



Government of Nauru

**PUBLIC EXPENDITURE AND FINANCIAL
ACCOUNTABILITY (PEFA) GENDER RESPONSIVE
BUDGETING ASSESSMENT**

FINAL REPORT

August 2022



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The PEFA Secretariat confirms that this report meets the PEFA quality assurance requirements and is hereby awarded the '**PEFA CHECK**'.

PEFA Secretariat
September 30, 2022

ACRONYMS

ADB	Asian Development Bank
CEDAW	Convention on the Elimination of all forms of Discrimination Against Women
CSO	Civil society organizations
DPLWD	Department for People Living with Disability
DFAT	Department of Foreign Affairs and Trade
DVFP	Domestic Violence and Family Protection
GBV	Gender Based Violence
GRB	Gender Responsive Budgeting/Gender Budgeting
GRPFM	Gender Responsive Public Financial Management
MoE	Ministry of Education
MoF	Ministry of Finance
NDP	National Development Plan
NSDS	National Sustainable Development Strategy
NGO	Non Government Organization
OAG	Office Auditor General
PEFA	Public Expenditure and Financial Accountability
PFM	Public Finance Management
PFMIP	Public Financial Management Improvement Plan
PFTAC	Pacific Financial Technical Assistance Center
SPC	Secretariat of the Pacific Community
SDG	Sustainable Development Goals
SOEs	State-Owned Entities
TA	Technical Assistance
UNDP	United Nations Development Programme
UN Women	United Nation Women
WO	Women's Organization
WASDA	Women and Social Development Affairs

1. INTRODUCTION

1.1 Purpose

The Nauru Government has requested for Pacific Technical Assistance Center (PFTAC) support to conduct an Agile Public Expenditure Financial Accountability (PEFA) with a PEFA Gender Responsive component included as part of the assessment.

The purpose of the supplementary assessment of gender responsive budgeting (GRB) is to collect information on the extent to which gender is mainstreamed in Nauru's public financial management (PFM) system and establish a baseline for future assessments.

The findings are also envisaged to serve as an input to the Government's existing efforts to mainstream gender anchored by the Women's and Social Development Affairs (WASDA) – a government agency responsible for coordinating, monitoring, and providing advisory service on the development of gender and gender equality in Nauru.

This report was compiled using the *Supplementary Framework for Assessing Gender Responsive Public Financial Management (GRPFM)*. The GRPFM assessment was overseen by the Ministry of Finance and WASDA which is a division of MoF. The assessment team was led by Iulai Lavea (PFTAC) and Kelera Kolivuso-Ravono (Ministry of Economy, Fiji). Annex 4 in the Main Report provides a list of those who were consulted on the PEFA assessment as well as the Gender assessment component.

Quality assurance has been applied in accordance with the PEFA Secretariat guidelines and five reviewers were nominated: Nauru Ministry of Finance, PEFA Secretariat, IMF Fiscal Affairs Division, Asian Development Bank, and the Australian Department of Foreign Affairs and Trade.

2. Background

The Government of Nauru has not formally adopted Gender Responsive Budgeting in its Budget Process. However, a lot of work to support women equality in Nauru has been undertaken by WASDA and other relevant women's organization.

Gender mainstreaming coupled with integration of gender equality into governance initiatives gained significant momentum in the early 90s following the Pacific Women's 6th Triennial Conference of Pacific Women and the 1st Meeting of Pacific Ministers for Women in 1994. Since then, much progress has been done and realized in particular the area of top-leadership positions where gender parity has been surpassed and women being well-represented in Board of Directors positions in state-owned enterprises (SOEs).

However, there are other areas such as women in parliament where increased participation is lacking. Studies show higher numbers of women in parliament generally contribute to stronger attention to women's issues. Women's political participation is a fundamental prerequisite for

gender equality and genuine democracy. It facilitates women's direct engagement in public decision-making and is a means of ensuring better accountability to women. (UNWomen).

Recent Work

One of the significant achievements for the Nauru Government in November 2020 was the establishment of the WASDA as a stand-alone Department with three divisions namely: Gender Mainstreaming, Child Protection, and Women's Affairs. WASDA is the anchor and coordinator of the country's commitments and work programmes in support of gender equality and mainstreaming across line ministries, other stakeholders and being a gateway to engage with development partners.

The WASDA and the Department of People Living with a Disability (PLWD) are principal partners for Department of Foreign Affairs and Trade (DFAT) to advance national gender equality priorities in coordination and liaison with the Ministry of Health and Education. Priority activities include the establishment of a safe house for gender based violence (GBV) survivors, counselling services for women and young girls and the review and development of gender equality policies for WASDA.

In 2015 SPC conducted a Stocktake of the gender mainstreaming capacity. The report identified gaps in the national government agencies and provided the necessary capacity needs required to systematically integrate and mainstream gender perspectives, including the provisions of the Convention on the Elimination of all forms of Discrimination Against Women (CEDAW), into the government's development processes and policy infrastructure and programs. Currently the Government of Nauru is working towards implementing the recommendations in CEDAW with the support of UN Women and SPC.

UNICEF in 2017 undertook a comprehensive assessment and analysis of the situation of children and women in Nauru to provide evidence based information to assist decision making in various sectors. This report was intended to contribute to the development of programmes and strategies to protect, respect and fulfil the rights of children and women in Nauru. Recently, GoN through the new Child Protection Unit completed an International Children's Day campaign in November 2020 that led to the opening of the zero to three (0-3) Development Centre. This is a joint effort with Education and Health to support pregnant mothers, infants and toddlers.

In accelerating the implementation of the 2030 Agenda, GoN published its results of the 'Voluntary National Review' report for 2019 which detailed Nauru's progress and challenges in implementing its 7 national development priorities which also highlighted progress made against the Sustainable Development Goals (SDGs).

2.1 Institution and Legal Framework

The Government of Nauru Constitution affords women formal equality before the law. Nauru ratified CEDAW in 2011 which began the work on strengthening the need to develop the law against domestic violence perpetrators through the revision of the Criminal Law Act. The Domestic Violence and Family Protection (DVFP) Act has come into effect and efforts to implement the legislation include activating the meetings of the DVFP committee, gazetting and up skilling of counselors. Additionally, the implementation of CEDAW recommendations is progressing well with the support of development partners such as UNWomen and SPC.

In 2015, Nauru developed the Women's Policy to guide government's work on gender equality. The Policy outlines six goals based on the National Plan for Action for Women and NSDS. These are (i) improved participation of women in decision making and leadership on all levels, (ii) elimination of all forms of violence against women, (iv) improved women's health, (v) improved and equitable participation in education by women and girls; and (vi) a strengthened Women's Affairs Department and improved capacity of government agencies to mainstream gender.

The Women's Policy is aligned with international areas of priority action for women's empowerment. The Policy is currently being reviewed with the intention to:

- i) *support and guide the efforts of government offices and agencies to enable and support the development and achievement of equitable opportunities and sustainable development of all women, men, girls and boys, people living with disability, and other vulnerable groups in a violent-free Nauru;*
- ii) *Mainstream Gender in government policies, plans, budgets and programs to enhance equal opportunities between men and women and women empowerment in the development process; and*
- iii) *Contribute to the elimination of gender inequalities in all sectors to achieve sustainable development.*

The Policy is administered and coordinated by WASDA and will support the Government Ministries in driving and monitoring the mainstreaming processes, achieving strategic outcomes and promote effective coordination of all womens' related policy documents and action plans.

The Policy serves as the tool to advance the development of women in Nauru, and promote gender equality and women's rights in a coherent approach.

Definition of gender mainstreaming ...

The process of assessing the implications for women and men of any planned action, including legislation, policies or programmes, in all areas and at all levels. It is a strategy for making women's as well as men's concerns and experiences an integral dimension of the design, implementation, monitoring and evaluation of policies and programmes in all political, economic and societal spheres so that women and men benefit equally and inequality is not perpetuated. The ultimate goal is to achieve gender equality. (ECOSOC 1997)

WASDA's policy framework and priority areas of work are aligned to the NSDS Priority Area 2: Social and community sectors. WASDA coordinates closely with other government agencies on Nauru's commitments to the international and regional agenda on gender and development.

Having a gender-responsive budget to support gender mainstreaming is a key milestone pursued by WASDA. This needs to take place at all levels of the planning process. It is important that gender issues are mainstreamed into the national development framework and strategies, sector policies, programs, projects and budgets and national laws. To ensure gender objectives are realized, monitoring and evaluation of the policy is critical. This includes an audit of the frameworks, policies and plan of action to determine whether or not they are gender responsive.

In 2019, WASDA hosted the first National Women's Summit to celebrate the progress of gender work in Nauru and forge alliances of support with other partners towards promoting gender

equality, women empowerment and girls' issues. A key outcome of the Summit was the endorsement of the “**Tomano Declaration**” by Cabinet on 5 November 2020. The Declaration highlighted the government’s recognition of the important role women and girls play in the socio-economic development of Nauru. The overall objectives of the Declaration draw largely on the international commitments such as CEDAW and SDGs. The Declaration continues to be reinforced by Government through various budget support allocations to deliver on the nine (9) thematic areas and outcomes implemented by relevant Government Ministries.

OVERVIEW OF ASSESSMENT FINDINGS

This section provides an overview of findings of the PEFA assessment of GRB practices. It also highlights key PFM tools and processes in place to promote gender equality. The detailed analysis of findings and evidence to score the indicators is presented in Section 4.

The Government of Nauru has not formally introduced gender responsive budgeting in its budget process although the Women’s Policy direct Government Ministries and Departments to mainstream gender in their programs and activities. National guidelines for project proposals, in the form of a Project Proposal template’, require ministries to ‘adequately identify social, economic growth, gender and disability risks to and from a project’.

The budget circular does not currently require budgetary units to include gender considerations in their budget proposals. From discussions with counterparts and the evidence provided, it is clear there is no document that provides guidance for Ministries to undertake gender impact assessments even though the budget proposal template requires them to provide that information.

Ministries are required to prepare Annual Operational Plans (AOPs) outlining their strategic direction and how it contributes to national goals and activities to meet the NSDS. AOPs provide milestones and KPIs for key activities with linkage to national outcomes and strategies. WASDA’s corporate plan outlines the main gender equality priorities of the Government and links them to the NSDS under key outcome 12 - Policy Objectives – i) proportion of CEDAW related programs established and mainstreamed in all government plans, policies, strategies and programs to increase and implemented by women’s groups, NGO, Civil Society; and ii) number of child protection cases documented and closed through a case management process.

The budget documentation does not include a report on the current status of gender equality and there is no summary of findings of ex ante gender impact assessments of budget policies. Similarly, no reports are produced to demonstrate government’s achievements in implementing key gender programs and addressing gender inequalities.

National policy documents do not include sex-disaggregated data and there are currently no evaluations of the impact of programs on beneficiaries, disaggregated by gender, unless carried out by development partners as part of the programs they are funding.

As well, the Government does not conduct ex ante gender impact assessments of new expenditure and policy proposals. Many agencies have some form of gender specific programs or activities within their submissions but there is no gender impact analysis included.

However, new expenditure proposals for 2019/20 funded by development partners include some gender impact assessment, although this is due to the partners’ assessment criteria rather than Government’s guidelines or requirements.

Gender analysis is increasingly becoming a critical component of project appraisal and assessment. For large donor funded projects, gender analysis forms part of the investment assessment and this is carried out by the donor itself. Currently there is limited capacity within the Ministry of Finance, WASDA and across ministries to conduct gender analysis and budgeting. External support is needed in this area to build local capacity on gender analysis and how to mainstream gender issues as well as developing a framework for undertaking gender responsive budgeting. Development partners need to work jointly with the Ministry of Finance, WASDA and relevant line ministries to build local capacity.

3. Way Forward

Based on the key findings, the following section presents options for strengthening GRB in Nauru.

To establish full, systematic and sustainable implementation of GRB throughout the budget process, the Government of Nauru can build on existing GRB instruments and develop the necessary additional steps by:

- Supporting government leadership in formalizing GRB in the legal framework through its inclusion in the new PFMIP 2022-2026 and budget and planning process;
- Develop a framework to guide and build local capacity on the implementation of gender budgeting;
- Ensuring implementation of gender budgeting throughout the budget cycle based on GRPFM criteria. This specifically means:
 - Including GRB instructions in the *Budget Strategy and Budget Circular* and corresponding budget submission forms e.g., Project Proposal templates.
 - Supporting ministries to include in annual strategic/corporate plans and annual operational plans information such as the ministry's priority on improving gender equality in its sector, current gender equality status in the sector, details on the budget measures taken to strengthen gender equality, and assessment of the impacts of the budget on gender equality.
 - Ensuring compliance and progressive improvements of gender equality aspects in the budget submissions through MoF appraisal in the consultation with line ministries/budget units.
 - Development of a gender impact assessment guide for Parliamentarians to enable them to give feedback on gender relevance of budget submissions and Annual Reports.
 - Incentivize WASDA to monitor the quality of GRB process in terms of addressing gender priority goals
 - Incentivize the Statistics Office to produce sex-disaggregated data;
 - Invite the Auditor General to audit compliance with GRB processes and performance as part of the audit of Ministry budgets.
- Developing capacity and knowledge in ministries to undertake gender impact assessment of budget programs and strengthening budget programs by establishing gender specific objectives and indicators.
- Incentivize the MoF and the WASDA to lead and support the GRB process.

- Enhancing performance monitoring by using of sex-disaggregated data, gender statistics and gender indicators.
- Increasing visibility of gender priorities, gender-relevant financing and outcomes in budget documents.

DETAILED ASSESSMENT OF GENDER RESPONSIVE PUBLIC FINANCIAL MANAGEMENT

The last section presents a detailed analysis of each of the indicators/questions by scoring them against the PEFA GRB Assessment Framework criteria with evidence to justify the scoring. Scoring is based on four levels as defined below.

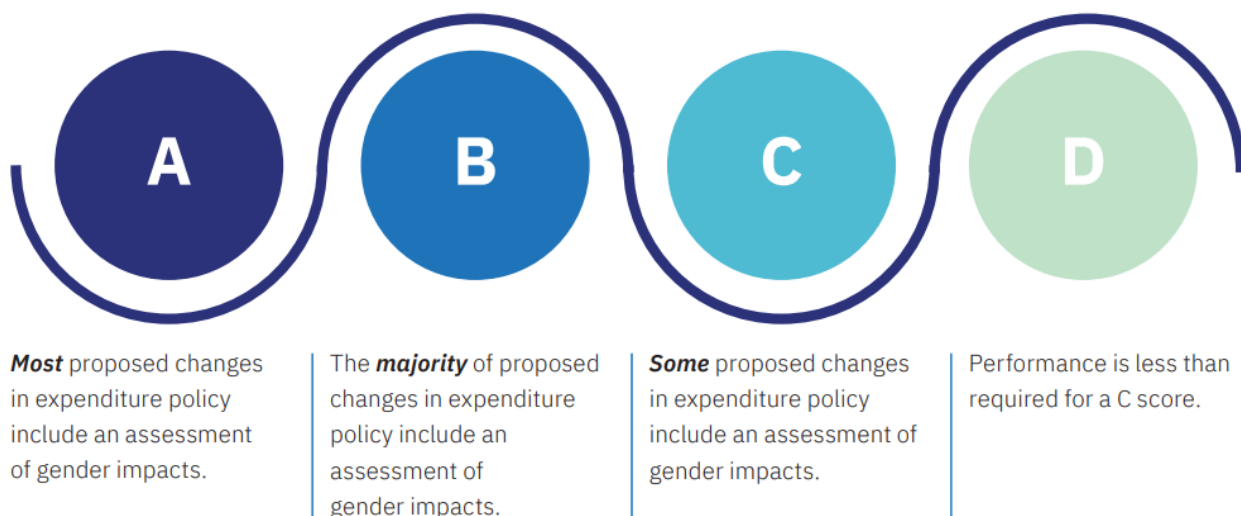
SCORE	LEVEL OF GRB PRACTICE
A	Gender impact analysis is mainstreamed in the relevant PFM institution, processes, or system.
B	Gender impact analysis is partially mainstreamed in the relevant PFM institution, processes, or system.
C	Initial efforts have taken place to mainstream gender impact analysis in the relevant PFM institution, process, or system.
D	Gender considerations are not included in the relevant PFM institution, processes, or system, or performance is less than required for a C score.

GRPFM-1 GENDER IMPACT ANALYSIS OF BUDGET POLICY PROPOSALS

This indicator assesses the extent to which the government prepares an assessment of the gender impacts of proposed changes in government expenditure and revenue policy. It contains two dimensions. The indicator recognizes that changes in budget policies can have different impacts on the delivery of services to men and women and to subgroups of those categories; and that new policies proposals should therefore undergo an ex ante assessment of social impacts. The assessment under this dimension focuses only on **recurrent expenditure**.

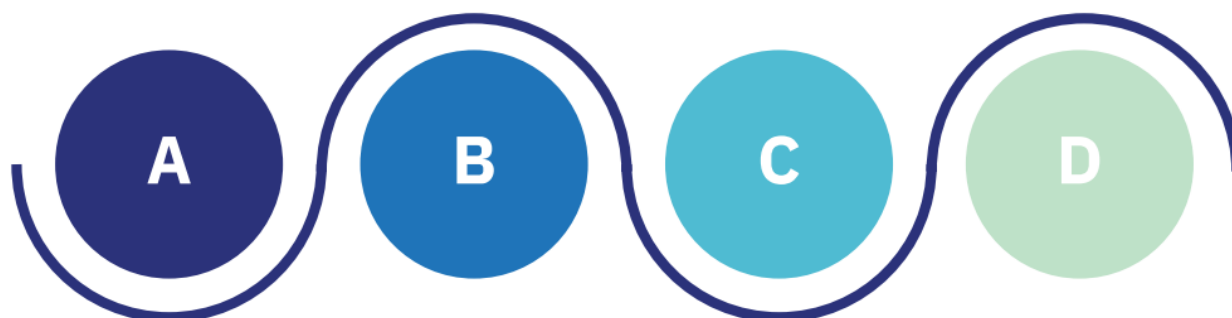
GRPFM-1.1 Gender impact analysis of expenditure policy proposals

Minimum requirements for scores



GRPFM–1.2 Gender impact analysis of revenue policy proposals

Minimum requirements for scores



Most proposed changes in revenue policy include an assessment of gender impacts.

The **majority** of proposed changes in revenue policy include an assessment of gender impacts.

Some proposed changes in revenue policy include an assessment of gender impacts.

Performance is less than required for a C score.

Assessment Table:

INDICATORS/ DIMENSIONS	ASSESSMENT OF PERFORMANCE	SCORE
GRB–1 Gender impact analysis of budget policy proposals (M1)		D
GRB–1.1 Gender impact analysis of expenditure policy proposals	In the last completed fiscal year, gender impact assessment was not carried out on any expenditure proposed changes. However, in 2018/19 fiscal year, a new expenditure policy proposal was submitted to Treasury concerning staffing needs for the safe house. (NIIS, 2019). The Government currently does not conduct ex ante gender impact assessments of its own new spending proposals in most of its expenditure items, although the A2 New Proposal Template instructs Government Ministries to provide information on the economic and cross cutting issues impacts including gender specific activities. However, impact gender analysis was done only for expenditure proposals either fully or partially funded by development partners.	D
GRB–1.2 Gender impact analysis of revenue policy proposals	In the last completed fiscal year, the Government did carry out ex ante gender impact analysis of a new revenue policy proposal. This was noted in the 2020-2021 Budget Paper 1 as part of the tax reform resulting in an increase in import duty alcohol due to the increase in violence against women and children. There was a corresponding expenditure component provided in the budget to support the welfare of women and children at the safehouse.	D

Table GRB—1.1 Gender impact analysis of expenditure policy proposals

Key changes in expenditure policy	The amount allocated to expenditure policy change	As a % of key changes in expenditure policy	Gender impact analysis included (Y/N)
Teacher Training – Overseas Scholarships to Australia	4,000,000	25.31%	N
Back to school payment	700,000	4.43%	N
NEAT Scheme	300,000	1.90%	N
Local and Expatriate salaries & Allowance	7,000,000	44.30%	N
Age & Disability Pension	3,800,000	24.05%	N
Total/Coverage	15,800,000	100%	0%

Data source: Budget Statement 2020/21 (MoF website)

Table GRB—1.2 Gender impact analysis of revenue policy proposals

Key changes in revenue policy	The amount collected due to revenue policy change	As a % of key changes in revenue policy	Gender impact analysis included (Y/N)
Custom & Excise Duty tax: Alcohol tax - to support women and children welfare in the Safe House due to increase in Domestic Violence Against Women and Girls (DVAWG).	2,040,000	100%	Y
Total/Coverage	2,170,000	100%	100%

Data source: Budget Paper 1- 2020/21 (MoF website)

Assessment

The Nauruan *National Women's Policy 2014* is currently being reviewed by the Women's and Social Development Affairs (WASDA). The Policy guides the government's work on gender equality and is well aligned with international areas of priority action for women's empowerment. Given that the Gender Policy is in its review stage, it is advisable that the gender considerations be considered from the gender responsive budgeting perspective. This would need to be looked at with other existing gender related policies such as the women's action plan, CEDAW and Tomano Declaration.

The current consolidated budget documents and the ministries Annual Operational Plans (AOP) do not include gender impact assessment of expenditure or reference to the parliamentary scrutiny. The documents also exclude any information on sex-disaggregated data. However, it is noted that specific allocations were provided for women and children to support welfare expenses at the safe house.

In 2018-2019, a new proposal on gender equality was submitted to fund the councilors to assist in safehouse-related matters including the overtime expense for the safehouse caretaker. The proposal also included other regulatory matters in particular the increase in alcohol import duty to

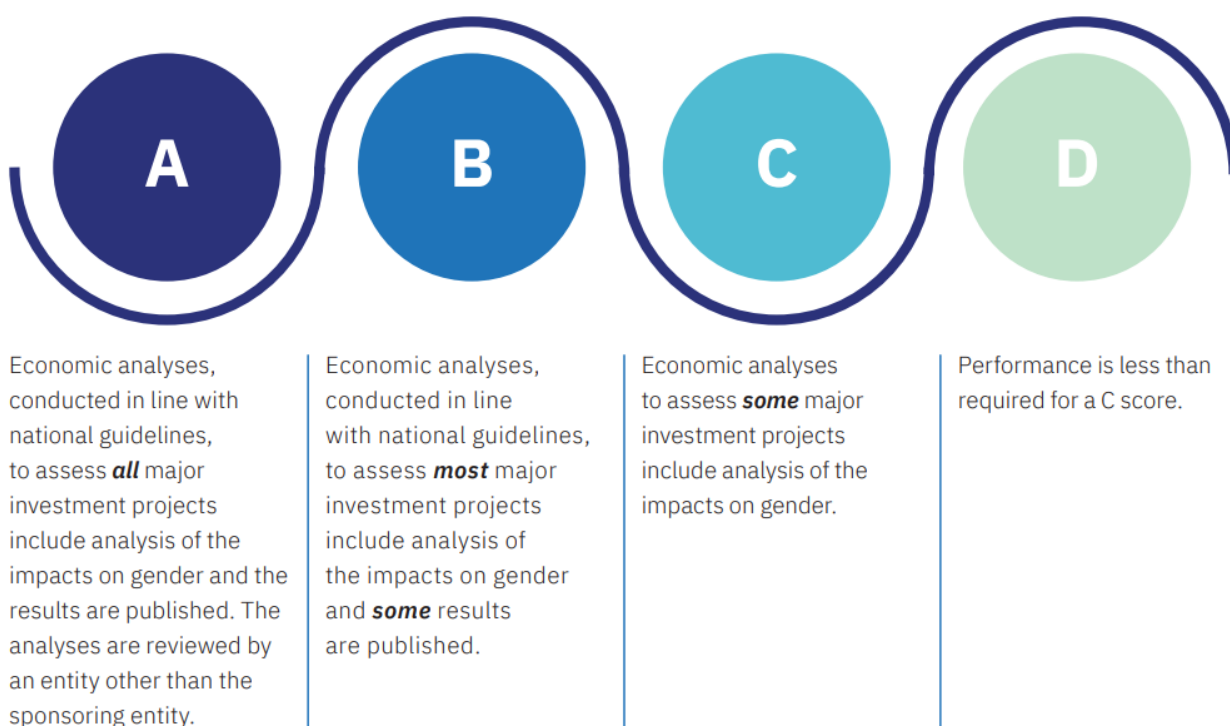
support the reduction of domestic violence on women and children including better support towards their welfare.

GRPFM-2 GENDER RESPONSIVE PUBLIC INVESTMENT MANAGEMENT

This indicator assesses the extent to which robust appraisal methods, based on economic analysis, of feasibility or prefeasibility studies for major investment projects include analysis of the impacts on gender. The indicator recognizes that different groups of men and women benefit differently from investment projects, and it is therefore important for the government to include a gender perspective in the economic analysis of major investment projects.

GRPFM-2.1 Gender responsive public investment management

Minimum requirements for scores



Assessment Table:

INDICATORS/ DIMENSIONS	ASSESSMENT OF PERFORMANCE	SCORE
GRB-2 Gender responsive public investment management		B
GRB-2 Gender responsive public investment management	In the last completed fiscal year, economic analyses on most major investments were conducted in line with national guidelines and include analysis of the impacts on gender and some results were published. These appraisals included financial, economic analysis and pre-assessment work guided by the donor's guideline on gender assessments of investments since most of these investment projects are either partially or fully funded by development partners.	B

	<p>However for line Ministries and sectors under the responsibility of MID (Transport, ICT, emergency services, fisheries and health and education) they are required to submit to the Planning and Aid Division (PAD) project proposals for screening by Treasury and PAD. The New project Proposals for these expenditures include section on economic and cross cutting issues impact and specifically requests for a description of gender specific activities. However, it is noted that the appraisal does not include an assessment of gender aspects and is not published for Government funded major projects.</p>	
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Table GRB—2 Gender responsive public investment management

Five largest major investment projects (>1% of total annual budget expenditure)	Total investment cost of project P\$	As a % of top 5 major projects approved	Economic analysis includes analysis of the impacts on gender			
			Completed (Y/N)?	Consistent with national guidelines (Y/N)	Published (Y/N)	Reviewing entity
Sustainable and Climate Resilient Connectivity [formerly Project Port Development Project	\$14.7M	31.8%	Y	Y	Y	ADB
Sustainable and Climate Resilient Connectivity [formerly Project Port Development Project	\$22.0M	47.6%	Y	Y	Y	DFAT
Solar Power Development Project	\$5.0M	10.8%	Y	Y	Y	ADB
Tank Farm refurbishment	\$2.6M	5.6%	Y	Y	Y	GoN
Nauru Renewable energy initiative (NUC) (NZ)	\$1.95M	4.2%	Y	Y	Y	NZ
Total/Coverage	46.25M	100%				

Data source: Note: ADB: Port Development Project April 2020; 2020/21 Budget Paper 1 (MoF website); NIIS 2019; Development Fund Annual Projections 2020-2021 (MoF website)

Assessment:

The Nauruan Government through the Ministry of Infrastructure developed its Nauru Integrated Infrastructure Strategic Plan (NIISP) 2019 with the support of the Pacific Regional Infrastructure

Facility (PRIF). The document was endorsed and adopted by the Nauruan Cabinet on 27 November 2019 as a guide to public infrastructure investment planning and budgeting.

Line Ministries and sectors under the responsibility of MID (Transport, ICT, emergency services, fisheries and health and education) are required to submit to the Planning and Aid Division (PAD) project proposals for screening by Treasury and PAD. The New project Proposals for these expenditures include section on economic and cross cutting issues impact and specifically requests for a description of gender focused activities. The Budget Circular however, does not specifically follow up on gender benefits. Hence if any specific gender relevance is reported, it is not captured in the general budget documents.

For large projects funded by development partners, they undergo detailed feasibility assessment, including financial and economic analysis, and are handled directly by the development partner and government without going through the project pipeline. These projects are large, often supported jointly by several development partners and undergo detailed financial and economic appraisal according to the International Financial Institutions cost–benefit analysis guidelines. In addition, the pre-assessment work is also guided by the donor’s guideline on gender assessments of investments.

The NIIS also considers gender needs when undertaking priority exercise and looks at this at two levels:

- General safety and security of planned infrastructure for women in public spaces
- Employment prospects for women coming out of the planned investments.

The investment planning process also took into account the outcome of the National Stakeholders’ consultation Report (December 2017) for the preparation of the Nauru National Sustainable Development Strategy (NSDS) 2018–2030. The report highlighted the importance of enhancing the role of communities and women in the development process and recommended:

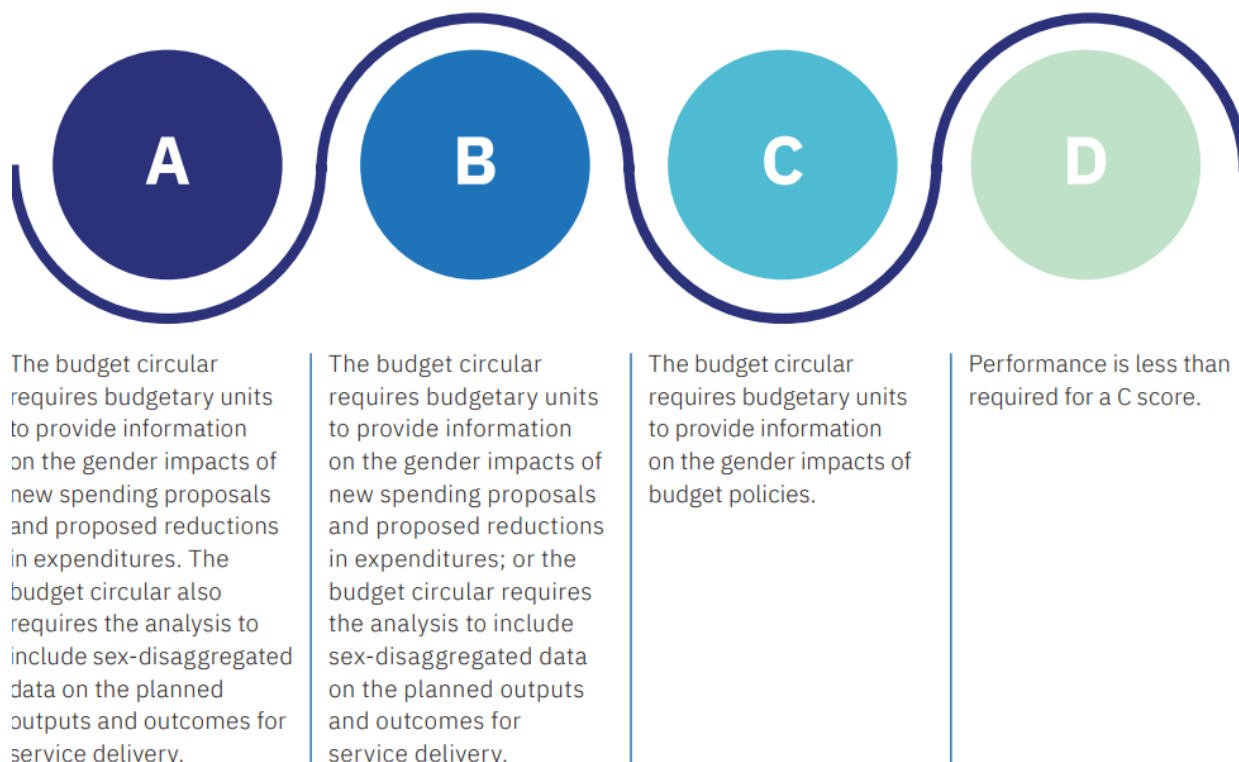
- the development of opportunities for training that is specifically geared to women and their interest in the development of future public infrastructure;
- the development of more job opportunities for women in the management and operation of public infrastructure assets;
- Developing safehouse for women with special needs.

GRPFM–3 GENDER RESPONSIVE BUDGET CIRCULAR

This indicator measures the extent to which the government’s budget circular(s) is gender responsive. The gender responsive budget circular typically includes a requirement for budgetary units to provide justification or planned results for the effects on men and women or on gender equality of proposed new spending initiatives and reductions in expenditures. The GRB circular also requires budgetary units to include sex-disaggregated data for actual or expected results.

GRFM–3.1 Gender responsive budget circular

Minimum requirements for scores



INDICATORS/ DIMENSIONS	ASSESSMENT OF PERFORMANCE	SCORE
GRB–3 Gender responsive budget circular		D
GRB–3 Gender responsive budget circular	<p>Nauru’s budget circular does not require ministries to provide information on the social impact of their budget proposals, including gender.</p> <p>The Budget Circular No 1/2020 issued on January 2020 by the Ministry of Finance outlines the Budget Framework, the departmental ceiling and the process of budget proposals. Ministries were required to split their budget submissions into three parts using three different types of budget proposal templates. The budget template does not include any gender impact assessment requirements. The budgetary units however were required to link their budget proposals to the National Sustainable Development Strategy (NSDS) and any applicable sector Strategic Plans.</p>	D

Assessment:

The budget circular does not require units to provide information on the impacts of budget policies on gender equality through any of the following information; i) existing service delivery programs ii) new spending proposals, iii) proposed reduction in expenditures iv) or the inclusion of sex-disaggregated data on planned outputs and outcomes of service delivery programs.

Table GRB—3 Gender responsive budget circular

Circular for budget year	Requirement to provide justification or planned results for the effects on men and women or on gender equality (Y/N)		Requirement to include sex-disaggregated data in budget proposals (Y/N)
	New spending initiatives (Y/N)	Reductions in expenditure (Y/N)	
2020/21	N	N	N

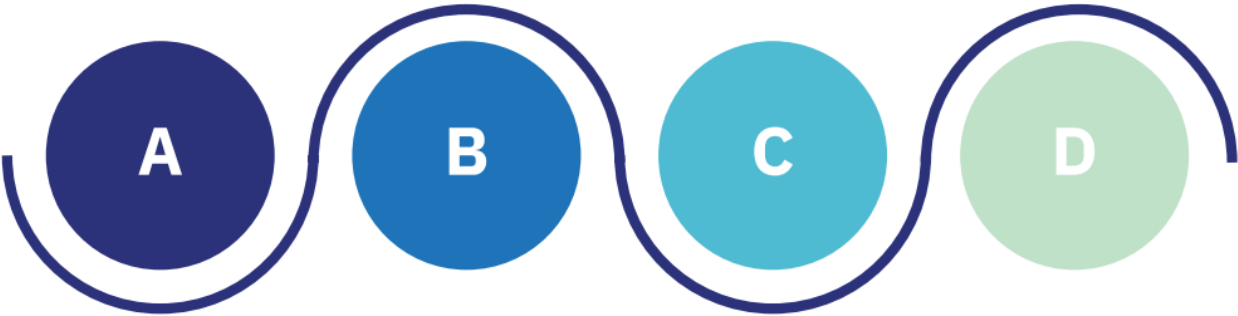
Data source: Budget Circular 2020/21 (MoF website)

GRPFM–4 GENDER RESPONSIVE BUDGET PROPOSAL DOCUMENTATION

This indicator assesses the extent to which the government’s budget proposal documentation includes additional information on gender priorities and budget measures aimed at strengthening gender equality. Gender responsive budget documentation typically includes information on the following: i) a statement of government priorities for improving gender equality; ii) a report on the current status of gender equality; iii) budget measures aimed at promoting gender equality; and iv) assessment of the impacts of budget policies on gender equality.

GRPFM-4.1 Gender responsive budget proposal documentation

Minimum requirements for scores



The government’s published budget documentation as submitted to the legislature for scrutiny and approval includes all three of the following types of information:

The government’s budget documentation that is published or submitted to the legislature for scrutiny and approval includes two of the following types of information:

The government’s budget documentation includes one of the following types of information:

Performance is less than required for a C score.

- 1 an overview of government’s policy priorities for improving gender equality
- 2 details of budget measures aimed at strengthening gender equality
- 3 assessment of the impacts of budget policies on gender equality.

INDICATORS/ DIMENSIONS	ASSESSMENT OF PERFORMANCE	SCORE
GRB-4 Gender responsive budget proposal documentation		B
GRB-4 Gender responsive budget proposal documentation	<p>The Government’s budget proposal documentation for 2020/2021 that was submitted to the Legislative Assembly for scrutiny and approval includes both Budget Paper 1- Estimates of Revenue and Expenditure (publicly available) and Budget Paper No.2 – Economic Outlook, Economic Statistics, SOEs and NSDS (publicly available). The Budget Statements include the Development Fund Projections for the fiscal year and the Minister’s tabling speech to the Parliament.</p> <p>The Budget Paper 2 includes an overview of government’s priorities which is aligned to the NSDS including priorities for improving gender equality and measures aimed at strengthening gender equality. This is specifically outlined under Soc-Goal 5 in the document which outlines three key gender related programs, beyond funding the Women Affairs Division that include: i) program for strengthening the basic knowledge about Nauru Culture – handicraft training</p>	B

	<p>in basic weaving and teaching of Nauru language through legends and learning vernacular; ii) establishment of child-care centres to support working mothers, infants and toddlers and ii) safe-house for women and children to help with incidences of domestic violence. However, the budget documentation does not include a report on the current status of gender equality and there is no summary of findings of ex ante gender impact assessments of budget policies.</p>	
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Table GRB—4 Gender responsive budget proposal documentation

Budget proposal for budget year	An overview of government policy priorities for improving gender equality (Y/N)	Report on the current status of gender equality (Y/N)	Budget measures aimed at promoting gender equality (Y/N)	Assessment of the impacts of budget policies on gender equality (Y/N)
2020/21	Y	N	Y	N

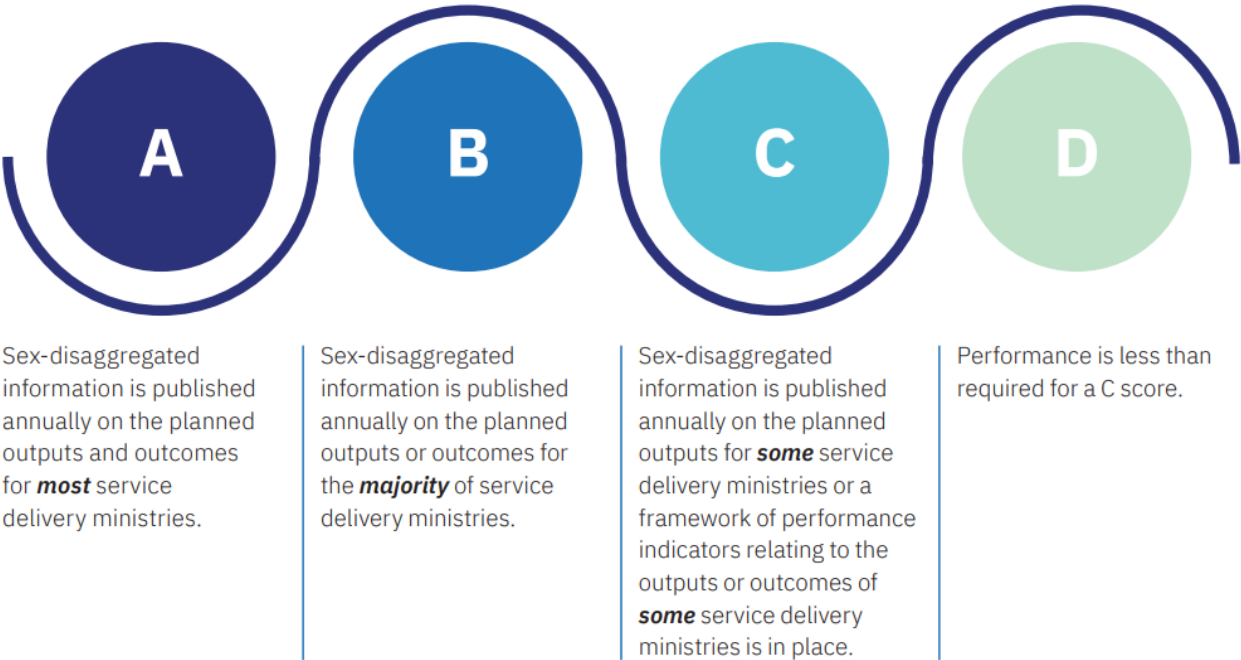
Data source: 2020/21 Budget Papers Nos. 1 and 2.

GRPFM-5 SEX-DISAGGREGATED PERFORMANCE INFORMATION FOR SERVICE DELIVERY

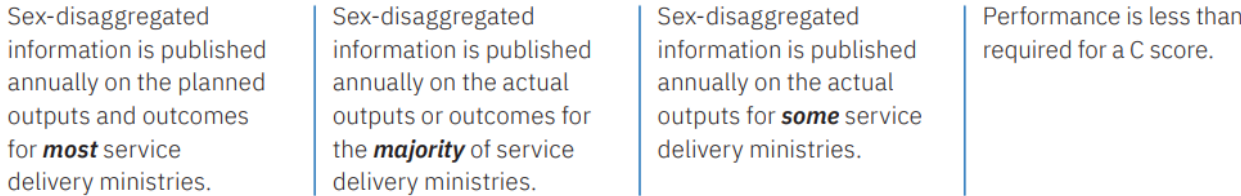
This indicator measures the extent to which the executive’s budget proposal or supporting documentation and in-year or end-year reports include sex-disaggregated information on performance for service delivery programs. It contains two dimensions. Inclusion of sex-disaggregated data in government’s performance-based budgeting systems facilitates discussions regarding the impacts of programs and services on men and women, including different subgroups of these categories, and on gender equality; and helps policy makers to assess and develop appropriate, evidence-based responses and policies.

GRPFM-5.1 Sex disaggregated performance plans for service delivery

Minimum requirements for scores



GRPFM-5.2 Sex-disaggregated performance achieved for service delivery



INDICATORS/ DIMENSIONS	ASSESSMENT OF PERFORMANCE	SCORE
GRB-5 Sex-disaggregated performance information for service delivery (M2)		D
GRB-5.1 Sex-disaggregated performance plans for service delivery	Sex-disaggregated information is neither included in planned outputs for key service delivery ministries nor the National Sustainable Development Strategy (NSDS) 2019-2030. WASDA does not include gender statistics in its documents such as the Tomano Declaration, National Gender Policy (Reviewed) and the National Action Plan on Women in Nauru (reviewed).	D
GRB-5.2 Sex-disaggregated performance	Sex-disaggregated data on outcomes achieved is not included in any annual reports on performance achieved.	D

achieved for service delivery		
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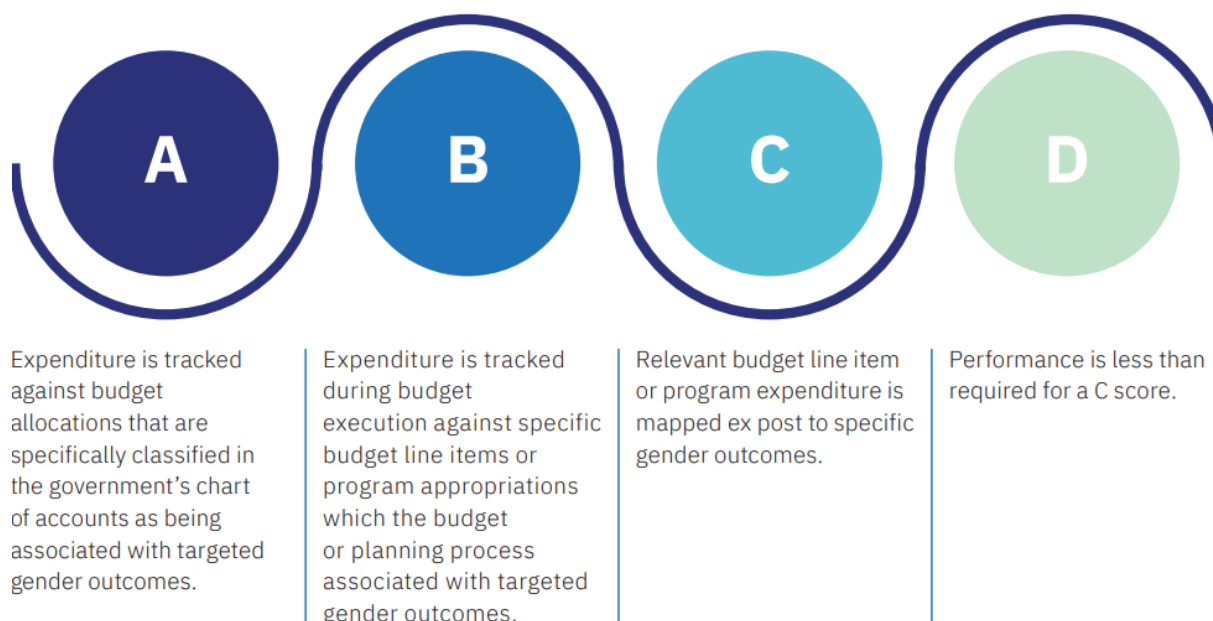
The Nauruan Government has some beneficial data sources in the 2007 Demographic and Health Survey, the 2011 Global School-Based Health Survey and the 2014 Family Health and Support Study. However it was noted that these reports still lacked sex-disaggregated information to assist policy makers and other development partners to assess and develop appropriate, evidence responses and policies.¹

GRPFM-6 TRACKING BUDGET EXPENDITURE FOR GENDER EQUALITY

This indicator measures the government’s capacity to track expenditure for gender equality throughout the budget formulation, execution, and reporting processes.

GRPFM-6.1 Tracking budget expenditure for gender equality

Minimum requirements for scores



INDICATORS/ DIMENSIONS	ASSESSMENT OF PERFORMANCE	SCORE
GRB-6 Tracking budget expenditure for gender equality		D
GRB-6 Tracking budget expenditure for	The Government currently does not have capacity to track expenditure for gender equality. The Nauruan Government does not use its chart of accounts to capture data on	D

¹ Education/Situation-Analysis-of-Children-Nauru_2017.pdf

gender equality	expenditure associated with gender outcomes. There are specific units, which are part of the national gender machinery, which receive a specific budget allocation including the Department of Women's and Social Development Affairs (WASDA)	
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The expenditure codes in the chart of accounts currently sit within the administrative segment, programs have been effectively presented as administrative units of ministries with specific objectives and performance indicators, rather than as a formal program budget structure within the chart of accounts.

There is currently no mapping table or other mechanism that seeks to assign specific budget line items, or other elements identified using the chart of accounts, to gender outcomes. Therefore, there is no specific reporting during the year, or at the end of the year, of expenditure that is specifically associated with gender outcomes.

However, we have noted that the Department of Education (DoE) has an EMIS system which also provides sex-disaggregated data for teachers and students. However, this information are not reflected in the DoE's reports.

GRPFM-7: Gender Responsive Reporting

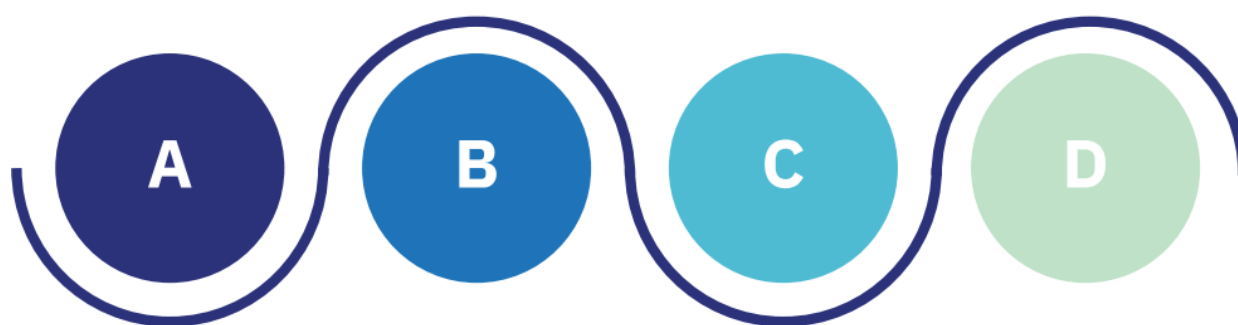
This indicator measures the extent to which the government prepares and publishes annual reports that include information on gender-related expenditure and the impact of budget policies on gender equality.

Guidance

Governments have been increasingly producing reports on the implementation of their budget policies that include information on gender-related expenditure and revenue. Gender-responsive annual budget execution reports can be produced separately or as part of the regular budget execution report. Such reports shall include, overview of progress of achieving gender equality on overall level and for specific sectors, data on gender related expenditures, include findings from ex-post impact assessments and sex-disaggregated data on central government employment.

GRPFM–7.1 Gender responsive government annual reports

Minimum requirements for scores



The government publishes annually a report that includes at least three of the following types of information:

- 1 a report on gender equality outcomes
- 2 data on gender-related expenditure
- 3 assessment of the implementation of budget policies and their impacts on gender equality
- 4 sex-disaggregated data on budgetary central government employment.

The government publishes annually a report that includes two of the following types of information:

The government publishes annually a report that includes one of the following types of information:

Performance is less than required for a C score.

INDICATORS/ DIMENSIONS	ASSESSMENT OF PERFORMANCE	SCORE
GRB–7 Gender responsive reporting		D
GRB–7 Gender responsive reporting	GoN produces annual budget reports and quarterly performance reports (published) that outlines budget policies and report against the results achieved. However, these reports do not include any of the following information: 1) gender equality outcomes; 2) data on gender-related expenditure; 3) assessment of implementation of budget policies and their impacts on gender equality; and 4) sex-disaggregated data on budgetary central government employment.	D

Table GRB–7 Gender responsive reporting

Annual report includes the following information:				
Report(s) for budget year	Report on gender equality outcomes (Y/N)	Data on gender- related expenditure (Y/N)	Assessment of the implementation of budget policies and their	Sex- disaggregated data on budgetary central

			impacts on gender equality (Y/N)	government employment (Y/N)
2020-2021	N	N	N	N

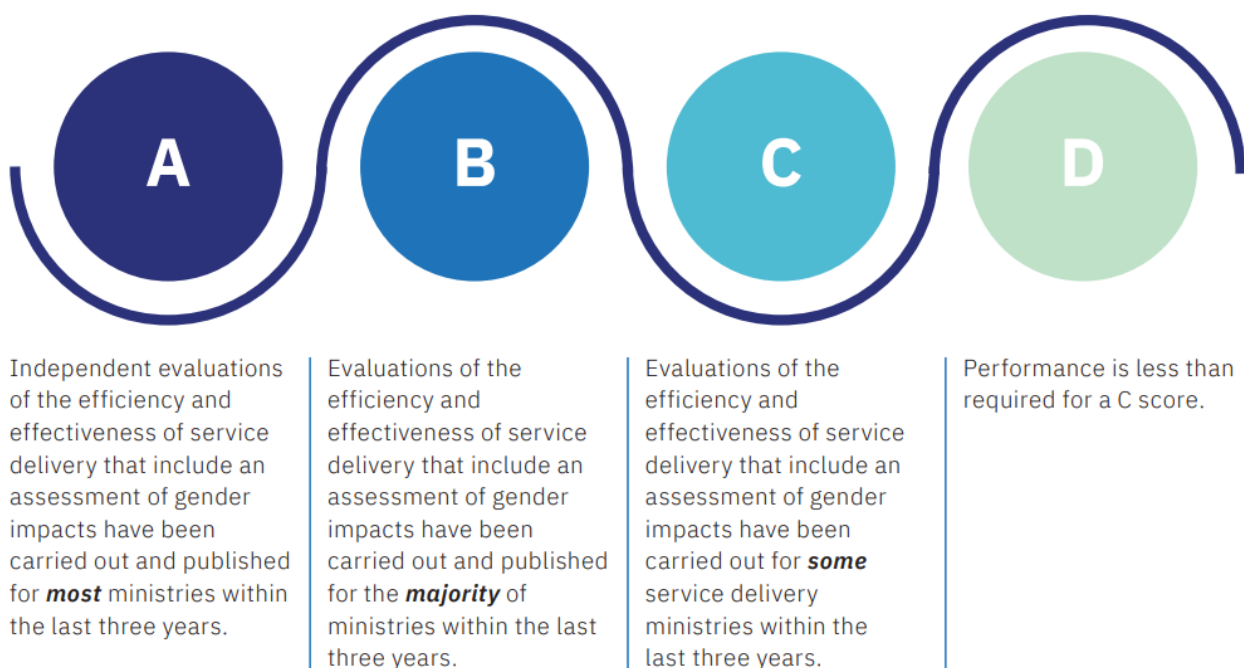
Data source: 2020-2021 Annual Report - Ministry of Finance; Quarterly Reports (2020-2021) – MoF website

GRPFM–8 EVALUATION OF GENDER IMPACTS OF SERVICE DELIVERY

This indicator measures the extent to which the government prepares and publishes annual reports that include information on gender-related expenditure and the impact of budget policies on gender equality.

GRPFM–8.1 Evaluation of gender impacts of service delivery

Minimum requirements for scores



INDICATORS/ DIMENSIONS	ASSESSMENT OF PERFORMANCE	SCORE
GRPFM–8 Evaluation of gender impacts of service delivery		D
GRPFM–8 Evaluation of gender impacts of service delivery	Evaluations of the efficiency and effectiveness of service delivery that include an assessment of gender impacts have not been carried out for service delivery ministries within the last three years. Recent evaluations undertaken was in 2019 on the Voluntary National Review (VNR) which detailed Nauru’s progress and challenges in implementing its 7 national development priorities and also highlighted the progress made against the Sustainable Development Goals (SDGs). However, the report does not specifically provide information on the effectiveness of programs or services in achieving gender equality, reducing gender gaps or whether	D

	<p>they contributed to the achievement of the planned gender outputs and outcomes.</p> <p>Other reviews were undertaken by regional partners such as (SPC) Pacific Community and DFAT on the stocktake of gender mainstreaming and end-term reviews of DFAT's education investments in Nauru in 2015 and 2018 respectively. However, the reviews of the effectiveness and efficiency of the education sector in Nauru were not conducted within the last 3 years.</p>	
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In 2019, the Government of Nauru produced the Voluntary National Review (VNR) report which detailed Nauru's progress and challenges in implementing its 7 national development priorities and also highlighted the progress made against the Sustainable Development Goals (SDGs). However, the report does not specifically provide information on the effectiveness of programs or services in achieving gender equality, reducing gender gaps or whether they contributed to the achievement of the planned gender outputs and outcomes.

In 2018, the Australian Government (DFAT) undertook an in-house end-of-term review of DFAT's education investments to support improved performance and strategic planning of the education portfolio. The review was in threefold: (i) prove – to assess the effectiveness of the Australian government's current approaches to education programming in Nauru; (ii) improve – to recommend future strategic investment approaches and priorities for the Nauru Improved Education portfolio; and (iii) knowledge generation – to identify key strengths, weaknesses, and opportunities in the education sector to help support GoN with human development by improving the quality of education. The review also emphasized that opportunities to address gender and inclusion were considered and incorporated as cross-cutting issues in education programming.

The DoE in Nauru has strong female leadership. Senior management, the Minister, Secretary, Department Directors, and School Principals are all women. The majority of teachers were female in 2014 (96%). This balance has improved to 76% in 2018 (EMIS 2018). While the number of female teachers remains higher than male teachers, this is very consistent with other education systems. According to the Ministry of Education system (EMIS) data, 20% of primary teachers are male while this increases to 40% in secondary school. There are some indications that better gender balance to include males, especially as teachers, in the education system in Nauru could have a positive influence on male students. Further, student enrolment data from EMIS show that there has been an improvement in the gender parity index since 2014 with close to an equal male-female total school enrolment.

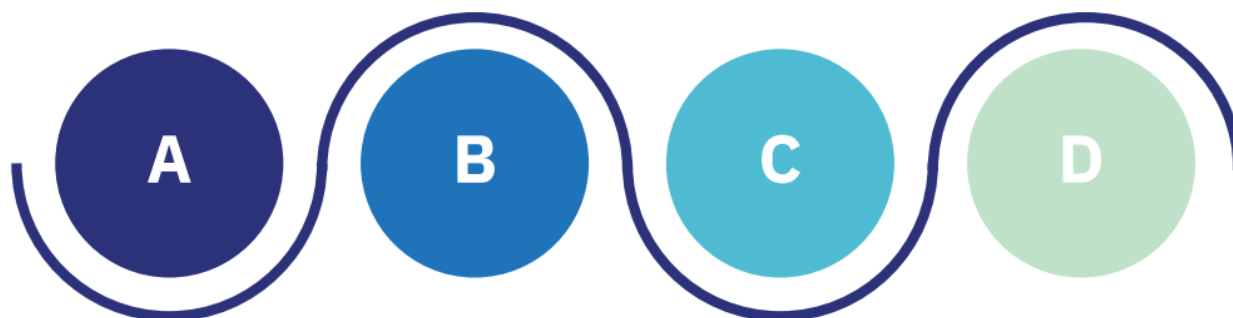
In 2015, SPC, undertook a stocktake of Gender Mainstreaming in Nauru. The stocktake was designed to determine the extent to which capacity for effective gender mainstreaming exists in national governments, and to identify potential areas of strategic intervention to strengthen such capacity.

GRPFM-9 LEGISLATIVE SCRUTINY OF GENDER IMPACTS OF THE BUDGET

This indicator measures the extent to which the legislature's budget and audit scrutiny include a review of the government's policies to understand whether policies equally benefit men and women by ensuring the allocation of sufficient funds. It contains two dimensions.

GRPFM–9.1 Gender-responsive legislative scrutiny of budgets

Minimum requirements for scores



The legislature’s budget scrutiny includes a review of the gender impacts of service delivery programs. The gender scrutiny includes public consultation. Internal organizational arrangements, such as legislature committees, technical support, expert advice of gender advocacy groups, negotiation procedures, or others, are employed to perform scrutiny.

The legislature’s budget scrutiny includes a review of the gender impacts of service delivery programs. Internal organizational arrangements, such as legislature committees, technical support, expert advice of gender advocacy groups, negotiation procedures, or others, are employed to perform scrutiny.

The legislature’s budget scrutiny includes a review of the gender impacts of service delivery programs.

Performance is less than required for a C score.

GRPFM–9.2 Gender responsive legislative scrutiny of audit reports

The legislature’s scrutiny of audit reports includes a review of the gender impacts of service delivery programs. The legislature issues recommendations on actions to be implemented by the executive and follows up on their implementation.

The legislature’s scrutiny of audit reports includes a review of the gender impacts of service delivery programs. The legislature issues recommendations on actions to be implemented by the executive.

The legislature’s scrutiny of audit reports includes a review of the impacts on gender of service delivery programs.

Performance is less than required for a C score.

INDICATORS/ DIMENSIONS	ASSESSMENT OF PERFORMANCE	SCORE
GRPFM–9 Legislative scrutiny of gender impacts of the budget (M2)		D

GRPFM–9.1 Gender-responsive legislative scrutiny of budgets	The Legislative Assembly of Nauru’s scrutiny of the budget proposal or annual reports does not include a review of the gender impacts of service delivery programs. The Assembly is, however, part of the Pacific Women’s Parliamentary Partnerships Project (PWPP). The aim of PWPP is to raise awareness of women underrepresentation in politics. In Nauru, of the nine-teen (19) members of the parliament, only two (2) are women.	D
GRPFM-9.2 Gender responsive legislative scrutiny of audit reports	The legislature’s review of audit report in last three completed years did not include a review of the impact of service delivery programs on gender and/or gender equality.	D

GRB–9.1 Gender-responsive legislative scrutiny of budgets

Budget proposal for budget year	Review of the gender impacts of service delivery programs (Y/N)	Public consultation (Y/N)	Internal organizational arrangements employed for scrutiny (Y/N)
2020/21	N	N	N

Data source: Standing Orders, Legislative Assembly of Nauru website at <http://naurugov.nr/parliament-of-nauru/parliamentary-committees/standing-committees>

GRB–9.2 Gender responsive legislative scrutiny of audit reports

Budget year	Review of gender audit reports (Y/N) [Specify reports if relevant]	Legislature issues recommendations (Y/N)	Recommendations followed-up (Y/N)
2018/19	N	NA	NA
2019/20	N	NA	NA
2020/21	N	NA	NA

Data source: Legislative Assembly of Tonga website at <http://naurugov.nr/parliament-of-nauru/parliamentary-committees/standing-committees>

ANNEX 1: SUMMARY OF PERFORMANCE INDICATORS

PEFA GRB INDICATOR		SCORING METHOD	DIMENSION RATINGS		OVERALL RATING
			1	2	
GRB-1	Gender impact analysis of budget policy proposals	M1	D	D	D
GRB-2	Gender responsive public investment management	M1	B		B
GRB-3	Gender responsive budget circular	M1	D		D
GRB-4	Gender responsive budget proposal documentation	M1	B		B
GRB-5	Sex-disaggregated performance information	M2	D	D	D
GRB-6	Tracking budget expenditure for gender equality	M1	D		D
GRB-7	Gender responsive reporting	M1	D		D
GRB-8	Evaluation of gender impacts of service delivery	M1	D		D
GRB-9	Legislative scrutiny of gender impacts of the budget	M2	D	D	D

ANNEX 2: Sources of Information

Budget documents

Budget Strategy Circular no. 07/2018-2019

Budget circular no. 1/2020

2020-21 Fiscal Strategy

Budget Submission Templates: New Project Proposal (A2) and Savings Proposal (A3)

Annual Operational Plan (AOP) Template

2020-2021 Budget Paper No. 01

2020-2021 Budget Paper No. 02

2021-2022 Budget Paper No. 01

2021-2022 Budget Paper No. 02

2020-21- Supplementary estimates of expenditure

Development fund annual projections 2020-2021

Quarterly budget performance reports 2020-2021

2020-21 Budget at a Glance

Ministry of Finance

NSDS 2019-2030

Nauru Integrated Infrastructure Strategic Plan (2019)

Budget Submissions 2022-2023

Annual Report 2020-21

MWCPA; (latest official)

Nauru National Gender Policy 2022-2032 (draft)

Nauru National Public Service Sexual Harassment Policy

Nauru Zero to Three Child Development Centre Policies (draft)

Review of Nauru National Women's Policy (draft)

Concept note for world health organisation declared pandemic policy

Concept Note- No Drop Policy Nauru

Tomano Declaration

Situation Analysis of Children in Nauru (UNICEF)

Ministry of Education (latest official)

Annual Report 2010-2011

Nauru Improved Education Investment End-of-Term Review

Education Act 2011

Investment projects

Nauru: Port Development Project (Financed by the Asian Development Fund)

Nauru: Solar Power Development Project (ADB)

Nauru national assessment report on the Mauritius strategy implementation

Nauru: Sustainable and Climate-Resilient Connectivity Project

Policies

Nauru Constitution

Nauru's National Sustainable Development Strategy 2019-2030

National Gender Policy 2022-2032

Nauru Integrated Infrastructure Strategic Plan (2019)

Nauru Voluntary National Review (VNR) on the implementation of the 2030 Agenda