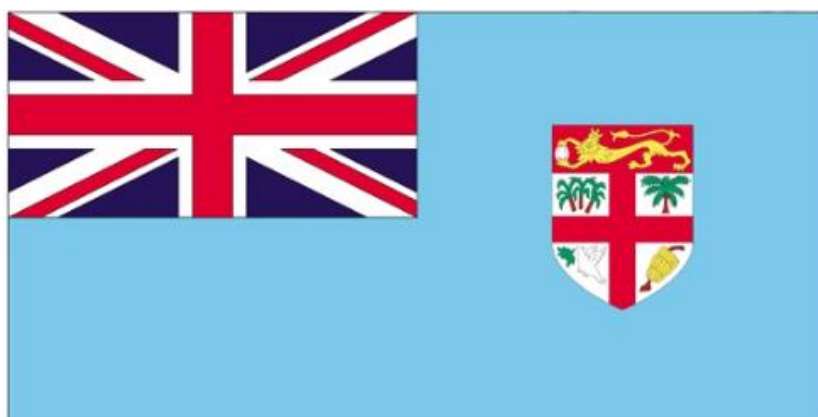


## **FIJI**



**PEFA**  
**Gender Responsive Budgeting**  
**Assessment**  
**Report**  
**2020**

## Abbreviations

ADB	Asian Development Bank
CSO	Civil society organizations
FRA	Fiji Roads Authority
FWRM	Fiji Women's Rights Movement
GRB	Gender Responsive Budgeting/Gender Budgeting
IDM	Individual Deprivation Measure
MFAT	Ministry of Foreign Affairs and Trade
MoE	Ministry of Education
MoF	Ministry of Fisheries
MITT	Ministry of Industry , Trade and Tourism
MWCOA	Ministry of Women, Children and Poverty Alleviation
NDP	National Development Plan
PEFA	Public Expenditure and Financial Accountability
PFM	Public Finance Management
PFMIP	Public Financial Management Improvement Plan
SDG	Sustainable Development Goals
TA	Technical Assistance
UNDP	United Nations Development Programme



**REPUBLIC OF FIJI**

**PEFA Gender Responsive Public Financial Management Assessment 2020**

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

PEFA Secretariat

May 4, 2020

## I. INTRODUCTION

### **Purpose**

The Government of Fiji has embarked on a reform program under the Public Financial Management Improvement Plan (PFMIP) as part of an extensive reform and is currently reviewing all budget processes and documentation. As part of the support from the Asian Development Bank (ADB) on public financial management reforms, Ministry of Economy (MoE) requested to assess the gender responsiveness of the current budget, as Gender Budgeting (GRB) is part of Government's reform plan under the PFMIP. ADB provided technical assistance to assess Fiji's current budget process from a gender perspective, it was agreed to use the PEFA<sup>1</sup> GRPFM framework<sup>2</sup> as the basis. PEFA provides a framework for assessing and reporting on the strengths and weaknesses of PFM using quantitative indicators to measure performance. The tool is designed to provide a snapshot of PFM performance at specific time, using a methodology that can be replicated in successive assessments and giving a summary of changes over time. The MoE was provided with a Gender Budgeting Specialist supported by ADB. The consultant undertook the assessment in close cooperation with MoE, MWCPA, Ministry of Fisheries and Ministry of Industry, Trade and Tourism.

The PEFA GRPFM assessment was done to guide the recommendations for steps to implement GRB in the national budget process in Fiji. The gender assessment looked at the FY 2020 national budget and general budget process, and the public documents of selected budgetary units [Ministry of Women, Children and Poverty Alleviation (MWCPA), Ministry of Industry, Trade and Tourism (MITT), Ministry of Fisheries, Ministry of Education]. *See Annex 1 for sources.*

The assessment resulted in an agreement to take active steps to implement GRB in the budget reform. MoE in cooperation with the MWCPA, supported by the Gender Budgeting expert developed a ten-step approach for actions in the FY2020/2021 budget. A Cabinet Paper has been developed and has been cleared by the Minister for Economy and submitted to Cabinet for approval. In the Paper MoE has asked Cabinet to agree to pilot the 10 steps to the 2 pilot ministries (Ministry of Fisheries and MITT) and to roll out the GRB programme to other Ministry Agencies in the future.

The ten-step comprise of integrating GRB measures over the budget year in planning, implementation and evaluation phases. MoE will issue a GRB Budget Strategy Circular instructing pilots to undertake Gender Impact Analysis on selected budget programs. The analyses should be reflected in the budget submission for FY2021 using a gender responsive *Budget submission template* (issued by MoE) together with providing a *Ministry Gender Budgeting Statement*. MoE will further improve Consolidated budget documents for FY2021 with provided gender information from pilot ministries to enable the parliamentary scrutinizing to include gender aspects. Further measures will be taken to improve reporting by using sex-disaggregated performance information and to undertake evaluation of efficiency and effectiveness of service delivery to women and men as well as assessing impacts on gender equality of service delivery. The lessons learned during piloting will be used to further refine measures to implement GRB in Fiji and for the roll-out to more ministries.

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<sup>1</sup> PEFA (Public Expenditure and Financial Accountability) is a partnership program of the European Commission, the International Monetary Fund, the World Bank, and the governments of France, Luxembourg, Norway, Slovak Republic, Switzerland, and United Kingdom.

<sup>2</sup> PEFA website at:

<http://pefa.org/sites/default/files/resources/downloads/PEFA%20GRPFM%20Framework%20Jan%2023%202020.pdf>.

The GRPFM assessment was led by the MoE of the Government of Fiji and funded by the ADB. The assessment team was led by Catharina Schmitz (NIRAS) and included Kelera Kolivuso Ravono (Budget and Planning Division, MoE, Fiji). Quality assurance was applied in accordance with the PEFA Secretariat guidelines. Five reviewers were nominated from the following organizations: PEFA Secretariat, New Zealand High Commission, Australia High Commission, Fiji Women's Rights Movement (FWRM) and the ADB.

## **Background**

As a result of civil society pressure calling for the first Women Plan of Action, Fiji was the first Pacific island country to engage in gender budgeting already in 1999 as part of a Commonwealth Secretariat initiative. Very little GRB progress was made during the period 2000-2010 with the exception of a few activities. One of these was a gender audit undertaken during 2001-2003 by the Ministry of Agriculture (MoA) and supported by the ADB where gender budgeting was indirectly addressed by stressing the importance of including gender awareness in overall planning and budgeting<sup>3</sup>. Recommendations were made to improve sex-disaggregated data within the ministry. The audit also pointed out some structural problems that hindered gender mainstreaming in the ministry, including lack of political will, awareness and appreciation of the importance of using gender analysis in planning. A positive outcome was that the audit led to the MoE including a question on the differential impact of budget allocation on male and females in 2003 Budget submission.

The next important step was taken much later when gender budgeting was included in the National Gender Action Plan for 2010-2019. The policy called for the introduction of gender budgeting and gender audits in planning, implementation, monitoring and evaluation and the use of gender sensitive indicators.

## **Recent work**

Fiji's implementation of gender budgeting began in 2017 with its bilateral cooperation with Indonesia establishing a Training of Trainers' program on GRB for the MWCPA. The program has included four phases starting with a scoping mission to Fiji in 2017 looking at GRB-relevant legislation, policies and social obligations. A training program for seven agencies and civil society organizations (CSOs) – including the Auditor General, the MoE, local government, iTaukei Affairs, the Ministry of Health, Rural and Maritime Development, the FWRM and the MWCPA – was conducted together with an internship visit to Indonesia for selected staff. This cooperation has resulted in the draft *Institutionalization Strengthening of Gender Mainstreaming in Fiji through Gender-Responsive Planning and Budgeting Manual*, comprising of five modules. Three GRB training facilitators have been trained (two from MWCPA and one from iTaukei Affairs). Under the cooperation with the Indonesia Government, specific GRB measures has been discussed such as a possible Fiji GRB process and GRB program statements, outcome is included in the new MWCPA project described below.

UN Women organized a couple of week-long GRB workshops in 2016 and 2017, which some ministry representatives, CSOs and others attended.

The MWCPA is currently planning an *institutional capacity development program* for seven line ministries (MoA, Education, Fisheries, MITT, Forestry, MoE, Police) with funding from New Zealand and Canada. The program aims at establishing gender mainstreaming action groups and developing gender

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<sup>3</sup> Agri-team Canada 2015

mainstreaming action plans for each ministry and agency. This program will also support the introduction of gender budgeting by providing specific support to pilot GRB ministries in applying GRB steps and building GRB capacities.

Another important step in the promotion of gender budgeting is the Fiji Parliament's endorsement of a standing order on *gender scrutiny of legislation*, Standing Order 110(2)<sup>4</sup>, which requires parliamentary committees to do a gender-based analysis when scrutinizing legislation or undertaking their oversight functions.. The Parliament has also developed a manual for parliamentarians, providing a step-by-step guide with gender analysis questions to consider during the legislative scrutiny process. In addition, the Fijian Parliament published a Guidance Note for standing committees on how to engage effectively with the SDGs in all their work, ensuring use and tracking of SDG indicators through the use of checklists and step-by-step guides to apply when scrutinizing bills, annual reports and expenditures.

The Fiji Parliamentary Support Program (implemented by UNDP and co-financed by New Zealand and Japan) has supported various initiatives aimed at enhancing women's participation in the political arena. These include activities such as Fiji women parliamentarians taking part in visits to overseas parliaments and exploring the possibility of forming a Women's Caucus and joining the Commonwealth Women Parliamentarians group. CSOs have also received training on how to more effectively engage with the Parliament on issues. The above-mentioned Legislature Scrutiny Manual and a gender toolkit was developed under this initiative.

The Fijian Government engages in a consultative process both in-person and online during the preparation of budgets, and gender issues have been raised during these consultations. Civil society and specifically the Fiji women's movement led by the FWRM has for many years been active under the national budget consultation process providing inputs, insight and recommendations to draft budgets. FWRM have also done their own budget submissions addressing specific gender gaps.

In terms of impact studies taking a gender perspectives, some recent ones include *Study on the experience of poverty on women and men (2015)* using the Individual Deprivation Measure (IDM)<sup>5</sup>, the *Fiji Voluntary National Report on SDGs 2019*<sup>6</sup>, two performance audit reports from the Auditor General on *Preparedness for SDGs* and *Coordination for Ending Gender-based Violence*<sup>7</sup> and the FWRM-conducted *CSO gender impact analysis on the 2019/20 national budget submissions*<sup>8</sup>.

Sex-disaggregated data is currently being improved specifically for some of the targeted gender issues such as gender-based violence and women with disabilities. The MWCPA is leading this work in cooperation with the Fiji Bureau of Statistics.

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<sup>4</sup> Standing Orders of the Parliament of the Republic of Fiji

<sup>5</sup> The international Women's Development Agency, Fiji Bureau of Statistics and Australian National University

<sup>6</sup> VOLUNTARY NATIONAL REVIEW, *Fiji's Progress in the Implementation of the Sustainable Development Goals*, JUNE 2019, Ministry of Economy

<sup>7</sup> Coordination of Actions on Elimination of Violence against Women 2019, [REPORT OF THE AUDITOR GENERAL OF THE REPUBLIC OF FIJI](#), PARLIAMENT OF FIJI, PARLIAMENTARY PAPER NO. 129 OF

<sup>8</sup> Women and Gender in the Fiji National Budget, National budget 2019-2020 Analysis , Fiji Women's Rights Movement

## 2. MAIN FINDINGS OF THE PEFA GRB ASSESSMENT

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.

Fiji applies a program budget approach, whereby ministerial budgets are grouped into program and activities. A program has a common objective and, within each budget, activity expenditures are classified by economic and administrative purpose. Program objectives are presented in each budget unit's budget submission, but not in the consolidated budget estimates. The consolidated budget estimates include a summary narrative on the main priorities for each budget unit. The program budget format provides opportunities for including gender-relevant information into context and objectives.

At central level, different actors have carried out GRB-related activities, especially ministries, including the MWCPA and different line ministries, the Auditor General and the Parliament. Several ministries had developed specific women's projects funded under the ministry and the Auditor General has undertaken several reviews where gender equality has been addressed. Civil society has also been active and reviewed government budget submissions. However, a coherent and systematic implementation process in the framework of the planning and budgeting process is still lacking. In this context, the MWCPA cooperation with Indonesia, the new program on institutionalizing gender mainstreaming run by the MWCPA (financed by New Zealand and Canada), and the ADB technical assistance on promoting evidence-based policy making for gender equality are contributions to consolidate methodologies and work in line ministries.

**Table 1: Overview of PEFA GRB assessment findings**

GRPFM		Score 2019
1	Budget Policy Proposal	D
2	Public Investment	C
3	Budget Circular	D
4	Budget Documentation	D
5	Sex-Disaggregated Data	D
6	Tracking Budget Expenditure	D
7	Annual Financial Reports	D
8	Evaluation of Impacts	C
9	Legislative Budget Scrutiny	D+

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.

The main elements currently in place:

- Starting in 2017, Fiji has started to develop capacity to lead GRB work in the MoE and the MWCPA through cooperation with Indonesia.
- The Parliamentary standing order on *gender scrutiny of legislation*, Standing Order 110(2) requires parliamentary committees to use a gender-based analysis when scrutinizing legislation or undertaking their oversight functions. This order provides a basis for GRPFM 1

and 9. Some efforts in line with the order have been made by several actors: the MoE on tax policy, standing committees reviewing annual reports. (GRPFM-9)

- Part of civil society has been active in the budget consultations and FWRM have assessed the gender impact of national budgets. (GRPFM-1)
- Several ministries are identifying gender-specific needs, mostly women's issues for which specific programs are budgeted (we reviewed Fisheries, Education, Health and MITT). Some ministries are collecting sex-disaggregated data, and some are reporting on gender outcomes and indicators (such Education). Such initiatives can be built further on to ensure a more robust GRB process. (GRPFM-4)
- A tracking system through "tagging" has been introduced in the budgetary process for climate relevance in programs, which could be extended to track gender equality relevant programs and financing. (GRPFM-6).
- Ministries' annual reports (we reviewed Fisheries, Education, Health and MITT) include some gender relevant information on service delivery and almost all include sex-disaggregated reporting on the ministerial workforce. (GRPFM-7)
- The Auditor General targeted gender-relevant issues in recent performance audit reports (2018-2019). (GRPFM-9)
- The recent Gender Capacity Assessment questionnaire (undertaken as part of the ADB support in November 2019) showed a willingness and interest to work with GRB among MoE staff.

### 3. WAY FORWARD

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

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

- Providing government leadership and formalizing GRB in the legal framework through its inclusion in the new PFMIP 2020-2024 and budget regulation as well as the budget cycle based on guidance from the *Budget Strategy Circular*. In its key role as guardian of the Government's finances, the MoE plays an instrumental part in ensuring that gender mainstreaming is reflected in all aspects of the budget cycle and that GRB efforts are sustained.
- Ensuring implementation of gender budgeting throughout the budget cycle based on GRPFM criteria. This specifically means:
  - including GRB instructions in the *Budget Strategy Circular* and corresponding budget submission forms e.g., operational and investment templates.
  - Supporting ministries to include in annual strategic/corporate plans and costed 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 MoE appraisal in the consultation with line ministries/budget units.



- Applying Parliamentary scrutiny in standing committees, Standing Order 110(2), to give feedback on gender relevance of budget submissions.
  - Encouraging MWCPA to monitor the quality of GRB process in terms of addressing gender priority goals
  - Using and improving collection of sex-disaggregated data in performance monitoring on service delivery at ministry level and the MoE in consolidated reports.
  - Ensuring that ministerial quarterly physical and progress reporting and annual reports support gender commitments and measure performance by using of sex-disaggregated data.
  - Inviting the Auditor General to audit compliance with GRB processes and performance on addressing gender equality.
- 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.
  - Improving capacity in the MoE and the MWCPA to lead and support the GRB process.
  - Increasing the collection of sex-disaggregated data and information at ministry level to ensure that policy-makers can assess and develop appropriate, evidence-based budget policies.
  - 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.

## 4. DETAILED FINDINGS OF GENDER RESPONSIVENESS OF PFM GRB

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.

### GRB-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.

**Guidance:**

*Good budget practices require government to assess the impacts of expenditure and revenue policy proposals developed during budget preparation, including new or additional expenditures and proposed reductions in expenditures, on beneficiaries. Changes in policies can impact on the delivery of services to men and women, and subgroups of those categories, differently.*

INDICATORS/ DIMENSIONS	ASSESSMENT OF PERFORMANCE	2019 SCORE
<b>GRB-1 Gender impact analysis of budget policy proposals (M1)</b>		<b>D</b>
<b>GRB-1.1 Gender impact analysis of expenditure policy proposals</b>	In last completed fiscal year, gender impact analysis was <b>not carried out for any</b> new expenditure policy proposals. The Government currently does not conduct <i>ex ante</i> gender impact assessments of its own new spending proposals, although the Fiji Gender Policy provides instructions on carrying out such assessments during the <i>budget preparation, including new or additional expenditures and proposed reductions in expenditures</i> .	D
<b>GRB-1.2 Gender impact analysis of revenue policy proposals</b>	In last completed fiscal year, the Government did not include a gender impact analysis of new revenue policy proposals.	D

**Assessment:**

The Fiji National Gender Policy 2010-2019 states Government should “*incorporate and to integrate a gender perspective in all development planning and decision-making processes as the strategy for promoting gender equity and ‘fairness’ so that development planning itself becomes fundamentally gendered*”. The policy instructs that a gender perspective should be incorporated in all planning and decision-making processes and recommends making gender mainstreaming obligatory for all sectors. It also aims to facilitate legislative change to increase gender equality and increase public awareness of legislation and implications for gender equality.

The current consolidated budget documents do not include any gender assessment of expenditure proposals or reference to the parliamentary scrutiny. The ministries corporate/strategic and operational plans do not include gender impact assessments.

The MoE is conducting national consultation with a wide range of stakeholders, while consultations with a focus on gender equality are mainly done by the MWCPA. In the last budget cycle for the national budget 2019/2020, the FWRM undertook a gender impact assessment. The report concluded a major decrease in budget allocations for gender-relevant activities and assessed how women and certain groups would be affected. The assessment also identified gaps in funding for priority gender issues.

## Box 1: Fiji Women's Rights Movement - Gender Impact Analysis of National Budget 2019-2020<sup>9</sup>

The analysis provides a snapshot of gender, women and human rights priorities in the budget submission. A comparison with last year's budget of major increase and decrease in expenditures, major cuts in expenditures, identifying how certain groups will be affected and identifying a lack of funding for national priority gender issues.



## Box 2: Fiji Women's Rights Movement – budget proposal 2019-2020 for GIRLS Programme funding

The FWRM provides input to the budget submission on specific gender gaps in schools between girls and boys students; in relation to overall wellbeing specifically how girls are more exposed to bullying and violence and overall feel less safe. It also provided recommendations towards girls access to HPV vaccine and SRHR information.

## Table GRB-I.2 Gender impact analysis of revenue policy proposals

The current consolidated budget documents do not include any information on gender assessment of revenue proposals. In meeting with the MoE/Taxation unit they the possibility of assessing the impact

<sup>9</sup> Women and Gender in the Fiji National Budget, National budget 2019-2020 Analysis , Fiji Women's Rights Movement

of several factors which can include gender, disability, children and climate change, however none being compulsory. For example, in a bill on an employment taxation scheme, the impact on people living with a disability was assessed as this is regulated in Fiji's social inclusion policy (endorsed by the Cabinet). In the recent introduction of the Environment and Climate Adaptation Levy (ECAL), , which was introduced to discourage the use of plastic shopping bags, gender aspects were to some extent considered. The assessment identified how *such a levy could provide economic opportunities and benefits to women's groups who produce homemade textile bags*.

These efforts do identify gender relevance in the development of revenue policy and is a start but cannot be regarded as a comprehensive gender impact assessment.

## GRB-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.

### Guidance

*Public investments can serve as a key driver for economic growth. However, the effectiveness and efficiency of public investment is also a key determinant in maximizing its impact on the government's social and economic development objectives, including achieving gender equality. Robust appraisal methods, based on economic analysis, to conduct feasibility or prefeasibility studies for major investment projects, gender impact assessments of investment project are often conducted to understand the impacts of investment on beneficiaries disaggregate by gender.*

INDICATORS/ DIMENSIONS	ASSESSMENT OF PERFORMANCE	2019 SCORE
<b>GRB-2 Gender responsive public investment management</b>		<b>C</b>
<b>GRB-2 Gender responsive public investment management</b>	Using a <i>Capital Expenditure Request Form</i> , national guidelines for project proposals requests a social analysis including <b>access to basic services, gender-specific or disability-relevant benefits</b> . In last completed fiscal year, economic analyses of five major investments did not include a gender assessment. However, investment projects partly/fully funded by development partners include a social analysis and gender action plans made by the donor.	C

### Assessment:

Government capital expenditure programs are to be specified in line with the *Capital Expenditure Request Form*, which includes a section on *Social, Economic & Environmental Analysis C4.1* and specifically asks for a description of *gender specific benefits* as one of many options on describing project benefits. The MoE guiding template for assessment of capital budget submissions does not specifically follow up on gender benefits, it only includes a general option to include aspects of socio-cultural consideration. Hence if any specific gender relevance is reported, it is not captured in general budget documents.

Larger investment programs under the national budget are co-financed by donors, and pre-assessment work is only guided by the donor's guidelines on gender assessments of investments. The two major ADB investment programs include gender analysis<sup>10</sup> and can be found online at the ADB, programs also include specific Gender Action Plans where actions and targets are defined to ensure a gender-aware

<sup>10</sup> Project document called SPRSS includes gender analysis and can be found online

approach in investment implementation, there is also an Environmental Impact Assessment (EIA) required for all investments. This also extends to social assessments were deemed necessary.

**Table GRB -2 Gender-responsive public investment management**

Five largest major investment projects (> 1% of BCG expenditure)	Total investment cost of project Fiji\$	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
Transport Infrastructure Investment Sector Project (Fiji, WB, ADB) <sup>11</sup>	\$113.0M	33%	Some*	Some*	Y	FRA
Upgrading and Replacement of Bridges and Crossings (Govt component)	\$62.4M	18%	N	N	N	FRA
Maintenance Program (Govt Component)	\$60M	18%	N	N	N	FRA
Urban water supply and waste water management Investment Program (RRF FIJ) (ADB, GCF, EIB, Fiji) <sup>12</sup>	\$52.9M	16%	Some*	Some*	Y	FRA
Upgrading of Rural Roads Program (Fiji Govt)	\$52.3M	15%	N	N	N	FRA
<b>Total/Coverage</b>	<b>340,6M</b>	<b>100%</b>	<b>48%</b>	<b>0%</b>	<b>48%</b>	

\* The ADB includes Gender Action Plans in its investment programs

**Box 3. Urban water supply and wastewater management Investment Program (RRF FIJ 49001-002)**

<sup>11</sup> <https://www.adb.org/projects/documents/transport-infrastructure-investment-sector-project-gap>

<sup>12</sup> <https://www.adb.org/projects/documents/fij-urban-water-supply-and-wastewater-management-gap>

### III. GENDER ACTION PLAN

10. The investment program will ensure women will equally and meaningfully share in the project's benefits and decision-making. Key strategies for promoting gender equality in the project will be through capacity building and institutional development, facilitating gender analysis of issues and women's participation, and capturing and reporting on gender outcomes. The following strategies are proposed to address gender disparities in this investment program:

- i) Improve awareness of gender at all levels in WAF, the PMU, and among project contractors and consultants. Focus will be on increasing sensitivity to the relative issues of men and women in the GSA and of institutional gender issues, of understanding of the proposed social strategies of the Project and ADB gender policies.
- ii) Assist WAF to develop strategies to increase the number of women employed in technical and management roles to increase women's economic opportunities in the water supply and wastewater management sector. Ensure that women and men benefit equitably from project-related capacity building.
- iii) Encourage the active involvement of women's organisations and networks whose members can contribute to project-related issues. Support women's participation in key decision-making and implementation structures.
- iv) Collect sex-disaggregated and gender data essential for planning and monitoring, including for assessing the progress of the Gender Action Plans (GAPs). Establish and adopt systems for recording data in this format.

GSA= greater Suva area, PMU =project management unit, WAF=Water Authority of Fiji

## GRB-3 GENDER-RESPONSIVE BUDGET CIRCULAR

This indicator measures the extent to which the government's budget circular(s) is gender responsive. The GRB 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.

### Guidance

*The budget circular usually provides instructions to budgetary units on how to set out detailed estimates, as well as guidance for the submission of new spending proposals and potential savings in accordance with government policy priorities. It will normally also set out the requirements for budgetary units to provide supporting justifications.*

INDICATORS/ DIMENSIONS	ASSESSMENT OF PERFORMANCE	2019 SCORE
<b>GRB-3 Gender responsive budget circular</b>		<b>D</b>
<b>GRB-3 Gender responsive budget circular</b>	Fiji's budget strategy circular requires ministries to provide information on socio-inclusive economic development in their proposals, but not specifically a gender perspective. The Budget Strategy Circular issued on 7 <sup>th</sup> February 2019 by the MoE provided the budgetary units with information on the Government's fiscal strategy as well as a three-year funding envelope. Ministries were required to submit their budget proposals using the budget template that was provided on 7 <sup>th</sup> February 2019. The budget template did not include any gender impact requirements. According to the Budget Circular, the budget and corporate plans for each ministry need to be aligned with National Development Plan's two approaches: "Inclusive Socio-economic development" and "Transformational Strategic Thrusts".	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)	
2019/20	N	N	N

**Data source:** Budget Strategy Circular 2019/20; service delivery ministries' completed budget templates for 2019/20 selected ministries.

## GRB—4 GENDER-RESPONSIVE BUDGET PROPOSAL DOCUMENTATION

This indicator assesses the extent to which the government's published budget documentation includes additional information on gender priorities and budget measures aimed at strengthening gender equality. Such documentation typically includes information on the following: i) an overview of government's policy priorities for improving gender equality; ii) details of budget measures aimed at strengthening gender equality; iii) assessment of the impacts of budget policies on gender equality.

### Guidance

Such information helps the government to articulate its plans to implement gender-responsive policies and programs by identifying resources being allocated to reach strategic goals on gender impacts, gender equality and women's empowerment as well as putting in place systems to measure the results of those policies. Sometimes governments may publish this information in the form of a gender budget statement (gender budget statement is usually described as a gender-specific accountability document produced by the government agency to demonstrate what its programs and budget in respect to gender and gender equality); at other times it will be incorporated into the standard budget documentation. Such information may also be presented in the form of a budget paper from a ministry or the whole of government on how policies, programs, and related budgets fulfil the government's gender equality objectives.

INDICATORS/ DIMENSIONS	ASSESSMENT OF PERFORMANCE	2019 SCORE
<b>GRB—4 Gender responsive budget proposal documentation</b>		<b>D</b>
<b>GRB—4 Gender responsive budget proposal documentation</b>	<p>The Government's budget proposal documentation for 2019/20 sent to Parliament for scrutiny and approval includes both the budget kit (publicly available) and budget estimates (publicly available). The budget kit outlines funding for gender equality under MWCPA-specific programs on women in development. For the other budget units, no gender specific information is included (such as status of gender equality and specific gender gaps, government priorities or assessment of the impacts of budget policies on gender equality).</p> <p>More gender-specific information is included in key service delivery ministries' corporate plans, (these are not submitted to the legislature but are publicly available). For some of the ministries, these include gender-relevant programs or gender-specific targets within programs. Under the two priority areas – national security and rule of law – where specific strategies are defined to reduce gender-based violence.</p> <p>Budget measures aimed at promoting gender equality are included in budget documentation but most actions lack information on revenue/expenditure in relation to the budget for the action.</p>	D

**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)	Budget measures aimed at promoting gender equality (Y/N)	Assessment of the impacts of budget policies on gender equality (Y/N)
2019/20	N	Y (some ministries)	N

**Data source:** Budget kit 2019/20; budget estimates 2019/20; corporate plans for the Ministry of Fisheries, MITT, MWCPA, the Ministry of Health, and the Ministry of Education. Corporate plans are available on each ministry's website.

#### Assessment:

The 5- and 20-year NDPs guide yearly plans and overall measure on progress. Very few gender-specific objectives are included in the NDPs and the overall targets are not sex-disaggregated, except for one on life expectancy and the section on the MWCPA where a set of gender equality indicators are used as well.

The National Gender Policy and corresponding Action Plan 2010-2019 set priorities for gender work for whole government- Periodic evaluation was planned to be done every four years by the MWCPA. The first report is currently being developed.

MWCPA use a few sex-disaggregated indicators for women in development. In addition, the Ministry of Health also specifies targets and indicators for female-specific diseases (such as breast cancer) and indicators related to motherhood and maternal mortality.

The government consolidated budget proposal includes some details on budget measures aimed at strengthening gender equality, specifically under the MWCPA, where the focus is on women in development. Under the two areas – national security and rule of law – specific strategies are defined to reduce gender-based violence, but no specific indicators are set. For the other budget units, no gender-specific information is included. The budget proposal has overall limited information on priorities and limited narratives. The consolidated documents lack other gender information such as status of gender equality, government priorities or assessment of the impacts of budget policies on gender equality.

At the ministerial level, more gendered information can be found in the annual strategic/corporate plans and operational plans. For this PEFA review, the Ministry of Fisheries and MITT were selected for full review. In addition for this specific indicator, the MWCPA and Ministry of Education were added.

- The Ministry of Fisheries has defined two gender-specific indicators in its Strategic Plan related to the NDP for the period 2017-2020, one of which is to establish a baseline for women in fisheries. In its Annual Corporate Plan (2017/2018 latest published), a specific outcome on Gender Equality and Women in Development is defined, with key performance indicators and targets. But these outcomes are not budgeted for, and there is no link to other funded programs defining how they will deliver the general gender outcome. Despite lacking a link to the budgeted programs, the Ministry demonstrates a commitment and understanding of key gender issues in the sector. This work is a good start in ensuring comprehensive gender budgeting.
- MITT Strategic Plan for 2018-2023 has no gender priorities or strategic approach for gender equality. Only one of the strategic priorities under *Improve livelihoods through Co-operatives, young entrepreneurs and micro and small enterprise* has a specific outcome and target on increasing the number of women, youth and people with disabilities in management positions. The output is not budgeted for.
- The MWCPA's Annual Corporate Plan 2017/18 (latest published) has one specific output on Gender Equality and Women in Development where it addresses the government's gender priorities. The MWCPA's other outputs are not gender mainstreamed.



- The Ministry of Education's Annual Business Plan 2017/18 (latest published) is the most gender mainstreamed of all the annual plans selected for the PEFA review. It included gender-specific priorities under two of nine output areas, as well as gender-specific indicators under almost all sub-outputs of the remaining seven output areas.

As all the selected ministries are demonstrating initial work on inclusion of gender relevant outcome and targets, a good foundation is in place for further gender budgeting work.

#### Box 4 Ministry of Education – example of gender-specific output and targets

ANNUAL BUSINESS PLAN 2017-2018								
OUTPUT 4 : PRODUCTIVE WORKFORCE								
PRIORITIES								
<ul style="list-style-type: none"> <li>• Capacity Building for officers through training and work attachments</li> <li>• Development of Leadership capacities</li> <li>• Appropriately qualified, competent and committed workforce</li> <li>• Registration of teachers, educators and administrators</li> <li>• Implementation of Teachers and Leaders' Competency Framework</li> </ul>			<ul style="list-style-type: none"> <li>• Monitoring of Succession Plan, HR Manual, LDP and Strategic Workforce Plan</li> <li>• <b>Women</b> officers trained and promoted to leadership positions</li> <li>• OHS and First Aid training</li> <li>• New establishments</li> <li>• Appointments and Transfers effected timely</li> <li>• Development of Leadership Capacity</li> <li>• Recognition and rewards systems based on productivity</li> </ul>					
Sub Outputs	Strategies and Timeframe	Output Indicators	2016-2017 Actual	2017-2018 Target	Activities	M&E strategy	Responsible for Implementation	Due Date / Budget
	Administration staff both locally and overseas by July 2018							
		Number of ECE teachers training workshops conducted in Districts	9	9	• Facilitate training for ECE teachers.	Workshop reports	DPE	Quarter 1-4 ECE Budget
		Number of training organized for district education officers	NA	2	• Finalization and logistic with districts	Workshop Report	DPE	Quarter 1-4 Primary Budget
		Number of IST degree qualifications for Special & Inclusive education	4	6	• Coordinate In-service Application, convene IST meeting, selection of recipients through the IST Board	FEMIS/FESA Training Reports	DPE DHR	Quarter 1-3 Special Ed/ IST. Budget
		Quarterly Report on capacity building for teachers and administrators locally and overseas (for scholarships by sector and type of studies)	4	4	• Promotion of training opportunities • Registration of personnel trained locally and overseas	Training reports by trainers and participants	DHR	Quarter 1-4 HR Budget
		Number of teachers upgrading their qualification by gender: Pre-primary Primary Education Lower Secondary (Yr 9 – 11) Upper Secondary (Yr 12 – 13)	NA	110	• Identification of teachers to be selected for in-service Collate data	List of teachers and programs of study	DHR	Quarter 1-4 HR Budget
		Identification and organization of Short Course – Local & Overseas Training for teachers and officers	25	25	• Recommendation & selection of appropriate officers to undergo training through bilateral invitations & sponsored by: UNESCO, AusAid, ITEC, CPSC, Korea, JICA, EU, Malaysia, China, NZAid, Indonesia, Ministry of Civil Service etc.	Training reports by trainers and participants	DHR	Quarter 1-4 HR Budget
		Termly Reports and Updates of teachers successfully completing Future Leaders' and Current Leaders' Programmes	3	3	• Selection of current and future leaders candidates • Planning and organization of workshops • To train maximum of 40 participants at 9 venues	List of participants Training reports	DHR	Quarter 1-4 HR Budget
		Quarterly reports on the Implementation of in-service training programs which are in great demand from teachers and officers.	NA	4	• Identification of courses from survey conducted from teachers and officers • Planning and organization of workshops • Monitoring/reviewing in-service data	List of participants Training reports	DHR	Quarter 1-4 HR Budget
		Number of women officers provided with equal training opportunities in schools and at the central office	50	50	• Reports of women officers provided with training opportunities • <b>Coordinate training and ensure equal participation of gender selected</b>	List of women sent on training	DHR	Quarter 1-4 HR Budget
		Number of MOE Professional /support	200	500	• Training report submitted, internal PD training for schools and	List of recipients	DHR	Quarter 1-4

Source: Ministry of Education Business Plan 2017/18

## GRB-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.

### Guidance

Increasingly, governments have been including sex-disaggregated data in their performance-based budgeting systems to facilitate discussions on the impacts of their programs and services on men and women, girls and boys, as well as different subgroups of these categories (living with disability, geographic area, age etc), and

overall gender equality. Sex-disaggregated data also helps policy-makers to assess and develop appropriate, evidence-based responses, and policies.

INDICATORS/ DIMENSIONS	ASSESSMENT OF PERFORMANCE	2019 SCORE
<b>GRB-5 Sex-disaggregated performance information for service delivery (M2)</b>		<b>D</b>
<b>GRB-5.1 Sex-disaggregated performance plans for service delivery</b>	Sex-disaggregated information is included neither in planned outputs for key service delivery ministries nor the NDP or strategic plans. MWCPA does not include gender statistics in its budget document on Women in Development.	D
<b>GRB-5.2 Sex-disaggregated performance achieved for service delivery</b>	Sex-disaggregated data on outcomes achieved is not included in annual reports on performance achieved.	D

## GRB-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.

### Guidance

*GRPFM is built on the premise that public spending can be used as an instrument for achieving gender equality. To have significant impacts on men and boys, and women and girls, and different subgroups of these categories, it must be budgeted and disbursed for activities that help achieve these desired impacts. The capacity to track the expenditure in line with the budget proposal is important from the governance and accountability perspective as it gives the assurance that resources are being used for the intended purposes. From a GRB perspective, this means that resources spent reached the targeted genders and different subgroups of men and women, providing them meaningful benefits.*

INDICATORS/ DIMENSIONS	ASSESSMENT OF PERFORMANCE	2019 SCORE
<b>GRB-6 Tracking budget expenditure for gender equality</b>		<b>D</b>
<b>GRB-6 Tracking budget expenditure for gender equality</b>	<p>The Government currently does not have capacity to track expenditure for gender equality. The Government of Fiji does not use its chart of accounts to capture data on expenditure associated with gender outcomes.</p> <p>Expenditure targeting gender equality can only be identified as women-specific/equal opportunities programs under some budget units (Health, Fisheries, MoE). Also, under the specific budget for the MWCPA's Department of Women comprising <i>Program Output 4 'Gender Equality and Women's Development'</i>.</p> <p>The program codes in the chart of accounts currently sit within the administrative segment, and expenditures are classified by economic and administrative purpose, rather than as a formal program budget structure within the chart of accounts.</p> <p>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 or at the end of the year on expenditure that is specifically associated with gender outcomes.</p> <p>It is noted that the budget submission form is identifying climate change relevance of programs, as such "tagging" possibility is included, it would be</p>	D

INDICATORS/ DIMENSIONS	ASSESSMENT OF PERFORMANCE	2019 SCORE
	possible to also introduce a gender equality tracking system, based on specific criteria.	

Budget proposal for budget year	Expenditure is tracked by use of the government's chart of accounts (Y/N)	Programs/budget lines are "tagged" ex ante (Y/N)	Relevant budget lines/programs are mapped ex post (Y/N)
2019/20	N	N	N

Source: Ministry of Economy

#### Box 5 Tracking of climate change in the budget template

The budget submission template - capital expenditure request question C4.3 asks: *Are there Climate Change factors that may impact the success of failure of this project?* (Detail and provide evidence where applicable).

## GRB-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.*

INDICATORS/ DIMENSIONS	ASSESSMENT OF PERFORMANCE	2019 SCORE
<b>GRB-8 Gender responsive reporting</b>		<b>D</b>
<b>GRB-8 Gender responsive reporting</b>	<p>The Fiji Government does not produce a specific report on the implementation of gender policies.</p> <p>Ministries are required to produce quarterly and annual reports to report against the results achieved, however, there seems to be a backlog of reports published. (This assessment is therefore done on older reports for most ministries, quarterly reports are not public and are not included in this assessment.)</p> <p>No specific format exists for quarterly- and annual reporting. Sex-disaggregated data is not required.</p>	D

Data sources: Ministry of Fisheries Annual Report 2016/17, MITT Annual Report 2014, MWCPA Annual Report 2016/17, Ministry of Education Annual Report 2016/17

#### Assessment:

Gender-specific reporting is mainly done on a ministerial level in the annual reporting. (The following ministries were included in the review on this indicator (*Ministry of Fisheries, MITT, Ministry of Education, MWCPA, MoE.*)

The Ministry of Fisheries (Annual Plan for 2016/2017 latest published) reports on gender mainstreaming efforts and their integration into other activities as well as on the specific indicators set in the annual plan for Gender Equality and Women in Development. Reporting on this outcome includes sex-disaggregated data and in addition, at least one other area, namely *training activities*, also report sex-disaggregated data. Even though the performance reporting lacked a baseline and comparative information such as number of male participants, licensed or total target group etc., it provides a good base for better performance monitoring and reporting on gender equality. Nevertheless, without comparative information, it is not possible to assess performance and impact of the programs.

The MITT Annual Report 2014 (latest official report) provides some data on training events specially directed towards women, for all other general training activities no sex-disaggregated info was included. The MITT Annual Plan also reported on one gender indicator (the same target remains in the Strategic Plan for 2019/20) – *to increase number of women in co-operatives managerial positions*. This outcome was reported with sex-disaggregated data.

MWCPA's Annual Report 2016/17 mainly reports on activity level and does not use sex-disaggregated data for social services or poverty alleviation programs. Department of Women programs report on specific women's programs on activity level. The annual report does not linking strategic objectives to program outcomes or specific targets.

The Ministry of Education Annual Report 2016/17 (latest published) includes a few sex-disaggregated tables, but no specific gender outcome information.

Most ministries use sex-disaggregated data when reporting on their workforce.

Annual reports in general lacks baselines, comparison between years, information on total target group and actual coverage and use of sex-disaggregated data, it is therefore not possible to assess performance indicators and the impact of the programs and service delivery for men and women separately.

**Box 6. Ministry of Fisheries Annual Report 2016/2017 gender outcome reporting**

**Extract** *"The ministry also made efforts to have an inclusive and united society and involved the women, youths, elderly and the young of the communities in income-generating fisheries activities and benefit*

*[SIC] the disadvantaged people. These activities were carried out through the various aquaculture and coastal fisheries projects”*

Outcome: 31 Gender Equality

Output 11 – Promote Gender Equality and Women in Development – Fisheries

Sub Output 11.1 Promote Gender equality and empowerment of women in fisheries development

Inventory of women activities in inshore fisheries (participation, commitment) [4]

**Northern Division:**

- Fisheries programs/projects coordinated by women
- Nakalou women’s Group- Seaweed farming project
- Waitabu Womens Group – Spat
- Tacilevu Womens Group – Spat
- Diseini Lewaca – Freshwater aquaculture

**Western Division:**

- Namarai Women’s Group - 8 women involved in value adding of Melamela shells for jewelry
- Rakiraki - 7 license fisherwomen
- Tavua - 5 licensed fisherwomen (Crab fishers/BDM)
- Ba - 32 women licensed fisherwomen and 2 women appointed as fish warden during Votua fish warden training
- Sigatoka - 9 Women issued with inshore license- for fresh water mussels.

**Central Division:**

- 3 Inshore Fishing License issued to women

**Eastern Division:**

- Inventory of women activities in fisheries
- Number of women with IDA license -12
- Women group at Vunisea engaged in fish parcel sale at Vunisea Fisheries Station
- Aquaculture training at Natokalau Hall with 10 women participated
- Sustainable Fisheries Management Cicia SFM training at Natokalau Village, Cicia with 6 women participated

### Box 7 MWCPA Annual Reporting on staffing numbers

Purple indicates women and blue indicates men



Source: MWCPA Annual Report 2016/17

## GRB–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.

#### Guidance

*It is important that women and men in different socio-economic positions have equitable access to the full range of public services provided by government and that such services meet women and men's specific needs. Evaluations of the impact of public services on gender and gender equality provide an important feedback to the initial design of services as well as any other unintended consequences on the providing of services on men and women, and different categories of these subgroups.*

INDICATORS/ DIMENSIONS	ASSESSMENT OF PERFORMANCE	2019 SCORE
<b>GRB-9 Evaluation of gender impacts of service delivery</b>		<b>C</b>
<b>GRB-9 Evaluation of gender impacts of service delivery</b>	Independent evaluations of service delivery that include an assessment of gender impacts have not been carried out. However, the Auditor General undertook two independent evaluations with gender relevance: the <i>Performance Audit on Preparedness for Implementation of SDGs (including SDG 5)</i> and <i>Coordination of Actions on the Elimination of Violence against Women</i> . Both reports focused on the overall level of alignment between strategies, policies, planning and progress reporting and efficiency in processes. However, neither report focused specifically on any of the service delivery programs.	C

#### Assessment:

Fiji has recently produced several impact reports that address gender issues. During 2019, the Fiji Government produced the *Voluntary National Review, Fiji's Progress in the Implementation of the SDGs*. For SDG 5, the report listed Fiji's gender policy priorities and identified major gender gaps.

The Auditor General prepared two reports during 2019 addressing gender equality relevant topics. The *Performance Audit on Preparedness for Implementation of SDGs*. The report assessed the overall level of alignment between strategies, policies, planning and progress reporting and concluded there were major gaps in alignment of budget, policies and programs, use of performance indicators and data for monitoring and monitoring processes. The report included *Theme 5 - Inclusiveness and leaves no one behind*, under which service delivery was assessed for services such as education, housing and clean water. The report concluded that the rural and maritime population has not been adequately reached, but did not provide a gender analysis. On the goal *Empowering women to reach their full potential*, the report identified that some sector policies are in place to address gender in different sectors. It also referred to the speakers' debate forum "Meet the speaker" which has addressed gender-related issues and women's empowerment. The report recommended reviewing some laws and policies to further improve women's access to government services. These reports did not specifically evaluate impact of service delivery for women and men or measure results for women and men, but rather provided an efficiency assessment of processes.

The Auditor General also prepared a *Performance Audit on Coordination of Actions on the Elimination of Violence against Women* which includes assessment of police reports, court cases and the establishment of for a help line. The report reviewed existing legal and policy framework, records of activities, monitoring and reporting arrangements undertaken and recommended to improve effectiveness of planning and implementation.

## GRB-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.

#### Guidance

*In most countries, the government's authority to spend is awarded by the legislature through its passage of the annual budget law. The legislative budget scrutiny can include internal organizational arrangements that require budget parliamentary committees or dedicated gender equality committees, public hearings, presentations, at the request of the legislature or legislative committee, by gender advocacy groups to provide technical support or requirements for gender impact assessments of budget policies.*

*The legislature has a key role in exercising over the execution of the budget that it approved. A common way in which this is done is through a legislative committee(s) or commission(s) that examines the external audit reports and questions responsible parties about the findings of the reports.*

INDICATORS/ DIMENSIONS	ASSESSMENT OF PERFORMANCE	2019 SCORE
<b>GRB-10 Legislative scrutiny of gender impacts of the budget (M2)</b>		<b>D+</b>
<b>GRB-10.1 Gender-responsive legislative scrutiny of budgets</b>	<p>The Parliament of Fiji's scrutiny of the budget proposal does not include a review of the gender impacts of service delivery programs.</p> <p>The Parliament, however, has endorsed a standing order on gender scrutiny of legislation, that requires parliamentary committees to apply a gender-based analysis when scrutinizing legislation or undertaking their oversight functions. For last fiscal year, the standing Committee on Social Affairs reviewed several annual reports from a gender perspective. The two committee reports provide proof of its commitment to undertake some gender assessment but cannot be considered as gender analysis.</p> <p>Public consultations are made by pre-budget public calls for submission to the budget and CSOs are invited to contribute. In addition, public consultations are also held, and CSOs are welcome to attend. Post budget, there are seminars held on the approved budget especially for CSOs to ensure they are well aware of the resource allocation. During the budget debate in Parliament, members of Parliament also have an opportunity to raise issues such as gender impacts on the various allocations/programs.</p>	C
<b>GRB-10.2 Gender-responsive legislative scrutiny of audit reports</b>	The legislature's review of audit reports in the last three completed years did not consider the impact of service delivery programs on women and men and/or gender equality.	D

Data sources: Standing Orders, Standing Committee on Social Affairs review reports for University of South Pacific Annual report for 2017, MWCPA Annual Report 2014, 2015, 2016, 2016/17, 2017/28s Parliament of Fiji website at <http://www.parliament.gov.fj/annual-reports-other-reports/>

#### Assessment:

The Standing Order 110(2) provides that *where a committee conducts an activity, the committee shall ensure that full consideration will be given to the principle of gender equality to ensure all matters are considered regarding the impact and benefit on both men and women equally.*

The order is accompanied with a manual for parliamentarians, providing a step-by-step guide of gender analysis with questions to consider during the legislative scrutiny process, alongside a practical case study. The manual also provides information on Fiji's



legal obligations and what gender equality means together with useful links to information and data.

#### THE FIJI PARLIAMENT'S STANDING ORDERS

Fiji is among the first countries to include gender scrutiny in its Standing Orders. Specifically, the Fiji Parliament's Standing Orders require committees to consider gender equality and ensure that the impact on both men and women is explored in all matters:

"SO110 (2): Where a committee conducts an activity listed in clause (1), the committee shall ensure that full consideration will be given to the principle of gender equality so as to ensure all matters are considered with regard to the impact and benefit on both men and women equally."

*Source: The Standing Orders of the Parliament of the Republic of Fiji.*

For last fiscal year, the Standing Committee on Social Affairs reviewed the University of South Pacific's Annual Report for 2017, the MWCPA annual reports for 2014, 2015, 2016, 2016/17, 2017/28s and included a gender perspective.

The standing order and the manual give comprehensive instructions on how to examine the impact of the budget on gender equality. The two reports by the Committee of Social Affairs provide proof the Committee's commitment to undertake some form of gender assessment but cannot be considered as gender analysis.

#### **Box 8 Gender-responsive legislative scrutiny, an example from the University of South Pacific's Annual Report**

##### **GENDER ANALYSIS**

Gender is a critical dimension to parliamentary scrutiny. Standing Order 110 (2) requires committees to consider gender equality and ensure that the impact on both men and women is explored in all matters.

The committee noted that USP has a sound process for recruitment and is guided by Minimum Qualification Requirement (MQR) to ensure that every applicant is treated fairly and equally. One of the ways which USP is achieving this is through equal opportunity recruitment practices which includes the development of job descriptions and advertisements, to short listing and interviewing candidates. USP focuses on the skills and experience required for a position which limits discrimination and bias and ensures equality of opportunity at every stage of the recruitment process.



For training, the University has an established Staff Development Committee (SDC) and all applications for training are reviewed and decided by this Committee to ensure fair treatment for all applications received. For Academic Staff promotions, the University has a promotion process that goes through the Staff Review Committee (SRC) and are assessed on basis of the Quality of Teaching (QOT) and Quality of Research (QOR) criteria. For promotion of Professional Staff, the process includes advertisement of the position providing opportunities for local candidates to apply. Expatriates are only recruited if the required expertise and experience for positions is not locally available.

Furthermore, the committee notes that the University has an established Gender Mainstream Advisory Committee which is responsible for:

- Overseeing the implementation and further development of the University's Gender Policy.
- Supporting the achievement of the University's KPIs and equality objectives, by raising awareness of gender equality and acting as a body of expertise on gender issues; and
- Advising DEIC and Human Resources on measures addressing gender equality at USP.

#### **RECOMMENDATION**

1. That future Annual Reports of the University of the South Pacific present a breakdown of gender equality and participation in all positions held within the University.

*Source: University of South Pacific's Annual Report for 2017*

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## SOURCES OF INFORMATION

### Ministry of Economy

Mr. Isoa Talemaibua, Head Budget and Planning Division  
 Ms. Kelera Ravono, Manager, Social Services Sector  
 Ms. Kiman Mala, Manager, General Administration Sector  
 Mr. Jale Rokoika, Principal Budget Analyst, Economic Services Sector  
 Ms. Mere Cakaunitabua, Senior Budget Analyst, Economic Services Sector  
 Mr. Tevita Tuibau, Senior Budget Analyst, Infrastructure Sector

### Ministry of Women Children and Poverty Alleviation

Ms. Jennifer Poole, Permanent Secretary  
 Ms. Mehrak Mehrvar, Gender Advisor  
 Ms. Amelia Nairoba, Gender Officer  
 Ms. Sera Dugucanavanua, Gender Officer  
 Ms. Emily Veiqati, Gender Officer  
 Ms. Anareta Apole, Gender Officer

### Ministry of Industry, Trade and Tourism

Mr. William Hamilton, Chief Economist

### Ministry of Fisheries

Ms. Leilani Kotobalavu, Principal Economic Planning Officer, Economics Policy, Planning & Stats Section

### Asian Development Bank

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 Mr. Erik Aelbers, Unit Head, Economic Programming Unit (ADB Fiji)  
 Ms. Prabhjot Khan, Senior Social Development Officer (Gender) (Telecon, ADB HD)  
 Ms. Beatrice Olsson, Senior Country Coordination Officer (ADB Fiji)

### Development Partners

Ms. Celeste Kubasta, PFM Advisor, Pacific Financial Technical Assistance Centre  
 Mr. Richard Neves, Coordinator, Pacific Financial Technical Assistance Centre  
 Ms. Sandra Bernklau, Representative, [UN Women](#) Fiji Multi-Country Office  
 Ms. Naeemah Khan, Programs Specialist, UN Women Fiji Multi-Country Office  
 Ms. Nalini Singh, Executive Director, Fiji Women's Rights Movement  
 Ms. Melissa Tipping, First Secretary Governance, Australia High Commission  
 Mr. Pranil Singh, Programs Manager, Governance, Australia High Commission  
 Ms. Emily Hazelman, Programs Manager, Gender Focal Point, Australia High Commission  
 Mr. Andrew Felton, Facility Leader, Fiji Program Support Facility (The Facility), DFAT  
 Ms. Melinia Nawadra, Social Inclusion Advisor, Pacific Islands Forum Secretariat  
 Ms. Talei Tuinamuana, Social Inclusion Advisor, Pacific Islands Forum Secretariat

## Documents:

### **Budget documents**

Budget Strategy Circular no. 07/2018-2019  
Budget Submission Templates Summary Form  
Budget Submission Templates Operating Expenditure Request Form  
Budget Submission Templates Capital Expenditure Request Form  
Public Sector Investment Program Template

2018-2019 Budget supplement (Budget Document)  
2019-2020 Budget strategy MOE Circular  
2019-2020 Budget estimates Budget figures  
National Budget submission 2018  
2019-2020 Budget Kit (summary of budget highlights)

### **Ministry of Fisheries; (latest official)**

Annual Report 2016/17  
Annual Corporate Plan 2017/18  
Annual Operational Plan 2017/18  
Annual operational Plan 2019/2020

### **Ministry of Investment/Tourism/Trade; (latest official)**

Annual Reports 2014  
Strategic Plan 2018/23  
Annual operational Plan 2018/19

### **MWCPA; (latest official)**

Annual Report 2016/17  
Annual Corporate Plan 2017/18

### **Ministry of Education (latest official)**

Annual Business plan 2017/2018  
Annual Corporate Plan 2017/2018  
Strategic Plan 2021-2023

### **Investment projects**

Transport Infra Structure Investment Sector Project (Fiji Gov,WB,ADB)  
Upgrading and Replacement of Bridges and Crossing (Fiji Gov)  
Maintenance Program (Fiji Gov)  
Urban water supply and waste water management Investment Program (ADB, GCF, EIB, Fiji Gov)  
Upgrading of Rural Roads Program (Fiji Gov)

### **Auditor General Reports**

Performance Audit; Coordination of actions on eliminated Violence against Women PP-No-129-of-2019.pdf  
Performance Audit; Preparedness-SDGs (1).pdf  
Report-AG Audit Municipal-Councils-2014–2017.pdf  
5 report of Auditor General Follow up 2016 report  
8 Report of Auditor General 2017 Audit of General Administration Sector Report  
9 Report of Auditor General 2017 Audit of Social Service Sector Report  
10 Report Auditor General, 2017 economic service sector

11 Report Auditor General (2017 Infrastructure)  
2015 year Auditor General economics and Infrastructure ( 2017)  
2015 Auditor General Administration Sector Report (for year 2014)

### **Parliamentary Reports**

Scrutinising Legislation from a Gender Perspective (Standing order .. guide to Parliament, UNDP)  
Standing committee on Social Affairs review of the University of South Pacific Annual report for 2017,  
Standing committee on Social Affairs review of MWCPA Annual Report 2014, 2015, 2016, 2016/17,  
2017/18  
Standing committee Public Accounts report for 2017-2019 (Nov 13).  
Standing Committee on Justice Law and human Rights; Report on Personal property security Bill 2017

### **Policies**

5- and 20-year National Development Plans  
National Gender Policy 250214  
Guide to procurement and the Guide to the tender and evaluation process

### **Impact Assessments other stakeholders**

FWRM National budget analysis 2019/20