

# **SFB MISSION ON CAPACITY DEVELOPMENT FOR GENDER RESPONSIVE ECONOMIC POLICY MANAGEMENT IN RWANDA**

**(Under the Gender and Economic Policy Management Initiative (GEPMI))**

**By**

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## **Introduction**

National budgets fail to take into account the fact that men and women have different roles, responsibilities and resources in society. Whereas, there is a general practice that conventional economists do not account for and integrate unpaid care work into Gross Domestic Product (GDP) calculations, this scenario demonstrates a gender dilemma on the part of the conventional economics that poses a serious limitation when it come to understanding how gender relations permeate and structure economic activity in markets. Since the birth of Keynesian thought that look at economics as a means of wealth distribution by the so called “rational economic man” the “homo-economicus”, conventional conceptual frameworks and statistics used to design macro-economic policy have been and continue to be gender blind. More of the women’s work than men’s work is not counted by the national economic statistics because a great deal of it is not market oriented. Realistically, this kind of unpaid work behind the curtains is a subsidy of the sort to the productive and paid economy. Mainstream economic theory fails to recognise that women contribution to the economy is significant but systematically underestimated; there is an unpaid care work economy in which women do most of maintaining the labour force and keeping the social fabric in good order, maintaining social cohesion, civic responsibility and good neighbourliness. As a result, there have been all sorts of exploitations mounted to females by the masculine society-exploiting silent or inexistence legal and institutional loopholes that assume unitary society where men and women are on the same footing.

Gender Budget Initiative (GBI) in Rwanda takes forward the Government’s political commitment to tackle gender imbalances in the country. It starts from the standpoint that gender analysis is essential to the elaboration of budgets that enhance rather than hinder gender equality and human development in Rwanda. The process of adaptation of Gender

Responsive Budgeting (GRB) and integration into the national accounting systems is therefore an attempt by the government of Rwanda to improve the allocation of resources based on gender perspectives to women and men, girls and boys; support gender mainstreaming in macroeconomics; strengthen gender machineries and their participation in economic policy making; enhance the linkages between macroeconomics and gender policy outcomes; track public expenditure against gender and development policy commitments; and contribute to the attainment of the Millennium Development Goals (Ngone, 2000<sup>1</sup>, Budlender et al, 2002)<sup>2</sup>. It is against this background that Gender Economic Policy Management was Initiated by school of Finance and Banking in Rwanda.

Gender Economic Policy Management Initiative (GEPMI) is a strategic collaborative programme at School of Finance and Banking with UN Women and the Ministry of Finance and Economic Planning government of Rwanda. The Programme is inspired by the global gender and economic policy management initiative (GEPMI) spearheaded by the United Nations Development Programme (UNDP)'s Gender Team. The overarching objective of the UNDP's GEPM is to increase the efficiency and gender equity of poverty reduction strategies and economic policies towards accelerating the achievement of Millennium Development Goals (MDGs).

This programme will include developing internal capacity to provide high quality services in GEPM training, research and advisory services, and will primarily focus on building the knowledge and skills base of the Government of Rwanda (GoR) in implementing GEPM programme. In this respect, Economists, Policy Analysts, Planners, Budget Officers and other technical officers and managers in Government and non-governmental institutions at all levels, will be trained in a range of GEPM principles, techniques, practices and approaches, and provided with the requisite tools to assist implement GEPM in the public budgets and other domains with relevance to economic management. In the medium term, SFB targets to provide services to other clients and to become an internationally recognised centre of excellence in GEPM.

Rwanda has been praised internationally for its leading role and commitment to promoting gender equality, and the GEPM effectively shifts the gender equality focus from political and socio-cultural orientation (such as ensuring women's participation in leadership and political processes; fighting gender-based violence and promoting maternal and child health) to the heart of development – economic policy processes. Indeed it is recognised that mainstreaming gender into economic policy management systems and procedures is the most realistic way to achieve lasting results on pro-poor wealth creation, poverty reduction, equitable growth and

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<sup>1</sup> Ngone Diop-Tine(2002) Rwanda: Translating government commitments into action.

<sup>2</sup> Budlender D., D. Elson, G. Hewitt and T. Mukhopadhyay (2002). *Gender Budgets Makes Cents*. Commonwealth Secretariat, London.

socioeconomic transformation. Institutionalisation of the GEPM concept requires mass capacity building across public and non public sectors.

SFB will, through GEPM programme, assist the GoR to realise its gender equality endeavours by providing the knowledge, skills and tools for effective implementation of the GEPM activities, which include the on-going initiatives such as gender-responsive budgeting (GRB), Gender and local development (GELD), gender and trade, and gender in private sector development, among others.

### **Background Information**

Rwanda and all other countries in Sub-Sahara African countries have expressed commitment to upholding human rights and dignity, including delivering their people from abject poverty and promoting gender equality at all levels. These commitments are expressed in the various International conventions which respective Governments, including Rwanda, have accented to – including the *Universal Declaration of Human Rights* (UDHR) 1948; the African Charter on Human and People’s Rights; the *Convention on the Elimination of all forms of Discrimination against Women* (CEDAW), and the UN Millennium Development Goals (MDGs). For Rwanda, there have been considerable efforts to translate these commitments into action as evidenced by the various initiatives and programmes for promoting gender equality– starting with affirmative action policies to promote women’s participation in political, social, economic and cultural development; legislative instruments to remove structural and cultural impediments that discriminate on the basis of sex; and socio-economic programmes to mainstream gender equality and promote women’s economic development. Such programmes include: PREPAF (poverty reduction project for women) implemented by the Ministry of Gender and Family Promotion (MIGEPROF) during 1998 – 2004; the Gender and Democratic Governance, focusing on gender-responsive service delivery; The Women’s Guarantee Fund managed by the National Bank of Rwanda (NBR); GELD (Gender Equity in Local Development); and GRB (Gender-Responsive Budgeting) both supported by UN Women and coordinated by MINECOFIN. The National Gender Policy and institutional structures set up over the last 17 years, particularly MIGEPROF, GMO (Gender Monitoring Office), and the National Women Council (NWC), have provided a supportive mechanism for gender mainstreaming.

There are, however, still some challenges in meeting the gender equality commitments. Policies and legal frameworks for gender equality and equity are still inadequate, and where they exist, there are often gaps between policy statements and actual outturns in budget allocations and expenditures, Even more challenging is inadequate knowledge and skills among policy makers and planners in public, civil society and private sectors. This impedes national commitment to transparency and accountability, as gender disparities remain by default. As a result, targeting women and men equitably in public budgets and investments is still a challenge, as are gender gaps in the private sector.

GEPM interventions can help to close these gaps, ensure that scarce resources are equitably allocated and spent more effectively, on areas where the greatest impact on poverty and

economic transformation will be registered, and where women and men are given equal opportunities to exercise their potentials. For instance, the pilot GRB in Rwanda, and other countries such as Morocco and Ghana, have demonstrated that GRB can help Government and development partners realise the gender equality goals. Equally, programmes to increase women's access to credit and trade opportunities have helped increase the numbers of women in productive employment and entrepreneurs. Hence by ensuring that economic management processes are gender-responsive at all levels and all stages of the policy cycle, through GEPM initiatives, Rwanda and sub-Sahara Africa can effectively realise the MDG targets and comply with the international Conventions such as CEDAW and UDHR. GEPM would assist to promote greater accountability for public resources, enhance women's integration into the formal economy, and increase policy response to the needs of the vulnerable groups notably women and children.

### **WHAT IS GEPMI?**

GEPMI is a comprehensive capacity development and advisory services whose overarching objective is to increase the efficiency and equity of economic policies by ensuring that they deliver to women and men, boys and girls equally. GEPMI is a global programme in that it is conceived to be tailored to each and all regions of the world. It is comprehensive because it addresses all gender issues in the whole process of economic policy management i.e. diagnosis/analysis, design, implementation, monitoring and evaluation. GEPMI comprises of three (3) interlinked components:(1) A three week intensive Course on Gender Responsive Economic Policy Management;(2) GEPMI's countries tailored capacity development and advisory services;(3) A Master of Art on Gender-Aware Economics

SFB intends to launch training on first component of GEMPI that comprise of a three week intensive course on Gender Responsive Economic Policy Management. The course targets budget officers , planners and economists bestowed with the responsibility of preparing gender budget statements at districts and national level in all sector ministries of the government of Rwanda. The twelve (12) UNDP short courses modules contextualized to the Rwandan needs would be utilized during the training. The training modules include the following: Gender and Economics; Gender Responsive Policy Analysis; Unpaid Care work; Gender, Data and Indices; Employment, labour market; Gender and Poverty; Gender and macroeconomics; Gender and Macroeconomics Strategies in Africa part I; Gender and Macroeconomics Strategies in Africa part II; Gender and Trade; Gender and Access to Finance. (See illustrations of the some modules for GEPMI )

### **Rationale for Capacity Building on Gender and Economic Policy Management Training programme**

The compelling evidence that GEPM initiatives can improve public budget and economic policy performance, provide strong justification to invest in GEPM initiatives. Removing gender disparities in public budgets and economic development interventions, on a large scale, will require a large gender-aware cadre of economic, financial management and technical planning

professionals – who are capable of integrating gender issues in all stages of the policy cycle, ensure that public investments benefit men and women equitably, and gender and economic transformation commitments are translated into real change in the livelihoods of men, women and children. Rwanda is at a critical stage – having tasted the real benefits of deliberate policies to promote gender equality in political, social and economic development. But it now faces challenges of human and institutional capacities to scale-up current GEPM initiatives (such as GRB) and implement new ones that cover other key aspects like gender and trade; domestic work; gender in agriculture, gender-sensitive statistics and policy monitoring, among others). The ultimate aim is to engender the entire economic management system but the level of skills and knowledge needed to cover all sectors are limited.



Picture: UNDP short course modules contextualised to Rwanda gender needs

This GEPM programme seeks to develop capacity for conceptualisation and implementation of GEPM approaches building on existing initiatives gender mainstreaming initiatives, so that the benefits of gender mainstreaming in economic management processes are spread throughout the country. SFB perceives addressing these challenges as part of its mandate and an opportunity to further contribute to the country and region’s transformation. It is well positioned to deliver the needed services over the long-term, and will in fact benefit from it. From a more strategic perspective, the programme is justified on the premise of the following:

**Gender integration into the economic policy processes is a high priority for the GoR and other GEPM Partners**

The achievements made in the recent past in implementing GEPM programmes, notably PREPAF, GRB and GELD, among others, suggest that investing in women and girls has multiplier effect on productivity, efficiency and sustained economic growth, even though much of this is

still unrealized potential. Indeed, the strategic partnership between the GoR (through MINECOFIN), the UN Women and UNDP, and with the European Commission, is premised on the realisation that gender equality will help improve aid effectiveness and deliver on national development plans and the MDGs. Partly because of these initiatives, Rwanda has made progress in poverty reduction, and is on track to meet a number of poverty and gender-related MDGs, notably MDG 3 (Promote gender equality and empower women). The GoR's incentives for GEPM implementation lies in the successes the country has registered in the social, economic and governance sectors as a result of promoting gender equality, in addition to the GoR's political commitment. This Programme is an important opportunity for SFB to play its strategic role in contributing to Rwanda's transformation process through GEPM.

### **Need for a critical mass of experts in GEPM analysis, planning and monitoring in Rwanda**

The GoR, through various ministries and agencies, has successfully rolled out a number of GEPM programmes, including GRB which focused on 4 sectors – infrastructure, health, agriculture and education; and Women's Guarantee Fund established to support women's enterprises and productive ventures. While these interventions have demonstrated good results, the programmes have remained localised and their scale-up and future sustainability will depend on availability of adequate expertise, knowledge and skills in gender analysis and integration in policy and budget processes at all levels. The GoR and partners, therefore consider training of a critical mass of economists, planners, budget officers, etc in GEPM, is key to successful integration of gender issues into economic management processes.

In addition, a recent review<sup>3</sup> of the Gender-budget statements (GBS) prepared by the pilot sectors under the UN Women-funded GRB initiative, revealed a number of implementation challenges, viz: i) limited capacity of planners and budgeting officials to undertake informed gender analysis; ii) gender issues are not given serious attention during programme design; iii) the Outputs, activities and indicators are not aligned to gender issues identified; iv) there was limited ownership and leadership by respective institutions; and that v) lack of gender disaggregated data constrained gender-responsive planning and budgeting.

Investing in knowledge and skills in gender-responsive policy analysis, planning, monitoring and reporting, across the policy process and in all service delivery domains, would help address the challenges identified in the GRB and other GEPM initiatives.

And as gender equality mainstreaming reaches all sectors and all levels, , the huge human potential for economic transformation hitherto locked up by gender-blindness and gender-stereotypes would be unleashed. This would allow women and men to access opportunities in trade, employment, education, agriculture, recreation and performing arts, among others. This would demonstrate that gender equality is central to realisation of poverty reduction and socioeconomic transformation, as envisaged in the national strategies (EDPRS, Vision 2020) and international commitments (MDGs, CEDAW and other Conventions).

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<sup>3</sup> Report on Gender Monitoring Office-Gender Budget Statements Evaluation Workshop, May 17, 2011.

### **Opportunity for SFB to diversify and enhance value creation within its mandate to meet increasing challenge of financing**

SFB Business School is one of the key Public University in Rwanda established with a specific purpose of addressing capacity needs for economic management cadres (Finance, Banking, Accountants, Budget Experts, and Planners), largely within the Public sector and later within the entire country's human resource base. Over the last 5 years, the institution has diligently pursued its mandate, and by 2010, some 3,000 professionals had been trained in various fields stipulated in its mandate. The majority of these work in Government although they continue to stream into the private sector.

Training staff in gender mainstreaming in economic policy management processes e.g. the Planning and Budgeting processes, is a critical area, attention to which will add value to SFB's portfolio of specialized training. It will enable SFB to diversify its services and increase income sources. With increasing gaps in revenue resulting from the ever declining public funding, SFB has a challenge of raising additional financing from private sources. This programme contributes to this task and fits in well with the present and future strategic orientation of the SFB.



**Picture: Dr. Siringi Elijah GEPMI (project Coordinator-SFB) Speaking at High Level International Conference at Serena Hotel Kigali 26-28 July, 2011.**

The GEPM programme will provide additional revenue, thereby helping to bridge the financing gap that SFB and other higher education institutions are increasingly facing.

### **2.3.4 Strategic Partnership with GoR and International Institutions**

This provides opportunity to enhance SFB's international rating, competitiveness and sustained relevance to society. SFB's vision is to become a regionally recognised school of finance and banking. It has initiated partnerships with international universities to assist it develop into an internationally recognised Centre of Excellence in Business, Banking, Accounting and related fields. The GEPM programme will provide a vital international platform, with strong national backing for SFB to become an International Centre of Excellence in Gender-Responsive Economics, including GRB.

The GEPM programme directly links the SFB to sensitive policy programmes, and at the forefront of addressing national development challenges such as poverty reduction and equitable growth. This will strengthen SFB's rating and its contribution to community.

### **2.3.5 Strategic Positioning of SFB as the Ideal Institution to Implement the GEPM Programme**

The choice of SFB to provide capacity building support in the implementation of the GEPM initiative is premised on 3 perspectives:

- 1) The GoR will require more than 600 of its staff to be trained in GEMP principles, practices, approaches and tools in a practical way to ensure that they translate them into practice. Considering the large numbers involved, the fact that all GoR trainees will be working, training all these people will require a well established institution with adequate capacity. The SFB campus is strategically positioned to host working professionals for short-term courses. Moreover, delivering cost-effective training services on a sustainable basis can only be done well by an institution of SFB's standing which has adequate facilities and is subsidized by Government;
- 2) SFB has had experience with similar or related programmes, and is the most suited to deliver critical mass training in economic and budget policy related courses. Unlike many contemporary higher education institutions in Rwanda and elsewhere, SFB was established out of a clearly defined challenge to train hands-on professionals in Accounting, Finance, Economics, Banking and Insurance. These are specialized areas with high demand for qualified staff. The problem was that such staff were in short supply in Rwanda, requiring urgent intervention.
- 3) SFB has a good experience and track record of managing multiple partnerships: This programme builds on SFB's formal arrangement with MINECOFIN; existing programmes with the World Bank, and partnership with Goldman Sachs of the USA on women Entrepreneurship training. Having contributed significantly to meeting the human resource needs in the Finance and management fields, SFB has been part of Rwanda's economic management success story. SFB therefore regards itself a privileged partner with the GoR, and would, through this GEPM programme, expand its horizon to other African countries. It will be part of Rwanda's success story as a champion of gender equality and equity in Africa.

### **Design and develop a GEPMI Project document**

The GEPMI project document for Gender responsive Economic Policy Management Capacity Development Programme was designed to guide the School of Finance and Banking (SFB), on how to contribute to capacity development in gender-responsive economic policy management in Rwanda in particular and Africa in general. This Programme Document (PD) provides the conceptual guiding framework for understanding and implementation of the GEPMI programme, and will serve as a resource mobilisation tool for GEPM in the next five years but with longer term orientation. The PD will also serve as a launch pad for SFB to play a national and regional role in addressing gender inequality concerns in poverty reduction and socioeconomic transformation efforts, by building a knowledge basis and critical mass of skilled professionals with the ability to conceptualise, analyse, plan for, budget and monitor how public budgets and other development interventions, will integrate gender-responsive economic policy management principles, approaches, practices and tools.

Rwanda's decades long efforts to rebuild a shattered nation and set the population on a road to equitable socioeconomic transformation have yielded considerable results on all accounts including gender equality, but still face significant challenges to translate these achievements into real impact for women and men equitably.

Recognizing that there are gender differentials in the nature and distribution of poverty, and the way women and men respond to and participate in development processes, efforts are now being directed at understanding the gender inequality issues, and integrating gender considerations in public policies, plans and budgets, using various tools and techniques for gender-responsive policy analysis, planning, budgeting, budget execution and monitoring. In Rwanda, recent initiatives in this regard have included Gender-Responsive budgeting (GRB) – first piloted in 2002 to 2004, with support from the United Kingdom Department for International Development (DfID) but stopped after external consultant contract, and then re-launched in 2008 with more rigor, enthusiasm and political support, under the UN Women, later on UN Women with financial support sectors, provinces and districts produce gender budget statements as accountability tools demonstrating how gender aspects are considered in their plans and budget. To widen the scope for gender integration, Rwanda is also in a strategic partnership with the UN Women and the European Commission in implementing a Programme on Gender and Economic Management Initiative (GEPMI), which seeks to integrate gender equality and equity principles in all economic management processes, beyond public sector budgets. It is particularly important to promote gender equality beyond public budget considering that economic growth in the coming decades will be driven by the private sector.

As a premier Business School that was established by the Government of Rwanda (GoR) with the specific mandate of training professionals in Banking, Accounting, Finance, Entrepreneurship and Management, among others, SFB is duty-bound to contribute to capacity building in GEPM in Rwanda. SFB can leverage Rwanda's globally recognized success in promoting gender equality, to realise its aspiration of becoming a Centre of Excellence in

GPEM. This project document will provide the strategic guide or roadmap towards realizing this mission.

## **Workshops that SFB has organized successfully for GPEM project since inception**

### **Consultative Planning Workshop for GPEM at SFB**

The former Department of Economics -SFB organised a two-day consultative Planning workshop that brought together key partners as well as technical persons from various institutions engaged in mainstreaming gender in Rwanda. The workshop was held on 25<sup>th</sup> and 26<sup>th</sup> January 2011. The institutions that were presented in the Workshop include: National Women Council for Rwanda, Ministry of Finance and Economic Planning (MINECOFIN), UN Women, Ministry of Gender and Family Promotion, Centre for Gender and Culture-Kigali Institute of Education, SFB staff, UNDP, Gender Monitoring Organization and UNECA. The workshop was inaugurated by Minister for Gender and Family Promotion government of Rwanda. The GPEM workshop was facilitated by the UNDP representative-Ngone Diop-New York USA and; Makerere University-Uganda Lecturer as a Consultant –Dr. Gertrude Muwanga. Objectives of GPEM Consultative and Planning Workshop:

- To have a common understanding of Gender economic Policy Management-Principles and Practices. What GPEM is about and its components.
- To deepen understanding of GPEM at its applicability in terms of gains in economic efficiency, equity, socio-economic sustainability and achievement of MDGs.
- To identify critical areas of GPEM training Curriculum from global perspective and harmonise with SFB's Curriculum draft to meet the local needs of Rwanda.
- To draw a clear road map for launching the training program.

### **Training of Trainers (TOTs) Workshop at Gisenyi**

In an attempt to build critical analytical and applied capacities in economic policy analysis that can enhance the degree of gender equality in Rwanda, SFB in collaboration with UN women organized one week workshop on Training of Trainers (TOT) at Gisenyi between 28 March and 1 April 2011. The training of trainers workshop was facilitated by international consultants namely: Prof. Haroon from Canada and Dr. Gertrude Muwanga from Makerere University Uganda. The workshop was intended to focus on the following:

- a) Determination of the specific training needs of the SFB lecturers and other participants in the TOT.
- b) Facilitation of content of the twelve (12) GPEM modules for purposes of familiarizing
- c) A systematic review of the general issues that needed to be addressed in order to successfully tailor the GPEM Short Course training modules to the Rwandan context;
- d) A detailed description of the specific ways by which the GPEM Short Course training modules should be adapted to suit Rwandan needs;
- e) A clear Road map of activities to immediately commence with the preparation of the GPEM till inception of GPEM Modules in August 2011 by SFB and partners.
- f) Selection of list of trainers to deliver the GPEM – Rwanda; and;

- g) A proposal on how trainers will deliver a uniquely-focused GEPMI – Rwanda to the highest quality.

### **Validation Workshop for Stakeholders at Stipp Hotel Kigali**

As part of the implementation process of GEPMI project, SFB through the technical Committee for GEPMI organised a one-day validation workshop for the Stakeholders that brought together key partners as well as technical persons from various institutions engaged in mainstreaming gender in Rwanda. The workshop was held on 6<sup>th</sup> October, 2011 at Stipp hotel Kigali. The institutions that were presented in the Validation workshop include: National Women Council for Rwanda, Ministry of Finance and Economic Planning (MINECOFIN), UN Women, Ministry of Gender and Family Promotion, Centre for Gender and Culture-Kigali Institute of Education, SFB staff, Gender Monitoring Office government of Rwanda, Ministry of Education, and European Commission (EC). The workshop was inaugurated by Director for national budget Ministry of Finance and Economics planning Rwanda assisted by the Regional Director- Un Women.



**Picture: Validation Workshop for Stakeholders at Stipp hotel- Kigali**

The workshop was facilitated by the regional consultant Mr. Charles Twesigye Bakwatsa who designed and Developed the GEPMI project document. The general objective of the validation workshop for the stakeholders was to review the project document and benefit from the inputs of the participants for further refinement of the GEPMI project document. The following were specific objectives of the validation workshop:

- ⦿ To have a common understanding of Gender Economic Policy Management-project document. What the GEPMI project document is all about and its components.
- ⦿ To deepen understanding of GEPMI document as a frame work to guide SFB and its applicability in terms of training, research that is geared towards promoting gender budgeting at micro, mezzo and macro level of the government of Rwanda in order to make the process efficient.
- ⦿ To create a platform for the stakeholders to have an opportunity to provide their inputs that may be critical and useful for refinement process of the project document .

## Conclusion

SFB as a Business School upholds the obligation to carry out both academic and professional capacity building of human resources in order to help Rwanda overcome challenges of human resources . For this purpose, SFB shall ensure that the GEPMI training activities are executed in professional manner to achieve success by:

- ⦿ *Ensuring quality & relevant service* - sustained GEPM business will be guaranteed by quality work from the clients' perspective;
- ⦿ *Attract and retain quality faculty*: To assure quality, high quality trainers & service providers will be key. SFB must train its staff in GEPM and develop its own pool of qualified GEPM Trainers;
- ⦿ *Communicate constantly and proactively engage stakeholders*;
- ⦿ *Foster and sustain partnership* with international organisations and institutions;
- ⦿ *Innovate and maintain flexibility*: Go beyond training and issuing certificates; incorporate clients/ participants' experiences;
- ⦿ *Create and maintain a vibrant network of GEPM Alumni and partners* - Good PR, word of mouth and personal references are effective marketing strategies;
- ⦿ *Build brand image* and formulate a robust marketing plan