Egypt’s Program in Performance Based Budget from a Gender Perspective 2006-2009

2nd October 2009 Paris, France
Addressing Gender in Public Management

OECD-MENA Governance Program
Egypt’s Context

- Government of Egypt’s (GOE) needs to balance the country’s national budget and to ration the use of its limited resources.
- The civil society in Egypt is calling for measuring the impact of public spending as a tool to ensure quality services.
- Realizing that promoting transparency and accountability in governance would not be possible without focusing on budgeting.
- The belief of the National Council for Women (NCW) in applying the rights based approach in budgeting.
- The establishment of Equal Opportunities Units in all Egyptian ministries.
The Minister of Finance calling for analysis and allocation of resources from a gender perspective.

The support and political will of the president of Egypt was highlighted in his election program as well as other speeches that it is important to "Eliminate all forms of Discrimination against women" from planning to representation in the parliament, and to have equal opportunities as mandated by the constitution.

Expanding of the decentralization in Egypt
Targeted outcomes of the EGRBI

• To reflect gender equality principles in public budget processes, fiscal policies and socio-economic planning.

• Consider priorities of poor and marginalized women in the budget's allocation of resources and national planning.
1. Make the budget execution process and policies more sensitive to principles of gender equality.

2. Direct resource allocations according to women's needs and priorities.
Main Actors of GRB in Egypt

- Ministry of Finance (MOF).
- National Council for Women (NCW)
- National Council for Childhood and Motherhood.
- Ministry of Economic Development (MOED).
- Central Agency for Public Mobilization & Statistics (CAPMAS).
- Parliament (Upper and Lower House)
- Academia/Research Centers
- Media.
- Civil Society
- Kingdom of the Netherlands embassy (KNE)
- UNIFEM
The Purpose of the GRB

- GOE Law in 2005 to transfer the line item budget towards a performance-based budget by 2010. (the budget law of 2005 state that “the line item budget should be transformed to a PBB by 2010”).

- Translation of the Gender Mainstreaming efforts in the National Plan to the National Budget.

- Needs of Women from Local to Governorate level are translated in the Budget.
Phase (1) 2000- 2004

- The NCW with UNIFEM started by paving the road and with the support of all Ministers, they established an Equal Opportunities Unit. These units would be affiliated to the Office of the Minister, and work on adopting and monitoring the concept of gender equality at work as well as eliminating any form of discrimination against women in the Ministry.

- The Minister of Finance adopted the concept in July 2001, and EOU was established within MOF to act as the link between NCW and the ministry. The EOU/MOF is within the structural Framework of the Ministry.
The NCW with UNIFEM worked on raising awareness among Senior Planning and Budget Officers on the concept.

Analysis of the National Budget for 2002-2007 was conducted.

Two sectors on Youth and local development were studied.

Brief Packages on GRB was developed and widely distributed.

Situational Analysis for Women and Men was done.

Development of Gender disaggregated data (National Census).

Gender Mainstreaming in the Five years plan.
Phase (2) 2005 MOF Leading Program Strategies

1. Tools and Methodology
2. Capacity Development
4. Institutional Development.
5. Legislative Reform.
6. Public Policy Interventions.
7. Awareness Raising.
8. Documentation.
1. Tools & Methodologies

- Situational Analysis for men and women in the society (Updated every 2 years).
- Needs Assessment on Local and Governorate level 27 Plans.
- Development of Gender indicators.
- Analysis of public fiscal policies from a gender perspective.
- Analysis of the budget cycle.
- Engendering the call circular and the budget law.
1. Tools & Methodologies (Cont.)

- Amendment to the Constitution for the legislative role of the Parliament with Regard to the Budget.
- Development of budget templates to ensure the inclusion of sex disaggregated data of beneficiaries on the “Benefit Incidence Analysis” basis.
- Analysis of public expenditures from a gender perspective.
- Automation of the budget.
- Development of a Monitoring & Evaluation mechanism.
- Establish Network with the Parliament.
2. Capacity Development

- An expert group was established from MOF, NCW, MOED, Institute of National Planning (INP) and UNIFEM, and developed tailored training manual using a participatory approach, to train the budget officers of MOF.

- The NCW/UNIFEM and UNDP established a Women Parliamentary Forum to enhance the capacity of Women Parliamentarians especially on the Budget discussion.

- Establish a cadre of trainers on both the national and local levels from the MOF employees.
2. Capacity Development (Cont.): A knowledge base

- Gender Analysis of Existing Financial Government Policies in Egypt
- Gender Budget Analysis of the five targeted ministries; Education, Health, Finance, Manpower & Immigration, and Water Resources and Irrigation.
3. Financial Reform

- Law number 87 for the year 2005 amending the provisions of Budget Law number 53 for the year 1973 entailing the adoption of a new approach in the drafting and execution of the budget.

  This new approach would help in identifying the expenses and revenues that impact directly on economic activity and on the production of goods and services, and thus identify the impact of this on the monetary balance of the budget and remaining forms of financial balance.
3. Financial Reform (Cont.)

The draft budget circular is published annually and defines the strategic goals to be achieved and the rules and foundations that have to be adhered to when drafting the national budget. A performance/program based budget analysis has been incorporated in this circular as one of its main elements, and requires that gender disaggregated data be provided by the different bodies to enable a sound drafting of budgets. The statements are as follows:

- “Justice in allocation of national resources is required, as it is the proper way for the efficient use of national resources and the distribution of budget allocations according to the actual needs of each citizen, in a way that achieves social justice”.

- “Mainstreaming the needs of the Egyptian family; man, woman and child, in the national budget is required to promote social justice and safeguarding the rights of the child. This comes as part of the Egypt’s obligation towards the international conventions and treaties concerned with woman and child, and paving the way to applying gender responsive budgets in the future”.
Financial Reform
Budget Instructions of the National Budget Law have been amended to ensure the actual execution of the gender allocations. MOF 07/08-08/09 were added stating the following:

- Article 11:
  "... all entities included in the national budget should be committed to any expenditure related to social justice and safeguarding the rights of the child, in a way that promotes application of gender responsive budgets, and it is not allowed to transfer from it or use its surplus in spending on other budget lines, except with an official approval from the Minister of Finance or whom he delegates".

- Article 12:
  "The grants allocated for centers concerned with women, family and child, as well as other civil society organizations concerned with social justice are spent with an approval from the Minister concerned".
Financial Reform (Cont.)
3. Financial Reform (Cont.)

- All agencies and bodies involved in the National Budget are obliged to undertake a performance/program based and gender budget analysis of all the data included in the "Budget Draft for Fiscal Year 2009/2010. This is to be achieved by means of developing the budget drafting system.

- Upgrading the national budget templates (tables) for the FY 2009/2010 distributed according to the different budget chapters in a way that ensures a performance/program based and gender analysis of budget data.
4. Institutional Development

- Coordination has been undertaken with the State Ministry for Economic Development in drafting the socio-economic plan to be in-line with performance based gender budgets where specific projects are listed, their execution period and their sources of funding.
- Developing an M&E department (with specific checklists).
- HR development policies.
- Bridging the gap between the national plan and the national budget and the local authorities
- Gender sensitive data in the Statistical Statement of 2008/2009 produced by MOF.
4. Institutional Development (cont.)

- The adoption of information systems and modern technology in developing the National Budget which will help to facilitate the drafting of a performance-based budget.

- Updating the method of presentation of the National Budget to comply with international concepts and norms and government finance statistics (GFS).
4. Institutional Development (cont.)

- Adding new classifications that MoF has prepared in accordance with international standards "Economic Classifications and Functional Classifications of Government Activities" and "International Classifications for Government Finance Statistics" that were approved by the People's Assembly in accordance to Law number 87 for the year 2005.

  This will be one of the most important tools in implementing a performance based budget as stipulated in Article (4) of this Law and which stipulates undertaking analysis on a program, project and activity basis in a period not exceeding five years from the date of enacting this law.
A comprehensive accounting guide has been prepared including all the components of the accounting structure/system and all the accounting units. The guide includes the following sections:

I. Economic code section.
II. Institutional code section.
III. Functional division section.
IV. Financing section.
4. Institutional Development (cont.)

- The Budget Department has prepared the main features of expenditure allocations distributed as follows:
  - Gender specific expenditure allocations.
  - Expenditure allocations for supporting equal opportunities.
  - Public expenditure and its impact on gender.
The MOF will continue its efforts to implement the new approach in drafting the National Budget. This approach aims towards realizing social justice through an equitable distribution of budget allocations that is gender sensitive and clarifies the share of women, children, and men in these allocations. In the context of this approach, the MOF will present this classification from two perspectives:

- From the perspective of service providers
- From the perspective of beneficiaries of these services
A report on gender indicators is currently being compiled in light of the allocations included in Chapter One "Staff Wages and Remunerations" as well as for program "Included in Chapter Six" (male, female).

A report on the Public Expenditure and its Impact on Gender.

A gender statistical data base is currently being prepared based on the statistics and indicators that have been collected and classified.
Legislative Reform

Amending the constitution; Parliament was given the responsibility of reviewing and discussing the budget.
5. Legislative Reform (cont.)

- Establishment of Family Court
- Establishment of Alimony Fund
- Personal Status Law (On Going Reform)
- Sexual Harassment Law (On Going)
- Electoral Law Supporting affirmative action for women representation
- Child Law Amended criminalizing FGM
- Inheritance Law (Penalty for anyone deprive women from their inheritance entitlements) (On going)
6. Public Policy Intervention

- Pension Policy
- Tax Policy
- New Social Contract Pro-Poor Policies 1000 Villages more families are headed by Women
- Employment Policy (Strategic Framework for Working Women)
- Investment Policy Gender Equity Model in the Private sector adopted by the Ministry of Investment (Seal)
- Budget committee at the Shoura Council and the People's Assembly tackling the GRB.
- Women Parliamentary Forum at the NCW (Policy Briefs)
- OECD conference for Senior Budget Officers.
- Cairo Demographic Center (CDC)
7. Awareness Raising

- Advocacy seminar with 150 attendees (Tackling the National Budget from a Rights Based Approach).
- Documentary Film and Vignette.
- Media Awareness Seminars.
- Media Core- Advisory Group.
- Newsletters
- Calendar Achievements
- Translation of Diane Elson (Arab Knowledge Hub)
8. Process Documentation

- Detailed Reports/DVD’s/Pictures of every workshop
- IPR quarterly
- Documentary Film (in process)
- Media Documentation
- Web Site in Arabic
- Gender Budget Roster
- Yearly Newsletter
Budgeting for Women’s Rights
Budgeting for Women’s Rights: A Summary Guide for Policy Makers, Gender Equality and Human Rights Advocates
Social Justice in the National budget

The Housewife sets the National Budget

The Ministry of Finance & Equal Opportunities
A Quarter of a Million Egyptian Families without Toilets

Gender Budgets & expenditure constrains

A Contradiction
The Salary of Fresh Graduates in the 70’s bought 560 Kilos of Rice or 25 Kilos of Meat, Now it Only Buys 5 Kilos of Meat

Women Heads of Household
Equal Opportunities for Women in the National Budget!

Dreams of Egyptian Women Started

EOU of MOF participates in the Commission on the Status of Women Meeting in New York
Half a million job opportunities for women in the garment and textile sector.

As part of the Framework of cooperation between the Ministry of Finance, the Kingdom of the Netherland's Embassy and UNIFEM to implement the project "Equal Opportunities for Women in the National Budget" the Equal Opportunities Unit held meetings with the participation of the National Planning Institute and experts in the National Budget as well as local budgeting from the Ministry of Finance. The meetings were held to ensure a continuity in the implementation of the project. The objective of the meetings was to provide a reference training manual that can be used to train the staff of the participating institutions in the Ministry of Finance on the process of developing gender sensitive and gender responsive budgets. The project aims to promote gender equality in budgeting and ensure that women are provided with opportunities to participate in and benefit from economic development.

The project "Equal Opportunities for Women in the National Budget" is part of the larger project "Gender Mainstreaming in National Budgeting" which is implemented by the Ministry of Finance of the Kingdom of the Netherland's with the support of the UNIFEM.


Newsletters
Budget transparency in Egypt increased from 18% to 43% as per the “Open Budget Index” 2008, developed by the “International Budget Partnership”.

*Successes in Transparency*

- Costa Rica
- Bosnia and Herzegovina
- Egypt
- Turkey
- Nepal
- Bangladesh
- Thailand
- Pakistan
Regional Public Finance Training Institute;

- As part of the economic reform program that Egypt has been adopting since the 90's, Egypt has been involved in the "Good Governance for Development (GfD) Initiative".

- In one of the regional meetings, H.E. the Minister of Finance proposed establishing a Regional Public Finance Training Institute, which will be based in Cairo and linked to other Institutes in the region.

- The Regional Training Center would provide shared training resources to MENA and the rest of the Arab countries.

- It is suggested that the institute will provide three kinds of programs; responsive programs (short seminars), certified programs, and training of trainers.
Successes

Regional Public Finance Training Institute
Successes

Regional Public Finance Training Institute
Transforming the GRB training manual into a curriculum, this created a good opportunity for MOF to use the GRB Knowledge package /M& E as a certified training curricula to be conducted at the institute. (the Certification of the Program will have MOF and UNIFEM’s seal).
Successes

• South-to-South Cooperation with Bahrain, Jordan, and Syria.
• Shared the Egyptian experience of drafting and implementing gender responsive and performance based budgets on the international level during the Meeting of Middle East and Asia-Pacific Region Countries held in Thailand, and at the Meeting of Central, East and West African Nations held in Tanzania.
• Egypt is deemed a pioneering country in this matter.
Participatory Training Manual

24 Trainers from General Budget Dept
63 Trainers from Local BudgetDept
283 Trainees
313 On the Job Trainees

Engendering the Call Circular and Budget law

Developing Budget Templates

Incorporating gender sensitive data In the Statistical Statement of MOF

Performance Based And Gender Responsive Budgets
5 sectors, 10 Governorates
Service Authorities, Administrative Bodies

Setting Gender Sensitive Indicators

Automation of Budget

Developing M & E Mechanisms

Analysis of Public Expenditure And Public Fiscal Policies from A Gender Perspective
Future Action Plan

- Draft a **sectoral report** analyzing the budget from a gender perspective to demonstrate how budgets affect women’s needs and concerns.
- Annex a general report on budget analysis from a gender perspective based on the sectoral report to the Fiscal statement or Budget Draft Law.
- Establish a **Monitoring and Evaluation Department** (with specific roles and responsibilities).
- Adopt a **performance based budget** and complete the capacity development of employees in this respect at both the national and the local levels.

- Urge Ministries to commit to **monitoring outputs and outcomes** and incorporating analytical components in their annual reports so as to analyze the **actual beneficiaries** of public expenditure.
- Establish **Cost Departments** in the different bodies.

- Ensure the participation of Civil Society.
- Continue the Advocacy Campaign.
- Mobilize Resources to achieve our goal.
Thank You