

Gender Analysis of Expenditure Project

Final Report

July 2004



HM TREASURY

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EXECUTIVE SUMMARY

Background

Since 1998, HM Treasury has undertaken some level of gender analysis, primarily in the context of the Budget. It has used analysis of tax incidence by gender when developing both Inland Revenue and Customs and Excise tax policy measures.

In the light of this experience, and reflecting a growing interest in gender budgeting amongst key external stakeholders and internationally (for example, work done at the UN and EU levels), it was decided to conduct a pilot project to test the feasibility and added value of gender analysis of expenditure.

Aims of report

- to summarise the conclusions from the gender analysis of expenditure in pilot programmes;
- to consider the methodological lessons learned by departments in doing the project;
- to assess the feasibility of doing further gender analysis beyond the areas covered by the pilots.

Conclusions

- this was an ambitious pilot project which has demonstrated the value of gender analysis in some areas;
- the project has developed the tools and expertise within government which are necessary to carry out gender analysis;
- in order to conduct gender analysis in future, there needs to be clear buy-in from key stakeholders across government and a significant improvement in the availability of gender disaggregated data;
- gender analysis can contribute to the evidence base which is used to inform policy development, implementation and evaluation;
- a desire at EU level to reap these benefits suggests that any steps the UK can take to remain ahead of the game will put the UK in a strong position to shape potential EU work.

1

BACKGROUND

WHAT IS GENDER ANALYSIS OF EXPENDITURE?

Gender analysis of expenditure is one tool within a wide-ranging school of analysis called gender budgeting. Gender budgeting provides a range of methodologies for analysis of expenditure and revenue streams by gender, enabling policy makers, analysts and governments to understand any differential impacts on men and women of policy decisions.

Gender budgeting does not imply an increased focus on gender specific expenditure or revenue. Instead it enables policy makers to unpick assumptions of gender neutrality and examine potential ‘gender blindness’ when developing policy and evaluating policy outcomes.

Gender analysis of expenditure focuses exclusively on the impact of expenditure streams by gender. It can be used as policy is being developed, or it can be used later to determine the actual impact of a policy by gender.

THE RATIONALE FOR GENDER ANALYSIS OF EXPENDITURE

International experience (see Annex A) suggests that gender budgeting has a number of benefits:

- promotes economic efficiency: gender budgeting can lead to the more efficient use of economic resources, since it highlights where resources are not delivering for one gender;
- supports performance and service delivery: evidence suggests that a clear customer focus enhances performance in both the private and public sector, and is a critical driver of enhanced service delivery. In assessing the effectiveness of public expenditure, and whether intended results have been achieved at the best value for money, it is important to consider the impact by gender;
- enhances policy making and budgeting: a deeper understanding of the needs of different customer groups, and the different effects policies have on different groups, strengthens policy making and helps ensure that resources are allocated most effectively to meet customer needs and the government’s fairness agenda;
- supports gender mainstreaming: gender budgeting initiatives are seen as an important way of mainstreaming gender issues, challenging the assumption of “gender neutrality” of many policies and programmes.

WHY THE PROJECT WAS UNDERTAKEN

As outlined above, since 1998 HM Treasury has undertaken some level of gender analysis, primarily in the context of the Budget. It was decided that a pilot project to test the feasibility and added value of gender analysis of expenditure should be taken forward.

The EU in particular is taking a growing interest in gender budgeting. In addition the Council of Europe has set up a group to prepare a report on gender budgeting by the end of this year. This report is intended to build awareness among member States of gender budgeting and provide guidelines for countries. The report will provide a flexible framework for countries to use gender budgeting and will include case studies which illustrate the different ways in which gender budgeting can contribute to a better targeted use of resources. The Women and Equality Unit represents the UK on this group, and this pilot project will provide evidence to feed into the group's work.

The project links closely with a number of initiatives across government. These include:

- delivering on Gender Equality (DOGE) which sets out the Government's PSA commitment to deliver measurable improvements to gender equality. This brings together the priority targets that underpin DTI's Gender Equality PSA, as well as other relevant government policies;
- the Gender Impact Assessment Tool, developed by the WEU to promote the mainstreaming of gender into policy development and available to policy makers via the WEU website;
- race, ethnicity and age analysis. Lessons can also be valuable in adopting similar analysis of beneficiaries by other disaggregations, for example by race, age or disability, though these may bring greater data collection problems.

The Chief Secretary to the Treasury approved a project to conduct a limited gender analysis of expenditure on a pilot basis. Patricia Hewitt, Secretary of State for DTI and Minister for Women agreed to co-sponsor the project. The pilot project worked with the Department for Trade and Industry (DTI) and the Department of Work and Pensions (DWP).

This final project report aims to:

- summarise the conclusions from the gender analysis of the pilot programmes;
- consider the methodological lessons learned by departments in undertaking the project;
- assess the feasibility of doing further gender analysis beyond the areas covered by the pilots.

This report has drawn heavily on the work of both pilot departments and external technical advisors.

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THE PROJECT

THE OBJECTIVES OF THE PROJECT

The Gender Analysis of Expenditure Project was intended to test gender analysis of expenditure in a UK context. Its specific objectives were to:

- test key expenditure analysis tools in a selected range of spending department environments, as the basis for developing a robust, cost-effective gender analysis methodology;
- identify the value-added by gender analysis of expenditure, as a basis for key stakeholder buy-in within the pilot departments and HM Treasury;
- be an action learning exercise to strengthen the capacity of pilot departments to incorporate gender analysis in their expenditure planning and policy making;
- contribute to the DTI PSA target on delivering gender equality.

METHODOLOGY

Very broadly there were two main elements to the project:

- a brief high level gender disaggregated expenditure analysis was conducted for the entire Departmental Expenditure Limit (DEL). The DEL of each department was disaggregated where possible into targeted gender-based expenditures and mainstream budget expenditure. Mainstream expenditure was then assessed for its gender impact;
- a detailed gender disaggregated expenditure analysis was then conducted for two specific programmes for each pilot department. This analysis was conducted in conjunction with a gender disaggregated needs and outcomes analysis of programme recipients and potential recipients.

PILOT PROGRAMMES

DTI pilot – Small Business Service

The DTI chose the Small Business Service to take part in the project, as an agency which has individuals as direct customers. The Small Business Service (SBS) was launched in April 2000 as a DTI Departmental Agency to act as a strong voice for small firms and improve the quality and coherence of support programmes for small businesses. The SBS also aims to reduce the overall burden of regulation on small business.

The SBS has targets to increase entrepreneurship amongst a number of groups (including women) who are currently under-represented in the business community.

The SBS team working on the project considered a number of programmes. Initial analysis found that suitable gender disaggregated data was not widely available. The programmes selected were the Phoenix Development Fund (PDF) and the Business Volunteer Mentoring Initiative (BVMI), both of which had relatively large amounts of data. They also reflect the SBS's objective of extending entrepreneurship to communities or groups that face barriers.

The first tranche of PDF funding (January 2000 to March 2004) was designed to support innovative “demonstrator” projects that encourage and support enterprise in disadvantaged areas, amongst groups of people that suffer social exclusion and amongst groups that are under-represented in terms of business ownership. It was looking for examples of good practice across a wide range of activities and with very diverse client groups throughout England. Projects were selected on the quality of the bids submitted rather than on an area or any other quota basis. Specific targets for particular groups were not set but take up of the services by each project were captured. The second tranche of PDF funding (April 2004 to March 2006) builds on the best of the first round projects, focussing on specific groups and sectors as well as on Enterprise Areas (the 15% most disadvantaged areas in England).

The BVMI aims to provide free mentoring support to pre and early start-up businesses from a force of volunteers drawn from the business world.

DWP pilot: The New Deal for Lone Parents and the New Deal 25 Plus

The two programmes selected for analysis by the DWP were New Deal for Lone Parents (NDLP) and New Deal 25 plus (ND25+). The programmes were again selected primarily because there was a wealth of existing data available to draw upon.

The NDLP is a voluntary programme for lone parents who are not working or who work fewer than 16 hours per week. The New Deal 25+ is a compulsory programme for those who have been unemployed for 18 months or more. Both programmes are designed to help participants into work, incorporating a range of options including advice, work experience, self-employment and training. The New Deals take an explicit ‘work-first’ approach on the basis that promoting re-entry to employment is the best way to prevent poverty and open up opportunities for further progression within the labour market.

SMALL BUSINESS SERVICE

Breakdown of Departmental Expenditure Limit

All SBS expenditure is DEL spending. The total programme and capital expenditure budget for 2004/05 is £365 million. The administration budget, including the pay costs of regional staff funded by the Office of the Deputy Prime Minister is £16 million. Details are provided in the SBS Business Plan for 2004/05 (see www.sbs.gov.uk). It was not possible to provide a breakdown of total SBS expenditure by gender.

Analysis

The key issue for SBS in undertaking the analysis as part of the gender analysis project was to determine whether their programmes were meeting the needs of the target client group. Both programmes are aimed at promoting entrepreneurship amongst currently under-represented groups, with women identified as a key under-represented group. The first thing SBS wanted to examine was the extent to which the money being spent under each programme was reaching men and women, and how this compared to the relative needs of men and women. They were also interested in examining relative outcomes, where possible, to look at how the programmes themselves were delivering in respect of the potentially different needs of men and women entrepreneurs.

Participation in the programmes

Data collected by SBS from the Phoenix Development Fund projects does not allow in all circumstances for gender disaggregation. However, independent analysis undertaken by IFF Research Ltd in 2003 as part of the evaluation of the 95 PDF projects in Phase 1 shows strong evidence of the PDF reaching women. Of 801 clients surveyed, 57% were women.

Data obtained on the client group for the BVMI showed that 38% were female and 63% were male. This is slightly higher than the proxy measure of business start-ups and significantly higher than women's share of the self-employed.

Spending on programmes

The Phoenix Development Fund had funding of £29 million between January 2000 and March 2004. Of this funding, SBS estimate that £5.1 million (17.6%) has been spent supporting projects that are aimed exclusively at women. However, this is obviously an underestimate of the total amount of funding that will benefit women, given that they will also benefit from non-gender specific projects. Further funding of £25 million has been allocated for 2004/05.

Funding for the BVMI is around £1 million a year. It was not possible to break this down into spending benefiting men and women separately.

Tackling gender inequality

The analysis underlines that the SBS is making progress in understanding gender as a factor in structuring opportunities and access. The programmes selected demonstrate a recognition that one size does not fit all and that policy-making which reflects this will aid effectiveness and efficiency, helping to achieve targets. The SBS has already taken steps to follow through on monitoring information and to build into future data collection disaggregation by gender and race/ethnicity. The evaluation of the Phoenix Development Fund will provide the information base for determining whether the programme meets its objective of promoting entrepreneurship for under-represented groups, in particular women.

Implications for the programmes

It might be expected that in order for SBS to meet their objective of increased entrepreneurship amongst under-represented groups including women, the PDF would disproportionately benefit women. The analysis of client groups therefore suggests that the specific objectives for the PDF are being met.

The figures outlined above suggest that the BVMI client profile reflects closely the current target group, namely people involved in start-ups. However, again, linking to the SBS objective of increasing entrepreneurship amongst under-represented groups, this simple analysis might lead SBS to reconsider how well the BVMI is working to help it meet this objective.

Implications for future gender analysis

The SBS pilot found that gender inequalities and the importance of women in an entrepreneurial society are generally recognised within SBS and in cross Government strategies to promote entrepreneurship. However, the project highlighted the need to build on the understanding of gender inequality in this policy area, and emphasised the need to collect appropriate data to be able to undertake gender analysis.

This analysis underlines the need to sustain the gender focus all the way through from programme development and product formulation to delivery, monitoring and evaluation.

Equally importantly the project underlined that while considerable effort and research has gone into informing and formulating products/programmes within SBS, the focus on gender is not sustained through to delivery and monitoring. This has been addressed by the independent analysis referred to above. New monitoring arrangements are in place for continuing projects. This has important implications for the evaluation of programmes and the understanding of the effectiveness of their programmes.

Detailed conclusions stressed the importance of:

- collecting the correct data. The specification of original research when developing policy and evaluation research is particularly important to ensure a full and accurate data set;
- having a system to ensure that knowledge is “warehoused” in such a way that it can be usefully analysed in the future;
- adopting a consistent approach to each of these across Government to enable data, analysis and methods to be both shared and compared in a consistent manner. Developing and promoting good practice is potentially an area where the team felt SBS could play an active role.

The pilot clearly showed that these factors are needed to enable successful gender analysis of expenditure.

DEPARTMENT FOR WORK AND PENSIONS

Breakdown of Departmental Expenditure Limit

Just £8.0 billion of DWP's expenditure is DEL spending. The remaining £100 billion of DWP's spend is Annually Managed Expenditure (AME), largely made up of payments of benefits. AME expenditure was outside the scope of the GAP. Much of DWP's DEL is by its nature difficult or impossible to split by the gender of the client:

- about a quarter is spent on employment programmes, to pay for services provided by third parties which help get people back into work. Because these services are not provided directly by DWP, the department does not have a comprehensive gender split, although the costs of individual programmes are known;
- nearly 40% goes on paybill costs;
- over 10% is on large contracts (such as estates and contracts with the Post Office to make benefit payments);
- the remaining expenditure is generally only indirectly related to client delivery.

Participation on Programmes

New Deal for Lone Parents

The New Deal for Lone Parents (NDLP) is a voluntary programme aimed at lone parents who are not working or who are working fewer than 16 hours a week, and the target group is predominately female (90%).

Take up of the NDLP is around 10% of all lone parents. The participation of men and women follow fairly similar patterns over time, although women appear to have slightly higher participation rates, particularly after 12 months, as shown in the following table. The table shows the rates at which eligible non-participants sampled as part of the NDLP Quantitative Survey took up NDLP in the months after the sample was drawn.

Table 2.1 Participation rates of male and female lone parents

Time after first sample date	Women cumulative %	Men cumulative %	Total cumulative %
6 months	4.1	3.7	4.1
12 months	7.5	6.5	7.4
15 months	9.4	8.1	9.3
Weighted base	64324	3775	68099
Unweighted base	60920	3903	64823

Base: Sample of 64,823 lone parents on IS selected in August 2000 (main sample) Source: Lessof et al (2003) NDLP Evaluation: Findings from the Quantitative Survey. WAE 147.

New Deal 25+

As a compulsory programme, the target group and client group are the same for ND25+. In March 2003, there were 62,700 individuals taking part in ND25+ of which 83.4% were male and 15.7% were female. Table 2 shows this client group broken down by age and gender.

Table 2.2 Number of ND25+ Clients by Gender and Age Band as of March 2003

Year/month	Male	Female	Total
March 2003	52.3	9.9	62.7
Of which aged:			
25-29	8.1	1.3	9.4
30-34	10.4	1.5	11.9
35-39	9.7	1.5	11.3
40-44	8.2	1.6	9.8
45-49	6.8	1.7	8.6
50-54	4.8	1.2	6.0
55+	4.3	1.2	5.5

Spending on programme

It was not possible to disaggregate spending on the programme by gender, however there was some concern that the delivery system used to achieve employment outcomes might result in spending being skewed towards men rather than women. The cost of the mainly female NDLP is small compared with other programmes such as ND25+, mainly because it is fairly light touch. On the other hand the Jobcentre Plus job entry points system used to set targets for priority groups assigns a higher weight to lone parents than to ND25+ participants.

Tackling gender inequality

Both the NDLP and ND25+ are focused on securing increased employment rates amongst their separate and heavily gendered client groups.

All DWP data on employment outcomes and all data on client perceptions can be broken down by gender. The only limiting factor is sample size for the NDLP attitudinal data given that it is survey based and only a small percentage of the client group in male.

Implications for the programmes

Much of the analysis was concerned with the comparison of the participation rates of men and women, and this provided little if any new information. However, data were also available on the different employment outcomes of men and women, particularly in terms of sustained and unsustained employment of ND25+ participants. Again this did not reveal any new policy implications, but this was mainly because the gender issues had already been considered by DWP.

Implications for future gender analysis

The scope for demonstrating the added value of gender analysis was limited by the choice of programmes, in particular the choice of one voluntary programme with an extremely gendered client group and one compulsory programme with a less extreme but nevertheless still heavily gendered client group. These programmes were chosen because of the availability of extensive data which could be split by gender. For a pilot exercise to a tight deadline, it was not practical to use other programmes where there was less knowledge about gender effects.

If gender analysis is to be used to improve policy design, delivery and evaluation, then the most added value is generally provided by using gender analysis where policy making is most likely to be gender blind. In particular, gender analysis would be likely to have most added value in policy areas where there are few obvious gender differences. In these areas it may be that small changes in policy design or delivery could have a large potential impact. The pilot did not contradict this view, although it did not identify any new policy issues because the gender issues around the chosen programmes were already well understood.

DWP are in the process of undertaking a small, in-house project examining women's performance on the mandatory New Deals. In the first instance this work will consist of an overview of women's performance in relation to men's on NDLP and ND25+, and look at the movement of women from active to inactive benefits. Depending on what the findings from this show, DWP intend to go on to look at certain issues in more depth, for example women returners and women who are hard to help. This reflects the value DWP place on gender analysis, and is a clear example of how gender analysis at the level of specific policies can help policy makers understand how policies are operating in practice and be key to proper evaluation.

3

ASSESSMENT

The project aimed to establish whether gender analysis of expenditure is a methodology which the Treasury and other Departments might wish to extend beyond the expenditure areas covered in the pilots. In order to assess this, the project had a number of specific objectives.

Chapter 2 set out the specific objectives of the project. This section evaluates the extent to which those specific project objectives were met, assesses the value of the project and brings together the lessons to be taken forward.

OBJECTIVE 1

Test key expenditure tools in a selected range of spending department environments, as the basis for developing a robust, cost-effective gender analysis methodology

- the project was successful as a pilot phase in developing and testing the first approach to gender budget analysis to be tailored to the administrative and economic norms of the UK, using international experience;
- however, the range of policy areas examined as part of the pilot project was not as extensive as originally envisaged. In addition, the choice of two programmes with very gendered target groups limited the potential added value of the gender analysis of expenditure process;
- the project showed that even simple gender analysis had benefits to policy makers and that it did not require complex additional work. However, analysis was frequently restricted by a lack of gender disaggregated data.

OBJECTIVE 2

Identify the value-added by gender analysis of expenditure, as a basis for key stakeholder buy-in within, at least, pilot departments and HMT

- all participants concluded that the project had been useful in developing understanding of the impact of the policy by gender. DTI's analysis in particular highlighted the benefits of gender analysis of expenditure in terms of an increased understanding of who is benefiting from policy measures and how this fits with relative need and government policy objectives;
- the value added by analysing the pilot programmes was limited by the fact that these programmes were on the whole highly gendered in their target groups, providing less scope for the analysis to uncover new gender issues within the programmes;

- the project demonstrated the potential for added value from the routine inclusion of simple gender analysis at the policy development stage (for example a breakdown of intended client groups), to inform the delivery stage (in order to ensure delivery reflects potentially differing needs of men and women) and in particular at the evaluation stage (to ensure that the policy is reaching the intended target group and having the intended outcome);
- the project, in particular the work done by SBS, highlighted the importance of incorporating gender at all three of the above stages. It is not enough to incorporate gender at the design stage for example if the policy is not evaluated by gender post delivery.

OBJECTIVE 3

Be an action learning exercise to strengthen the capacity of pilot departments to incorporate a gender analysis in their expenditure planning and policy making

- the project went some way towards this objective. It significantly raised awareness of the purpose and role of gender analysis in the policy-making process for officials, most of whom did not know in any depth what gender analysis was before participating in the project;
- it strengthened relationships with external gender analysis experts and it generated project materials for use in future gender analysis. Most useful of these was the project guidance document produced by the Technical Advisors for use by departments;
- the lessons learnt from this pilot will inform future gender analysis work.

OBJECTIVE 4

Contribute to the DTI PSA target on delivering improvements in gender equality

- DTI's PSA target on delivering improvements in gender equality has mainstreaming gender equality as an underlying aim. The target states that "As part of the Government's commitment to promoting evidence-based policy making and supporting gender mainstreaming, the Women and Equality Unit will work to encourage departments to incorporate gender analysis in their policy making process."
- This project is part of the WEU's delivery of this target, and has provided a solid base for moving forward. In particular, by demonstrating the potential added value of routine gender analysis as part of policy development, delivery and evaluation, the project has provided a lever for WEU to work with others to encourage departments to incorporate gender analysis into their evidence based policy making.

BROADER LESSONS

Buy-in

For gender analysis to be effective, buy-in across organisations is important at all levels. Incorporating gender analysis carries a cost, mainly in terms of staff time. In particular, as a pilot project, this exercise was generally conducted on top of people's existing workloads and we are very grateful to them for their efforts.

In some policy and delivery areas there may be significant benefits from conducting gender analysis, in which case gender analysis should be incorporated as an integral part of developing a sound evidence base.

Data

The project highlighted the lack of gender disaggregated statistics available to policy makers and analysts. Gender disaggregation is not routine when gathering information and needs to be much more widespread to enable gender analysis. The cost of collecting this additional data needs however to be recognised.

Expertise

The project showed that a greater awareness of gender issues, and in particular of gender inequalities, can enable the right questions to be asked during policy development, delivery and evaluation. Gender may be a crucial factor in the successful design of a policy. If policy makers do not routinely consider gender as a factor they are less likely to gather the evidence they need to develop effective policy proposals.

Clarity relating to the role of gender analysis in policy development, delivery and evaluation

In taking forward further work on gender analysis, there needs to be greater clarity role. Gender analysis which is used appropriately to inform policy design and implementation will increase the efficiency and effectiveness of government policy, with real benefits both on the ground (for example recipients of public services) and in terms of meeting government targets. The message to policy makers needs to be clear – in those areas where gender differences can impact on how policy should be delivered, gender analysis needs to be core business not an add-on.

CONCLUSIONS

- this was an ambitious pilot project which has demonstrated the value of gender analysis in some areas;
- the project has also developed tools and expertise within government necessary to carry out gender analysis;
- in order to conduct gender analysis in future there needs to be clear buy-in from key stakeholders across government and a significant improvement in the availability of gender disaggregated data;
- gender analysis can contribute to enhancing the evidence base which is used to inform policy development, implementation and evaluation;
- a desire at EU level to reap these benefits suggests that any steps the UK can take to remain ahead of the game will put the UK in a strong position to shape potential EU work.

SUGGESTED NEXT STEPS

- Chief Secretary to the Treasury and Secretary of State for Trade and Industry to send the GAP report to departments to highlight the potential value added by gender analysis in policy design and delivery;
- a more in-depth project looking across a range of non-gender specific policies would help to provide solid evidence of benefits to UK policymakers of taking gender analysis on board;
- explore with ONS mechanisms for improving availability of gender disaggregated statistics;
- improve expertise on gender across HMT and in key spending departments;
- a referral to the newly re-convened Excellence in Policy making Network (run by CMPS) to seek dissemination of this report and new exemplars;
- discuss options for incorporating gender analysis into formal policy-making process with PMDU.

A

INTERNATIONAL EXPERIENCE

Government led gender analysis

Australia began producing a Women's Budget Statement as part of the budget papers in the mid-1980s, which examined the whole budget for its impact on women. Political changes in the mid-1990s led to suspension of this practice at the federal level but some of the individual states continued. The South Australia Budget Statement for 2000/1 had a nine page appendix on anticipated impact on women.

France produces a gender impact statement, issued together with the budget.

In **Ireland**, gender impact assessment is incorporated in the implementation of the National Development Plan, its multi-year expenditure plan.

In **Norway**, analysis is done of how public expenditure allocations support women's or gender issues.

In **New Zealand**, the focus has been on National Statistics Office, including a systematic gender analysis of all available sex disaggregated data to establish justification for new priorities and to argue for related shifts in budget priorities.

The Commonwealth Secretariat's Gender Budget Initiative, launched in 1995, supported initiatives to analyse public expenditure in five Commonwealth countries (South Africa, Sri Lanka, Barbados, Fiji and St Kitts and Nevis).

Government led consultation

In the **UK** "citizen's juries" and the "People's Panel" have brought together members of the electorate to engage in discussions with "experts" on policy implications. The Women and Equality Unit commissioned a consultation exercise in 1998 to inform the development of a national childcare strategy, while in 1999 they published "Voices" – the results of the Government's largest ever consultation exercise specifically for women, setting out their policy priorities.

Participatory Poverty Assessments have become one of the standard methods employed for integrating a citizen "voice" into World Bank promoted "Poverty Reduction Strategy Papers" – the over-arching policy frameworks for directing concessional lending and access to debt relief in poor countries.

Civil society led advocacy

The Women's Budget Initiative in **South Africa** produces an annual volume of technical analysis (not a separate budget) that reviews the extent to which government's use of resources is promoting the reduction of discrimination against women and the realisation of women's rights.

Transparency and information

The **IMF** Code of Fiscal Transparency provides a set of standards against which governments' efforts to provide information about the budget process can be assessed. Initiatives to enhance accountability by improving the gathering and dissemination of information about the budget process hold a particularly important place in current debates about the budget process.

Participatory approaches

Brazil is currently the only meaningful example of an initiative giving citizens direct choice and decision-making power with respect to budget allocations. UNIFEM funded pilots are underway in Ecuador and Peru.

Rights based approaches

Small but growing number of civil society initiatives are developing a human rights based approach to public provision.

B

GENDER BUDGETING TOOLS

Public Expenditure

Gender disaggregated expenditure analysis - both the Australian government and Commonwealth Secretariat break expenditure down into three categories -

Gender-specific expenditure - allocations to programmes that are specifically targeted on groups of women, men, girls or boys, such as programmes on men's health or violence against women;

Gender equity in the public service - allocations to support equal employment opportunities, such as those to promote equal representation of women in management, equitable pay and conditions of service or provision of crèche facilities;

Mainstream expenditure - allocations not covered in the above two categories. Analysis focuses on the differential impact of mainstream allocations on women and men, girls and boys. It asks, for example, who the users of particular health services are, and whether mainstream education budget reflects gender equity objectives. Analysis of mainstream expenditure is critical because a large proportion of total government expenditure usually falls into this category.

Gender budget statement - the above analysis can be published alongside the budget documents.

Public expenditure incidence analysis - this estimates the distribution of benefits of public spending by gender, by combining the cost of providing public services with information on their use. The net unit costs of providing any service are combined with the pattern of utilisation of the services by different groups.

Expenditure on institutional framework - analysis of the role of the government's gender unit in the budget process, as well as their budget as a share of the total.

Policy appraisal - an analysis from a gender perspective of policies and programmes which assesses in what ways the policies and associated resource allocations are likely to reduce gender inequality.

Revenue

Gender disaggregated tax incidence analysis - this examines direct and indirect taxes to calculate how much taxation is paid by different individuals or households.

Service Delivery

Needs assessments - these attempt to establish what services are required and where, disaggregated by gender. Needs are defined from the point of view of users.

Quality service indicators - indicators of performance are disaggregated by gender.

Beneficiary assessments - actual or potential beneficiaries are asked to assess how far public spending is meeting their needs, through surveys, polls or interviews.

Time-use analysis and assessment of "invisible costs" - calculation of the link between budget allocations and their effect on how household members spend their time using household time use surveys.

Assessment of benefits of equal opportunities in the public service - covers public sector equal opportunity and family-friendly employment practices, as well as procurement practices.

Macro-economic Modelling

Gender aware medium term macroeconomic policy framework - aims to ensure macroeconomic models employed in the generation of medium term economic forecasts are formulated to incorporate gender concerns.

PROJECT ORGANISATION

MINISTERIAL LEADERSHIP

Paul Boateng (Chief Secretary to the Treasury) and Patricia Hewitt (Secretary of State for the Department of Trade and Industry and Women's Minister) gave joint Ministerial leadership.

STEERING GROUP

A steering group was established to oversee the project including representatives of Women and Equality Unit, HM Treasury, Department of Trade and Industry and Departments for Work and Pensions. The steering group –

- approved project design;
- oversaw project progress;
- ensured co-ordination and co-operation across the pilots;
- decided future direction of project, based on evaluation of pilots.

CONTACT GROUP OF EXPERTS

A set of individuals who are experts in this field internationally was identified. They were approached on an informal basis to get advice and comments on project design, implementation and evaluation issues as they arose.

PROJECT MANAGEMENT

HM Treasury and Women and Equality Unit shared project management responsibilities for the project. Kate Bellamy, project manager at the Women's Budget Group, was seconded on a part-time basis to work with HMT, leading on project management.

TECHNICAL SUPPORT

Three technical advisors were engaged for a total of 30 days to provide call-off consultancy input. They were Professor Diane Elson, an advisor to the Commonwealth Secretariat on gender budgeting; Rona Fitzgerald, advisor to the Scottish Executive and Parliament on gender budgeting and with recent practical experience; and Dr Ailsa McKay an economist with the Scottish Women's Budget Group with recent practical experience of gender analysis of expenditure.

THANKS

The project team would like to express thanks to all those involved in the Gender Analysis of Expenditure project, in particular the Technical Advisors and the participants from the pilot Departments. We would also like to thank Kate Bellamy from the Women's Budget Group who worked in HM Treasury as a part-time secondee on the project.

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PROJECT GUIDANCE

Gender Analysis Project
Guidance Note for analysis of selected programmes
July 2003

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1. INTRODUCTION

1.1 Gender analysis of expenditure project

This project has a number of key objectives including:

- testing key expenditure analysis tools in a selected range of spending department environments, as the basis for developing a robust, cost-effective **gender budget analysis methodology**;
- identifying the **value added** by gender analysis of expenditure, as a basis for key stakeholder buy-in within, at least, pilot departments and HMT;
- providing an action learning exercise to strengthen the **capacity** of pilot departments to incorporate a gender analysis in their expenditure planning and policy making
- contributing to the DTI PSA target on delivering improvements in gender equality, and to the objectives set out in *Delivering on Gender Equality* (Women and Equality Unit, June 2003)

1.2 Gender budget analysis

The gender analysis of expenditure project employs a gender budget analysis approach. **Gender budget analysis** (GBA) involves the systematic examination and evaluation of all sectoral allocations and taxation measures through a gender lens. A GBA does not just involve assessing those areas of spending or taxes which are associated with programmes or policies explicitly targeted at women, but rather involves analysing all aspects of the budget with specific reference to any differential impact on men and women, boys and girls.

In relation to any particular programme, a GBA would entail examining expenditure, the characteristics of the activities it funds, the output of the programme and the impact of the policy with reference to objectives, including programme specific objects and the government's overarching objective of gender equality.

A GBA always involves assessing whether -

- the expenditure has been distributed proportionally and adequately, so that objectives can be equally achieved for both women and men;
- the activities are equally suitable and adequate for both women and men;
- the outputs are equally relevant for both women and men;
- the resulting impact promotes gender equality, as well as other objectives.

1.3 Tools for gender budget analysis

A number of tools that have been used in other countries are listed in annex B. The material in the two training workshops introduced some key generic aspects of these tools, explaining that the ultimate aim is to examine the impacts of selected expenditures on gender equality, looking at inputs of finance, the activities they support, the outputs they deliver, and the impact of these outputs on males and females. This aim derives from the government's commitment to gender equality as set out in the Public Service Agreement on gender equality and in the report on *Delivering on Gender Equality* (Women and Equality Unit, June 2003).

In the light of information about the programmes selected by Departments for analysis, the available tools have been drawn upon to generate twelve general questions to guide the gender analysis of these programmes. In particular, we have drawn upon methods used to conduct gender analysis in the use of the EU Structural Funds, in the National Development Plan of the Republic of Ireland, and in the Women's Budget Initiative in South Africa.

In answering the questions, it is expected that departments will make maximum use of existing information (both their own research and that commissioned by other public bodies) as well as academic research. Where there are information gaps that cannot be addressed in the time available, these should be noted.

It may be useful to identify additional questions, specific to particular programmes, as the analysis proceeds.

2. GUIDANCE QUESTIONS FOR SELECTED PROGRAMMES

1. What is the composition of the target group (those people the programme is aimed at)? (M/F numbers and %; also disaggregated by age, ethnicity and location, if possible)
2. What is the composition of the beneficiary group (those people who are actually programme recipients)? (M/F numbers and %; also disaggregated by age, ethnicity and location, if possible)
3.
 - i) What is the average expenditure per beneficiary?
 - ii) Are there any identifiable differences between average expenditure for male and female beneficiaries?
 - iii) If so what accounts for them?
4.
 - i) How does the spend per beneficiary in this programme compare to that in other similar programmes (eg other New Deals, other enterprise support programmes)?
 - ii) What accounts for any differences?
 - iii) Are the compositions of the beneficiary and target groups for these comparable programmes different from this programme?
5. What is the sex disaggregated incidence of programme expenditure in the target population?
6.
 - i) Have any steps been taken to assess the views of beneficiaries about this programme? If so, what were the results?
 - ii) Do they reveal any differences between men and women?
7.
 - i) Have any steps been taken to assess views about this programme of members of the target group who are not beneficiaries and if so what are the results?
 - ii) Do they reveal any differences between men and women?
8.
 - i) Are there any differences between the gender composition of the target groups and the beneficiary group and if so what accounts for them?
 - ii) Are there barriers to access which disproportionately affect men or women? (eg childcare, gender stereotypes, communication of the programme)
9.
 - i) If there are gendered access barriers, how can they be reduced?
 - ii) Could the programme be modified so as to reduce them?
 - iii) How would you go about doing this? Does the reduction of access barriers require action by other government departments?
10. What is the impact of the programme on male and female beneficiaries? Please comment on the main impacts by gender. Areas you might cover would include :
 - i) Participation in paid employment (DWP)
 - ii) Participation in running a small enterprise (DTI)
 - iii) Participation in training and education
 - iv) Earnings and income
 - v) Balance between paid work and family life

11. Drawing on the data gathered, in your assessment, how has the programme impacted on gender inequality in the fields identified in Q.10? Has it a) reduced gender inequalities; b) increased gender inequalities (inadvertently or otherwise); c) left them unchanged?
12. If the programme has not helped to reduce gender inequality, are there ways it could be modified in order to reduce gender inequality? What would this imply in terms of:
 - i) a modification in the programme target
 - ii) a modification in the organisation of programme activities
 - iii) a reallocation of expenditure

3. PROJECT REPORT

The analysis and reports produced by the departments will be used by HMT and WEU to produce the overview analysis and final project report, including an assessment of project against success criteria and any recommendations for HMT and WEU to consider. Details of the analysis will not be published without clearance from CST and the Secretaries of State of the pilot departments. However, the aim is to publish all or some of the project results.

The departmental report of analysis should adopt the following format:

1. Introduction and context – this section should outline the context for the programme chosen and how it fits with the work of the Department. It should include the initial high-level gender analysis of the departmental DEL as presented by departments at the training workshop.
2. Programme chosen and why - this section should outline the actual programme worked on for this project and the rationale for choosing it, drawing again on the high level analysis prepared for the training workshop.
3. Results and analysis - this section should present the results you have gathered together and analyse the implications of the results, using guidance questions 1 to 8 and the proforma.
4. Actions/recommendations - this section should be used to suggest changes in line with guidance questions 9 to 12 (eg new data sources needed; changes to policy development processes; changes to delivery chains etc).
5. Lessons – this section can outline the changes that participants would recommend in the department, including observations on what is needed to support this work.