvious need to make the budget more gender sensitive and inclusive

Senator Peter Coleman, Chair of the Gender, Health, Social Welfare & Children Affairs Committee of the Senate



GRB is in its embryonic stage in our country despite its inclusion in the Liberian National Gender policy of 2009. Gender Responsive Budgeting (GRB) should be incorporated in the National Budget System in other to achieve government commitment on gender equity and equality. The objective will be to facilitate the development and implementation of gender budgeting where women and men will benefit from the national budget equally.

The GRB initiative seeks to create a direct linkage between social and economic policies through the application of gender analysis to the formulation and implementation of government budget. And the GRB helps government to understand how they may need to adjust the priorities and reallocate resources to live up to their commitment to achieving gender equality and advancing women's right as enshrined in various conventions such as CEDAW, Beijing Platform for actions and the Millennium Development Goals of which Liberia our country has ratified and acceded to.

Important policy instrument

From the analysis of our present Draft Budget, it is strikingly evident that there is no specific mention of GRB. Allocation to gender specific projects is almost nonexistent besides three small projects totaling less than a million. Allocation to the Ministry of Gender & Development, even though has increased as compared to the last budget, but most of this funding is being provided by donors. Budget is an important policy instrument that any government uses to carry out its policies in all social and economic areas of a given country.

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GRB analysis reveals budgetary promotes and discrepancies between what a government says it is doing and the actual impact of their policies. The national Draft Budget from this initial analysis does not appear to be gender sensitive and inclusive as it does not seek to address the issues of gender equity but rather increases the marginalization of women thereby diminishing their access to services and resources.

Abject poverty

As a social worker, I am of the conviction that a lot more resources need to be allocated to the empowerment of women in our rural communities as this will improve the economic condition of the family and the larger society. With barely less than three years ago before 2005, with such a gender insensitive budget, it will be impossible to meet any of the Millennium Development Goals targets. Our country continues to be one of the countries with very high maternal mortality rate (death due to pregnancy and childbirth).

Further analysis of the draft national budget revealed very little allocation to immunization of our children, the most cost effective public health initiative that is reducing child mortality around the world (including Liberia). We are still depending on donor funding to procure vaccine for our children and pregnant mothers. Of the one billion people that are living in abject poverty, the overwhelming majority are women; unemployment effects mainly women and this complicates the existing, precarious condition of women especially in developing countries including Liberia. One fourth of all households worldwide are headed by women and female maintained households are among the poorest.

Consistency between economic goals and social commitment

There is an obvious need to scrutinize this draft budget by applying the principles of GRB to make it more gender sensitive and inclusive. By application of GRB, we can ensure greater consistency between economic goals and social commitment that will subsequently lead to more efficient use of resources.

GRB will greatly improve efficiency by ensuring that expenditure benefit the vulnerable, marginalized group of citizens that is, those who need it most.

- GRB will improve monitoring to know whom government services are reaching;
- Track implementation and reduce corruption;
- Improve transparency and accountability;
- Ensure that the Government is living up to its international commitment.

Focus on the entire budget

Annette Kiawu, Deputy Minister of Gender and Development



Introduction

- Governments around the world are reforming their budgetary processes, moving more and more toward gender-responsive budgeting initiatives since the end of the World Women's Conference in Beijing, China.
- Gender Responsive budgeting (GRB) is government planning, programming and budgeting that contributes to the advancement of gender equality and the fulfillment of women's rights.
- It entails identifying and reflecting needed interventions to address gender gaps in sector and local government policies, plans and budgets. GRB also aims to analyze the gender-differentiated impact of revenue-raising policies and the allocation of domestic resources and Official Development Assistance.
- GRB initiatives seek to create enabling policy frameworks, build capacity and strengthen monitoring mechanisms to support accountability to women.

What are Program strategies in gender responsive budget?

• Program strategies in gender budget are a set of program activities designed to achieve specific gender goals or objectives.

Importance of program strategies

• Program strategies are entry points for gender mainstreaming.

How is gender responsive budget implemented?

- Focus on the entire budget.
- Address budgeting and resource allocation processes.
- Target resources towards equalizing women's and men's, girls' and boys' benefits from public services.
- The result is a gender balanced budget.

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How are Program strategies implemented in Gender responsive Budget?

- It is important to collect all data necessary in order to implement specific programs.
- Those involved in financial planning must have planning data that reflect needs of men/women and boys/girls differently.
- Using data disaggregated by sex, the goal, objectives, activities, budget and indicators of a particular programme will be clearly stated.

Criteria for implementing a good gender responsive budget

• A good gender responsive budget relies on data so that policies programs and budgets can be evidence based rather than based on assumptions.

require a data disaggregated by sex to sate the percentage.

• Data is needed in different stages of the budget process: For instance: *Continuation from primary to secondary education, which goal is to reduce gender inequality in education, with an objective of increasing gender equality in education by certain percentage, the number of women and men, girls and boys reached,*

Stages in programming strategies & implementation

- Situation Analysis: Describes the situation of women & men, girls & boys.
- Problem Analysis: Reflects delivery of the programs and projects.
- Identification of strategies: The strategies should consider the needs of female and male citizens.
- Identification of Objectives: Ensures that resource allocation matches the policy objectives and is adequate for the delivery of programs.
- Logic of the Intervention: choose programs according to priority, i.e. to choose those which have the most potential of making a positive difference in terms of gender equality.
- Implementation: This is carried out by Government technocrats.
- Monitoring and Evaluation: Data is needed to show the impact of the policies and programs, that is whether they have made a difference to the situation of the people of the country.

Levels of Gender Budget implementation

- Government level: At this level, influence can be brought to bear on the budgets of line Ministries and Agencies to take decisions in favor of a programming strategy and implementation.
- Ministry: At this level, heads of those institutions exercise oversight on their subordinate and are able, therefore to initiate, support and co-ordinate programming strategies to support gender budgeting.

Conclusion

- All of the stages should lead to gender equity and equality .
- Timeline should be considered at each level.

Role of the Legislature in implementing Gender Responsive Budgeting

Senator Jewel Howard-Taylor



Introduction

The focus of this presentation is on three aspects:

- Functions of the Legislature in relation to Gender Responsive Budgeting (GRB).
- Strengthening the roles of the Legislature in GRB.
- The role of the Legislature in Strengthening participatory democracy in GRB process.

Meaning of GRB

GRB is a method of examining a government's budget:

- To determine how it impacts citizens (women and men) of different social and economic groups.
- To make the necessary adjustments to ensure equality.

The key-issues of GRB are twofold:

- Ensure the full participation of all citizens "under conditions of equality".
- "Advance the general welfare" and economic development of the nation.

Key questions are the following:

- How does the Legislature use gender budgeting to ensure full participation of all.
- How does the Legislature use gender budgeting to advance the general welfare and economic development of the nation.

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The impact of the budget is to reflect:

- Equality;
- Advancement of the general welfare of all;
- Economic development.

The functions of the Legislature

REPRESENTATION: DONE THRU INTERACTIONS WITH THE CITIZENRY

- Discuss and consider the needs, aspirations and hope of our people.
- Bring these opinions and wishes (needs, aspirations and hope) to the Legislature.
- Consult and work with other lawmakers to forge a holistic program of action for the National Budget to serve as the tool for the expression and realization of the hopes and aspiration of the citizenry.

LAWMAKING: DONE BY ENACTING LEGISLATION AND LAWS THAT SECURE THE WELFARE OF THE CITIZENRY

- Make laws to promote the needs of the citizenry by reflecting equality.
- Ensure that these laws stimulate the advancement of the general welfare of all and prohibit misuse of power and resources.
- Make laws that provide an environment for economic development to benefit all of the citizenry.

OVERSIGHT: DONE BY MONITORING THE ACTIVITIES OF THE EXECUTIVE BRANCH

- Ensure that Government programs thru the budget are implemented efficiently and effectively in a manner that reflects equity for men and women of the country.
- Oversee policy implementation to make sure that government policies are having the intended impact on men and women as reflected by the budget.

HOLDING GOVERNMENT ACCOUNTABLE

By monitoring and examining government policy implementation thru:

- Periodic discussions with relevant ministries and line agencies.
- Review of performance reports.
- Public hearings and open forums.
- Information dissemination about government performance to citizens.

What Does the Legislature Achieve in Promoting GRB?

- Framing political agendas into policies that are translated into decisions in determining spending priorities that promote equality.
- Providing a venue for budget advocacy to minimize inequalities in the budget.
- Creating attention on the need for gender equity in the allocation of resources and opportunities thru the budget.
- Transmitting information necessary for citizens to understand the shifts and adjustments in the budget.
- Analyzing the extent to which the budget reflect the policy priorities of governments and the extent to which it impacts the different situation of women and men.

Strengthening Legislature role in GRB

- Conduct research on the gender status of citizens of this country.
- Analyze the findings and use the result as an advocacy tool.
- Advocate to reduce gaps in budgetary allocations based on the result.
- Ensure gender equity in all budgetary allocations.
- Monitor and evaluate budgetary spending to determine the impact of gender equity on lives of citizens.

Promoting Participation in GRB

- The Legislature should encourage citizens' assertiveness to ensure a gender sensitive budget process.
- The Legislature should provide an enabling environment for active civic participation, especially for gender organizations, in the budget process.
- Gender budget initiatives must also be opened to the civil society.
- The executive branch through the Ministry of Finance should be willing to open up the budget process so citizen's representatives and citizens group can participate more fully in determining budget priorities.

Conclusion

- Like any new idea, gender budgeting needs pioneering. The 53rd Legislature needs leaders to pioneer the idea.
- The budget is an important instrument for driving the Poverty Reduction Strategy. Gender budgeting can be applied to address poverty among women and men of different social and economic categories.
- Partnerships with civil society, academia, journalists and government planners must be considered a driving force for this initiative. Each category brings skills and visions to the budgeting process. One critical factor for the success of gender budgeting is the level of awareness that will exist in the legislature and civil society.
- Gender budget reports need to be developed and perhaps summarized into easy to read briefs for legislators and citizens.

Recommendations

- The Legislature needs a strategy for gender mainstreaming. The Legislative Budget Office (LBO) must provide gender analysis of all budgets to assist legislators get an effective check on programs intended to reduce gender gaps.
- Gender budgeting initiatives thrive best in parliaments where the right of women and other marginalized groups to participate is already well-accepted. The 53rd Legislature must encourage a greater role of female legislators.
- Gender analysis of budgets is a new area and does not deliver immediate results. Often it is not possible to make much headway when there is not sufficient gender-desegregated data. The Legislature must work with the executive branch to ensure the availability of sufficient gender-desegregated data.
- The Legislature must put in place mechanisms to request the need to have reports provided by the executive branch reflect gender desegregation. Those reports need to have summaries that are easy to read briefs for legislators and citizens.

Program Wednesday 27th of June 2012 Policy Seminar Joint Chamber Capitol HillImage: Comparison of the Women Legislative Caucus of Liberia Policy Seminar on Gender Responsive Budgeting 'A Social Challenge'					
Time	Activities	Presenter/Facilitator			
9:00-am – 10.00am	Registration	Participants			
10.00 – 10.30am Installation of the Women Legislative Caucus of Liberia Welcome Geraldine Doe-Sheriff					
	Installation of Officers of the WLCL	Secretary, WLCL Gloria M. Scott Former member, WLCL Josephine M.G. Francis Chair of the Women			
Inaugural Statement		Caucus			
10.30am – 12:15pm Policy Seminar What is 'Gender Responsive Budgeting' and what are the challenges? Moderator: Eva Flomo					
10:.30am – 10:40am	Opening remarks	Mariamu Fofana Chair of the Gender & Child Development Committee of the House			
10.40am- 10:50am	Introduction of the Seminar	Aubrey McCutcheon Country Director NDI			
10.50 am- 11.05 am	Keynote Address Empowering through the Budget: The role of female lawmakers in gender budgeting	Ellen Johnson-Sirleaf President of Liberia			
11:05am – 11:15am	Coffee/Tea Break				
11:15am – 11:55am	Introduction: What is Gender Responsive Budgeting?	Dr. Jacinta Muteshi International expert			

	Challenges: Not a technical but a social issue	Peter Coleman Chair of the Gender, Health, Social Welfare & Children Affairs Committee of the Senate			
11:55am – 12:15pm	Questions/answers and Discussion				
12:15pm-1:15pm The role of the Legislature and other stakeholders to a meaningful implementation of Gender Responsive Budgeting					
12:15pm – 12:55pm	Programming strategy & implementation plan Role of Legislature and other stakeholders	Annette M. Kiawu Deputy Minister Gender & Development Jewel Howard-Taylor Member of the Senate			
12:55pm – 1:15pm	2:55pm – Questions/answers and Discussion				
1:15pm – 2:15pm Closing and Lunch					

NDI Policy Seminar - Gender Responsive Budgeting				
June 2'	7, 2012			
Senate	Wilmot J. Yarsiah			
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Sen. Thomas S. Grupee	T. Nancy Gaye			
Sen. Clarice A. Jah	Madea Badio			
Sen. Geraldine Doe Sherif	Wesley D.M. Nyenatoh			
Sen. Jewel Howard – Taylor	Felix B. Murray			
Sen. Peter Coleman	Hezekiah Bolue			
	James M. Kolleh			
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List of participants NDI Policy Seminar - Gender Responsive Budgeting June 27, 2012

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