GRB country case studies

LATIN AMERICA

One of the ways in which Latin America's GRB initiatives are different from those in other regions and countries is that most of the GRB work has happened at local level. Further, the Latin American initiatives have often emphasized participation of women in decision-making, building upon the 'mainstream' participatory budget initiatives which already exist in the region.

UNIFEM has taken a regional approach in Latin America, in the hope that different countries can learn from each other. At the local level it has supported work in five countries. Its partners have included local governments (both officials and elected representatives), NGOs and women's organizations, and national and international organizations such as United Nations Fund Population, United Nations Development Program and United Nations Volunteer.

In Cuenca (Ecuador) the municipality worked with women's organizations to draw up an Equal Opportunities Plan which is now been implemented by the Department of Social and Gender Equity. In parallel, the municipality introduced a participatory budget process in rural areas which provided opportunities for women to get organized and participate.

In Bolivia, the Law of Popular Participation of 1994 established participatory development of local development plans and vigilance committees as two of the main citizenship participation mechanisms at local level. The Instituto de Formación Femenina Integral (IFFI) of Cochabamba has mobilized and trained members of local women's organizations to use these opportunities to bring a gender perspective into local public policies. As a result of the advocacy campaign organized by the IFFI, an article was introduced in the municipal budgetary guidelines which obliges municipalities to allocate budgetary resources to programs to promote gender equality and to provide services for women's victims of violence.

In 2001, Recife (Brazil) created the post of women's coordinator to assist with addressing women's demand for gender mainstreaming in the municipality and to promote the participation of women in public politics. Women who attend the public assemblies have called for budgets to address issues of violence against women, women's poverty, participation, racial inequality, and safe abortion care.

In Rosario (Argentina), the municipality's women's coordinator has worked to create mechanisms that promote women's participation in the participatory budget process.

In Villa El-Salvador (Peru) a federation of grassroots women's organizations provides volunteer services to the community through programmes such as "Glass of Milk" and "Popular Dinning-Rooms". The participatory budget process, launched in 2000, has provided opportunities for women to demand equal access to public services and better conditions in which to carry out their volunteer work.

Compiled by Debbie Budlender based on presentations by Raquel Coello, UNIFEM Ecuador and Leire Lopez, UNIFEM Brazil, during UNIFEM/UNFPA GRB Workshops in Cape Town and Bangkok, April and June 2006

MOROCCO

Morocco is one of four countries in which UNIFEM's global GRB program is supporting GRB work over the period 2005-2008. Morocco was chosen as an interesting site for this work because of renewed interest on the part of the Moroccan government in advancing women's rights and because there were good opportunities for partnerships between government and civil society. Morocco is undergoing a series of government reforms, including devolution to local government, results-oriented management and budgeting, and reforms of sectoral funding systems in health, education, housing and justice. These reforms provide entry points for GRB.

GRB work in Morocco started in 2002 with an assessment study of the possibilities. The assessment report stressed the importance of working with, and building on, other reform processes rather than seeing GRB as a separate initiative. The report also pointed out ways in which GRB work could complement and strengthen what other reforms are trying to achieve. Similarly, it pointed out how GRB could contribute to key government objectives such as poverty alleviation. This study thus also served as an advocacy tool to convince the government of Morocco of the benefits of adopting a GRB approach.

The GRB initiative has engaged in capacity building and training activities for senior planners and budget professionals from the Ministry of Finance and line ministries in gender analysis and GRB. It has published and disseminated a guide on GRB and performance budgeting, and a handbook on GRB for parliamentarians and non-governmental organizations (NGOs). The initiative has also supported development of gender-sensitive indicators as part of the performance-oriented budget reform. In 2005, workshops were conducted with the Ministries of Health, Education, Agriculture and Rural Development and Finance to encourage the development and use of gender-disaggregated data throughout the policy and budget cycles. Special emphasis was given to monitoring and evaluation.

The initiative is led by the Ministry of Finance, where it involves cooperative work of the Budget Directorate, the Directorate for Studies and Financial Forecasts, and the Directorate for General and Administrative Affairs.

One of the highlights in 2005 was the production by the Ministry of Finance of a Gender Report. The Gender Report was presented as an annex to the annual Economic and Financial Report for the year 2006 which accompanied the presentation of the Bill of Finance (the Budget Law). The aim is to institutionalize the Gender Report as part of the budget documents by expanding the work each year until it covers all sectors. In 2006, the Gender Report will cover the following policy areas: Education, Health, Agriculture, Justice, Family, Water, Infrastructure, Energy, Transport, Housing, Employment, Planning and Finance. In these first years the focus is on the sectors that are most important in achieving the Millennium Development Goals.

Compiled by Debbie Budlender based on presentation by Zineb , UNIFEM Morocco, during UNIFEM/UNFPA GRB Workshop in Cape Town, April 2006

PHILIPPINES

Over the period 2004-5 UNIFEM supported Women's Action Network for Development (WAND), a well-known women's coalition, to implement local level GRB projects in two local government units (LGUs, the term used for local government in Philippines). GRB work has a longer history in Philippines than in most other countries in that in 1995 a law was passed stating that 5% of the budget of all national-level agencies must be allocated for gender and development. This GAD budget policy was later extended to other parts of government, including LGUs.

After some years, both the National Commission on the Role of Filipino Women (NCFRW), which is Philippines national gender machinery, and gender activists recognized the danger that the GAD 5% approach to GRB would result in gender being regarded as a separate, marginal issue rather than incorporated in mainstream budgeting. They therefore began asking gender-related questions about the other 95% of the budget.

WAND hoped that the GRB project would assist with increasing civil society participation in budget-making, and increase civil society's ability to analyse budgets and lobby around budget preparation, implementation and monitoring. It hoped, further, that it could assist the LGUs to develop indicators for measuring gender performance in programmes and budgets of different sectors. The partners took advantage of government's shift from input-based budgeting to results-oriented performance budgeting as the new type of budgeting makes it easier to measure performance and to ask for gender-related indicators.

Because this was a pilot project, WAND in collaboration with local partners focused on the health sector in Sorsogon City – an LGU with high maternal mortality rates, and on the agriculture sector in Hilongos – a rural LGU affected by quarrying activities of agricultural land. Project activities included gender analysis of the programmes, budgets and expenditure of the chosen sectors, capacity building of stakeholders, and meetings between officials and civil society to advocate for applying the lessons. The capacity building included training events, seminars and workshops. Topics covered included gender sensitivity, strategic assessment and planning, gender-responsive budgeting, monitoring and evaluation, resource mobilization, public participation, and advocacy.

The concrete outputs of the project include gender profiles of the health and agriculture sectors in the two sites and sectoral GAD plans for incorporation in the existing multi-year plans of the local government. In addition, the 2006 budgets of the two LGUs were more gender-responsive and results-based than they had been previously. For example, in Sorsogon City the health budget increased from 25 million pesos in 2005 to 37 million pesos in 2006. This increase allowed for a much bigger allocation for reproductive health, family planning and prevention and control programs in respect of sexually transmitted infections and HIV/AIDS. Less concrete outputs included increased gender awareness and GRB-related skills among local actors, and increased commitment by local leaders to GAD, and enhanced service delivery. The LGUs' operations were also more transparent both because local people knew more about how government worked and what questions to ask, and because the LGUs were reporting more and better than before.

Compiled by Debbie Budlender based on presentation by Florencia Casanova-Dorotan, WAND Philippines during UNIFEM/UNFPA GRB Workshop in Bangkok, June 2006

INDIA

GRB work in India has taken many forms. The diversity is partly explained by the size and diversity within the country. It is also explained by the diversity of actors who have taken up GRB, and by the fact that GRB work has been done at central (federal), state (provincial) and local level.

GRB from inside the Government of India began when the Ninth Five Year Plan of 1997-2002 introduced the "women component plan". This plan required that all central and state plan (i.e. non-recurrent) budgets allocate 30% of their funds for women. Analysis of subsequent allocations found that, in fact, 42.9% of funds in 15 departments had been allocated for women. However, this 42.9% was still much less than the proportion of women and girls in the population.

The Tenth Five-Year Plan of 2002-2007 again reinforced that central and state budgets must have a Women Component Plan. However, the Tenth Plan also introduced a broader notion of GRB and "committed to gender budgeting to establish its gender differential impacts and to translate gender commitments into budgetary commitments". Government and UNIFEM commissioned the National Institute of Public Finance and Policy (NIPFP), an economic think-tank which is respected and used by government, to analyse the Union (central) Budgets of 2001-02, 2002-03, 2003-04, 2004-05 and 2006-07 from a gender perspective. The National Institute of Public Cooperation and Child Development (NIPCCD) was meanwhile commissioned in 2002 by the Department of Women and Child Development, which is India's national gender machinery, to analyse the budgets of 22 states from a gender perspective.

In 2004 the Finance Ministry established an expert group and asked them to make recommendations about GRB. The expert group recommended that an inter-departmental committee on GRB be established, that gender budget cells be set up in all departments, that 18 of the total of 50 ministries immediately start doing GRB, and that a new head (expenditure category) be established in the budget. The establishment of a special head for gender was recommended because India was using line-item budgeting, and as a result it was not as easy to show gender-related expenditure in the budget as when performance-budgeting is used. The expert group also recommended that departments monitor outputs and outcomes, and include in their annual reports an analysis of who is being reached by their expenditure.

Also in 2004, the Department of Women and Child Development started doing capacity building in GRB for central ministries and state governments. Several of the states – Karnataka, West Bengal, Kerala, Himachal Pradesh, Delhi and Rajasthan were especially enthusiastic and undertook extra activities beyond those required by the Women's Component Plan.

For the 2005-06 Union Budget, the Finance Ministry introduced a gender budget statement that identified "demands for grants" (proposed allocations) which would substantially benefit women in 10 departments. For the 2006-07 Union Budget, the gender budget statement was expanded to 24 demands for grants of 18 ministries. Each ministry identified two categories of allocations. The first type was allocations targeted 100% at women or girls. The second type was allocations where at least 30% of the allocation was targeted at women or girls. Meanwhile the number of gender budget cells was expanded from the earlier 18 to 32 ministries and departments.

Compiled by Debbie Budlender based on presentation Firoza Mehortra, UNIFEM Delhi, during UNIFEM/UNFPA GRB Workshop in Bangkok, June 2006

MOZAMBIQUE

In Mozambique the GRB initiative is a partnership between Forum Mulher (a national coalition of women's organisations) and government, with support from UNIFEM. The Tanzania Gender Networking Programme, the NGO that has led GRB work in Tanzania, is providing technical support.

An important focus of the project has been ensuring that gender issues are addressed in key policy documents such as the Government Five Year Plan (2005-2009), the Poverty Reduction Strategy Paper (called PARPA in Mozambique) and the annual Economic and Social Plan. The project focused on these policy papers as they should lay the basis for sector policies and budgets. Thus a special interest group was formed, bringing together donors, government and civil society, to work on mainstreaming gender in the PARPA and national budget.

The focus on key policy papers also provided an opportunity to raise the issue of public participation – and, in particular, participation of women – in the development of government policies. The participation of Forum Mulher, the Mozambiquan coalition of women's organisation, in policy discussions led to the inclusion of gender indicators in the annual monitoring tool for the PARPA. Issues covered by the indicators included violence against women, HIV/AIDS and implementation of the national gender policy.

A second focus in the first phase of the GRB project has been raising awareness and establishing entry points. For example, women's organisations, UNIFEM and the Ministry of Women and Coordination of Social Action (the national gender machinery) have met with representatives of the Ministries of Planning and Development, Interior and Health to discuss how to take gender-responsive budgeting forward in the country. The Ministry of Planning and Development was targeted because it plays a key role in formulation of budgets and macroeconomic policies. The Ministry of Interior was targeted because its scope includes the police, who should play a key role in combating gender-based violence. The Ministry of Health was targeted because of its role in addressing the HIV/AIDS pandemic.

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