



MINISTRY OF FINANCE AND ECONOMIC PLANNING



GENDER-RESPONSIVE BUDGETING PROGRAMME IN RWANDA

2008 - 2010



KNOW YOUR RIGHTS, BE INFORMED ON WHAT IS BEING PLANNED AND BUDGETED FOR YOU



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Acronyms

BCC	:	Budget Call Circular
CCOAIB	:	Conseil de Concertation des Organisations d'Appui aux Initiatives de Base
CSO	:	Civil Society Organisation
DFID	:	Department for International Development
EDPRS	:	Economic Development and Poverty Reduction Strategy
GELD	:	Gender Equitable Local Development
GMO	:	Gender Monitoring Office
GRB	:	Gender Responsive Budgeting
MIGEPROF	:	Ministry of Gender and Family Promotion
MINAGRI	:	Ministry of Agriculture
MINALOC	:	Ministry of Local Government
MINECOFIN	:	Ministry of Finance and Economic Planning
MINEDUC	:	Ministry of Education
MININFRA	:	Ministry of Infrastructure
MINISANTE	:	Ministry of Health
MTEF	:	Medium Term Expenditure Framework
NISR	:	National Institute of Statistics of Rwanda
RALGA	:	Rwandese Association of Local Government Authorities
SIP	:	Strategic Issues Paper
UNCDF	:	United Nations Capital Development Funds
UNDP	:	United Nations Development Program
UNIFEM	:	United Nations Funds for Women



John RWANGOMBWA

Minister of Finance and Economic Planning

The Ministry of Finance and Economic Planning started implementing Gender Responsive Budgeting (GRB) initiative in 2008. The current GRB process was based on the experience of the previous GRB initiative led by the Ministry of Gender and Family Promotion (MIGEPROF) in 2002 to 2004.

The implementation of the GRB in 2008 was in line with the broader objective of promoting Gender Equality enshrined in the vision 2020 and the Economic Development and Poverty Reduction Strategy (EDPRS), the second generation of Poverty Reduction Strategy Paper

(PRSP) that was approved in 2007. Lessons learnt in mainstreaming gender in the budget process during the implementation of the first PRSP informed the nature and design of the current GRB initiative.

The rationale of the GRB program is to bring gender perspectives into the mobilization of government resources as well as the implementation of Government programs. The aim is to mainstream gender into the analysis of public expenditure and means of raising public revenues, so that the impacts on men and women are considered. The long-term goal of the program is to ensure government spending addresses the needs of women and men equitably and government institutions promote accountability and transparency in the determination of government priorities and public spending.

GRB program has achieved substantial results since its inception in 2008. The institutional structure to implement the initiative was developed, GRB awareness campaign launched, GRB training manuals prepared and disseminated, in-depth GRB training workshops conducted, Gender Budgeting Statements

prepared for the 4 pilot sectors, a GRB Portal created on the MINECOFIN website and a GRB communication strategy developed. However, more remain to be done to have Gender mainstreamed in a sustainable framework for both central and local governments. This documentation accounts for the achievements, challenges and lessons learnt since its inception to date in order to increase awareness raising and share experience and good practices with the wider public.

It is my sincere hope that this publication will enhance awareness and bring on board more partners in this endeavour.

Sincerely,



John RWANGOMBWA
Minister of Finance and Economic Planning



In 2008 Rwanda's Ministry of Finance and Economic Planning (MINECOFIN) embarked on a gender-responsive budgeting (GRB) programme. This document describes the development of the programme to date. It describes the first, preparatory phase as well as the second phase of implementation. It explains why particular approaches were adopted, achievements, as well as challenges.

The document is intended for both internal and external audiences. MINECOFIN hopes that inside the country those who are already involved in the GRB programme will gain a better understanding of the initiative, while those who are not yet but could be involved will be encouraged to participate.

For external readers MINECOFIN hopes that Rwanda's experience will help encourage actors in other countries to move forward with GRB initiatives that are tailored to their particular circumstances. Such circumstances include both the situation of women, men, boys and girls in the country, and the way that planning and budgeting happens.


Background

The current GRB programme is not the first GRB effort that has happened in Rwanda. In the period 2002 to 2004 the Ministry of Gender and Family Promotion (MIGEPROF) led a GRB project in collaboration with MINECOFIN. The project was supported by the Department for International Development (DFID), and their funding included support for a long-term international consultant who was based in MIGEPROF for the duration of the project. There were some similarities between the 2002-2004 project and the current programme in that both initiatives build on the ongoing budget reforms and, in particular, the introduction of programme budgeting in Rwanda. Further, both the earlier initiative and the current programme have gender budget statements as a key instrument.

However, while learning from the previous initiative, the current programme tries to avoid the weaknesses that contributed to the earlier initiative being abandoned. For example, the current programme is led by the National Budget Directorate within MINECOFIN. This is consistent with a gender mainstreaming approach which requires that every ministry takes responsibility for mainstreaming gender in the activities for which it is responsible, while the gender machinery (such as MIGEPROF and the new Gender Monitoring Office (GMO)) is responsible for oversight and, where appropriate, support. Further, the current GRB programme places great emphasis on avoiding over-reliance on external consultants. Instead, it aims to build the capacity of local actors who will “do GRB” in their daily jobs on an ongoing basis.

In addition to the 2002-2004 GRB initiative, there have been several other GRB activities in Rwanda. In particular, various international agencies have organised workshops at which the concept of GRB has been introduced to a wide range of actors. MINECOFIN has been involved in many of these activities, but has not necessarily led them. Further, the other initiatives have not attempted to introduce Rwanda-specific ways of addressing gender in budget processes and documents beyond, in some cases, discussing the gaps and needs in respect of gender-related data. Related to this second difference is that current MINECOFIN-led programme includes a lot of practical hands-on sessions rather than the focus being on sharing new concepts and ideas.

Any GRB initiative will be influenced by the political, administrative and



The Rwanda documents related to the current MINECOFIN-led initiative talk about both a GRB “programme” and a GRB “project”. For MINECOFIN there is a clear difference between the two. The GRB “programme” is – like other programmes of the Government of Rwanda – an activity that will continue for many years. The GRB “project” is the donor-supported three-year activity that is intended to establish and develop the GRB programme.

social context of the country in which it occurs. Further, to be successful, GRB initiatives must be adapted to suit the context. For Rwanda there are several issues that are especially important. Here we concentrate on the issues that are closely related to the budget.

Firstly, like many other developing countries, Rwanda is undergoing substantial reforms in the way it plans and budgets. In the past, budgeting was primarily a bookkeeping or accounting exercise that focused on the money. The modern way of budgeting is to see the budget as a resource for implementing government’s strategies and plans. Modern budgeting is therefore done according to “programmes” and “sub-programmes” and budget documents make links to the plans by using concepts such as “activities” (what government plans to do within each sub-programme, “outputs” (what government hopes to produce through an activity, and “outcomes” (the changes government hopes to see after several years of implementing sub-programmes). These features of modern budgeting make it easier to analyse and plan budgets from a gender perspective, as they make it much clearer what will be done with the budgeted money.

Secondly, like other countries, Rwanda has several layers of government. The central government consists of 17 ministries and other agencies, such as the parliament. In addition, there are four provinces and Kigali City in the “middle” level, and thirty districts at the third level. As a general rule, the ministries are responsible for developing policies, coordinating and monitoring systems to ensure implementation of the policies while the provinces help to coordinate the districts that fall within them. The districts are where services are delivered. This set-up means that, to make a difference in the lives of ordinary people, GRB must include the districts.

Decentralisation works in different ways in different countries. In Rwanda, as in many other developing countries, districts are not able to generate much local revenues and instead rely mainly on money that comes from central government. Most of the district money comes from central government in the form of “earmarked” grants. This is money that the district must spend on a specified programme or sub-programme. In many cases the names of these programmes and sub-programmes mirror those used at central level so that these programmes and sub-programmes in effect span the different levels of government. However, while districts cannot change the monetary allocation, each district can decide the details of the activities that fall within each sub-programme and how it will implement them. This provides the opportunity for them to examine the gender gaps that relate to the sub-programme and try to address these gaps through particular activities.

The rest of the district money comes as a “block grant”. This money is intended to pay for basic operations of the district such as paying salaries, office rental and supplies, and so on. Because GRB is mainly interested in delivery, the earmarked grants are therefore the main focus.

Looking beyond the budget, the Government of Rwanda has demonstrated its commitment to gender equality in a range of ways. At the most visible level, the country has the highest percentage of female parliamentarians in the world. Government has ratified all the main international and regional instruments on gender. Within the country, a national gender policy was adopted in 2004, and was recently revised. Paragraph 3.3.6 of the national gender policy reads as follows:

“Budgeting is the condition sine qua non of success of implementation of the National Gender Policy. The Policy will not succeed unless adequate resources are allocated to programmes and activities related to it. The budgeting process of the government should fully take into consideration objectives and strategies of the Government National Gender Policy and National Plan of Action. In this perspective it is essential to fully implement the gender budgeting initiated by the Government of Rwanda.”

The serious emphasis on improving budgeting in the country, and the strong government commitment to gender equality, provide a fertile ground for “doing GRB”.

GRB project Phase I

The current GRB programme started in September 2008, with agreement from UNIFEM that they would fund the first phase of activities, which was expected to take 13 months. The project was officially launched by the Minister of Finance and Economic Planning, Honourable James Musoni, at Serena Hotel in November 2008. The launch was highly attended by representatives from line ministries, civil society organisations (CSOs), United Nations agencies, development partners, and parliamentarians.

The intention of this first phase was to establish the basis for “doing GRB” in Rwanda by creating the necessary structures, deciding on the approach, and getting staff in place. By May 2009 the bulk of the allocated money had been utilised, and after ten months MINECOFIN submitted an end-of-project report.

The long-term goal of the project was to ensure government spending addresses the needs of women and men equitably and government institutions promote accountability and transparency in the determination of government priorities and public spending.

One can obviously not expect this long-term goal to be achieved in ten months. Instead, we therefore focused in this report at the short-term objectives and planned “outputs” of the project accordingly to see what was achieved.

The short-term objectives were to:

- Sensitise planning and budgeting officers in ministries and districts on GRB
- Train technical core team as trainers in GRB for line ministries and districts
- Establish gender disaggregated data collection and monitoring system at national level and make it available for planning officers

3.1 STAFF AND STRUCTURES

A project coordinator was recruited and commenced working for the project in January 2009. The coordinator previously headed Pro-Femmes, the umbrella body for women's organisations in Rwanda and, from this position, participated in several civil society activities organised under the previous MIGEPROF GRB project. She thus brought strong gender analysis skills and a solid understanding of gender issues and organisations in Rwanda, although she was not well versed in government budgeting.

Institutionally, the GRB project has been led by two bodies – a technical core team and a steering committee.

The steering committee was set up in mid-2009. Its mandate is:

- To provide guidance to the implementation of GRB in Rwanda
- To facilitate coordination between GRB program, in MINECOFIN, and other relevant gender planning, budgeting and implementation initiatives
- To approve GRB implementation reports, work plans and budget
- To undertake advocacy for the program and resource mobilisation
- To ensure ownership of the process across government, development partners and civil society.

The steering committee is a relatively large body that includes representatives of Government of Rwanda (both central government and districts), development partners, and civil society. The body is chaired by the permanent secretary of MINECOFIN, with the head of UNIFEM as co-chair. Central government representatives come from MINECOFIN, MIGEPROF, the National Institute of Statistics of Rwanda (NISR), GMO, and the ministries chosen for the pilot, namely MINEDUC (education), MINISANTE (health), MINAGRI (agriculture) and MININFRA (infrastructure). These sectors have been chosen taking into

consideration their large government budget share as well as their socio economic role in development of the country. Representing the districts are the Rwandese Association of Local Government Authorities (RALGA), the Ministry of Local Government (MINALOC), and the Coordinator of Intergovernmental Fiscal Relations Unit of MINECOFIN.

HARMONISATION OF DONOR FUNDING AND AVOIDING DUPLICATION

The steering committee has discussed how partners could contribute to a common pool of funds for GRB activities in the country. As with other attempts to pool funds in line with best practice of aid effectiveness, this is not easy as each donor has its own timelines and requirements.

A major achievement to date has been agreement that two other UN-funded projects will be incorporated into the main GRB programme rather than run as separate projects. These two other projects will thus, for example, be managed and led by the same team within MINECOFIN as is dealing with GRB more generally.

The first of these projects is the Gender Equitable Local Development (GELD) project funded by UNIFEM, the United Nations Development Fund for Women, the United Nations Capital Development Fund (UNCDF), and United Nations Development Programme (UNDP). GELD is intended to build capacity of local governments to mainstream gender in planning and budgeting processes and facilitate participation of women in these processes. The project is being implemented in Mozambique, Senegal, Sierra Leone and Tanzania alongside Rwanda. It became operational in Rwanda in May 2010 and is being implemented as part of the overall GRB programme.

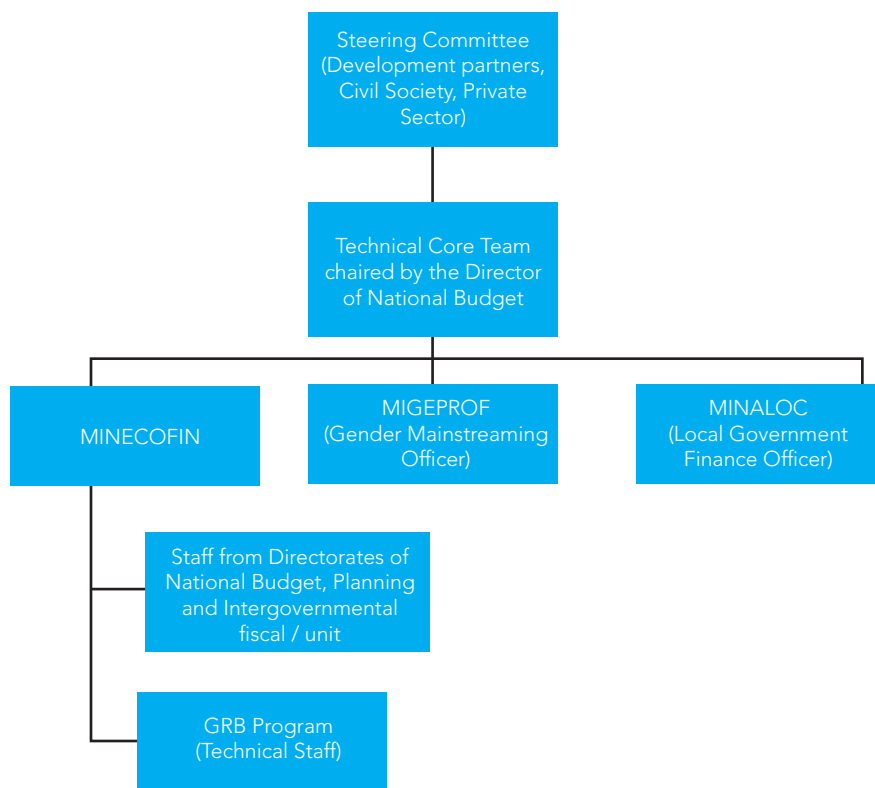
The second project that will be incorporated into the main GRB programme is UNIFEM's "Integrating Gender Responsive Budgeting in the Aid Effectiveness Agenda". Rwanda was one of ten countries for which case study research was done in the first phase of the project. For the second phase of the project, Rwanda is one of five countries that UNIFEM is supporting further with implementation.

The development partner members of the steering committee represent partners who have supported or plan to support GRB activities in the country. By including these partners in the steering committee, MINECOFIN hopes to avoid a proliferation of GRB initiatives that could represent duplication of effort, and could even give conflicting and confusing messages. Indeed, the programme implementation strategy identifies such duplication as one of the greatest threats to the GRB programme.

The steering committee was meant to meet quarterly. Despite its large size, the first meetings had good attendance. This reflected the high level of interest in the initiative. The fact that MINECOFIN permanent secretary chairs the committee also demonstrates to all that this is a serious initiative of government.

The technical core team is chaired by the Director-General of National Budget Directorate and for the first phase included the project coordinator, officers from relevant MINECOFIN departments and an officer from MIGEPROF. This team met on a much more regular basis than the steering committee. Its core activities during the first phase included reaching agreement on the approach, approval of documents commissioned by the project, and production of a three-year project document and implementation strategy for the three-year second phase. The implementation strategy included careful analysis of the context in which the GRB programme was being implemented. It described how the programme would take advantages of strengths and opportunities, and try to avoid the problems associated with weaknesses and threats. The GRB management structure is shown in the figure 1.

Figure 1: GRB management structure



3.2 SENSITISATION

Materials for sensitisation were developed such as the training manual on GRB and gender budgeting guidelines borrowing local competencies. The modules of the manual covered gender and gender budgeting concepts and principles, gender analytical frameworks, the budget cycle, GRB tools and approaches, the roles of stakeholders, and the draft implementation strategy. The two documents are useful in giving key concepts, the gender situation analysis in Rwanda and by providing different approaches of GRB developed internationally. However, further materials need to be produced to give more specific guidance to planning and budgeting officers of sectors and districts.

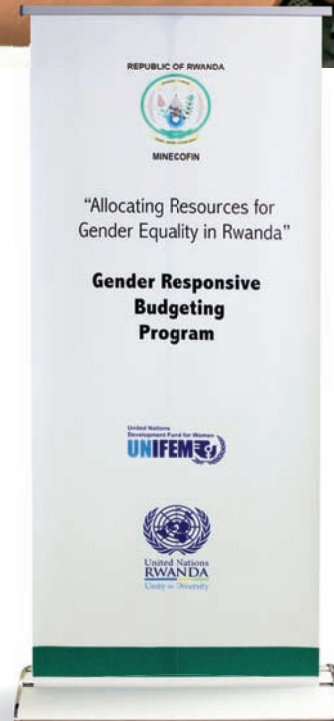
The materials were utilised by the project when doing general sensitisation on gender and GRB with the pilot ministries and at district level.

Overall, 131 planners and budget officials – 42 of whom were women – were sensitised through this process. The sensitisation workshops were organised per province, with one for each of the four provinces and Kigali City. Four participants from each district attended – the planning officer, budget officer, and two members of the district council. These participants were specified as they would be the ones who would later need to be involved in GRB activities. The sensitisation, while fairly general in what it covered, was therefore very focused in its targeting of participants. The idea was not to sensitise the general public on GRB, but rather to sensitise those who would later have important roles in the roll-out of GRB.



3.3 TRAINING OF THE TECHNICAL CORE TEAM AND DEVELOPMENT OF THE APPROACH

The training of the technical core team as trainers for the pilot ministries and districts happened through a six-day workshop held in March 2009. The outcome of this workshop was the formulation of specific approach to be used for the GRB in Rwanda and training of trainers. But the fact that the future trainers were deeply involved in this formulation meant that they would be able to bring this full understanding to the later training that they did.



A total of 11 people participated in the workshop in addition to the facilitator. Participants came from MINECOFIN, MIGEPROF, RALGA and UNIFEM. Development of the approach was achieved through a mixture of presentations, plenary and group discussions, and group exercises that drew on both international experience, the previous GRB initiative within MIGEPROF, and experience in the ongoing general budget reforms. The practical exercises were particularly important as they ensured that the proposed approach was feasible and “do-able”.

There were important recommendations from the workshop that serve as guiding approach of the GRB in Rwanda as stated below:

- The first year of the programme should focus on four sectors – health, education, agriculture and infrastructure. These sectors were chosen because each accounts for a substantial proportion of the government budget. Further, between them they span social, economic and infrastructure, thus clearly delivering the message that gender is not relevant only in the social sectors.
- The focus should be on sectors rather than ministries, as this would allow for the districts to be included in a coherent way i.e. the work at district level would focus on the same sectors as at central level.
- The main focus would be on expenditure, and would include both recurrent and capital expenditure. This would be in line with the overall approach to programme budgeting in Rwanda, which encompasses both recurrent and capital.
- Project expenditure would be included in the scope of the project, including both donor-funded and locally-funded projects. Examination of the budgets of the pilot ministries revealed that project expenditure would be particularly important when working in the infrastructure sector. The workshop thus included a session that tested carefully whether the approach would work with a project-dominated budget. The session showed that it would.

- The approach would consider other axes of disadvantage, in particular poverty and rural/urban, simultaneously with gender e.g. it would take into account differences between poor and rich men and women and focus most attention on those who are poor. This is in line with the Economic Development and Poverty Reduction Strategy (EDPRS), the overall document guiding development in Rwanda.
- The focus would be on service delivery rather than internal institutional activities. GRB analysis would thus exclude management and administration allocations.
- The key instrument to be used would be gender budget statements which serve as accountability instruments through which government agencies report to parliament on how their budgets will enhance gender equality. They are compiled after budget allocations have been decided. They therefore serve as "post hoc" reports rather than informing development of budgets and related activities.
- The gender budget statements should be compiled at sub-programme level.
- The gender budget statements would form part of the submissions that ministries and agencies make to MINECOFIN and would be used in consultations between the agencies and MINECOFIN rather than only for accountability purposes. In practice, this meant that compilation of the gender budget statement would not involve addition of any new sub-programmes or change in the budget allocations, but it would allow for additions or changes in activities so as to make them more gender-sensitive.
- Agencies would be required to include gender analysis in their Strategic Issues Papers (SIPs) in their discussion at programme level. The criteria that should guide choice as to which programmes to include in the gender section of the SIP and which sub-programmes to include in the gender budget statement are:

- Amount of money allocated, in line with the concept of gender
 - mainstreaming rather than setting aside small pots of money for gender
 - Importance of the issue addressed from a gender perspective
 - Importance of the issue in terms of national priorities, such as EDPRS
 - Focus on service delivery.
- Budget agencies should be required to provide the breakdown of civil servant employment status in terms of sex and level. The specified levels were top management (Permanent Secretary level); senior management (Director General level); Director level; professional staff; and support staff (e.g. secretaries)

In terms of follow-up activities, recommendations of participants included two-hour meeting with permanent secretaries of the pilot ministries to inform them about planned activities, training sessions within pilot ministries followed by post-workshop “handholding” while officials complete the gender budget statement, and three-day training for district officials.

3.4 GENDER-RELEVANT DATA

One of the GRB Project short-term objectives is related to establishment of a gender-disaggregated data system for monitoring purposes. This area of work proved more challenging than the other areas of work. The importance of gender-related data was emphasised from the start, including in the first steering committee meeting, as was the general lack of such data in Rwanda. Several activities were undertaken both within and beyond the project. The project itself commissioned a local consultancy company to develop a monitoring and evaluation system with related indicators.

Beyond the project, the GMO and NISR, among others, have organised events around gender data. Some of these events have aimed to consider, in particular, data needs of GRB. For the most part, however, these initiatives


have paid more attention to data produced – or that could be produced – by NISR through surveys than to administrative data produced within government agencies. The survey data are important for the gender budget statements, in particular for the situation analysis. However, gender-relevant administrative data are essential if gender budget statements are to have indicators that are meaningful and can be monitored.

Gender disaggregated data remain the most challenging area not only to



GENDER-RELEVANT DATA CONSIST OF TWO COMPONENTS:

- Sex-disaggregated data giving separate measurements of the same thing for male and female.
- Gender-relevant data that measure issues that are relevant from a gender perspective, but that may not apply to both women and men, such as teenage pregnancy, maternal mortality, and violence against women.



GRB programme but also to the whole gender machinery. In some sectors like MINEDUC and MINISANTE, most of data are sex disaggregated while for example in MININFRA, it is not easy to produce such kind of data due to the lack of specific sector guidelines and gender analysis skills.

This Phase was a preparatory one, focusing on the awareness raising and advocacy workshops. It has been a good basis for the second phase, which has produced most interesting results, such as Gender Budget Statements for the four pilot sectors and some changes in policies at the national level, among others.

GRB project Phase II

The previous section reveals that the first phase met most of the objectives and thus took solid steps in laying the basis for GRB in Rwanda. On the basis of this progress, in October 2009 UNIFEM agreed to allocate funds towards a second phase GRB project. The aims of Phase II of the GRB project are to:

- Effectively train all stakeholders in the national planning and budgeting processes in GRB and develop skills for them to prepare, review and analyse budgets using the gender lens
- Develop a system of monitoring and evaluation for gender responsive targets that is aligned with existing M&E frameworks
- Establish the collection of sex-disaggregated data, with baseline data, and to develop indicators on gender for each sector
- Ensure implementation of GRB in sectors and districts

These aims clearly build on what was achieved during phase I. This phase has covered activities that fall within aims one and four above.

4.1 TRAINING KEY STAKEHOLDERS

In September 2009, the project organised two-day workshops in line with the first objective. One was targeting civil society organisations and another to members of parliaments. An official from GMO also participated in the second workshop. The workshops were co-facilitated by the international consultant who had developed the approach and the Director General of National Budget within MINECOFIN.

The aim of both workshops was to inform these different stakeholders of what was being done by the Government of Rwanda in respect of GRB, and to stimulate their interest in their respective roles. The workshops focused, in particular, on the gender budget statements that parliamentarians and civil society could expect to see tabled in mid-2010. The workshops also explained the budget process and the roles played – or that could be played – by different stakeholders at each stage.



Thirty-five civil society representatives attended the first workshop. Participants were invited through the Civil Society Platform, which serves as an umbrella body for civil society engagement with the budget. The list of organisations proposed by MINECOFIN to the Platform included Pro-Femmes secretariat and members, media organisations, higher learning institutions, human rights organisations, Conseil de Concertation des Organisations d'Appui aux Initiatives de Base (CCOAIB) secretariat which focuses on social and economic development, labour unions, and the Private Sector Federation women's chamber. Participants welcomed MINECOFIN reaching out to them in this way.

The parliamentarians' workshop also had 35 participants. At least some of these participants had previously heard about GRB through events organised by other development agencies. Like the civil society organisations, they welcomed the fact that MINECOFIN was reaching out to them in this way. They also appreciated the fact that they were being told about concrete steps that MINECOFIN was taking, and the nature of the document that was being promised to them for mid-2010. This excitement was confirmed

when the Minister of Finance and Economic Planning delivered the Budget Framework Paper in mid-May 2010, and the first question asked to him from the floor concerned the GRB that parliamentarians had been promised at the workshop. A later question asked specifically about the promised gender budget statements, and the Minister assured them that this would be tabled in early June 2010 alongside the main budget. As promised, MINECOFIN tabled the national budget 2010/2011 with gender budget statements of the four sectors on 10th June 2010.

4.2 THE IMPLEMENTATION OF GRB IN THE PILOT SECTORS

The first budget call circular (BCC) for the 2010/11 budget year was issued towards the end of September 2009. This short call circular did not yet give budget ceilings for agencies, nor did it provide the format for budget submissions. Instead, it was intended to “reinforce the link between planning and budgeting by encouraging sectoral spending agencies to start working together in a sector and identify priorities to be achieved within a constrained resource envelope”. However, paragraph 4(d) of this first call circular focused explicitly on GRB and gave the first formal indication that gender budget statements would be required. The paragraph read as follows:

The Government is further committed to mainstreaming gender and equity objectives in the planning and budgeting process. This involves articulation of the needs of beneficiaries according to gender and integration of respective interventions within the existing programmes as part of the budgeting process. Submission of budget requests accompanied by Gender Budget Statement shall be mandatory for pilot sectors (Health, Agriculture, Education and Infrastructure) but other sectors will also be required to demonstrate how Gender has been integrated in their budget submissions. A detailed guide on mainstreaming gender in the budget will be issued together with the second BCC.

This was not the first time that a call circular in Rwanda had referred to gender. The previous year the budget call circular and terms of reference for sector strategic plans both asked that government agencies incorporate the gender dimension in planning and budgeting. The 2009 circular explained that mainstreaming gender in the budgeting process *does not mean setting a side a separate budget for the Rwanda women or one programme for men and another programme for women. Instead, the emphasis is on ensuring that the full budgets of ministries and districts match the needs of women and men, girls and boys which are inherent in their specific gender roles, responsibilities and constraints.*

It then listed some questions that line agencies and districts should consider when allocating resources to programmes. These questions more or less followed the five-step approach used for GRB elsewhere.

In line with the recommendations of the March 2009 workshop, during November 2009 after the transmission of the first BCC a series of workshops were held with permanent secretaries and key staff of pilot ministries to inform them about GRB and planned activities. The workshops were also attended by representatives of various projects and sub-programmes which were thought to be key when drawing up gender budget statements. These workshops were facilitated by the National Budget Directorate.

In December 2009 these information-sharing workshops with the senior officials were followed by in-depth training of planning and budgeting officers in the four pilot sectors. Two full-day workshops were held, and facilitated by the GRB project team and the National Budget Directorate.

The training of planning and budgeting officers happened after the second call circular had been issued. This call circular described the format to be used by agencies and districts in submitting budget estimates for 2010/11 budget year and for the 2010/11-2012/13 medium term expenditure framework (MTEF). The two-day workshops were intended to introduce the new requirements to the relevant officials and allow them to make their first attempts at compiling gender budget statements. After the workshop, MINECOFIN officials provided hand-holding support to the ministries as they

completed the gender budget statements.

Paragraph 3.8 of the second call circular focused on GRB, and read as follows:

The Government is committed to implementing Gender Responsive Budgeting as described in paragraph 4(d) of the first Budget Call Circular. Annex 10 of this circular gives detailed guide for mainstreaming gender in the budget and for preparation of the Gender Budget Statement. It is a requirement for the budget submission of a pilot sector (Health, Agriculture, Education and Infrastructure) to be accompanied by a Gender Budget Statement and Gender Budget Statements shall be subject to Parliamentary scrutiny during budget discussions in Parliament. All budget agencies are however urged to refer to Annex 10 and make an attempt to mainstream gender since this requirement shall be mandatory to all budget Agencies in the following financial year.

Annex 10 provided the instructions in respect of the gender budget statement. The figure below shows part of a gender budget statement prepared by one of the districts on the basis of these instructions.

Table 2: Extract from district gender budget statement

PROGRAMME: PLANNING, ADMINISTRATION AND MANAGEMENT OF LAND SUB-PROGRAMME: PLANNING AND MANAGEMENT OF LAND				
GENDER ANALYSIS	OUTPUT	ACTIVITIES	INDICATORS	BUDGET (RFW)
The law regulating land tenure in Rwanda gives women the right to administer and manage land as a precious family heritage. Nevertheless, many women are unaware of this right and are denied the right to manage land, and many of them do not benefit from the revenues from sale of the property of their husbands. These revenues instead benefit the husbands who use the money as they wish.	From now on, so as to promote the rights of women in respect of property in Karongi District, property will be registered in the name of both spouses – husband and wife.	Register all landholdings	All landholdings in the District are registered in the name of husbands and their wives.	10,549,095

The annex instructs each ministry to select a minimum of four sub-programmes for analysis. It lists the selection criteria for sub-programmes agreed in the March 2009 workshop, describes the five steps of gender budget analysis (situation analysis, policy analysis, budget assessment, monitoring of delivery, and evaluation of outcome), describes the format for the gender budget statement, and explains how the different parts of the gender budget statement relate to the five steps.

As seen in the following extract, the instructions were given in a short and simple way, but tried to give enough guidance to enable ministries and districts to produce good gender budget statements.

4.2.1 EXTRACT FROM ANNEX 10

Linking the elements of the gender budget statement to the five steps

- Situational analysis should describe what problems in the community/ population require that government undertake the interventions covered in the selected subprogram. The description should focus on the gender aspects of the problems (this is equivalent to step 1).
- Now, identify which outputs need to be achieved to address the gender issues identified in the situational analysis. These should be taken directly from the MTEF structure but may be amended to ensure gender sensitivity. It is vital that there is consistency between the outputs in the MTEF and in the Gender Budget Statement. The outputs should be related to the annual activities to be undertaken rather than over-arching objectives. They should not rely on assumptions relating to development and/or activities which are outside the control of the ministry and agencies (equivalent to step 4).
- Activities should then be identified which will be carried out by the ministry and its agencies to achieve the output identified. There may be more than one activity for each output. Again the activities should be taken from the MTEF structure but may be amended. There must be consistency between the activities in the MTEF and the GBS (equivalent to step 2).

- Specific indicators should be identified which can be used to measure the achievement of each output. There should be at least one indicator for each output and the indicators should be gender-disaggregated or gender-related data. For example, the number of people trained should be disaggregated by male and female. These indicators should rely on data which are readily available (or could be made readily available through small changes in the government recording systems) on an annual basis such as administrative data or annually collected survey data. It is likely that data will not be available which are either sex-disaggregated or gender-related. Where this is the case, special note should be taken so that data gaps can be addressed either with National Institute of Statistics, Gender Monitoring Office or improvement to data collected at sector level for future years.
- In the last column, the allocated budget for the whole sub-program should be entered. Where applicable, any specific budget allocation for gender-specific activities should be indicated.

4.3 DISTRICTS AND GENDER BUDGET STATEMENTS

The call circular made gender budget statements mandatory to pilot sectors and obviously districts were also involved as service providers. In 2010 MINECOFIN and the GRB project, in collaboration with Southern, Eastern, Western and Northern Provinces, organised four workshops, to train districts on how to complete the gender budget statements. Participants in these workshops included the executive secretaries of provinces, planning and budgeting officers, and vice mayors in-charge of social affairs from all districts. Districts were told that they must develop gender budget statements for two sub-programmes from each of the four pilot sectors. Each district produced GBS related to the four pilot sectors that were also tabled to district council alongside the 2010/2011 budget documents. Rwanda being a in the decentralisation process, districts remain essential in planning and budgeting for achieving sustainable development.

In line with the GBS produced by each district in the budget 2010/2011, and

the new ministerial instruction no 001/10/10 on district budget presentation to district council of 17th June 2010, GRB project in collaboration with the National Budget Team, in May 2010 conducted subsequent training workshops of district councillors in four provinces and Kigali City to provide them with skills and understanding that will allow them approve district budgets appropriately.

4.4 ESTABLISHING THE EXPANDED TEAM

In line with the mainstreaming approach, much of the work in training and supporting the pilot ministries and districts was done by the MINECOFIN officials dealing with all other budgeting training and support. However, with the expanded work planned for the second phase and the GELD and aid effectiveness projects, it was agreed that additional staff were needed to assist with GRB. Thus during April two new GRB staff commenced work, namely a GRB training expert and a gender Budget analyst.



None of the new staff had direct experience of GRB. Further, several of the other MINECOFIN staff who had been working on GRB had not attended the previous GRB workshops. In May 2010 MINECOFIN therefore organised a workshop for the staff for which participants included staff from the technical core team who had participated in previous workshops as well as other officers from the National Budget and Fiscal Decentralisation Units. An international consultant facilitated the three-day workshop. The workshop programme included some sessions on gender analysis as some participants had not previously been exposed formally to these ideas. It also included exposure to approaches and experiences of other countries in respect of GRB. The focus throughout was on concepts and experiences relevant to the approach chosen by Rwanda.

In addition to covering what had been and was being done, the workshop explored what should be done in future. In particular, MINECOFIN is keen to find a way of monitoring the gender budget statements. This is important because – like the rest of the budget – the gender budget statements are plans that government puts before parliament of what it intends to do during the financial year. It is subsequent important to monitor whether government is able to keep to its plans. Participants came up with an approach in which ministries and districts will be asked to report after mid-year on what has been achieved in respect of the situation analysis, activities and outputs reported in the gender budget statements. These reports will be consolidated on a sectoral basis and serve as input to the joint sector reviews which bring government and donors together to plan for the next financial year. Workshop participants also discussed and came up with ideas on how the district and ministry gender budget statement work could be brought together.

Key Challenges

Although GRB in Rwanda has progressed well, the programme has faced and continues to face challenges.

The first and second challenges help explain the limited progress on the third objective of the first phase of the project, namely the objective of establishing a gender disaggregated data collection and monitoring system at national level that planning officers might use.

The first challenge is that MINECOFIN is not the lead agency, and does not, in fact, itself produce data relevant to delivery or situation analysis. The key agency responsible for production of situation analysis and outcome data is the NISR, while service delivery agencies are responsible for administrative data. The GMO has, among its responsibilities, the task of ensuring that gender-relevant data exist.

The second challenge is that some of the materials produced during the first phase were developed before the strategy for GRB in Rwanda had been agreed and thus are not specifically tailored to assist with the gender budget statements. For example, the indicators document focused on “outcomes” rather than “outputs”. It can thus serve as an aspirational document in two senses. Firstly it is aspirational in the range of indicators it hopes to see produced in Rwanda. Secondly it is aspirational in that outcomes represent what one hopes to achieve in the medium-term, while the main focus of budget documents is on what will be achieved in a particular year.

A third more general challenge for the GRB programme is that the budget reforms are still ongoing. So the GRB programme is being implemented in a situation when officials are still learning how to do the new form of planning and budgeting and find difficulties even before the extra challenge of “gender” is added. With this third challenge, MINECOFIN feels that the GRB aspect can actually help rather than be an extra burden because the gender budget statement requires that officials think more carefully about activities and outputs and how these can be measured through indicators.

A fourth challenge relates to the high turnover among staff in ministries and districts. This creates difficulties as often those who are trained move out of the positions where they have responsibility for tasks such as development of gender budget statements.

As already mentioned GRB project has achieved substantial results in both phases. However, more remain to be done to reach sustained degree of Gender Responsive Budgeting mainstreamed at both central and local level. Although several trainings have been conducted for pilot sectors, there is still need for more in-depth trainings to impart more skills to the planning, budget officers and chief budget officers of all ministries to allow them produce GBS for the budget year 2011/2012. The same trainings will also need to be done at the district level due to the high staff turnover that has been registered.

The other important activity that remains to be done is the establishment of GBS monitoring system to track the progress each year. GRB project will also need to review and harmonise the existing training materials, methodologies and manuals to reflect gender in the whole processes of planning and budgeting.

Alongside this document, there is an ongoing activity intended to video document the GRB achievements since its inception to date. It is also against this background that GRB portal on the MINECOFIN website is being constructed as one way of raising awareness and sharing experience and good practices with the wider public.

Last but not least, GRB team and the whole national budget directorate team will need further trainings to increase their knowledge and skills in gender issues in general and GRB in particular to allow them provide hands-on and mentorship support to all budget agencies.

Conclusion

This document records good progress on GRB in Rwanda. But there is still much more to be done. Plans already exist for further activities at district level, including workshops for district councils similar to the earlier workshop for parliamentarians, and analysis and feedback to district officials on the gender budget statements produced. At central level, 2011/12 will see gender budget statements become mandatory for all ministries, rather than only the four pilot ministries. As noted above, ideas have also been developed as to how a mid-year evaluation of implementation of the sub-programmes highlighted in the gender budget statements could feed into the joint sector reviews which constitute an important step in the planning and budgeting process for each year.



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