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# What is Gender-Responsive Budgeting?

#### The Definition

'Gender-responsive budgeting is the process of assessing the implications for women and men of any planned action, including legislation, policies and programmes, in all areas and at all levels. The objective is to ensure that women and men benefit equally and that inequality is not perpetuated. Gender-responsive budgeting simply means allocating resources in response to the capacities, constraints and needs of women and men, girls and boys.' (UN Women 2016)

#### The Basics

- The global economy does not produce gender-equal or gender-neutral outcomes. Men and women experience differences and inequalities across society and the economy – in the labour market, in education, in access to services, among others.
- GRB is a tool among many other tools - available to policymakers to try and mitigate, and even rectify, the effects of gender imbalances found around the world and across all sectors of the economy and society.

#### The Bigger Picture

- GRB is an example of inclusive budgeting others include 'green budgeting', 'wellbeing budgeting' or 'SDG budgeting'. (OECD - Downes and Nicol 2019).
- GRB is not just part of the technical process of policymaking and budgeting - it falls under a wider set of political decisions and priorities that determine how a country or locality priorities spending.
- Importantly GRB does not necessarily require allocating more funds or separating budgets by sex but rather assessing existing budget policies to understand their impacts on gender equality.
- Over 80 countries have used GRB in some form since it first came into existence around 30 years ago – the result has been significant improvements in gender equality across a wide range of sectors. See more at: (Stotsky 2020)

# **COVID-19 and Gender Inequality**

In every corner of the world, the COVID-19 pandemic has wreaked havoc on our societies and on our economies. While there will be many long-lasting impacts of the pandemic, one particularly troubling consequence has been the impact on gender equality.

- Women are more likely than men to take on the majority of unpaid care and domestic work in households – a significant reason why women are dropping out of the paid economy faster than men. Although accounting for 39% of global employment, women account for 54% of total job losses. (Madgavkar et al. 2020).
- Cases of domestic violence (DV) have risen globally since the start of the pandemic for example a 30% increase in reports of DV in France, a 25% increase in DV emergency calls in Argentina and a 33% increase in helpline calls in Singapore. (UNDP 2020). In the UK, police arrests for domestic abuse-related crimes increased by 24% between April and June 2020 compared with the same period in 2019. (Designate Domestic Abuse Commissioner for England and Wales 2020)
- Women make up 70% of the global healthcare workforce the frontline workers needed to respond to the health implications of the virus. In Spain (72%), Italy (66%) and the US (73%) the majority of infected healthcare workers were women. (Miyamoto 2020)



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# **An Intersectional Approach**

- GRB predominantly focuses on women's equality but it also accounts for challenges that men face. For example, the impact unemployment could have on men's mental health.
- The terms 'men' and 'women' do not define homogeneous groups. Compounding factors can increase the discrimination, inequality and hardship suffered by men and women and should also be considered in GRB approaches. For example, age, race, religion, nationality, gender identity and sexual orientation can all increase marginalisation, discrimination and the hardship suffered as a result of the pandemic.
- The pandemic has disproportionately harmed those in marginalised communities. For example:
  - minority women account for a disproportionate number of workers in the informal economy; their jobs are
    not only more vulnerable to disruption, they often do not provide health coverage or paid leave (OHCHR 2020)
  - as women with disabilities in low- and middle-income countries are more likely to be unemployed and live in poverty, the pandemic is likely to exacerbate these inequalities and push them further into hardship (Meaney-Davis 2020).
- The availability of the data on different characteristics and communities will be context specific it is important to start with data on sex but, if possible, include other metrics to ensure that the intersectional impacts of COVID-19 are not overlooked.



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## COVID-19 has exacerbated gender inequality

The evidence is clear women have suffered disproportionately as a result of the pandemic and GRB can help ensure that these inequalities are considered as part of the recovery – ensuring a more







Every country made a commitment to tackle gender inequality

All 193 UN Member

States signed up to the SDGs including SDG 5 – achieve gender equality and empower all women and girls. Other international commitments such as CEDAW, ICESCR and the Beiling Platform for Action make similar commitments.

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'The impact of the COVID-19 pandemic is not gender neutral, as it affects men and women differently. Therefore, we must not be gender blind in our responses to the pandemic, or else women will carry a disproportionately higher economic cost than men.'

(Durant and Coke-Hamilton 2020)



# GRB Entry Points in Budget and Policy Cycles

4. Evaluate and audit policies and budgets to ensure they have met their objectives

Political commitment. an all-of-government approach, systematic collection of sexdisaggregated data and institutional capacity

1. Define the policy objectives using available quantitative and qualitative sex-disaggregated data

3. Ensure the tools of implementation support the policies and budgets in achieving their intended outcomes and are

reported on for effective audit

2. Design policies and budgets with the gender objectives in mind

# **Underlying Conditions for GRB**

GRB can be implemented in any jurisdiction if there is will and capacity to do so. The existence of certain factors can help ensure GRB is both a long-term undertaking and more effective when implemented.

The following elements are some of the important underlying conditions recommended by the OECD.

#### **Political Commitment**

GRB is often seen as a set of political decisions on and commitments to combating gender inequality. While not all aspects of GRB are top-down, it does require sufficient allocation of resources, robust capacity development and a commitment at the highest levels to see the process through. A recent high-level example of political commitment is from the COP 26 Presidency, which called for 'developing and implementing gender-responsive climate policies'. Having GRB enshrined in law can protect it from being influenced by political changes in commitment. See for example Canada's 2018 law on Gender Budgeting and Indonesia's No.9 2000 Presidential Instructions on Gender Mainstreaming.

#### Systematic Collection of Sex-Disaggregated Data

Collecting and analysing sex-disaggregated data is vital for identifying where problems lie so policies can be targeted effectively. A lack of data has been consistently cited as an obstacle for practising GRB effectively. Quantitative data collection by national and local government institutions should be supplemented by qualitative data that can be collected by non-governmental organisations or community groups (see slide 17). This can improve the data collection and overall understanding-of-marginalised communities, who may be hesitant to provide data to government officials. The availability of this data will depend on the country, and various institutions might collect and host the data - understanding what data is available and who collects it is key.

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#### **Institutional Capacity**

Within public sector organisations and institutions, training staff in GRB is critical so they can, for example, prepare Gender Budget Statements (see slide 18) or carry out gender audits (see slide 21). Ensuring there is buy-in from senior management is also vital. If capacity is firmly developed in these organisations, GRB can advance despite changing political commitments to it. It is also critical that women are playing decision-making roles in these organisations and have an equal seat at the table. This is key, as the OECD reports – 'an increase of women in public life results in lower levels of inequality and increased confidence in national governments'. (OECD) See this example from India and the Asian Development Bank on developing GRB capacity at the subnational level.

#### An All-of-Government Approach

GRB requires strong coordination between the Ministry of Finance (or equivalent) and the relevant line ministries to ensure the process is carried out at each level (and each level has the capacity and skills to play their part). It also requires engagement with wider public institutions such as Supreme Audit Institutions and the Legislature to ensure the approach has been properly scrutinised and audited. GRB can be applied in all sectors of the economy and society from transport, health, education, employment and many more - so the better the coordination between government departments, the more widely the practice can be used.



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# **Define the policy objectives** using available quantitative and qualitative sex-disaggregated data – Part 1

Responding to the crisis means viewing the facts through a gendered lens.

It requires asking the right questions and collecting the necessary sex-disaggregated data to identify the areas that require specific attention at the national and subnational level. If, for instance, employment recovery packages do not account for gender, they may inadvertently perpetuate gender inequality.

For example, the <u>UK's Office for National Statistics</u> data on unemployment in the UK as of December 2020 states that 74,000 people were unemployed in the construction sector between August and October 2020. When disaggregated by sex:

Men account for 64,000 (86%)

Women account for 10,000 (14%)

Packages to support construction jobs will therefore support vastly more men than women.\* (see end notes)

Policies require clear objectives on what aspects of gender equality they are trying to address. Quantitative data can tell us the answers to questions such as these.

- What are the unemployment figures for each sector disaggregated by sex? What were they if disaggregated by sex and by race?
- Who were the primary caregivers of children when schools closed? (<u>For example, with time-use surveys</u>)
- What happened to the levels of gender-based and domestic violence during lockdowns?
- Do men and women have equal access to finance?
- How many women, compared with men, are completing primary, secondary and tertiary education?

This is a good place to start but it may not provide the full picture.

# **Define the policy objectives** using available quantitative and qualitative sex-disaggregated data – Part 2

To be most effective, GRB should be a type of participatory budgeting: a form of budgeting that includes the voices of ordinary citizens who will ultimately be affected by the policies and budgets designed by governments. Engaging with civil society actors, researchers, community groups and non-governmental organisations can help supplement the information provided by quantitative data to present a more holistic view of an issue.

For example, when designing policies on childcare, quantitative data can help understand affordability, numbers of those affected by policy changes and numbers of licensed childcare providers.

However, this information does not tell us:

- household division of labour for childcare,
- working patterns of parents during lockdowns
- family support networks.

Combining quantitative data indicators with the qualitative aspects of policy-making that citizen engagement can provide will help ensure that policies are designed with the recipients in mind to achieve the desired outcomes. Qualitative data collection such as focus groups and consultations can also help include marginalised communities in the policy process to ensure their needs are considered. In some contexts, certain groups might be more comfortable providing quantitative and qualitative data to community groups or local leaders than to government officials. Ultimately, closing the distance between policymakers and end-users is vital to success.

## Design policies and budgets with the gender objectives in mind Part 1

There are a number of ways that policymakers can ensure they have adequately incorporated the findings from step 1 (slides 16 and 17) into the design of policy and budgets. Despite the 'need for speed' required for COVID-related policy, certain steps shouldn't be bypassed including those below.

## Budget Call Circulars (BCCs) and Gender **Budget Statements (GBSs)**

BCCs lay out the government's official guidelines for the upcoming budget. For GRB, they should be used to tell ministries how they should specifically include gender in their budget submissions to the Ministry of Finance (or equivalent). Line ministries must also be trained to prepare budgets with gender in mind. A GBS then publicly lays out how the year's budget will promote gender equality. The GBS should be both publicly available and made available to parliament for scrutiny. For example, take a look at Australia's state of Victoria's 2020/21 Gender Budget Statement.

### Equality impact assessments (EIAs)

EIAs should build upon the data discussed in step 1 to inform discussions about proposed policy and budgets to ensure they will meet the intended objectives. In some cases, they are a legal requirement and should still be used despite the time-pressure COVID-19 has placed on governments. These types of assessment can be done before or after the policy is implemented to measure the impact it should have and the impact that it did have. An example (from the Canadian government) of how to prepare an assessment like this can be found here.

# **Design** policies and budgets with the gender objectives in mind – Part 2

## Legislative Scrutiny

Once policies and budgets have been designed, they should be scrutinised by Parliament and its relevant committees to ensure that they will achieve the intended outcomes and that an adequate EIA took place. Fiji has made this step a requirement of legislative scrutiny and produced guidance on how to do it well – available here.

### **Budget Type**

Certain types of budgeting are better suited to ensuring GRB is implemented effectively; for example, performance-based budgeting is advantageous as it focuses on the outputs and outcomes. This approach allows us to answer the question, 'will gender equality be improved as a result of this budget?' Zero-based budgeting can also be effective as it is used in implementing radical change – it can therefore be used for COVID-19 recovery packages even if GRB was not implemented before the pandemic. Medium-term budgets might also be more realistic than short-term budgets for achieving goals related to reducing inequalities.

# Ensure the tools of implementation support the policies and budgets in achieving their intended outcomes and are reported on for effective audit

At the implementation stages, certain conditions can improve the effectiveness of planned policies and budgets, as these examples show:

### Capacity and Training

Do line ministries and other relevant institutions have the training and capacity to execute the planned budgets and policies? If not, they are likely to be less effective during the implementation stage.

#### Resource Allocation

Budgets are less likely to achieve their intended outcome if, firstly, not enough resources were allocated to them in the planning stage and, secondly, if, during implementation, intended expenditure on them is not met.

#### Expenditure Tracking

Expenditure tracking that tags gender within expenditure can be used to ensure actual spending meets planned spending. As a report by <u>UN Women</u> states, governments should produce regular reports of expenditure tracking so they are accessible to the public, civil society groups and Parliament. If there is a capacity and commitment to do so, real-time tracking can be mapped to the Chart of Accounts. Reporting at this stage will help create a more effective audit trail for stage 4 (slide 21). See more on how to implement expenditure tracking through this <u>Global Financing Facility resource</u>.

## Evaluate and audit policies and budgets to ensure they have met their objectives

Auditing is a central part of any policy and budget cycle to determine whether the intended outcomes were achieved. If not, why?

Performance auditing should include the '3 Es' to measure Value for Money: Economy, Efficiency and Effectiveness but for a gender audit in particular, auditors should also include the fourth 'E': Equity. (Sharp 2003) to answer the following questions.

- Were resources allocated in a way that was fair and equitable?
- What impact did the policies have on the gender equality gaps identified in step 1? (Slides 16 and 17)
- Was the initial Equality Impact Assessment accurate?
- Were the metrics for measuring success the right ones to use?

The Council of Europe recommends that finance professionals produce a sex-disaggregated report of end users or recipients of budget programmes.

Part of any gender-responsive auditing process should also seek to understand how gender was mainstreamed in the previous stages of the cycle and to assess the level of skills, capacity, and training found in the institutions involved in GRB. Importantly, it should help to identify whether the decision-makers at each stage were representative of the wider population.

This stage is also where Supreme Audit Institutions (SAIs) and civil society organisations can play a key role in ensuring governments are held accountable for meeting their commitments and objectives on gender equality. These findings should then inform the planning stage of the next cycle to ensure the problems are addressed and lessons are learned.

See more on how SAIs can play a role in ensuring that government responses sufficiently account for gender with this INTOSAI resource.

'As SAIs embark on auditing national **COVID-19** pandemic responses, it is equally important to mainstream gender equality and inclusiveness throughout the audit process. This enhances audit impact, helps determine whether citizens are being assisted equally, and assists SAIs in providing informed recommendations for improvement.'

(INTOSAI - Bérubé and Schirnhofer 2020)

## The Public Finance Profession



### **Supporting Policymakers**

Public sector finance professionals are in a unique position to support governments and policymakers by providing them with the necessary data and tools to implement GRB effectively. The role of the profession can be seen in every stage of the cycle – from initial analysis and budget design to the invaluable role of auditing in the final stage. The profession can, and should, play a key role in ensuring policymakers commit to gender equality and use GRB as a tool of effective implementation.



### Evolving the Role of the Profession

The finance profession, just like other professions, will evolve with time. Training professionals with new tools alongside the traditional tools of the profession can help ensure issues of social equity, environmental sustainability and inclusive reporting are resolved effectively. For example, how to conduct an audit with the 4<sup>th</sup> E in mind – particularly for a gender-responsive audit? How should you incorporate sex-disaggregated data in financial reporting? These tools will enable the profession to play a more active role in wider goals beyond the pure financials.

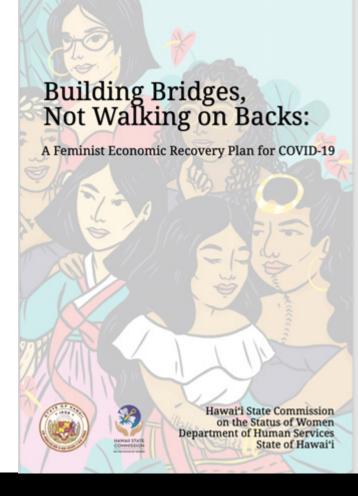


# Feminist Economic Recovery Plan – Hawai'i

'The road to economic recovery should not be across women's backs.'

#### The plan:

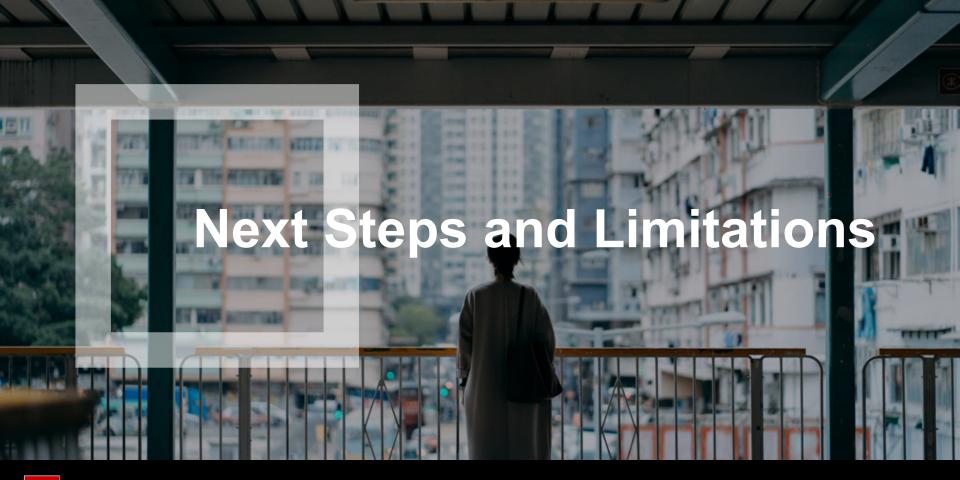
- calls for use of disaggregated data across gender, race/ethnicity, indigeneity, age, zip code and social data on COVID-19 cases and the economic impact of the pandemic
- advocates avoiding austerity measures as they will hit women hardest and, instead, governments should raise revenue through the Federal Reserve \$500bn lending program
- encourages a shift from a reliance on tourism, as this sector predominantly employs women on low wages and has proved to be a precarious sector. Instead, new opportunities for sustainable growth and green jobs should be identified and invested in
- promotes a move to investing more in 'state social infrastructure' in areas such as childcare, education and healthcare
- calls for a redress in 'critical economic inequalities to promote women's' financial independence' by increasing the minimum wage, improving paid leave policies and restructuring the regressive tax system, for example
- calls for progress to be made on preventing gender-based violence in the immediate future and during long-term recovery.



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'If one recalls that the definition of the word 'economy' comes from the Greek, meaning to 'manage the household', this helps to bring into focus that women in our communities have never been busier taking care of loved ones, provisioning supplies, and finding ways to offset the enormous economic and social burdens of this time. These aspects of the economy usually go uncounted and hidden yet there would be no economy without these activities.'

(Hawai'i State Commission on the Status of Women Department of Human Services State of Hawai'i 2020)



- UN Women and UNDP have created a mapping and tracking tool to identify where gender-responsive policies have been enacted in response to COVID-19.
- Currently, while 164 countries have taken at least some form of gender-responsive measure, only 25 countries have demonstrated a holistic approach by implementing measures that span across unpaid care, violence against women and women's economic security.
- Progress is being made but there is room for improvement.
- Look at the resource and find out what policies have already been enacted where you are.
- Identify where the gaps are so they can start to be addressed and use the tools provided to bring GRB to life where you are.



# UN's new Global COVID-19 Gender Response Tracker

# Explore the role GRB can play where you are

#### What to ask?

- 1. Who collects the necessary sex-disaggregated data? Is the information easy to access? Is it centralised or do a number of different institutions host the data?
- 2. Does any participatory budgeting take place? How involved are non-government organisations in policy and budget proposals?
- 3. Are Budget Call Circulars or Gender Budget Statements used?
- 4. What type of budgeting system is used?
- 5. Does Parliament scrutinise the budget?
- 6. Are Equality Impact Assessments carried out? Is this a legal requirement? How well regarded have they been so far?
- 7. Does expenditure tracking occur and is this information publicly available?
- 8. Does the Supreme Audit Institution recognise gender as a key aspect of performance auditing?

#### Who to ask?

- Civil society actors and organisations specifically and actively involved in gender equality or GRB. They will probably know the current progress being made and who the most important stakeholders are.
- 2. Academics and researchers who have been active in promoting and studying GRB where you are. They will probably already have explored many of the questions set out in the left-hand box.
- Government officials and policymakers who are playing key roles in promoting gender, GRB or inclusive/participatory budgeting and who are likely to be involved in some of the key stages laid out in this resource.
- 4. Supreme Audit Institutions, to find out what work is happening on gender audits.
- Explore the work international organisations such as the World Bank, UN Women and the Asian Development Bank are already doing in this area.

# Rethinking our approach to recovery

COVID-19 has presented governments with significant challenges, but it has also presented them with significant opportunities. It is a chance to rethink how our economies are structured – for example – how care work is distributed in households and who we consider 'essential'.

It provides us with an opportunity to be more forward-looking in our approach to the economy – an opportunity not just to build back what was there before but to build back with more resilience, more sustainability and greater equality.

For the finance profession, these forms of 'rethinking' can take the form of several actionable steps.

- Using less traditional forms of data in financial and non-financial reporting and in policymaking, such as Time-Use Surveys to ensure all forms of labour both paid and unpaid – can be better accounted for in budgets and policies.
- Depending on the availability of data, interrogating data along different indicators to get a more detailed understanding of socioeconomic circumstances and demographic inequities.
- Evaluating whether current forms of budgeting such as short-term and incremental budgeting – are the most effective for achieving objectives such as gender equality and environmental sustainability.
- Promoting and teaching new principles in accounting and auditing alongside the traditional principles: for example, equity, sustainability and inclusivity.
- Rethinking the role of the accountancy profession in the public sector becoming a partner in the policymaking process by, for example, looking at the financial information through a gendered lens and auditing with a focus on achieving gender equality.
- Raising awareness of GRB and other equality-promoting tools and asking the right questions to put gender at the heart of economic policy.

## **Limitations**

- Gender-Responsive Budgeting is one tool, among many others, available to policymakers to ensure the economic response to this pandemic is inclusive and sustainable. It won't solve all the problems that the pandemic has created but it can serve as one part of the answer.
- Institutionalising GRB within public institutions and codifying the practice into law will help insulate GRB from political change. Without this, there is a risk that mainstreaming gender into policy and budget cycles will be short-lived and dependent on shorter-term political cycles.
- GRB is also context dependent this resource and the other resources provided should help enable some of the necessary groundwork but every system works differently entry points into policy and budget processes, data availability, public financial management system, political systems, political commitment and institutional capacity will differ depending on the jurisdiction understanding how to make GRB work within your existing system is key to ensuring its effectiveness.



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## **Useful Resources**

UN - Global COVID-19 Gender Response Tracker

UN Women - How COVID-19 Impacts Women and Girls

PEFA - Supplementary Framework for Assessing Gender Responsive Public Financial Management

Council of Europe - Gender Budgeting Practical Implementation Handbook

Women's Budget Group and Oxfam - Data for Gender-Responsive Budgeting

Asian Development Bank - Gender Tool Kit: Public Sector Management

<u>UN Women's Technical Brief – GRB in the context of COVID-19</u>

<u>UN Women – Financing for Gender Equality</u>

<u>Financing for Gender Equality: Realising Women's Rights Through Gender-Responsive Budgeting</u> (Collection of Essays, edited by Zohra Khan and Nalini Burn)

European Institute for Gender Equality – Gender Audits

Gender and the IMF

OECD - Resources on Gender Budgeting

Eurostat - Harmonised European Time-Use Surveys

The World Bank – Gender and COVID-19

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## **Notes**

#### Slide 4

Other important stats to consider: 80% of domestic workers are women and 72% of all domestic workers were made unemployed as a result of the pandemic. (<u>UN Women 2020)</u>. The pandemic is expected to push 47 million more women and girls into extreme poverty. <u>(UN Women 2020)</u>. Women's jobs are 19% more insecure then men's largely as they work in sectors most severely affected by the pandemic – retail, accommodation and food services and services such as arts, recreation and public administration. (<u>Wood 2020</u>)

#### Slide 5

The binary terms used in the project - 'women' and 'men' - reflect the way governments collect official data on sex but ACCA understands these terms to be inclusive of all who identify as male, female or non-binary. When talking about women – it's vital to understand the different groups that fall under this subset of the population. Women cut across all parts of society – women with disabilities, Black, Asian and Ethnic Minority women, LBTQ+ women, pregnant women among many others. Equality and non-discrimination legislation such as the UK Equality Act 2010 will often define the characteristics that are protected under law. This can be a good place to start to understand which types of disaggregated data could be available to policymakers and finance professionals.

#### Slide 8

The EU predicts that improving gender equality by 2050 would increase GDP per capita in the EU by between 6.1% and 9.6%. (European Institute for Gender Equality) It is predicted that improving gender equality in Asia Pacific could add \$4.5 trillion to the region's collective GDP in 2025. (Pre-COVID prediction in 2018) (Woetzel et.al 2018). Household earnings in the Middle East and North Africa region could rise by 25% if women had similar labour force participation rates as men. (ILO)

## Notes

#### Slide 9

All 193 UN member states signed up to the Sustainable Development Goals (SDGs) and as a result, 193 UN member states agreed to achieve the goals and targets under SDG 5 – achieve gender equality and empower all women and girls – by 2030. Other international agreements including the Universal Declaration of Human Rights, the Convention on the Elimination of all Discrimination against Women (CEDAW) and the International Covenant on Economic, Social and Cultural Rights (ICESCR) among others, include commitments to lift women and girls out of precariousness, violence and a general state of inequality.

#### Slide 16

\*This example does not mean packages to support male-dominated sectors should not be used but if this specific package supports men disproportionately, what measures will be taken to ensure women's jobs or female-dominated sectors are equally protected and that women do not account for the majority of job losses? It also requires thinking about how we could encourage more women to enter the construction sector or understand the barriers that currently prevent them from entering. For the affected men – data like this could prompt us to think more about the impact of unemployment on men and what policies could be used to equip those affected with skills beyond construction. An example of how the gendered nature of employment led to worsened outcomes for women during COVID-19 can be found in New Zealand. During the first wave of the pandemic, 10,000 of the 11,000 jobs that were lost in New Zealand were held by women, translating into 90% of job losses - worldwide female job losses stood at 54%. This is largely because women were disproportionately working in hardhit sectors such as the service and hospitality sector. As of September 2020, the gender pay gap in New Zealand stood at 17.2%. (Global Women 2020) Understanding the gendered structure of the labour market can therefore prevent inequalities being worsened by recovery packages that assume the economy is gender-neutral.

## **Notes**

#### Slide 18

For more information on the technical stages of policy design and scrutiny can be found in this <u>Technical Brief on GRB in the context of COVID-19</u> prepared by UN Women.

#### Slide 25

Released in April 2020 by the Hawai'i State Commission on the Status of Women, Department of Human Services, State of Hawai'i.

#### Slide 28

Some key findings from the website:

'The tracker compiles and analyses over 2,500 policy measures across 206 countries and territories. Key findings include: 164 countries have taken a total of 992 gender-sensitive measures in response to COVID-19 only 25 countries have a holistic response, with measures that span violence against women, women's economic security and unpaid care. 20 per cent of countries analysed (42 countries) register no gender-sensitive measures in response to COVID-19 at all. Some 71 per cent of all gender-sensitive measures (704 measures across 135 countries) focus on preventing and/or responding to violence against women and girls. Meanwhile, the global social protection and jobs response has been largely gender-blind: out of a total of 1,310 measures analysed only 18 per cent are gender-sensitive in that they directly address women's economic security or unpaid care.'