

**GENDER SENSITIVE BUDGETING: WOMEN AT
THE CENTER OF LOCAL DEVELOPMENT
LA BUDGETISATION SENSIBLE AU GENRE : LES
FEMMES AU CENTRE DU DEVELOPPEMENT
LOCAL**

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Abstract: This paper is purely conceptual, and is in line with the “Gender and Development” (GAD) approach which offers another perspective to analyze development problems while identifying Who (women / men) will directly benefit of the development action or project and What will be the effects induced by the development action or project (on women? on men?). It is actually about shedding light on Gender Sensitive Budgeting (GRB) and its impact on local development. This new approach provides a basis for the reorganization of public revenue and expenditure for a better revaluation of the potential of often overlooked female know-how. We endeavor to provide the reader with an initial conception of gender-sensitive budgeting, and to draw up a first panorama on this new theme which has not yet been deciphered in Algeria. Our focus will then go beyond the financial dimensions of GRB.

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Keywords : (Gender-responsive Budget, Women, equality, equity, local development)

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Résumé : Le présent papier est purement conceptuel, et se situe dans la lignée de l'approche « Genre et Développement » (GAD) qui offre un autre regard pour analyser les problèmes de développement tout en repérant Qui (femmes/ hommes) va bénéficier directement de l'action ou du projet de développement et Quels seront les effets induits par l'action ou le projet de développement (sur les femmes ? sur les hommes ?). Il s'agit en fait de porter l'éclairage sur la Budgétisation Sensible au Genre (BSG) et son impact sur le développement local. Cette nouvelle approche fournit une base à la réorganisation des recettes et des dépenses publiques pour une meilleure revalorisation du potentiel du savoir faire féminin souvent ignoré. Nous s'attachons à livrer au lecteur une conception initiale de la budgétisation sensible au genre, et de dresser un premier panorama sur cette nouvelle thématique encore pas déchiffrée en Algérie. Notre focus dépassera alors les dimensions financières de la BSG

Mots clés : Budgétisation sensible au genre, Femmes, égalité, équité, développement local

Code de classification Jel J26

1- Introduction :

Female participation in development has increased dramatically: on average, women make up 42% of the world's labor force, and thus actively contribute to national economies, however "... they constitute 70% of the 1.3 billion people living in the world. absolute poverty line; they own 1% of the land in the world; 2/3 of illiterates worldwide are women; in the ranks of decision-makers, there are 14 women for every 100 men..." (ILO 2010. These inequalities between women and men are increased by globalization, often linked to an inequitable distribution of tasks and responsibilities, to a difficult articulation of roles multiple, and finally to the non-access and especially the non-control of women over development resources and benefits (RYCKMANS, 2008). This means that the gender dimension is almost absent in the definitions of strategies or budgeting programs, in their monitoring or evaluation (KABEER, 2005)

Several international writings have highlighted these unequal power relations and injustice prevails in the distribution and redistribution of goods. The most recent are those that integrate gender issues into the budget (or GRB Gender Sensitive Budgeting). This is the field of research in which there is the greatest profusion of bibliographic references; Following the example of the reports of the UNEP, the OECD and the UN organizations and many other sites of the NGOs which propose training manuals or present the tools of the practice of GRB, and insist on the integration of the dimension gender to public finance management reforms

Recently there have been some modest writings related to the theme, notably that of BUDLENDER (2008) which advocates the integration of GRB into the aid effectiveness agenda. In the same perspective (FLESHMAN,2012), the question arises whether financial aid benefits Africans? KEY & AII (2012) for their part, bring us a first spotting of GRB in French-speaking countries. JALAL (2011), for its part, deals with gender analysis of fiscal policy in Morocco. And finally the notable report by CHAFIKI (2009) which assesses the BSG initiative in Morocco

In Algeria, unfortunately, such studies are almost non-existent; according to our knowledge; in national academic literature and research. It therefore seems that this shortcoming constitutes an obstacle to the success of the GRB programs undertaken in 2010. A first provisional report was produced in December 2011. The latter gives a preliminary evaluation of the Joint Program for equality between the sexes and the empowerment of women in Algeria launched in 2010. One of its eight activities involves the realization of a feasibility study on gender-sensitive budgeting in Algeria. A roadmap has been developed to lay the groundwork for an unfolding of a practical case of GRB at the local level.

This new form of budgeting (GRB) goes against the traditional view that financial governance is an area where gender issues do not arise. It is a mainstreaming instrument, which introduces a gender perspective into financial decision-making and provides for the disaggregation of budgets by sex to show the extent to which policies that have gender implications are based on gender considerations. Differentiated

financing, As well as the analysis of the differential strategies of women and men in the management of resources (RYCKMANS & Aii 2008). In fact, the area of taxation seems to be where gender analysis lags the most. However, it is essential because it is the source of state resources KY & AII (2012). And it is at this stage that huge sources of inequality may reside, because according to KEY (2010) public expenditure is identified as the best means of intervention in the allocation of resources.

But before getting into it, it is first necessary to discuss in a first section this new concept of "gender" and to identify its specificity and its uniqueness in relation to development. Note that the theme of our research involves some notions or concepts such as the gender approach, ADM, GRB, ... and without wanting to make an exhaustive inventory, we will address them in the following pages.

2- The gender & development approach

The GAD approach is centered on the social, economic, political and cultural forces that determine the way in which men and women can participate in a project, benefit from it and control its resources and activities

2-1. Concepts and evolution

In Anglo-Saxon literature, "gender" designates "male" and "female" social roles as well as the relationships that exist between men and women. As for the term sex, refers to the biological sex, immutable. That is to say to biological characteristics and the consequences that result from them. Rather, "biological" [†] sex refers to the physiological characteristics of men and women, whose function is the reproduction of the human species. In other words, an individual is born "male" or "female" (sex) and becomes a "male" or "female" (gender) UNDP2005.

(Caroline Moser, 1993) proposed a rather exhaustive definition of the gender: "The differences between women and men within the same

[†] Oakley (1972) was among the first to distinguish „sex“ as biological sex differences from „gender“ as socio-cultural constructions of sex differences. According to (Broadbridge and Hearn ;2008);

household and within, and between cultures that are socially and culturally constructed and change over time. These differences are reflected in: roles, responsibilities, access to resources, constraints, opportunities, needs, perceptions, views, etc. held by both women and men. Thus, gender is not a synonym for women, but considers both women and men and their interdependent relationship. "

This definition hints at the rather fine margin between differences based on gender and differences based on sex. Gender discrimination can be based on sexual characteristics (for example, the biological risk of pregnancy can lead to professional discrimination under the pretext that women will not hold a job for the long term). The problem here is to determine what is "socially constructed" and what is "effective", constitutional, between men and women. RADAS (2006).

The meaning of gender is very broad, and according to UNESCO, "refers to the differences and social relations between men and women" and "always includes the dynamics of ethnicity and social class".

For (ILO ,2005), this neologism refers to the deference between men and women in society. Acquired differences, liable to change over time and which present great variations, both within the same culture and from one society to another (ILO 1995) It is therefore a socio-economic variable which allows the analysis of roles, responsibilities, constraints, opportunities and needs of men and women in any context. The roles and needs of men and women are influenced by age, race, ethnicity, social class, religion, ideology, and geographic, economic and political environment.

In sum, the concept of Gender refers to the set of characteristics associated with men and women in a society and in a given historical and cultural context that shape the social identity of an individual. It is a concept that emphasizes the social roles that are learned through the process of socialization and that change according to location and time.

This principle is clearly stated in the Beijing Platform for Action (1995), and confirmed by all the treaties and the Millennium Development Goals (MDGs) which are all fundamental instruments that can be used to

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strengthen the role of women and their participation in the development of the economies of their nations.

Currently More than 180 states and governments are adopting a program of action, containing a very important component devoted to gender-sensitive institutional mechanisms. However, when the Beijing Platform for Action was drafted, the term “gender” was so controversial. to government representatives that when the conference began in 1995 all terms containing the word “gender” were put in quotation marks. But during the Beijing process, all quotes were removed and the term “gender” really popped up WID (2001).[‡]

This is how the concept of gender and all its derivatives (gendered, gender-sensitivity, gender-bias, etc.), began to be accepted in UN language.

Since then, and within the space of a few years, gender mainstreaming has become a staple of all development theories within the UN system as well as other human rights bodies. It is used in social sciences as a research framework (gender study)

The analyzes produced during the 2010 decade recorded a tendency to consider gender as a variable with explanatory power (Ahl 2006; Ahl et al., 2016)) rather than a socially constructed concept according to its original definition (Ahl et al, 2006). Gender as a control variable has opened up new directions in research and helps to build continuous models in practice. (Ahl et al, 2016)

However, the implication of the use of the term “gender” instead of the word sex in the French language has sparked heated debates between defender and opponent, and provoked violent reactions among French-speaking researchers, “... if we translate gender equality by equality between men and women, we make it impossible to take into account minorities (queer, etc.) for whom gender equality involves more than two”. RADAS (2006). It was not until the 2000s, for the word to be written easily in French, and without quotes, in the university field, we meet it,

more and more commonly, in the titles of articles and books, as well as in the names of journals and editorial collections; it even won up to institutional categories in the research world. FASSIN (2008)

2-2. Genesis of the Gender and Development Approach

In vogue since the 1980s, the concept of gender no longer considers women as a separate group but is concerned with social relations between the sexes, and their interactions. Understanding it is slow and sometimes difficult, in the name of culture or because of the impression of social equality acquired legally.

The theoretical conception linking development to this approach evolved during the 1970s, as an alternative progression of the “Women in Development” approach (Women in Development WID) which refers only to women and insisted on the need to take into account the practical needs of women in order to enable them to take an active part in the development of their society. In general, the term women and development refers to the consideration of the inequality of women in relation to men, and the development of strategies aimed at minimizing the difficulties of women and putting an end to the discrimination against them (ILO, 1995)

So, “Gender and Development” link highlights the problem of women with power inequalities between men and women, in order to enable them to challenge the sexual division of labor and traditional relations between men and women, it does not limit development from an economic aspect, but conceived as a complex process involving other areas (social, cultural, political.)

Therefore, this approach aims, according to the ILO, to increase the effectiveness, efficiency and sustainability of development actions by adopting a change in individual and collective values and attitudes with a view to a more just and equitable world, in which women and men equally share power and responsibilities, rights and benefits. In this sense, it works for:

- The equal participation of women and men in development, in decision-making;

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- Equal social involvement in order to achieve fair development between women and men, between social groups, races, etc.
- Awareness of the particularities, similarities and disparities that exist between men and women;
- Analysis of their complex and dynamic relationships as an important variable in development.
- Adopt a person-centered approach
- Define gender-sensitive policies and programs and Integrate a "Gender" strategy into programs and projects

Thus, GAD is committed to improving living conditions (meeting practical needs) and improving the social status of women (strategic needs) through the promotion of equity and equality between women and men, and to develop their capacities or to favor their empowerment and to ensure equitable access to social and economic resources so that they can intervene at the same levels as men. This means that women and men have the same opportunities to access and control development resources (education, health, income, employment, information, rights, development programs, decision-making process, etc.)

However, there is a significant increase in inequalities against women around the world. their search for an optimal state of health and a decent working condition, and their expectation to strengthen their role in development framesendure very limited, hampered by a primary obstacle: inequality, both between women and men and among women themselves.

3- Gender-sensitive policies and programs

The focus of the GAD approach is to integrate the "Gender" dimension into development programs and projects. in other words. it aims to take gender into consideration as a control variable in the formulation of any development policy or program (gender-sensitive policies and programs).

The first step in any program or policy should be the analysis of the situation from a gender perspective, which means systematically seeking to identify and understand the roles and needs of men and women. A gender analysis studies the differences between men and women in their activities, living conditions, decision-making, access to resources and

their control. Planning in such a perspective takes into account the fact that women and men play different roles in society and therefore have different needs. It therefore allows a real integration of women in development activities by taking into account the modes of participation and the assistance needs of women and men at all stages of the formulation of policies or programs. ILO (1995)

This analysis makes it possible to develop an adequate database making it possible to determine:

- What women and men do, and why: either the division of labor between women and men
- Who has access to resources and benefits and who controls them
- What are the needs of men and women and why
- The links between the above factors and the social, economic, political and environmental context in which they occur since, whatever the environment considered, possibilities or obstacles come to facilitate or hinder equal opportunities and treatment for women and men

Once this information is known, it is possible to develop planning strategies from a gender perspective, in order to overcome obstacles and exploit opportunities. Planning in such a perspective therefore amounts to ensuring the integration of the gender aspect in all stages of the development of policies and programs. In addition, it is necessary to resort to specific programs for women when they are particularly disadvantaged or underrepresented in order to compensate for the existing imbalances between women and men. And make women more aware of their rights and their social and legal responsibilities so that they can participate more actively in improving their living conditions and participating in the benefits of development.

In fact, gender-sensitive analysis produces a territorial diagnosis taking stock of the strengths, weaknesses, opportunities, threats to local development by integrating the gender approach as an integral part of the development process. She then studies the links between these factors and others in the broader social, economic, political and environmental context. Above all, it involves bringing together

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gender-differentiated data and information from a gender perspective. It is the first step towards programs for gender equality. From the local level to the central level, this process makes it possible to bring back from the base an important amount of information to better voice the practical and strategic needs of local populations (including women).

This will consequently lead to an improvement in development programs. It should be remembered, however, that the integration of the gender dimension in sectoral programs and strategies is often confused with a separation between men and women, while the basis of the gender concept is the consideration of the issue of social relations between women and men from a political, economic and social point of view.

This new approach has continued to assert itself as a tool for the formalization of policies and programs relating to human development. its introduction into the preparation and monitoring of budget execution is relatively recent, although its effectiveness has been reaffirmed in several experiments.

4- Gender budgeting: Concept and Frameworks.

It is through national or local budgets that policies and programs are translated in terms of resource allocation, they reflect the social and economic priorities of a government, simply listing public expenditure and revenue without taking into account other socio-economic factors referring to the specific needs of different categories of beneficiaries. Their design seems to be neutral, however, their application reflects the gross inequality and inequalities between different strata of society. Thus, it could involve huge sources of inequality (Key (2010)). To start from this idea, the integration of the gender dimension in planning and budgeting is therefore essential for an equitable, relevant and efficient allocation of resources, and for a fair distribution of wealth. For this, it is necessary to integrate all the parties that effectively participate in the development of men and women both at the local

and national level, in terms of tax revenue as well as in public expenditure. To achieve this goals, BRG§approach intervenes.

So, gender budgeting requests to consist the gender perspective at all levels of budgetary processes (Council of Europe, 2005; Polzer and all., 2021). In other words, *“Gender budgeting is an approach that takes into account social relations between men and women in the preparation and execution of the budget. While including women in the decision-making process, it ensures that the measures proposed and the means allocated to the promotion of gender equality”*. UN-woman 2012

GRB takes into account the differences, as well as the relationships between individuals - women and men - and at the family / household level, in the preparation, presentation and execution of the budget by:

- including gender analysis in public expenditure management (at each level of results)
- examining the consequences of the distribution of income and expenditure on men and women not only immediately but in the medium and long term, on their life cycle,
- assessing the implications for employment, income, productive assets, access to credit as well as the factors that influence the differentiated barriers and opportunities faced by women and men as actors economic and social. RAES (2006)

Therefore the integration of the gender perspective in the entire budget programming, execution and evaluation process. In other words, it consists of a global vision which makes it possible to analyze the impact of the budget on the various categories of the population, in particular women(Polzer and all., 2021). It does not mean budgetary segregation between men and women, or focusing

[§] First of all, let us remember that gender-based GRB has been introduced into international agreements, such as the Beijing Platform for Action, and the Millennium Development Goals (MDGs).

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only on women, but it ensures that the practical and strategic needs of women and men from different sections of society are equitably addressed. Also it values the unpaid work of women both at the urban and rural level.

We can conclude that, a gender-sensitive budget has a structuring and strategic scope because it responds to political, economic and social objectives insofar as this approach is:

- one of the fundamental tools to ensure efficiency and budget transparency;
- a best mechanism for achieving equity, equality and social justice.

In this sense, these goals could only be achieved with good congruence with the socioeconomic environment. Such a participatory process must be reinforced by alliances with dynamic local forces. GRB initiatives can be local, regional or national, therefore, the collaboration with actors at the local level makes it possible to anchor the BSG approach more sustainably, while ensuring its adaptation to the national context.

- An effective GRB must meet three essential objectives according to CAMPOS and AI (1996) namely: -To establish an overall budgetary balance and to preserve it;
- Allocate resources while respecting government priorities;
- and Promote the efficient use of resources allocated to the delivery of programs and services and encourage technical efficiency.

Probably, it offers the government the opportunity to pursue more balanced and sustainable development objectives (MDGs). Note that objective 3 affecting gender and empowerment of women is transversal

The overview of the academic discourse on this topic reveals that research field integrating GRB remains very poor, and marks a real gap in methodic approach in social sciences, researchers. The researcher is satisfied with superficial studies based on descriptive approaches. (Rubin and Bartle, 2005) have already recommended that researchers must move to analytical studies and proposing practical solutions.

That's why, (Steccolini, 2019) calls on researchers and academics to give more attention to Gender responsive budgeting - as an important aspect of budgeting in different contexts. The author points to the lack of literature and the lack of knowledge on gender-responsive budgeting as a sub-field of multidisciplinary research that could open up avenues for reflection on coherent practical solutions to achieve socio-economic equality and equity in the distribution of wealth.

5- Gender Budgeting in practice

5-1. International experiences

Although the foundations of this GRB approach were endorsed by the UN Fourth World Conference on Women and the Beijing Platform for Action in 1995, which highlighted the disconnect between the commitments made by states in Previous conferences in favor of gender equality in order to correct the disadvantageous situation suffered by women and girls in particular, and their effective funding, in other words their quantified translation in terms of budget allocations UN-Women (2012), Les The first Gender Budget Initiative (GBI) were modeled after that carried out by Australian women's organizations in the 1980s.

But the first report to make substantive reference to gender equality and government budgets is South Africa's initial report in 1997. Other initiatives have drawn on the experience of the South African Women's Budget (South African Women's Budget). However, most budget initiatives have developed their own methodologies and developed specific tools and strategies drawing lessons from

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pioneering experiences. They have sometimes benefited from interesting openings as part of major political reforms.

Since 2001, several GRB initiatives have been supported by UNIFEM which has launched a global program to strengthen economic governance entitled: "The State Budget under the Perspective of the Gender Approach". This approach provided technical and financial support to gender-responsive budgeting initiatives in Latin America, Africa and Asia-Pacific. UNIFEM GRB programs consist of a portfolio of thematic, regional, trans-regional and national GRB programs that span countries and local communities around the world. UNIFEM was responsible for assessing the relevance, effectiveness and sustainability of gender-sensitive budget initiatives and focused on the organization's interventions during the period 2004-2008, paying particular attention to specific to the transregional BSG program. It collected primary data, analyzed the implementation of programs in Morocco, Ecuador, Mozambique and Senegal, the four countries that were the subject of case studies; she also mapped GRB initiatives carried out by UNIFEM around the world.

Currently, gender responsive budgeting has become an internationally recognized tool for effectively translating commitments made on gender equality and women's human rights. More than 90 countries around the world are leading various gender budgeting initiatives involving civil society, governments and international organizations UNIFEM (2009). some Commonwealth countries are conducting pilot tests for the integration of the gender perspective within the ministry in charge of the budget (an expenditure report integrating the gender perspective is submitted to the national authorities at the same time as the budget)

For KEY (2012), the implementation of gender-responsive budgeting is much more advanced in the Anglo-Saxon world, where it has its origins. In sub-Saharan Africa, for example, Tanzania is leading the way in gender responsive budgeting through an early (1997) civil society initiative implemented by the Tanzania Gender

Networking Program (TGNP) in collaboration with a large group local NGOs (FemAct). Since 1999, Tanzania's budget guidelines have referred to gender.

Other countries, such as Peru, have created a department for gender and social equity for this purpose. These mechanisms aim to create spaces at local government level for the participation of women during the presentation of the annual budget and in the process of its implementation. Others embrace budget building from the bottom up, through collecting data on priority needs (eg India). With the creation of spaces for dialogue for women in parliament, Brazil is undoubtedly the leader in highlighting the issue of gender in budget discussions.

5-2. Gender Budgeting in Algeria: Rethinking Gender and contextualization

On the dawn of independence, enormous progress has been made in improving the situation of women. In addition, the policy advocated by the State in matters of democratization of education, the education of girls and equal opportunities offered by the labor market have contributed to this development, the socio-economic transformations of which have radically marked the current structure which prevails in society. In the same perspective, to promote the creation of economic activities, measures to support and encourage female employment and the economic integration of women have been taken and implemented by the public authorities in several forms including ANSEJ, ANGEM, CNAC, etc.

With regard to rural women, a policy favorable to their integration has been put in place as part of the rural development strategy and which contributes to the integration of thousands of women. the emergence and increasing involvement of rural women in the various programs and in particular the PNDA (national agricultural development plan) which has set up financial aid mechanisms. Young promoters in rural areas have carried out investment projects in much diversified niches, in particular those previously reserved for men such as beekeeping, hygiene and disinfection. However, the

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practices of the GAD approach appear to be still unknown in Algeria. They are presented as a new product. These are, in a way, “product in hand” concepts BOUFNIK (2003). The few academic writings have even less indicated whether the policies and programs undertaken have taken into account the inclusion and involvement of women in development. While gender equality is solemnly proclaimed at the legislative and regulatory level,

Indeed, since its independence, Algeria has taken measures to ensure equality before the law for women and men and equal access to education, training and employment. It has adhered to international human rights instruments and more particularly those aimed at strengthening women's rights, including the ratification of the international convention on the elimination of all forms of discrimination against women. (CEDAW) in 1996, initiated reforms of the legal system. OR, in terms Gender institutionalization and gender responsive budgeting, these terms are newly introduced concepts in national policies. Algeria attaches great importance to it. The National Council for Women and the Family (CNFF), installed in March 2007, will undoubtedly play an important role in this process. However, according to the Joint Program signed in March 2009, the mechanisms for institutionalizing the gender approach are still underdeveloped.

the program for gender equality and the empowerment of women in Algeria "was launched in 2010 as part of the contribution to the acceleration of the process of achieving the Millennium Development Goals (MDGs) through " targeted support for the efforts made by the Algerian Government in the field of gender equality and the empowerment of women in Algeria, with the contribution of seven (7) agencies of the United Nations System (UNS) and thirteen (13) national institutions in a joint implementation.

The implementation of the Program will also extend over a period from 2010 to 2012. “The integration of the gender approach will also concern local planning, at the level of pilot municipalities, and the

development of knowledge on gender in organizations. of civil society to promote the empowerment of women at the institutional level ".

The main multi-sectoral strategic axes agreed with the stakeholder partners of the Program are aimed at strengthening the sectors that have launched intervention processes in terms of gender integration, and for which the consolidation needs remain important, and the impetus of new transversal dynamics and complementary. GRB wins one of eight activities approved in this program. But this new direction is still at the awareness stage. It is logical to conclude that the GRB is still in its early stages, and is not known either in academia or in practice..

6- Conclusion :

Gender-based approaches (known as gender sensitive); of which GRB is a part; are transverse, i.e. they link all areas of social, legal, political and economic life. However, research and interventions on women's rights more readily address the social dimension than the economic dimension of inequalities. Gender inequalities also intervene in the economic sphere. As much as men and women have different contributions to economics, economic policies have different impacts on men and women. But Much remains to be done to understand these relationships that link economic development and gender inequalities. Scientific production on gender and the economy is still in its infancy in several countries, including Algeria.

Finally, let us remember that beyond the scarcity of studies dealing with the issues of discrimination in the allocation of resources. Official statistics are insufficient or imprecise. This line of research remains untapped by Algerian researchers and academics. Like some writings in the journalistic press which agree on the marginalization of Algerian women in local development programs and on the absence of specific policies for the promotion of often ignored female know-how. The potential these women offer for local and national development remains largely untapped.

On this arrival, many questions must be asked: What are the contributions that GRB could make to the Algerian economy as a new

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trajectory still in the testing phase? What is the place of informal or unpaid production of Algerian women in local development?

Finally, will RHL be able to further enhance the often unexplored source of knowledge of Algerian women? These are all questions that deserve to be checked by Algerian researchers and academics. However, GRB needs to be well rethought and contextualized before its application in deferent contexts

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