

Training manual
GENDER RESPONSIVE BUDGETING (GRB)



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MODULE I: BASIC CONCEPTS IN GENDER RESPONSIVE BUDGETING

Module objectives

- *To create a common understanding of the meaning of gender and budgeting.*
- *To introduce some basic gender concepts and gender analysis tools.*

SESSION 1: BASIC CONCEPTS ON GENDER

Sex and gender

The term sex refers to biological differences between females and males. For the vast majority of people, the biological sex does not change over time. The term gender refers to the different social roles, responsibilities and identities of women and men and the power relations between women and men in a given society. Gender roles and relations differ across countries and cultures, and may even differ among different groups in one society. Gender roles and relations are not static, but subject to change.

Gender Analysis

This refers to the study of differences in the conditions, needs, participation rates, access to resources and development, control of assets, decision-making powers, etc. between women and men and their assigned gender roles.

Gender equity

Gender equity refers to the process of being fair to women and men, mainly achieved by putting in place strategies and measures that are meant to compensate for constraints that prevent women and men from operating on a level playing field. Equity leads to equality.

Gender equality

Gender equality on the other hand requires equal enjoyment by women and men of socially valued goods, opportunities, resources and rewards. Where gender inequality exists, it is generally women who are excluded or disadvantaged in relation to decision-making and access to economic and social resources. Therefore, a critical aspect of promoting gender equality is the empowerment of women, with a focus on identifying and redressing power imbalances and giving women more autonomy to manage their own lives. Gender equality does not mean that men and women become the same; only that access to opportunities and life chances is neither dependent on, nor constrained by, their sex.

Gender impact assessment

Examining policy proposals to see whether they will affect women and men differently, with a view to adapting these proposals to make sure that discriminatory effects are neutralized and that gender equality is promoted.

Gender sensitive budgets

Gender-sensitive budgets' are not separate budgets for women, or for men. They are attempts to break down, or disaggregate the government's mainstream budget according to its impact on women and men, and different groups of women and men, with cognizance being given to the society's underpinning gender relations. The implication is not that a numerically equal amount of

expenditure in all programmes should accrue to males and females. Males and females may have different needs, warranting differential allocations of expenditure.

Gender Mainstreaming

GRB initiatives that promote equality between men and women are referred to as 'gender mainstreamed'. This is a process through which gender considerations are incorporated into economic and social policy of government institutions and programmes. Gender mainstreaming requires gender responsive policy. When gender equality considerations are incorporated into policy making, the concerns and needs of both women and men become integral part of the design, implementation, monitoring and evaluation of policies and programmes in all sections of society.

Budget systems

Budgets can be presented in different ways. *Line item* budgeting system provide information about the amount of money spent on different items such as salaries, operation and maintenance, allowances, etc., as well as on different ministries/agencies. They however do not include information about the activities, outputs and outcomes funded by the budget.

On the other hand, *programme-oriented* or *performance-based* budgeting links the amount of money spent with results (outputs and outcomes) and, thus, allows for the monitoring of the achievement of set goals and targets. Performance budgeting facilitates a closer link between strategic planning and medium-term & annual budgeting and performance management.

Story of the Fox and the Crane

Equal treatment does not mean the same treatment

The Fox invited the Crane to dinner. He served the food on a large flat dish. The Crane with her long, narrow beak could not eat.

The Crane invited the Fox to dinner. She served the food in a deep vase, and so the Fox with his short, wide face could not eat.

Both friends had an equal opportunity for nourishment, but each time one of them could not take advantage of this opportunity.

*The development challenge in every case is to identify barriers to the opportunities that exist, and custom design the interventions that will **lead to equality of outcome.***

Exercise: Gendered roles of women and men

1. Please define the roles of women and men in your country (reproductive, productive, economic and community) Are they paid or unpaid?
2. Please make a note of the government's policies that support these different roles.

Definitions

Reproductive role:
Encompasses tasks such as bearing and rearing children and housework.

Productive role:
Covers the tasks that society usually acknowledges as work.

Community role:
Encompasses the tasks that women and men perform in maintaining the life of the

			community outside their immediate households.
Roles of women			
Supporting government's policies			
Roles of men			
Supporting government's policies			

SESSION 2: GENDER RESPONSIBLE BUDGETING

Defining Gender Responsible Budgeting

The GRB initiatives are one of the key tools for promoting gender equality and women's rights by influencing budgets. They can help bridge persistent inequalities between women and men and facilitate development by integrating gender issues into macroeconomic policy and budgets. Thus gender responsive budgets policies can contribute to achieving the objectives of gender equality, human development and economic efficiency.

Gender responsive budgets are concerned with assessing what goods and services government produce and the impacts of government policies and budgets on men and women, boys and girls. Implementation of performance and programme based budgeting advances the goals of gender responsive budgets mainly through incorporation of specific gender disaggregated performance indicators i.e. input and output measures.

The goals of gender responsive budgets can vary according to the particular political and social context of the country and the institutional arrangements underpinning their implementation (Sharp, 2003). However, the most common goals of gender responsive budget initiatives are:

- To raise awareness among stakeholders of gender issues and impacts embedded in budgets and policies;
- To make governments accountable for translating their gender equality commitments into budgetary commitments;
- To change budgets and policies to promote gender equality.

The increasing interest in gender responsive budgets reflects a growing awareness of the importance of public resource allocations for gender equality. A significant gap can exist between the gender equality commitment of a government and the policies and programs funded by its budget (Sharp 2003). Many gender equality initiatives are never implemented because they do not form part of the budgetary decision making processes of government.

According to UNESCO (2010) gender responsive budgeting is important for the following reasons:

- It helps to create understanding on, and illustrates the existence of inequality in budgetary impacts on women compared to men;
- It is a tool for increasing accountability and accelerating the implementation of commitments to gender equality and human rights;
- It is useful for increasing the efficiency of government budgets by allowing better informed financial resources allocation;

- It increases the effectiveness of both policies and programs by assessing whether the stated objectives are achieved; and
- It leads to transparency, accountability, predictability and participation in budget making.

Gender responsive budgeting aims at mainstreaming gender into public finance. The process of gender responsive budgeting eventually results in gender responsive budgets. Gender responsive budgets are not separate budgets for women/men, but instead, general budgets that are planned, approved, executed, monitored and audited in a gender-sensitive way. Different dimensions need to be considered when looking at budgets from a gender perspective such as:

- In Kenya a large part of expenditure is spent on public employment. Are women employed as civil servants to the same extent as men and at the same grades, thus benefiting equally from public expenditure?
- Women as users of publicly funded services may have different needs and priorities to men due to their different social roles and responsibilities. Are they equally taken into consideration
- Government transfer money to private households in the form of pensions, social security payments, and relief payments after natural disasters, etc. Do women have the same entitlements to these payments as men?
- Women and men have different time-use patterns. It is a well-established fact that women spend more hours than men doing unpaid work, while men conversely spend more hours doing paid work. In total, women work longer hours per week than men. Budget allocations may increase or decrease the workload of either sex.
- Women's priorities will only be taken into account if they are sufficiently represented in budget decision-making positions.

To reduce gender inequalities that leave women in a less favorable situation, targeted women-specific policies have to be implemented in addition to general gender mainstreaming, until a level playing-field is established.

These policies must be conducive to empowering women and to overcoming gender stereotypes, and sufficient funds should be allocated to them. In distinction from other budget initiatives that focus on the distributional impact of budgets, such as pro-poor budget initiatives, gender responsive budgeting does not treat households as a single unit but instead highlights that the access to and control over resources and the bargaining power of household members differ. Empirical studies from several countries clearly show that women tend to spend money on their families' and children's welfare (nutrition, clothes, education) while men tend to spend on their own leisure activities. It therefore makes a difference whether public expenditures are targeted at women or men, or if revenue-raising fall predominantly on women or men.

Gender responsive budgeting explicitly takes into account the unpaid care work which all over the world is undertaken primarily by women. Unpaid care work involves activities such as housework, childcare, and care for others in the household that is done on an unpaid basis by family members. This work is not covered by the System of National Accounts (SNA) which provides the rules for computing gross domestic product (GDP) and thus the statistics for macroeconomic policy decisions. The care economy therefore remains invisible, although it is of utmost importance for the functioning of the market economy and for the maintenance of the social framework of a society. Gender responsive budgeting aims at:

- Formulating the budget in a gender-responsive way;

- Linking gender responsive policies with adequate budgetary funds;
- Linking policies to empower women and to fight against gender based violence with adequate budgetary funds;
- Executing the budget in a way that benefits women and men, girls and boys equitably;
- Monitoring the impact of expenditure and revenue raising from a gender perspective;
- (Re)prioritizing expenditure and (re)formulating revenue raising policies in a gender equitable way by taking the different needs and priorities of women and men, girls and boys into account

SESSION 3: SUMMARY: GENDER RESPONSIVE BUDGETING CONCEPTS

Gender and budgets

Budgets are the most important policy tools available to a government and reflect its political priorities. Although the numbers and figures compiled in the budget documents might seem gender-neutral, empirical findings show that expenditure patterns and the way that a government raises revenue have a different impact on women and girls as compared to men and boys, often to the detriment of the former. This is due to the socially determined roles that women and men play in society, the gendered division of labor, different responsibilities and capabilities, and the different constraints that women and men face, which normally leave women in an unequal position in relation to the men in their community, with less economic, social and political power.

Gender responsive budgeting

Gender responsive budgeting is an approach designed to mainstream the gender dimension into all stages of the budget cycle. In general, gender responsive budgeting aims at analyzing the different impacts of a state's national and local expenditure as well as revenue policy on women and girls, and on men and boys, respectively. In addition to the impact analysis, gender responsive budgeting comprises making proposals to reprioritize expenditures and revenues, taking into account the different needs and priorities of women and men. Depending on the country-specific context, other factors of inequality may also be focused on, such as age, religious or ethnic affiliation, or the place of residence (urban/rural, different provinces).

Gender responsive budgets

The gender responsive budgeting process aims at producing gender responsive budgets. These budgets (which are synonymous with gender-sensitive budgets, gender budgets and women's budgets) are not separate ones for women, but rather government budgets that are planned, approved, executed, monitored and audited in a gender-sensitive way.

How does gender responsive budgeting differ from other budget initiatives?

In distinction to other budget initiatives that focus on the distributional impact of budgets, such as pro-poor budget initiatives, gender responsive budgeting does not treat each household as a unit, but instead highlights the fact that access to and control over resources and the bargaining power of household members differ. It also explicitly takes into account unpaid work in the reproductive sector, which is primarily undertaken by women all over the world, yet is not covered by the System of National Accounts (SNA), which provides the key statistics for macroeconomic policy decisions. Thus, the so-called care economy remains invisible, although it is of utmost importance for the functioning of the market economy and for the maintenance of the social framework of a society.

ADVANTAGES OF GENDER RESPONSIVE BUDGETING

Monitoring of the achievement of policy goals: Gender responsive budgeting provides a tool for monitoring the extent to which the Sustainable Development Goals and other policy goals have been achieved in a gender aware manner.

Poverty reduction: Although the available statistical data on income poverty cannot provide incontrovertible evidence that women are always more affected by income/consumption poverty than men, it is widely acknowledged that women fare worse than men with respect to social indicators; that women and men experience poverty differently (and that women experience it more severely); and that both face different constraints to overcome poverty. Women are also more affected by time than men. If women's needs are not taken into account on equal terms, there is the risk that poverty reduction policies will fail.

Enhancing economic efficiency: Several studies have shown that there is a positive correlation between diminishing gender inequality and higher growth rates. Women's productivity increases disproportionately if their access to information, credit, extension services, inputs and markets is enhanced and if their time burden is reduced through, for example, investment in labor-saving infrastructure.

Achieving gender equity/equality: Achieving gender equity requires equality of outcomes for women and men. This implies the recognition of the different needs, preferences and interests that affect the way women and men benefit from the same policies.

Advancement towards the realization of women's rights: Gender responsive budgeting seeks to measure the gaps between policy commitments with respect to human rights and women's rights instruments (including the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW), the adequacy of resource allocation, and the outcomes of policies.

Achieving good governance: The process of improving the delivery of goods and services to women, men, girls and boys in a fair, just, and responsible way has to be considered as an integral part of the definition of good governance. Good governance requires a participatory approach to the policymaking process, so that the different perspectives of different groups of citizens, including women, are represented.

Enhancing accountability and transparency: Gender responsive budgeting is a powerful tool for highlighting gaps between international commitments (such as those established at the Fourth World Conference on Women in Beijing in 1995, as well as in national policy documents), and the amount of public spending earmarked for the achievement of gender-specific benchmarks and targets. Gender responsive budgeting necessitates the availability of sex-disaggregated data plus access to programme information. By tracking how allocated money is spent, gender responsive budgeting increases both accountability and transparency.

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The story of Ndabaga is a tale of a couple that gave birth to one only child – a girl. The tradition was such that every man had to go to the king's camp where he would only be replaced by his son or die there. Ndabaga's father left for the king's service while mother stayed with her daughter and never told her where her father lived despite her incessant questions. With her own investigation, Ndabaga knew that her father had been kept captive at the king's camp because he had not any son who could replace him. So, she decided to learn skills and practices that were usually meant for boys. She even went further to squeeze her breasts to look physically like boys. Thanks to her hard work and practice, she was performing better than anyone else. When Ndabaga felt confident enough, she headed to the king's camp. She met her father who was bewildered by his daughter's proposal to replace him. She revealed him everything she did to come over to him. On his turn, he introduced her to the king, disguised as a boy. But other men were quick to say that this man had signed that he did not have any replacement, thus he was doomed to die in the camp. No sooner had they spoken than Ndabaga roared and made the crowd shut up. Her father was freed the following day.

In the camp, Ndabaga excelled in whatever she was asked to do and was always the best: shooting, high jump, and so on. The king was impressed by her extraordinary performance and promoted her to head part of the men in the camp. After some time however, she was uncovered by men who had suspected her and kept vigil on her. They reported to the king who was furious. He planned to find out by himself, wrestled with her for many days and never threw her to the ground. At last, the king asked her to sincerely tell him the truth. She confessed that she was really a girl, and added that she acted as a boy to replace her father and restore her mother's image which had been tarnished because she had given birth to a girl. The king acknowledged extraordinary deeds of Ndabaga and made her leader of his army. From then on, the king discharged all the men who had been kept captive at his camp and appreciated that girls and boys are equally valuable.

Reflections from Ndabaga's story

1. Let the participants' comments on what they can learn from the story, their reflections on characters, possible change in society, and the context of the tale with regard to gender situation today. What has changed?
 - a. Which traditional practices and hindering gender equality in your community/region?
 - b. Do we still have activities/roles/positions exclusively meant only for girls or boys?
 - c. Parents/societal consideration for children – are they treated equally in access to resources, information and opportunities
 - d. Is it possible for females to work hard and push for their recognition and take up their positions in leadership?
 - e. Are our communities still held captive by our retrogressive cultural practices that are creating discrimination and thus hindering equal treatment of boys/girls, men and women

What are your other reflections of the story, you can reflect on each character?

Further Reading

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MODULE 2: GENDER RESPONSIVE INITIATIVES

Module objectives

- *This module is aimed at providing a basic understanding of the need and how to carry out gender responsive budgeting*

Gender budgeting is not a new concept in Kenya, but the practice of gender responsive budgeting has taken too long to pick up within the budget making processes in the country. Gender responsive budgeting is an application of gender mainstreaming in the budgetary process. It subsumes a gender-based assessment of budgets, incorporation of a gender perspective at all levels of the budgetary process and restructuring revenues and expenditures to promote gender equality.

Session 1. Gender Responsive Budgeting: International Experience and Best Practice

The world's first gender responsive budgeting initiative (GRBI) was established in Australia in 1984. The government-led initiative covered the budgets of the federal, state and territorial governments, and assessed the impact of expenditures and some elements of revenue on women and girls. The results were published in women's budget statements that were presented together with the annual budget documents. Since the Fourth World Conference on Women held in Beijing in 1995, GRB initiatives have been established in more than 60 countries across all continents, and the number is still growing.

South Africa

One of the best documented GRB initiatives was established in South Africa in 1995 after the end of apartheid. In contrast to the government-led Australian initiative, the South African Women's Budget Initiative (WBI) was led by two policy research nongovernmental organizations (NGOs) and a parliamentary committee. Within the first three years of operation, the initiative analyzed all 27 votes of the national budget from a gender perspective, and later also focused on local level budgets and revenues. The detailed findings of the research from the first few years were published in a series of books. In addition, the initiative produced shorter easy-to-read booklets that summarized the research findings and were disseminated to a wider public. In cooperation with the gender training network (GETNET), the WBI also developed workshop material for capacity-building activities related to gender responsive budgeting.

Tanzania

Tanzania's Gender Budgeting Initiative (GBI) began as a civil society idea involving more than 20 NGOs (UNIFEM, 2001). Their strategy focused on lobbying policy-makers, economists, statisticians and researchers to adopt more progressive and gender equitable approaches to development. The main objective of the GBI was to strengthen consensus building, collective action and advocacy skills for women's and human rights groups as regards gender equity and equality in policy making and the budgeting process. The GBI sought to examine the national budgeting process by assessing how public resources are allocated and how the allocation impacted on women and other groups, such as youth and poor men. The second phase entailed campaigns focusing on provision of popular information to educate Tanzanians on how

macroeconomic issues and policies, budget processes, resource allocation and implementation affect them. Some of the Tanzanian achievements (Mhina, 2007) with regard to GRB include:

- Creation of pilot sectors for institutionalizing gender mainstreaming and budgeting interventions in Health, Education, Agriculture, Water, Community Development and Local Government.
- Public review of 2004/05, 2005/06 and 2006/07 budgets from pro-poor and gender equity focus.
- Government recognition and commitment, regularly reflected in budget speeches such as the President's Office, Ministry of Planning and Privatization, which initiated gender mainstreaming in planning and budget processes.
- The Tanzania Gender Networking Programme (TGNP) successfully managed to influence the budget guidelines to incorporate gender issues. For example, in the "Guidelines for the Preparation of The Medium Term Plan and Expenditure Framework for 2000/01- 2002/3", issued by the Planning Commission, the government directed its accounting officers in the eight ministries (Community Development, Women Affairs and Children; Education and Culture; Health; Water, Energy and Minerals; Regional Administration and Local Government) to consider the following gender budgeting aspects: (i) Capacity building in gender analysis in projects and programmes. (ii) Identifying priority gender concerns in reducing gender inequality and inequities. (iii) Indicating gender objectives in their action plans. (iv) Utilizing gender disaggregated data from sector planning units. (v) Setting up gender monitoring indicators.
- Continued mainstreaming of gender into policies, plans and strategies at all levels was confirmed as a priority area for resource allocation in the medium term.

Morocco

Looking at the Moroccan experiences (Chafiki & Touimi-Benjelloun, 2007), the GRB project was set up in two phases: the first one (2003-2004) enabled the sensitization of ministries and the elaboration of tools as articulated in the Practical Guide and GRB Handbook. The handbook on Gender Responsive Budget was prepared for capacity building of budgeting and planning managers in every line ministry in the gender analysis of budgets. The handbook was meant to serve as a normative framework for the implementation of the results oriented budget reform; and for the identification of the entry points for the integration of gender concerns within the planning and programming budget process. The second phase (2005-2008) entailed the institutionalization of the Gender Report, which accompanied the Finance Bill. The gender report analyzed the gender dimensions of public policies and budgets and their impacts on the population. It also reinforced the accountability of the Moroccan government and its commitment towards gender equality and human development. It stressed on the successes and gaps of the policies in meeting women's and men's needs, thus affecting the decision-making processes. The Gender Report was prepared in a participatory and evolutionary manner, including a larger number of ministries each year. More refined statistical tools to ensure gender responsive data and indicators were developed through an exhaustive review of the national information system and the implementation of a pilot survey at a communal level for the establishment of a community-based monitoring system, and an estimation of the costs of achieving the MDGs in a gender responsive manner.

The Moroccan experience (UNIFEM, 2007) can be cited as one of the successful GRB initiatives in Africa. Morocco's entrenching of GRB as a backbone of the entire budgeting process is a critical example of using a gender mainstreaming strategy to achieve the Sustainable Development Goals. Some of the lessons from The Moroccan experience are:

- i. Finding and investing in the right entry point: A critical success factor in Morocco was the ownership that the Ministry of Finance took of the initiative and the time spent in building the capacity of its staff. The ministry offered a strategic entry point. This can vary from country to country; the key point is that the identification of the 'engine' for the GRB initiative is a critical first step.
- ii. Ensuring broad involvement and ownership over the long term is also critical.
- iii. Homing in on high-leverage sectoral priorities for achieving gender equality: While integrating the GRB initiative in the overall budget process is important, concrete results can be achieved more quickly and recognized through analysis and action taken on sectoral budgets. Identifying critical sectors for enhancing gender equality and women's empowerment – and bringing key actors from sectoral ministries and programmes into the initiative at an early stage – must be a key part of the strategy.

In general, gender budget initiatives worldwide have usually focused on strategies designed to raise awareness about gender in policies and budgets, such as collecting gender disaggregated data, training budget officials or developing gender-sensitive analyses of programmes and policies (Sharp, 2003). However, it is now widely acknowledged that gender budgets have not yet fulfilled their potential and need to extend their strategies, especially bridging the gap between undertaking gender sensitive analyses and formulating a gender sensitive budget. It is argued that GRB initiatives have been limited in achieving both accountability and changes to policies and resource allocations (Sharp, 2003). As a result, gender responsive budget initiatives are weakened as a strategy for imbedding gender into the mainstream policy and budgetary processes and outcomes. A key question for gender responsive budget becomes: how might performance oriented budgets contribute to these 'higher level' goals of accountability and changing resource allocations?

Session 2. Legal Frameworks on Gender mainstreaming in Kenya

Gender mainstreaming is the process of assessing the implications for women and men of any planned action, policy or programme, in all areas and at all levels before any decisions are made and throughout the whole process. It is a strategy for making women's as well as men's concerns and experiences an integral dimension of the design, implementation, monitoring and evaluation of policies and programmes so that both women and men benefit and inequality is not perpetuated. Gender mainstreaming is not a goal in itself but an approach for promoting gender equality.

According to the National Policy on Gender and Development, the need for a national policy arose from the government's realization that without a coherent and comprehensive overall framework for guiding gender mainstreaming within different sectors and ministries, enormous resources may continue to be misplaced.

Kenya's participation in the first UN Conference on Women in 1975 in Mexico set in motion the process which led to the establishment of the Women's Bureau in the Ministry of Culture and Social Services in 1976. The Women's Bureau as a national machinery was mandated with the advancement of women in social, economic and political development including: policy

formulation, implementation, monitoring and evaluation, co-ordination of government initiatives and programmes for women, collection and analysis of gender disaggregated data and information, and support to and liaison with NGOs, women's organizations, and other stakeholders.

Kenya recognized the importance of international and regional treaties, conventions and agreements/instruments and their role in promoting gender equality and gender equity. In 1984, Kenya signed and ratified CEDAW; in 1985 the Nairobi Forward Looking Strategies for the Advancement of Women (NFLS) was adopted, the Beijing Platform for Action (BPFA) in 1995 and in November 1996, the National assembly adopted the motion for the implementation of the BPFA; MDGs were signed in September 2000; the resolution of the African Union Summit (September 2004) on employment creation and poverty alleviation; Convention of the Rights of Children (CRC) 1989; United Nations Declaration on Violence Against Women (1993); International Conference on Population and Development (ICPD) 1994.

The commitment of the Government of Kenya to mainstream gender in national development for equitable growth and poverty reduction is also evidenced by the establishment of different national machineries with different but complementary roles. The Ministry of Gender, Sports, Culture and Social Services was established in the year 2003 this marked the beginning of a focused consideration of the situation and status of women and their participation in various spheres of life in the country. In December 2004, the Department of Gender was introduced in the Ministry of Gender, Culture, Sports and Social Services, and assigned the task of providing technical support for promoting the range of mechanisms in gender mainstreaming. This includes aspects of policy, plans, programmes and laws. The National Commission on Gender and Development (NCGD) was also established in 2004. It is mandated to coordinate, implement and facilitate gender mainstreaming in national development and to advise the Government on gender concerns. The Commission's core mandate is to undertake lobbying and advocacy, monitoring and evaluation, and oversight for legal reforms on issues affecting women and girls. Gender desks were also established in every ministry to sensitize ministries on gender and push for gender mainstreaming in policymaking, planning, budgeting, implementation, monitoring and evaluation. A gender database was also created by the Ministry of Gender, Children and Social Development in 2009.

In addition to creation of national machineries, several policy documents relating to gender have been developed and adopted, key among them: The National Gender and Development Policy (2000); The Sessional Paper No. 2 of 2006 on Gender Equality and Development; Gender Mainstreaming Implementation Plan of Action (2007) and; Monitoring and Evaluation Framework for gender mainstreaming (2009). The Sessional Paper No. 2 of 2006 provides a framework for the operationalization of gender mainstreaming in policy, planning and programming in Kenya. It outlines strategies for implementing programmes in the macro-economic framework, law and administration of justice, education, health, agriculture, environment and information communication technology (ICT).

The *National Gender and Development Policy* provides a framework for the state to reduce gender imbalance and inequality. The policy framework captures and re-iterates Kenya's commitment to the international treaties the country has signed for their potential as mutually supporting processes for the advancement of gender equality. The overall objective is to promote women's empowerment and mainstreaming of the needs of women, men, girls and boys in all

sectors of development so that they can participate in and benefit equally from development initiatives.

The Gender Mainstreaming Implementation Plan of Action is anchored on the National Policy on Gender and Development (2000) and the Sessional Paper No. 2 of 2006 on Gender Equality and Development. Broadly, the Plan of Action addresses nine areas, which include: removal of impediments to equal access to economic and employment opportunities for men and women; poverty eradication and promotion of sustainable livelihoods; legal reforms to guarantee Kenyan men and women equality before the law; gender parity in political participation and decision-making; education and training; health and population; media; peace, security and conflict resolution; and environmental sustainability. Some of the key objectives of gender mainstreaming as highlighted in the Action Plan include:

1. Improved access to economic and employment opportunities for both men and women.
2. Enhancing measures that guarantee equity and fairness in access to employment opportunities, in both formal and informal sectors.
3. Promoting gender-responsive agriculture.
4. Establishing and maintaining an up to date e-database for women's participation in economic development at all levels.
5. Increased access by women to and control over productive assets in a safe environment.
6. Collection, analysis and dissemination of gender disaggregated data on poverty reduction.
7. Conducting and dissemination of a national study to review policy responsiveness to gender and poverty eradication.
8. Improved responsiveness of the national budget to the needs of the poorest women.
9. Enhanced equitable distribution of productive assets, wealth and opportunities.
10. Putting in place gender responsive macro-economic policy formulation systems for sustainable development.
11. Conducting gender responsive annual budget audits to highlight the gender expenditure patterns, among others.

The Constitution, 2010, also provides for gender equality in the Bill of Rights as well as equitable sharing of government resources as stipulated under the chapter on Public Finance. Some of the notable achievements of the gender mainstreaming in Kenya are captured in a CEDAW report by the Ministry of Gender and include:

- The establishment of a National Commission on Gender and Development (NCGD) in 2004 now renamed National Gender and Equality Commission (NGEC).
- The establishment of a Women's Enterprise Development Fund in 2006.
- The creation of a ministry of Gender, Children and Social Development in 2008 with a Gender Secretary who answers to the Permanent Secretary in 2008.
- The launch of a Gender Database.
- The creation of gender focal points in all government ministries to facilitate gender mainstreaming within each of them.
- The development of a training manual on gender-mainstreaming to coordinate and harmonize such initiatives by governmental and nongovernmental actors.
- The development of a monitoring and evaluation framework to monitor gender mainstreaming in the country.

- The conducting of surveys of various government ministries and departments to determine women's participation in various sectors.

Session 3: Gender Responsive Budgeting in Kenya

There have been many initiatives in Kenya on GRB, which have mainly been initiated by civil society organizations such as the Collaborative Centre for Gender and Development (CCGD) and Women Empowerment Link. Most of the initiatives have involved training of citizens, especially at the grassroots on GRB. In addition to the attempts by the civil society, development partners such as UN Women have also played an instrumental role in GRB work, mostly through research and training of government officials.

Despite these attempts, minimal progress has been made in engendering the budget process. This could largely be attributed to targeting of inappropriate entry points, for example by training citizens at the grassroots who, prior to the Kenya constitution 2010, did not have the adequate mandate to advocate for changes within the budget process. In addition, major challenges to GRB still exist in terms of levels of financing for GRB initiatives, the inadequate technical capacity to carry out GRB in ministries, lack of adequate gendered data to support the budget process, the lack of political will and also the lack of coordination among the key players in the GRB process.

Some of the positive policy effects of GRB initiatives by various actors in Kenya include:

- Establishment of gender thematic groups with the participation of women NGOs and donors during the poverty reduction strategy planning process, wherein their commendations were taken on board. Thereafter, an engendered poverty reduction strategy paper (PRSP) was developed for implementation for the period 2004/05 – 2006/07.
- A gender budgeting network was established that brought together government policy makers and NGOs, the Kenya Gender Budget Network funded by CIDA GESP.
- Budgetary analysis of the National budget by various civil society organizations and development of budget tracking tools, notably Transparency International, Mars Group Kenya and the Institute of Economic Affairs (IEA Kenya), to name a few.
- Development of tools for gender mainstreaming of budgets in Kenya such as the Gender Responsive Budgeting Manual developed by some civil society actors and Kenya Women Parliamentary Association (KEWOPA) as well as research and publications around GRB in Kenya.
- Donor support to the mainstreaming of gender responsive initiatives in Kenya notably Canadian International Development Agency under the Gender Equity Support Project (CIDA GESP).
- Establishment of the Women's' Enterprise Fund (WEF).
- Allocation of bursary funds under the Constituency Development Fund.
- Universal primary education policy by the Ministry of Education.
- Development of a gender policy by the Ministry of Finance.

Despite attempts on GRB in Kenya, there is little success in engendering the budget process. This could largely be attributed to lack of awareness on gender responsive budgets even by the budget makers and leaders, targeting inappropriate entry points, for example by training citizens

at the grassroots who, prior to the promulgation of the Constitution of Kenya, 2010, did not have the adequate mandate to advocate changes within the budget process. In addition, major challenges to GRB still exist in terms of levels of financing for its initiatives, the inadequate technical capacity to carry out GRB in ministries, lack of adequate gendered data to support the budget process, the lack of political will, and also the lack of coordination among the key players in the GRB process.

Finally, most GRB initiatives are not explicit, with most civil society organizations choosing to focus on specific but limited budgetary measures that have gender implications, such as the exclusive allocation of resources in the budget towards financing the provision of sanitary towels for girls in schools.

Further Reading

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Sessional Paper No. 02 of 2019 on NATIONAL POLICY ON GENDER AND DEVELOPMENT Kenya

MODULE 3 – PLANNING AND BUDGETING PROCESSES

Module objectives

By the end of this module, the participant will have:

- *Discussed the process of budget decision-making in Kenya, focusing on public participation;*
- *Outlined the four stages of the budget process, as well as additional details of the Kenyan budget process;*
- *Mapped the key budget documents that should be produced and published according to the legal framework in Kenya in the four stages of the budget process;*
- *Developed a timeline of the county and national budget processes in Kenya, indicating participation opportunities throughout the budget year;*
- *Named additional budget-related documents and sources of budget information that are available in Kenya;*
- *Defined some key terms used in Kenya's budget documents;*
- *Learnt to read budgets, County Fiscal Strategy Papers and County Budget Review and Outlook Papers.*

Session 1: Overview of Budget Process in Kenya

The budget process in Kenya is an important part of government planning and decision-making. It is a comprehensive process which **begins in August of the current financial year to June of the next financial year**. A financial year (or fiscal year, or sometimes a budget year) is the period that governments use for accounting and budgeting purposes and financial reporting. It varies between countries. A full financial year in Kenya begins on **1st July of the current calendar year and ends on 30th June** of the coming year. A financial quarter in Kenya comprises of three months. Thus, there is the:

- First Quarter that begins from 1st July to 30th September;
- Second Quarter that begins from 1st October to 31st December;
- Third Quarter that begins on 1st January to 31st March; and
- Fourth Quarter that begins from 1st April to 30th June.

The budget process in Kenya allows the public to present their views on the budget at various stages. The public presents their needs depending on the level of government.

THE KEY DATES FOR THE BUDGET PROCESS IN KENYA

While there are other activities usually happening between these dates (e.g. the executive meeting to discuss and approve a certain document by a certain date), these are the key dates in the budget process in Kenya that are important to you as an individual, group or organization.

1st Quarter (1st July to 30th September)

August 30: This date marks the beginning of the budget process in Kenya. On this date the National Treasury releases a circular to all government agencies commencing the process, and setting out the guidelines for the budget process for the coming financial year; and the procedures

to follow to involve the public in the budget process (public participation). The County Executive Member in charge of the Treasury must also release a circular by this date doing the same at the county level.

September 1: On this day, the County Planning Departments should table the Annual Development Plans (ADPs) in their respective Assemblies. They should then make the ADPs public within seven days after tabling them before the Assembly. There is no specific date by which the County Assembly should approve the ADPs. The national government does not produce an Annual Development Plan because it relies on long term plans such as the Vision 2030.

September 1 to February 15: The National Treasury and the County Treasuries should conduct sector hearings during this period. The sector hearings allow the public and other stakeholders to give their views at the sectoral level (e.g. security, health, agriculture, education, etc.). These views are necessary to enable the National Treasury to prepare National Budget Policy Statement; and County Treasuries to prepare the County Fiscal Strategy Paper.

September 30: The National Treasury and the County Treasuries should produce their respective Budget Review and Outlook Papers by this date.

2nd Quarter (1st October-31st December)

October 21: By this date, the National Treasury should table National Budget Review and Outlook Paper (BRON) before the National Assembly. The County Treasuries should also table the County Budget Review and Outlook Paper before their respective County Assemblies. This allows either level of the Assembly to discuss the document.

October 31: The deadline for County governments to publish their first-quarter budget implementation reports. The reports cover the period from 1st July to 31st September of the current financial year. They should then make the reports public, usually through their respective websites.

October 31: This is the deadline for the Controller of Budget (CoB) to release the 1st quarter budget implementation reports. The reports are for the national government and the county governments respectively. The Office of CoB should then table these reports before the Senate and the National Assembly and make them public.

November 15: The National Government should publish its first-quarter budget implementation report by this date. The report covers the period from 1st July to September 31st of the current financial year. It should then table the report before the National Assembly. Thereafter, it should make the report public, usually through the Treasury website.

December 31: The Auditor General should release the audit reports by this date. These reports are for both the national and the county governments for the previous financial year ending on 31st June.

3rd Quarter (1st January-30th March)

January 1: The Commission for Revenue Allocation (CRA) should submit its recommendations on the vertical sharing of national revenue to the National Treasury by this date. The vertical sharing is the division of the ordinary tax revenue that the national government raises nationally between the national and the county governments.

January 31: County governments should publish and publicize their 2nd quarter budget implementation reports by this date. The reports cover the period from 1st October to 31st December of the current financial year.

January 31: The deadline for the Controller of Budget (CoB) to release the 2nd quarter budget implementation reports. The reports are for both the national and the county governments. The office of CoB should table the reports before Parliament and then make them public.

February 15: The national government publishes its 2nd quarter budget implementation report for the period from 1st October to 31st December. It should table the report before the National Assembly and then make it public.

February 15: The National Treasury submits four crucial documents to parliament on this date. These are the: National Budget Policy Statement (BPS); medium-term Debt Management Strategy paper; The Division of Revenue Bill (DoRB); and the County Allocation of Revenue Bill (CARB).

February 28: Parliament should approve the Budget Policy Statement (BPS) by this date.

February 28: The County Treasuries should table their respective County Fiscal Strategy Paper (CFSP) before the County Assemblies by this date.

February 28: The Cabinet Secretary for Finance should submit the statement on the Debt Management Strategy to the Commission on Revenue Allocation and the Intergovernmental Budget and Economic Council. The CS of Finance should then publish and publicize the statement.

March 1: This is the deadline for the National Treasury to publish and publicize the Budget Policy Statement after tabling it before parliament.

March 7: The deadline for the County Treasuries to publish and publicize their Fiscal Strategy Paper after tabling them before the County Assembly.

March 14: The County Assemblies should approve their respective County Fiscal Strategy Paper by this date.

March 15: This is the deadline for Parliament to consider the Division of Revenue and County Allocation of Revenue Bills and approve them with or without amendments.

4th Quarter (1st April to 30th June)

April 30: Deadline for the Counties to publish their third-quarter budget implementation reports.

April 30: Deadline for the Controller of Budget to publish and publicize the 3rd quarter budget implementation reports. The reports are for both the national and the county governments.

April 30: The National Treasury should submit the national budget proposal (or budget estimates) before Parliament (the National Treasury prepares the national budget estimates in Kenya). The Judiciary and the Parliamentary Service Commission should also submit their own independent budgets before parliament.

April 30: The deadline for the Cabinet Secretary for finance to submit the Finance Bill before the National Assembly outlining the revenue-raising measures for the national government.

April 30: Each County Treasury should submit the county budget proposal (or budget estimates) to the County Assembly on this date (the County Treasury prepares the county budget estimates). Each County Assembly clerk should prepare, and submit to the County Assembly, the budget estimates for the County Assembly. The clerk should also submit a copy of the estimates to the County Executive Committee Member for Finance.

April 30: The deadline for the County Executive Member for Finance to submit the County Finance Bill before the County Assembly outlining the revenue-raising measures for the national government.

May 1 to June 30: Some of the activities that take place during this period have no specific timelines or deadlines.

- The Budget Committees for both the National and the County governments will begin to conduct public hearings on the budget proposals/estimates.
- The Cabinet Secretary for Finance and the County Executive Member for Finance should publicize the national and county budget estimates 'as soon as practicable' after they table them before the national and county assembly respectively.
- The national assembly and the county assembly shall consider the national and the county government budget estimates respectively. They shall then approve them, with or without amendments, in time for the Appropriation Bill and any other laws required to implement the budget (except the Finance Bill) and pass them by 30th June in each year.
- Not later than twenty-one days after the national and the county assembly have approved the budget estimates, the National and the County Treasury shall consolidate the estimates, publish, and publicize them respectively. (Approved Budget)
- Upon approval of the budget estimates by the National Assembly and the County Assembly, the Cabinet Secretary for Finance and the County Executive Committee Member for Finance shall prepare and submit an Appropriation Bill of the approved estimates to the National Assembly and the County Assembly respectively.

May 15: The National government should publish its 3rd quarter budget implementation report by this date.

June 30: This is the deadline for Parliament and the County Assembly to pass their Appropriation Bills.

June 30: This is the deadline for the National Assembly and the County Assemblies to consider and approve the Finance Bill with or without amendments.

Other Key Dates in the Budget Process

July 31: Deadline for the Controller of Budget and the county governments to publish and publicize their 4th quarter budget implementation reports.

August 15: Deadline for the national government to publish and publicize the fourth quarter budget implementation reports.

Before you read further, based on these key dates, can you identify where each of them appears in the four stages of the budget process and what activity takes place on each date during each stage?

Note:

While the budget process is defined in terms of key dates and deadlines, they are not always followed by either levels of government or the key agencies mentioned above. Therefore, it is important to always be alert on any delays so you don't miss out on the process altogether.

Mostly, the national government and the county governments advertise budget hearings (or forums) in the newspapers, their websites and also on their social media accounts. Therefore, it is important to choose either of these fora to be alerted when the budget hearings are announced.

One of the issues that may delay or accelerate the budget process is the general elections year. The budget process is likely to be accelerated during this period. Other issues include delays in tabling documents to parliament or the county assembly by the national or county executive respectively, or the national and county legislatures delaying in approving certain documents beyond the deadline.

Also, the Auditor General may not receive the financial statements from the national government, county governments and their agencies in time which may delay the audit process. The same applies to the Controller of Budget when it comes to reporting on the quarterly expenditure.

Session 2: County Planning and Budgeting

Planning at the county level

The planning process helps the County Government fulfil the services assigned to it. To ensure the planning is properly done, a county is supposed to set up county planning units at all the administrative levels mentioned earlier. Counties are also required to develop several plans. The Constitution and devolution laws, particularly the County Government Act, 2012 and Urban Areas and Cities Act, 2019 require the involvement of residents in the preparation of all these plans.

Each county must have:

- An integrated development Plan -This gives a roadmap for development in the county over a five-year period.
- Sector plans- Every sector in the county must also have a ten-year plan, explaining how health, agriculture or water and sanitation will be managed.
- Ten-year spatial plans –This explains how the county will manage land and development across the entire county.
- City and Municipal Plans-These are for the urban areas.

There is also an annual plan that must be discussed and approved by the county assembly every year. This plan is part of the 5-year plan mentioned above and determines the priorities for the county. For example, in Nairobi City County, the plan may focus on water, health or the environment. As a citizen in the county, you must give your views and help to set these priorities. The annual plan has to be ready by the 1st of September every year, then tabled in the County Assembly for discussion.

County Budget Process

Section 125 of the Public Finance Management Act, 2012 provides the procedure to be followed in the budget making process. The process starts with the development of the County Integrated Development Plan which covers long term and medium term planning. It involves planning for and establishing financial and economic priorities for the county over the medium term. At this stage, an overall estimation of the county government's revenues and expenditure is made. The county treasury then prepares and submits to the county executive committee the County Strategy Fiscal Paper (CSFP) for approval, which is then submitted to the county assembly for approval by 28th February each year. The county assembly should within 14 days consider & adopt the Strategy Fiscal Paper with or without amendments. Moreover, the county treasury shall consider any recommendations made by the county assembly and publish the Fiscal Paper within 7 days.

The county executive also prepares annual cash flow projections for the next financial year by 15th June, to be sent to the Controller of Budget, Intergovernmental Budget and Economic Council and the National Treasury. The county executive member in charge of the county treasury submits the budget estimates & the draft Bills (except the Finance Bill), to the county executive committee for approval by 30th April every year.

Following county executive committee approval, the budget estimates are submitted to the county assembly for approval. The clerk to the county assembly then prepares the budget estimates for the assembly and forwards them to the assembly and the county executive committee member in charge of the county treasury for comments. The county executive committee member in charge of the county treasury then publishes and publicizes the estimates. The month of May is the period when the county budget committee holds public hearings on the budget.

Upon approval, the county executive committee for finance prepares and submits the County Appropriation Bill with the approved budget estimates to the county assembly. The county assembly debates and approves the Appropriation Bill, with or without amendments, and within 90 days after its passing, the assembly passes the Finance Bill. Implementation of the county government's budget happens on October 30th, when the county government must publish the first quarterly implementation report.

Citizen Participation in County Budgeting

The Public Finance Management Act, 2012 provides for citizen participation in public financial management and in particular the formulation of the National Budget Policy Statement, County Fiscal Strategy Paper, the Budget Estimates, the preparation of Division of Revenue Bill and County Allocation of Revenue Bill. The County Budget and Economic Forum provides a platform for public participation in county planning and budgeting.

The County Government Act 2012 requires the county government to facilitate establishment of modalities and structures for public participation. The county government shall facilitate the establishment of structures for citizen participation including budget preparation and validation (Section 91, County Government Act) Some of the formal mechanisms for public participation include Pre-budget public sector consultative forums, County Budget and Economic Forum (CBEF), The Sector Working Groups (SWGs), and Budget and Appropriations Committee hearings among others.

Advantages of public participation in county budgeting

- Leads to better alignment of public needs with the choices of government officials.
- Leads to more equitable distribution of resources.
- Reduces corruption.
- Builds the legitimacy and credibility of government.
- Ensures support of government programmes through citizen ownership.
- Encourages citizens to pay taxes.
- Encourages investors to commit funds.
- Advances achievement of human rights
- Enables inclusion of isolated/marginalized groups thus promoting equality

Who participates in county budgeting and how

Public participation can happen through:

- Multiple open public forums that have been widely advertised around the county.
- Forums in which people nominate representatives from lower levels (villages/sub locations) to represent them at higher levels (wards/counties).
- Formation of a randomly selected group of citizens, sometimes known as a “mini-public,” brought together to deliberate.
- Formation of a group of citizens selected based on particular characteristics, such as region, type of organization, class, etc.
- Use of representative surveys or focus groups across the county that ask the public for specific views.
- Submission of written views/proposal through emails, website and online groups established by the counties

Pre-budget public sector consultative forums

The Public Finance Management Act 2012 requires both the county and national government to engage the public in the budget process. One way of effecting this requirement is to conduct Pre-budget public sector consultative forums where the citizens are invited to deliberate on the inputs for the new financial year’s budget. In such fora, citizens are usually encouraged to either make oral submissions on the material day or present a memo clearly specifying their policy proposals addressed to the county treasury. Submissions can be made by individual members of public, civil societies, private sector representatives or members of any organized groups.

Participation through the County Budget and Economic Forum

The constitution and subsequent legislation, such as the County Governments Act and the Public Finance Management Act, require public participation in matters of public finance. County governments are required to set up a County Budget and Economic Forum. The forums provide a means for consultation by the county government on the “preparation of county plans, the

County Fiscal Strategy Paper, and the Budget Review and Outlook Paper for the county; and matters relating to budgeting, the economy and financial management at the county level.” The forum is to be chaired by the governor and has the representation of an equal number of County Executive and non-public officials. The non-public officials should be nominated by organizations representing professionals, business, labor issues, women, persons with disabilities, the elderly and faith based groups at the county level

Sector Working Groups / Department Working Groups

The Sector Working Group (SWG) are made up of many different actors, including representatives from the Ministries of Finance, Planning and National Development, and Health among others. Additionally, each SWG includes representatives from development partners, civil society and the private sector. The role of the SWG is to prepare the Medium Term Expenditure Framework (MTEF) sector reports that synthesize ministerial expenditure requirements to implement policy goals in reference to a Treasury Call Circular. The SWG identifies and ranks sector priorities, and analyzes the costs of the different proposed policies, programmes and activities. The departments within the sectors are expected to review their budgetary priorities and needs, taking into consideration the national priorities as set out in the guidelines; on-going activities and projects; and the financial plans of the sectors. Once the review has been accomplished, the reports are expected to contain costed programmes which are ranked in order of priority on a three-year rolling plan together with a criterion for allocation of resources among competing needs.

Budget and Appropriations Committee hearings

The County Assembly has a Budget and Appropriation Committee whose mandate is to examine the County Fiscal Strategy Paper and evaluate tax estimates, economic and budgetary policies and programmes with direct budget outlays. The committee is expected to invite submissions from members of the public in addition to the Chairpersons of all Departmental Committees to make presentations during the pre-budget public consultations and also during consideration of the budget estimates. Such submissions can either be made orally or through written memoranda. The notice for public invitation to the committee hearings must be communicated in good time for the citizen to attend. This committee invites public input for both the pre-budget and post budget deliberations.

Documents Prepared During the Budget Process

Apart from the key timelines for the budget process, there are different documents that are prepared during the budget process in Kenya by both the national and the county governments.

Document	Content
Budget Circulars	<ul style="list-style-type: none"> • A schedule for preparation of the budget indicating key dates by which various exercises are to be completed; • The procedures for the review and projection of revenues and expenditures; • Key policy areas and issues that are to be taken into consideration when preparing the budget; • Procedures that set out the manner in which members of the public should participate in the budget process; • The format in which budget information and documents should be submitted; and

	<ul style="list-style-type: none"> Any other information that, in the opinion of the cabinet secretary or county finance executive committee member, may assist the budget process.
The Annual Development Plan (ADP)	<p>It is produced by each county government. The ADP should contain:</p> <ol style="list-style-type: none"> The medium priorities that the county governments hope to achieve. The priorities should be drawn from the County Integrated Development Plan (CIDP), which is a medium-term (five year) development plan for the counties. All government programmes with performance indicators/targets. They should show priorities organized under programmes in a similar manner as the programme based budget. Descriptions of major development/capital projects. These details include information on individual projects, their locations, timelines for completion and projected costs. Explanations of major changes done to programmes or projects in the CIDP. These changes may be necessitated by certain factors like public input. The narrative (explanation) assists the public and the respective assemblies to understand how the changes were made. Overall budget and estimated costs for major programmes and projects. The Public Finance Management Act requires the ADPs to have a summary budget for the whole county, with rough allocations (projected costs) for each programme based on their priorities.
County Budget Review and Outlook Paper	<ul style="list-style-type: none"> The details of the actual financial performance in the previous year compared to the budget appropriation for that year; The updated economic and financial forecasts with sufficient information to show changes from the forecasts in the most recent county fiscal strategy paper; Information on: (i) any changes in the forecasts compared with the county fiscal strategy paper; or (ii) how actual financial performance for the previous fiscal year may have affected compliance with the fiscal responsibility principles, or the financial objectives in the county fiscal strategy paper for that financial year; and Reasons for any deviation from the financial objectives in the county fiscal strategy paper together with proposals to address the deviation and the time estimated for doing so.
The County Fiscal Strategy Paper (CFSP)	<p>The County Fiscal Strategy Paper at the county level is the equivalent of the national Budget Policy Statement (BPS). The CFSP is aligned with the national objectives contained in the BPS. In preparing the County Fiscal Strategy Paper, the County Treasury should:</p> <ul style="list-style-type: none"> Specify the broad strategic priorities and policy goals that will guide the county government in preparing its budget for the coming financial year and over the medium term. Include in its County Fiscal Strategy Paper the financial outlook with respect to county government revenues, expenditures and borrowing for the coming financial year and over the medium term.
The Finance Bill	<p>The Finance Bill sets out the revenue-raising measures for the national and the county governments, together with a policy statement expounding on those measures. The revenue-raising measures include taxes and property rates.</p>
The Audit Reports By The Auditor General	<p>The audit reports should confirm whether (or not) public funds have been utilized lawfully and effectively. After auditing the accounts of all governments and other public entities, the Office of the Auditor-</p>

General prescribes measures for securing efficient and transparent fiscal management.

Exercise:

- List the main actors in the budgeting process at the national and county levels plus their respective activities.
- You should discuss possible entry points for the integration of a gender perspective.

Further reading

International Budget Partnership. (2014). Kenya County Budget Training Workshop Facilitator's Manual. Nairobi, Kenya.

Republic of Kenya. (2010). The Constitution of Kenya. The Government Printers, Nairobi

Republic of Kenya. (2012) County Governments Act, 2012, Nairobi.

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SDGs Kenya Forum, (2019) Gender Responsive Budgeting Capacity Development Workshop Report

Institute of Economic Affairs (IEA), 2014, Handbook on County Planning, County Budgeting and Social Accountability, Nairobi

MODULE 4: STAKEHOLDERS AND STEPS OF IMPLEMENTATION

Module objectives

- This module is aimed at providing an overview of the roles played by different stakeholders in Gender responsive budgeting.

Session 1: Actors and Stakeholders of GRB

A variety of different actors and stakeholders can be involved in gender responsive budgeting. All these actors carry out different activities, which result in different training needs with regard to their different roles in the implementation of gender responsive budgeting.

- **The Ministry of Finance** – this Ministry plays a lead role in the budget process. It can therefore issue budget circulars with specific guidelines on implementation of GRB initiatives;
- **Sector or line ministries/departments** – specific ministries have a role to play by ensuring that their programmes are engendered (especially if following the programme based approach whereby their inputs and outputs can have a gender dimension).
- **The Ministry of Gender**- with a vision of attainment of gender equality across all spheres of life, the Ministry of gender can play role in drawing up of GRB guidelines and pushing for implementation across all other ministries. This can be done in collaboration with the Ministry of finance, especially using budget circulars.

- **Parliamentarians / Members of County Assemblies-** Many GRB initiatives include among their strategies lobbying and training of parliamentarians and members of county assemblies, particularly women members, presentations at parliamentary and county budget hearings and preparation of fact sheets for use by parliamentarians.
- **Research and academic institutions** – research is necessary to provide the facts and evidence e.g. to prove that gender gaps do exist and the implications of not addressing the gender gaps.
- **Statisticians** – Statistics is useful in providing evidence of gaps and also showing exact magnitude of the issue. For instance, using time use data, statistics can reveal that women are over-burdened by unpaid work, which would require budgeting for policy interventions that would reduce the unpaid work of women, such as investing in child day care centers.
- **Civil society organizations** – public pressure is necessary to ensure that the government implements certain policies, such as GRB initiatives. Civil society organizations (Women Rights Organizations) can provide a platform for pushing for government accountability and also for lobbying the government to make required reforms.
- **Media** – the role of the media is to disseminate relevant information on GRB, which can also be a means of creating awareness and sensitizing the public.
- **Donors** – the donors can spearhead, finance and ensure that governments implement GRB programmes.
- **Citizens** – With the provisions of the Kenya Constitution under the budget making process, Kenyan citizens have a big role to play in the budget making process through participation in sector hearings.

Implementation Steps

Several steps are necessary to implement and institutionalize gender responsive budgeting:

- **Collection of gender-sensitive data:** The availability of gender-sensitive data is fundamental for gender responsive budgeting. Without sufficient data a meaningful analysis is much more difficult. Gender sensitive data can be collected through surveys (e.g. labor force participation by gender, school enrolment by gender etc.) or through time use surveys.
- **Sensitization of policy makers and planning and budget officers in the Ministry of Finance and the budget departments of line ministries:** Gender responsive budgeting is not only about budgeting but also about policy making and planning. It is therefore important to raise awareness among policymakers and relevant officers about gender issues and provide them with skills to analyze and address the issues.
- **Training and capacity building:** Different stakeholders of gender responsive budgeting need different skills and capacities to make implement gender responsive budgets, which can be strengthened through relevant training.
- **Monitoring Evaluation and Learning;** different budget players also have a role in ensuring budgets were implemented as per the initial plans; and check if the expected outcomes were achieved. Lessons learnt in one budgeting cycle should be carried forward to advice future processes

Session 2: Advocacy for GRB

Experiences of different gender responsive budgeting initiatives have shown that advocacy is central to the success and sustainability of GRB initiatives. Advocacy is needed to influence decision makers and push for change.

Important roles for CSOs¹ / Women Rights Organizations in GRB work

CSOs have been important drivers of GRB work in Kenya, as CSOs/WROs have realized that public budgets are of crucial importance to advancing gender equality and women's rights.

The roles of CSOs/WROs in GRB are manifold. Among others the roles of CSOs/WROs can include:

- Raising awareness on the importance of budgets for advancing gender equality and women's rights and on the impacts of budgets on women and men and on gender equality
- Lobbying and advocacy work for GRB within municipalities, for transparent budgets and more participatory budget decision making processes
- Lobbying and advocacy work for public funds for specific policies of importance to gender equality, for necessary changes in policies to improve gender equality performance of the county and for enhanced accountability of the local government
- Conduct research about issues of importance to women and gender equality or carry out selected analysis to demonstrate the benefits of GRB analysis
- Cooperating with municipalities on GRB
- Work provide expertise, e.g. On gender equality issues and on GRB, provide training and consultative services to public officials
- Monitoring budget spending and monitoring policy implementation; building broader alliances for transparent, participatory and gender responsive municipal planning and budgeting and for mobilizing resources for issues of importance to women and gender equality
- Putting pressure from outside municipality to encourage work inside public administration
- Supporting council members to strengthen their capacities and provide them with fact Sheets and issues papers to raise GRB issues in the council discussions
- Engage in popular economic and budget literacy activities to educate the broader public on issues related to GRB.

This list, which is not exhaustive, shows that there are many roles for CSOs. This is very important for CSOs to be clear what roles they have currently and what roles they want to engage in the context of GRB.

Some of these roles may compromise the effectiveness of CSO engagement in civic duty. For example, when CSOs are trying to influence decision making in the municipality and at the same time pursuing collaborative efforts with the same municipality.

Advocacy for GRB

Advocacy work is a central element of many GRB initiatives. Women Rights Organizations and CSOs have an important role in advocating for GRB and promoting changes towards gender

¹ CSOs to Include Gender Sector Working Group

responsive budgets and policies and in making sure that priorities of citizens, and especially women and other groups that have less access to policy makers are channeled to decision makers in the counties.

As women activists you might have a lot of experience in advocacy work. This session will present some key issues to be observed in advocacy work. To start with, it is important to keep in mind that GRB is about changing the conventional process of budgeting and changing the budgets. Thus, at the core, GRB is a powerful approach to influence the political processes, and the decision makers. This being a political process, it is an arena of competing interests and a lot of stake-holders and actors involved have different positions and different possibilities of influencing in decision making processes. This implies that as you enter this arena, you have to compete for attention and get the decision makers to support your cause.

Advocacy work related to GRB can have different specific objectives. Some GRB initiatives started with **awareness raising among decision makers and the population** that public budgets have an impact on the equality between women and men and that there are obligations for governments to work towards gender responsive policies and budgets. To name some, advocacy can aim at **reprioritizing budget allocations or providing more funds for specific activities** of importance to gender equality. It can also aim at **changing planning and budgeting processes and procedures**.

Targeted advocacy initiatives for GRB by WROs might be an important initial starting point on the way towards GRB implementation in the county. If there is not yet any GRB work, the task is to **increase attention of important actors on GRB and its benefits** with the aim to promote the implementation of GRB within the county. The challenge is to have enough facts and figures as evidence to convince the county Assembly/Executive to start GRB work. If there is already some GRB work carried out in the county, still there might be room for advocacy to improve its implementation, institutionalize it in the planning and budgeting process or to focus on certain issues of priority to women and gender equality. Another objective of advocacy work can be to **lobby for more women in strategic positions of decision making**, especially those related to public finance.

Keep in mind, when you want to introduce GRB, of course, CSOs/ WROs can start an initiative and do some GRB analysis on their own but in order to implement gender responsive budgeting and planning systematically, you have to be clear that this is the responsibility and task of the county assembly. CSOs and other stakeholders can be important in the process and can provide crucial inputs to make sure to set up a meaningful process of change and keep it on track, but in the end, GRB Implementation needs to be done by the county. That's why advocacy work is of high importance.

Be clear about what you want.

In any advocacy work, the first and most important step is to know well what you want. In order to achieve your goals, you have to be very clear on the objective. It might not be enough to advocate for the implementation of GRB. As we have seen in different sections of the manual, GRB implementation can have many different forms and it is therefore important to discuss how GRB can be best used to actually address key issues of existing inequalities and promote gender equality and women's rights.

Substantiate your objectives with arguments.

It is important that you know what you want. However, in order to align your objectives with those of the county leaders you need to make convincing arguments and make sure your objectives are understood and taken over by the county. So an important step is to collect powerful facts and figures on why GRB is important, and specifically why GRB is important for the county. If there is already some GRB analysis done, you can use this as a basis for your arguments. It is important to formulate the message in the language of the target group, e.g. finance people in the county will be more convinced if arguments are backed by numbers and articulated in performance based budgeting terms. Also, it is important to highlight the legal and strategic requirements of the county to implement GRB.

Link your objectives to key priorities of the county.

In order to make sure your priorities are taken over by the county, it is important to show that your case (GRB implementation) is contributing to advance the key priorities of the county. So depending on the county priorities, you should try to link GRB to some of the core priorities and make an argument on how GRB will help to achieve the key priorities. For example, if good governance is a key priority, you can make the case that GRB contributes to good governance. If improvement of service delivery is a priority, it is clear that you can make a good case that GRB will enhance the quality of service delivery by providing the foundations for a more targeted approach.

Networking and finding key allies increases your impact and influence.

As a WRO you might have limited resources and skills for your work. So it is important to see where you can find allies. This can be other CSOs, researchers at university, some national organizations, and also some committed officials inside public administration or members of the county Assembly. Creating good alliances and networks might help to become stronger and have more visibility and provide opportunities to use different channels of influence. MCAs certainly have better access to their party colleagues and can exert more influence on them than a general citizen would ever be able to do. Public administration officials will have crucial knowledge about the timing and this can help you in your advocacy work to choose the best moment for different activities. Also, inside public administration, there is a lot of information and statistics collected which might help you in making your case.

Choose different channels to convey your messages.

There is a large range of options for advocacy work, this can be meetings with key county officials, public events, press releases and work with media, the use of networks, production of policy papers and supporting evidence, using Council meetings to get your topic on the agenda and many more. It can be helpful to use different channels and plan your advocacy work not as a one-off activity but as a longer-term strategy using different channels of exerting influence.

Target the right persons at the right time with the right facts.

Success of advocacy work depends on targeting the right persons at the right time with the right facts and figures. So it will be very important to include in developing the advocacy strategy, some research about the timing of county budgeting and planning and about which actors have which relevance to decision making powers/roles in the budgeting process.

Exercise

Discuss the following: Suppose there is a concern that the current budget on health does not meet specific women's needs. Highlight the major health needs of women, the major actors and the steps in addressing these issues within the budgeting process.

Discuss how you will advocate for the above scenario.

Further Reading

Budlender, D. A Global Assessment of Gender Responsive Budget Initiatives

Budlender, D and Hewitt, G. 2003. Engendering Budgets: A Practitioners Guide to Understanding and Implementing Gender-Responsive Budgets. Commonwealth Secretariat

MODULE 5: TOOLS FOR GENDER RESPONSIVE BUDGETING

Session 1: Gender Responsive Budgeting Tools

These tools provide generic methodologies that can be applied to provide data that would inform policy and support demands for a more equitable distribution of government resources and a more effective implementation of women's rights. These methodologies have been the main driving force for the increased momentum around gender budgeting and they have been used widely in examining government budgets or advocating for more responsive budgets.

According to Budlender, Sharp and Allen (1998), the various 'tools' that can be utilized for a gender sensitive analysis of budgets are:

1. **Gender-aware policy appraisal:** This is an analytical approach that involves scrutinizing the policies of different programmes by focusing on their gender dimensions. It questions the assumption that policies are 'gender-neutral' in their effects and asks instead: In what ways are the policies and their associated resource allocations likely to reduce or increase gender inequalities?
2. **Gender-disaggregated beneficiary assessments:** This technique is used to ask actual or potential beneficiaries the extent to which government policies and programmes match these peoples' priorities.
3. **Gender-disaggregated public expenditure incidence analysis:** This research technique looks at the distribution of public expenditure between women and men, girls and boys. For instance, a public expenditure incidence analysis can be carried out to examine how the Free Primary Education funds benefit boys and girls.
4. **Gender-disaggregated tax incidence analysis:** This research technique examines how the burden of taxation is borne by different individuals or households. The analysis can be disaggregated by gender.
5. **Gender-disaggregated analysis of the impact of the budget on time use:** This looks at the relationship between the national budget and the way time is used in households. This ensures that the time spent by women in unpaid work is accounted for in policy analysis.
6. **Gender Aware Social Accounting Matrices:** A SAM is a comprehensive, economy-wide data framework, typically representing the economy of a nation. A SAM is a particular representation of the macro and meso economic accounts of a socioeconomic system, which capture the transactions and transfers between all economic agents in the system (Piatt and Round, 1985; Reinsert and Roland-Holst, 1997). It is a useful tool for policy analysis. The SAM can be engendered to allow gendered policy simulations by disaggregating labor and household accounts by gender and also extending the SAM by incorporating non-market activities (household production and leisure activities).
7. **Gender-aware budget statement:** this is a government report of an accountability process regarding its commitment to gender equality. In this process, any of the above tools are used to analyze the government's policies, programmes and related budgets. Their implications for gender equality are summarized with a number of indicators including; the share of total expenditure targeted to gender equality programmes, the share of public service expenditure used mainly by women, and gender balance in government jobs, contracts and training. It requires a high degree of commitment and coordination throughout the public sector as ministries or departments undertake an assessment of the gender impact of their line budgets.

It is relatively easy to identify budget allocations specifically targeting women and girls, (e.g. funding for provision of sanitary towels); and activities to raise awareness of gender inequality and capacity building to address such inequalities (e.g. gender mainstreaming training workshops for public officials). But such activities account for only a small proportion of the total budget. So it is important to conduct a gender analysis of the mainstream 'general' expenditure. A starting point for gender analysis is to conduct a gender audit of the various programmes and activities as highlighted by the Budget Policy Statement. Once the BPS is gendered, then the above tools can be applied to analyze the impact of the government expenditure on gender inequality. If the BPS is not adequately gendered, then our key recommendation would be to mainstream gender within the sector reports to enable gender analysis of the budget.

Session 2: Gender Analysis of the Budget Process in Kenya

Gender analysis of the budget process entails asking whether gender concerns are incorporated into the entire budgeting process. Suppose we sub-divide the budget process into three main stages, i.e. budget preparation, budget implementation and budget monitoring and evaluation, we can then undertake a gender analysis of each of these successive stages. In the next paragraphs, we outline how we conduct a gender analysis of the three budget processes in Kenya.

1. Budget preparation phase

During the budget preparation stage, it will be necessary to disaggregate all the outcome indicators by gender. In addition, targets, which can include achievement of gender equity and equality within each sector, should be identified at this stage. The outcome indicators and sector targets should be part of the sector reports, which are usually incorporated in the Budget Policy Statement (BPS). For example, if one of the activities under the agriculture and rural development sector is offering extension services, then the outcome indicator should be the number of beneficiaries by gender. Suppose there are existing gender inequalities in access to extension services, then specific targets should be identified to eliminate the gender disparities. Without engendering the budget policy statement, then the entire budget process cannot be gendered, i.e. one cannot examine the extent to which gender is mainstreamed in the budget process if the basic indicators of performance are not gendered.

To ensure that we have gender mainstreaming in the sector reports, both Parliament and the Kenyan citizenry can advocate gender mainstreaming within the sector reports during presentation of the BPS to Parliament, and also during sector public hearings in case gender is not mainstreamed in the BPS during its preparation.

2. Budget implementation phase

During budget implementation, specific efforts should be made to identify all beneficiaries of government funded activities by gender and to ensure that the targets are met.

3. Monitoring and evaluation phase

Monitoring and evaluation is necessary to ensure that the planned objectives have been met. With properly gendered outcomes, it will be possible to carry out a gender analysis of the budget by examining the extent to which government expenditure has impacted on gender inequality.

Pre-budget tools of gender responsive budgeting

The approach of Gender Responsive Budgeting does not provide a single blueprint that fits for every context. Several technical tools for implementing gender responsive budgeting have been

proposed, but they have to be adapted to the respective national or local context. According to the budget management system in a county a combination of the tools may be applied by different actors and at different stages in the budgetary process.

Tool	Questions that can be addressed by the application of this tool
Stage: Preparation of the Budget	
<p>Gender-aware policy appraisals help analyze policies and programmes from a gender perspective by asking in what ways policies and their associated resource allocations are likely to reduce or increase gender inequalities. A policy appraisal should start with a gender-sensitive situation analysis in the given sector. Instruments that can be applied are gender analysis, gender audits and gender impact assessments.</p>	<ul style="list-style-type: none"> • Are policies and programmes based on a gender aware situation analysis and do they reflect women’s and men’s different needs and priorities? Is the different time use taken into account? • Is the inter-sectoral allocation of resources coherent with policy commitments aiming at reducing poverty and achieving gender equality? • Is the intra-sectoral allocation of resources coherent with the different needs and priorities of women and men in this sector? • Are programmes and projects funded through the budget likely to reduce or to increase gender inequalities?
<p>Gender-aware medium-term economic frameworks (MTEF) incorporate gender variables into models on which medium-term public expenditure planning is based. This might be done by disaggregating variables that refer to people by sex (e.g. labor supply, different consumption patterns), thus incorporating differentiated roles of men and women in economic activity, or by including new variables to represent the unpaid care economy.</p>	<ul style="list-style-type: none"> • Are MTEFs based on macroeconomic models that incorporate sex-disaggregated variables and the care economy?
Stage: Monitoring and Evaluation	
<p>Sex-disaggregated public expenditure benefit incidence analyses aim at estimating the distribution of budget resources (or changes in resources) among males and females. Benefit incidence can be calculated as the net value of the unit costs multiplied by the number of units utilized by women and men, respectively. By this means, the extent to which men</p>	<p>Are women and men benefiting from expenditure for public services, e.g. education, health units or agricultural extension services, on equal terms?</p>

and women, girls and boys benefit from expenditure on publicly-provided services can be analyzed.	
Gender-disaggregated beneficiary assessments of public service delivery and budget priorities are designed to collect and analyze the opinions of men and women on how far current forms of public service delivery meet their needs and how far current patterns of public expenditure accord with their priorities.	Do these public services address women's and men's different needs and priorities?
Gender-aware public expenditure tracking surveys seek to examine if funds that are earmarked in the budget for a special purpose reach the intended service units. Quantitative data including inputs, outputs, and other characteristics are collected on a sample survey basis directly from the service-providing unit (e.g. school, health station).	Do allocated funds reach female and male beneficiaries equally?
Sex-disaggregated analyses of the impact of the budget on time use analyze the impact of government resource allocation and revenue raising patterns on the amount and the way that time is spent by women and men. Instruments that can be used are Social Accounting Matrixes (SAM) and Computable General Equilibrium (CGE) Models that incorporate the care economy.	Do expenditure and revenue patterns have an impact of women's and men's time use?
Sex-disaggregated revenue incidence analyses focus on the different effects on women and men produced by the kind of revenues raised by governments.	Are women and men affected differently by the kind of revenues raised by governments such as direct (income, corporate taxes) and indirect taxes (value added tax) or user fees?

Further Reading

Budlender, D., R. Sharp and K. Allen. 1998. How to do a gender-sensitive budget analysis: Contemporary research and practice, Commonwealth Secretariat and Australian Agency for International Development.

Pyatt, Graham and Jeffery I Round. 1985. Social Accounting Matrixes: A Basis for Planning. Washington, DC: World Bank.

Reinert, Kenneth A. and David Roland-Holst. 1997. "Social Accounting Matrixes," in Joseph F. Francois and Kenneth A. Reinert, eds. Applied Methods for Trade Policy Analysis

MODULE 6: GENDER AWARE POLICY APPRAISAL

Module objectives

- *This module is aimed at providing understanding of gender-aware budgetary policy on engendering Vision 2030*

Session 1: The Approach of relating budgets to gender equality

Gender Aware Policy Appraisal is an analytical approach which involves scrutinizing the policies of different portfolios and programmes by paying attention to the implicit and explicit gender issues involved (Buchen, 2007). It questions the assumption that policies are 'gender-neutral' in their effects and asks instead: In what ways are the policies and their associated resource allocations likely to reduce or increase gender inequalities?

A comparative analysis of the impact of budgets on men and boys and on women and girls is the first step in the process towards GRB. This type of budgetary analysis helps to reveal the extent to which budgets and their underlying policies are reducing, worsening, or perpetuating inequalities between men and women. Gender-responsive budgeting requires knowledge of the budget as a whole, including its processes, the role of institutions, and the policy context in which it is framed. In addition to gender budget analysis, GRB also entails using certain tools such as data and indicators to identify budget priorities, allocating resources accordingly, and tracking the impact of policy and budgets on gender equality (UNIFEM 2005).

It is relatively easy to identify budget allocations specifically targeted to women and girls (e.g. funding for provision of sanitary towels); and propose activities to raise awareness of gender inequality and on capacity building to address such inequalities (e.g. gender mainstreaming training workshops for public officials). However, such activities account for only a small proportion of the total budget. So it is important to conduct a gender analysis of the mainstream 'general' expenditure.

This study proposes to use the following framework by Elson (2003) to analyze the budget of selected ministries, using the following steps:

- Select a Ministry or program, and over the budget cycle examine planned and realized:
 - ✓ Financial outputs;
 - ✓ Activities financed;
 - ✓ Outputs delivered;
 - ✓ Impacts on people's wellbeing.
- Undertake a gender analysis of these budgetary dimensions using disaggregated expenditure and revenue tools and approaches. A gender budget analysis can be conducted, irrespective of whether gender equality has been explicitly specified as a desired outcome and impact of the Ministry or Programme, by asking whether planned and realized; (i) impacts promote gender equality (ii) outputs are fairly distributed between women and men and are adequate to achieve gender equality (iii) activities are designed to be equally appropriate for women and men and are adequate to achieve gender equality (iv) inputs are adequate to achieve

gender equality. To answer these questions sex-disaggregated data will be needed and an understanding of the relevant gender relations.

- Apply the analytical tools at the different levels of budgetary decision-making including:
 - ✓ Aggregate macroeconomic strategy;
 - ✓ Composition of expenditures and revenues;
 - ✓ Effectiveness of service delivery.
- Identify the gender gaps (at the level of the individual and household, economic and social, paid and unpaid) and the budgetary and policy changes that need to be made.
- Convey the results of the analysis with the aim of bringing about changes to budgetary and policy decisions.

Session 2: Case study: Engendering the Kenya Vision 2030 – focus on the Economic Pillar

The Kenya Vision 2030 was developed as the long-term development blue print covering the period 2008-2030. The Vision 2030 aims at creating “a globally competitive and prosperous country with high quality of life for its citizens by the year 2030”. Kenya Vision 2030 is anchored on three key pillars namely the economic, social and political pillar. The economic pillar aims at achieving a 10 percent economic growth rate by 2012, and thereafter, sustaining the average annual economic growth rate at 10 percent or above. The social pillar seeks to create and build a just and cohesive society, with equitable social development in a clean and secure environment. The political pillar aims at realizing an issue based, people-centered, results-oriented, and accountable democratic political system that respects the rule of law, and protects all rights and freedoms of every individual in society.

The Vision 2030 is based on several foundations, key among them is the achievement of enhanced equity and wealth creation opportunities for the poor. It is recognized that no society can gain the social cohesion if significant sections of the population live in abject poverty. It is for this reason that the vision includes equity as a recurrent principle in its economic, social and political programmes. Special attention is given to investing in the ASAL districts, communities with high incidence of poverty, unemployed youth, women and all the vulnerable groups.

However, the measures aimed at achieving equity, especially gender equity, are mainly concentrated in the social sector. The Vision 2030 assumes that the economic pillar is gender neutral, even though various gender dimensions arise from the various flagship projects being proposed in the report. These gender dimensions arise as a result of the different roles played by men and women in the society, and also because gender disparities exist in terms of access, ownership and control of productive resources. Men and women also have different capabilities that enable them to take advantage of opportunities that arise from investing in the key sectors in the Vision 2030.

Table below is an analysis of gender dimensions arising from various projects under the agriculture sector:

Strategies	Gender dimension
Reforming institutions	Most producer organizations and cooperatives are still male-dominated in terms of management and membership
	The system of offering extension services can be said to be gender-blind. Currently, female extension service officers only account for about 27 percent of the total employment of extension officers, which is even below the required 30 percent.
Increasing productivity	There exist gendered divisions of labor in agriculture. In Kenya, women perform about 80 percent of the work in food production, especially in subsistence and small-scale farming.
	Previous research has shown that agricultural yields obtained by women farmers could increase by more than 20 percent if they were to be given the same level of agricultural inputs and education as male farmers
	Traditionally, women are also more involved in more traditional food crops (such as roots and tubers and traditional vegetables), while men control more market-oriented high-value cash crops, such as sugarcane, coffee, tea etc.
	Uptake of improvement seed and technology by men and women - There is evidence of gender discrepancies observed in the use of improved technology and other productive inputs and consequently farm output.
Land transformation	Land ownership in Kenya is mainly male-dominated mainly because of the cultural norms that exclude women from inheriting land. Women in Kenya are estimated to only own about 1.5 percent of registered and titled land.
Development of ASAL areas	Due to the gendered division of labor, the flagships projects under development of ASAL areas (especially investment in water provision and putting more land under cultivation) greatly benefits women because they will spend less time looking for water and diversifying into agriculture ensures food security. Also provision of pasture, fodder and veterinary services and creation of disease free zones would ensure more sustainable livelihoods and would also limit male migrations, which place more burden on women to

	take charge of the households in the absence of men.
Increasing market access through value chain addition	Women and men play different roles and get different benefits along the value chain. It is therefore important to not only consider gender imbalances within agriculture but also in agro-processing, which has higher value added.

Exercise

Form groups and undertake a gender responsive budgeting analysis of the Medium Term Expenditure Framework (2019/2020 sector reports) in the link.. Each group should choose one sector. Identify key players/stakeholders of the process and recommend ways of making the various reports gender sensitive.

Further Reading

Buchen, T. 2007. Gender Budget Initiatives: Case of Uganda, Mozambique and Nicaragua. A paper prepared for the Development Policy Research (DPR) department of the Vienna Institute for Development and Cooperation (VIDC) and the Gender and Development department of the Austrian Development Agency (ADA)

Wanjala, B. and M.T. Odongo (2010), 'Gender and Kenya Vision 2030: An Audit of the Economic Pillar', in 'Kenya's Vision 2030: An Audit from an Income and Gender Inequalities Perspective', The Society for International Development (SID), Eastern and Southern African Region.

MODULE 7: BENEFIT INCIDENCE ANALYSIS

Module objectives

- *This module is aimed at providing an understanding of incidence analysis of public programmes measured and disaggregated by gender.*
- *This module gives an overview analysis by gender using Kenyan Value Added Taxation.*

Session 1: Sex-Disaggregated Public Expenditure Incidence Analysis

The question of how the benefits from the provision are distributed between women and men, or between different wealth groups, remains important and provides information on the equity dimension of public resource allocation.

Sex-disaggregated public expenditure incidence analysis (or, in short, benefit incidence analysis) is a standard tool for public expenditure analysis that describes the distributional consequences of public spending. It asks who benefits from public expenditures in a given sector. In general, benefit incidence analysis is a powerful instrument to sensitize government officials and policy makers for gender inequalities.

Benefit incidence analyses can only be applied on sectors where individual users can be identified, but not for sectors providing public goods (e.g. security, large scale infrastructure, street lighting). Most benefit incidence studies focus on education, health services, and water and sanitation. Others focus on direct income transfers, social security benefits, public employment or agricultural services.

There are two main ingredients in determining the incidence of the public supply of services. The first ingredient is information on the **distribution of the use of public services**, for example, through information on which individuals receive and which do not receive agricultural extension advice. The second ingredient is information on **public resource allocation** for the provision of these services. This information is predominantly captured by public expenditures for a given service, but in certain cases it can be estimated by aggregating different components of the cost of providing a service or infrastructure. Information on public expenditures or unit costs help to quantify the supply of services, thus enabling a comparison of, for example, benefit incidence across different sectors or groups.

The benefit incidence is calculated by the following three steps methodology:

1. Estimation of the unit cost of providing a particular service (proceeds of cost recovery measures have to be subtracted). The unit costs are calculated by the total amount of officially reported public spending on the service in question divided by the total number of units provided.
2. Unit costs are imputed to households that are identified as users of the service (e.g. through household income or expenditure surveys) and multiplied by the number of units consumed by the household.
3. Aggregated estimates of benefit incidence are obtained in groups ordered by different variables.

Case study: Benefit Incidence of public spending on agricultural extension by gender

Consider results of benefit incidence analysis of agricultural extension as shown below.

	Q1 (poorest) %	Q2 (%)	Q3 (%)	Q4 (%)	Q5 (%)
All	23.73	31.5	20.87	6.83	17.07
Women	27.58	30.96	21.85	5.18	14.42
Men	20.25	31.46	23.27	7.35	17.66

The results show that the benefits from local public expenditures on agricultural extension are largest for the poorest individuals and also benefits women more than men in the poorest quintile. However, men benefit more than women in all other quintiles except the poorest quintile.

Further Reading

Mogues, T., Petracco C. and Randriamamonjy, J. 2011. *The Wealth and Gender Distribution of Rural Services in Ethiopia: A Public Expenditure Benefit Incidence Analysis*. Development Strategy and Governance Division. IFPRI Discussion Paper 01057

Demery, L. 1996. *Gender and Public Social Spending: Disaggregating Benefit Incidence*. Poverty and Social Policy Department. Washington: World Bank

Demery, L and Gaddis, I. 2009. *Social spending, poverty and gender equality in Kenya: a benefit incidence analysis* Lionel

Session 2: Gendered Revenue Incidence Analysis

Analyzing taxation through a gender lens can advance the commitment made by governments to incorporate a gender perspective in budgetary processes, as well as increase compliance with the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW) in countries which have ratified this Convention.

Revenue incidence analysis looks at the **revenue side of budgets** by calculating how much direct and indirect taxation is paid by different individuals or households. The required data on income and expenditure patterns can be obtained from household surveys and from revenue collection agencies. The Income Tax is relatively easy to analyze since it can be determined whether the taxpayer is female or male. The analysis of the Value-Added Tax (VAT) is more complicated because it is paid by households rather than by individuals.

Why is tax a gender issue?

Tax policies often have important, though unrecognized, gender implications. Gender activists have begun to address fiscal policy issues and to participate in discussions about the expenditure side of public budgets around the world. Few countries however, have addressed the gendered impact of the ways in which revenue is raised. Because taxes are the key source of revenues governments themselves raise, understanding the nature and composition of taxation and current

tax reform efforts is key to providing public services and social protection, and assisting in poverty alleviation.

- Gender analysis of tax policy can potentially improve reform efforts and can play a role in redistribution in developing countries. Alternative measures (including the mix of direct and indirect taxes, and the structure of rates, exemptions, credits, allowances) should be explored to assess whether they address the goals of raising revenue and promoting gender equality objectives.
- Analysis can highlight the burden and incidence of taxation. Has it shifted to poorer households, for instance?
- Some personal tax policies are explicitly biased against women. In South Africa before 1994, for instance, women were taxed at a higher marginal rate than men, based on the argument that the male was the breadwinner and the woman's income supplemented the household income so should be taxed more heavily.
- Less explicit biases exist in personal income tax systems e.g. car allowances typically favour men, who are more likely to own cars (for which tax deductions are often allowed), while discriminating against women who are more likely to incur other forms of travel costs.
- Consumption tax such as Value-added tax (VAT) is a regressive tax, placing an unfair burden on poorer households, which spend a larger proportion of their incomes on VAT compared to higher income households.
- Tax policy should be part of public discussions about the level of government services and who should pay for them, including the share paid by women and men as investors, consumers, workers and employers.

Gender bias in South African Tax System

The research* examined tax policy from a gender perspective in South Africa and found the following:

1. *Despite the removal of explicit discrimination there are still some areas of bias in direct and indirect taxes, for example in SITE and non-standard earnings.*
2. *Households with the same level of income and the same number of dependents do not pay the same level of direct taxes. Single-earner households, where for example you have a woman with a number of dependents, may still be paying too much direct tax compared to dual-earner households. This is due to single filing.*
3. *Total indirect tax incidence is lower in female-type households than in male type households.*
4. *The current zero-rating of VAT on basic foodstuffs and paraffin has had a large and positive impact on lower-income and female-type households in particular. Further zero-rating may be beneficial.*
5. *Female-type and male-type households with children bear a lower burden of indirect taxes than those same household types without children. Expenditure patterns affect tax incidence. High taxes on alcohol and tobacco and the fuel levy result in higher incidence of indirect taxes on male-type households and those without children.*

*From Policy brief by Judith Shier on Gender and Taxation in South Africa.

Case Study: Value Added Tax (VAT) Incidence Analysis in Kenya

Gendered tax incidence involves calculation of how much tax males and females pay, based on their levels of expenditure. For this particular analysis, an expenditure measure of tax burden (in monetary terms) was used as opposed to an income measure. This was done for three main reasons. First, primary data on expenditures is more reliable than data on incomes. Secondly,

expenditures are more objectively observed and more understandable than consumption levels and income measures. Thirdly, expenditures constitute a better basis of comparison with respect to the poor, given that the poor mostly smooth consumption, implying that expenditure is a better measure of their well-being than is income.

To carry out incidence analysis, household data on consumption patterns from the Kenya Integrated Household Budget Survey (KIHBS 2005) was used. Several assumptions are required for an incidence analysis. Conventional incidence analysis assumes that the final tax burden of direct taxes is born by factors of production (labor and capital), while indirect taxes are borne by consumers (Elson 2006; Martinez-Vazquez 2001; Stotsky 1996). It is therefore assumed that indirect taxes on goods are shifted entirely to consumers if markets are competitive and taxes apply to final sales, so that consumers bear the tax burden in proportion to their purchases of taxable goods (Bird and Miller 1989; Elson 2006; Martinez-Vazquez 2001).

The statutory tax burden can be computed by multiplying the base (expenditure in this case) with the statutory tax rate. The rates that we applied are as specified under the VAT Act, whereby goods and services are characterized as designated, exempt or zero-rated. The tax burden is then computed as the ratio of the tax payable to total expenditure. The incidence analysis is based on the ability to pay principle, which implies that those with higher incomes should pay a larger share of the tax burden than low-income individuals. This concept implies that a tax system should be progressive. In the case of a tax on goods and services, a tax is said to be progressive if the tax burden (ratio of tax payable to total expenditure) rises with expenditure, regressive if it falls with expenditure and proportional if it remains constant, no matter what the level of expenditure.

VAT burden for food consumption by sex of household head and marital

Household category	Tax burden with zero rating and exemptions	Tax burden without zero rating and exemptions
Male-monogamous/living together	1.97	15.4
Male-polygamous	1.97	14.7
Male-separated/divorced	3.41	14.1
Male-widower	2.77	14.3
Male-never married	4.74	13
Female-monogamous/living together	1.38	15.1
Female-polygamous	1.61	14.4
Female-separated/divorced	1.45	15.5
Female-widow	1.49	15.6
Female-never married	2.02	15.5

Results above show that without tax exemptions or zero rating, the tax burden is highest for female-headed households where the women are divorced/separated, widowed or never married. The tax burden is much lower for males who are divorced/separated, widowed or never married. The reverse applies for cases where food consumption items are exempted or zero-rated, as male-headed households where the man is divorced/ separated, widowed or never married bear the greatest burden, especially males who have never married bearing the highest burden of all.

Exercise

Form groups and discuss how taxation can impact on men and women differently. Give specific examples.

Further Reading

Wanjala, B. and M. Were (2011), 'Gender Equity and Taxation in Kenya: The Case of Personal Income and Value Added Taxes', a book chapter in 'Challenging Gender Inequality in Tax Policy Modeling – Comparative Perspective', Edited by Kim Brooks, Åsa Gunnarsson, Lisa Philipps and Maria Wersig, Hart Publishing, Oxford, UK.

Debbie Budlender and Imraan Valodia. 2008. *Gender and taxation in South Africa*

Daniela Casale. 2009. *Indirect Taxation and Gender Equity: Evidence from South Africa.*

Shier, J. *Gender and Taxation in South Africa. Policy brief.*

MODULE 8: GENDER AWARE CALL CIRCULARS AND BUDGET STATEMENTS

Module objectives

This module aims at giving an overview of gender aware call circulars and budget statements and their role in ensuring support for implementation of GRB.

Session 1: Gender Aware Call Circulars and Budget Statements

Call circulars or guidelines: these are the official notices that are issued by the Ministry of Finance near the beginning of each budget cycle. The purpose of the circular is to instruct government agencies how they must submit their demands for budgets for the coming year. The call circular is sent to all spending agencies (ministries, departments, other government-funded institutions), with guidelines on their budget “ceiling” for the following year. In some cases, the call circular describes government priorities that should be addressed in the coming year’s allocations. The circular also gives a range of other instructions to the agencies about how they should construct and format the draft budget for the coming year and how they should present the motivations for this budget. The planning and budget officials within the agencies then use this format to draw up their budget submissions. These submissions are subsequently inspected by, and negotiated with, the Ministry of Finance before going to Cabinet.

One way in which call circulars can be made more gender-responsive is for them to **state explicitly that gender should be reflected in the submissions**, and will be considered an important criterion during negotiations. Another way that the circulars can be improved from a gender perspective is to **require that all relevant indicators be sex-disaggregated**, and that **gender-related indicators be included** wherever relevant.

A gender-aware budget statement: this is a *government report of an accountability process* regarding its commitment to gender equality. In this process, any of the above tools are used to analyze the government’s policies, programmes and related budgets. Their implications for

gender equality are summarized with a number of indicators like the share of total expenditure targeted to gender equality programmes, the share of public service expenditure used mainly by women, and gender balance in government jobs, contracts and training. A gender-aware budget statement can only be elaborated by the Ministry of Finance, and requires a high degree of commitment and coordination of all ministries.

The gender budget statement is a post-mortem report and is prepared after government agencies have completed the process of drawing up the budget and allocating resources to different programmes in response to the annual call circular. Preparation of the gender budget statement is therefore not part of the process of prioritization of policies and budgets. Its format is based on the standard budgeting approach used by the government e.g. if it is a programme based approach, then it will have activities, outcomes and indicators.

The gender budget statement is a summary and cannot therefore cover all activities of government. Two key guiding questions on choice of activities are: which activities/programmes account for the largest share of the budget? What is the implication of these programmes for gender equality? What other programmes that receive little budgetary allocations but have important implications for gender equality?

Exercise

Using an example of a recent budget circular, discuss the extent to which the circular has addressed gender issues and identify avenues for making it more gender responsive.

Further Reading

Budlender, D., Sharp, R and Allen, K. How to do a gender-sensitive budget analysis: Contemporary research and practice. Australian Agency for International Development, Canberra and the Commonwealth Secretariat, London

Budlender, D. 2007. Gender-responsive call circulars and gender budget statements. UNIFEM

Forum for Women in Democracy (FOWODE). 2010. Financing gender equality: Assessing sector compliance to the Gender Directive in the Budget Call Circular. UNIFEM