GENDER RESPONSIVE AND PARTICIPATORY BUDGETING MANUAL

PWDC
Penang Women's Development Corporation

GENDER RESPONSIVE AND PARTICIPATORY BUDGETING M A N U A L

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Penang Women's Development Corporation

OBJECTIVE OF THIS MANUAL

To serve as a step by step approach on how to implement Gender Responsive and Participatory Budgeting (GRPB) for more effective, equitable and inclusive budgeting in the context of good governance, gender equality and social justice. It is primarily for those in public service who are planning and implementing GRPB together with the communities they serve.

ACKNOWLEDGEMENTS

We would like to acknowledge the on-going support of the Penang State Government, the Penang Island City Council (MBPP) and the Seberang Perai Municipal Council (MPSP) for the Penang Women's Development Corporation (PWDC). It is under PWDC that a ground-breaking Gender Responsive and Participatory Budgeting (GRPB) project has been implemented since 2012. We would therefore acknowledge the many officers and staff of those respective organisations, as well as the women and men in local communities, all of whom have played such an important role in the way GRPB has been implemented in Penang. In addition, we would like to make special mention of James Lochhead, Cecilia Ng, Aloyah Bakar, Rohana Abdul Ghani, Henry Loh, Shariza Kamarudin, GRPB team and Adrian Cheah for their valuable input in the production of this Manual.

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Proses Partisipasi Rakyat
Untuk Projek Menaiktaraf & Membaikpulih
Pasar Lebuh Campbell, Georgetown
1 Banci / Temubual
Mac 2015
2 Kumpulan Tumpu Bincang
3 Dialog Bersama Komuniti
April 2015
4 Perancangan & Pelaksanaan Projek
2016
Untuk pertanyaan hubungi :
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www.pwdc.org.my
GRPB
JOM, jadi rakan kongsi projek ini !
PWDC
PELAN CADANGAN
IMEJ BANGUNAN
KAJI SELIDIK PASAR LEBUH CAMPBELL, GEORGETOWN, PULAU PINANG.
PELAN TAPAK
CADANGAN NAIK TARAF BANGUNAN SEDIA ADA DAN TAMBAHAN BANGUNAN
CADANGAN BANGUNAN GERAI MAKANAN, MINUMAN & PEJABAT
KAJI SELIDIK PASAR LEBUH CAMPBELL, GEORGETOWN, PULAU PINANG.
PELAN KUNCI
PELAN LOKASI
PELAN TAPAK BANGUNAN SEDIADA
Pasar Awam Sedia Ada (akan dinaiktaraf)
Setor Ais Sedia Ada (akan robohkan)
Gerai Kelapa (akan robohkan)
Binaan Sementara (akan robohkan)
Gerai Ayam / Itik (akan robohkan)
Pejabat & Setor Perbandaran (akan dinaik taraf)
Setor Sementara (akan robohkan)
Tandas (akan robohkan)
KAJI SELIDIK PASAR LEBUH CAMPBELL, GEORGETOWN, PULAU PINANG.

FOREWORD

Since our election by the people of Penang to be their State government in 2008, we have worked hard to define and implement a vision for Penang which ensures that each and every person in Penang – women and men, girls and boys, of whatever ethnicity, background, age and location – are included in that dream and benefit from it.

Eight years on and we can safely say that we have made considerable progress. The formation of the Penang Women's Development Corporation (PWDC) in 2012 was one important step which has helped us reach out to thousands of women and men across our state. We have been able to challenge and involve them in decisions that affect their lives, while at the same time extending opportunities to build leadership and skills across communities.

Gender Responsive and Participatory Budgeting (GRPB) has played and continues to play a major role in this. It is ground-breaking, pioneering and successful. GRPB is an important part of our commitment to basic rights and equality, for example, to international agreements such as the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW), one of the few United Nations (UN) conventions signed by our federal government. But much more than that, at the local level, GRPB has encouraged wonderfully constructive partnerships between the state government, the two local councils in Penang, and women and men from communities across our state. It has brought together service users and service providers in a way that encourages sharing and mutual decision making, including on budgets. It has delivered more responsive and therefore more effective projects with and for local people. And it all links to our overall goal of making Penang an international and intelligent city based on principles of good governance.

So we are rightly proud of our achievements, not least with GRPB. We have been more than happy to share and exchange experiences of GRPB across the country, region and globe. Penang hosted the 2014 Asian Regional Conference on 'Gender Responsive Budgeting Narratives:

Transforming Institutions, Empowering Communities', attended by some 300 delegates from all over the region/world. The GRPB team, state and local council officials also participate in other exchanges, whether through sharing our experience at meetings and conferences, or hosting or visiting others involved in GRPB. And as the next critical step for GRPB in Penang, we have committed to a Strategic Action Plan which sets out the steps for the institutionalisation of GRPB into local government by 2018.

This Manual is very much a part of the Plan. Through this Manual, government officers and members of community-based organisations and civil society can see the step by step processes relevant for realising GRPB, both at community level and within local government structures. It is a timely, concrete and hopefully inspiring contribution to the on-going promotion of GRPB, as part of our efforts to transform Penang into a progressive and people-oriented state. Happy reading! And happy practice of GRPB!

YB Chow Kon Yeow
Penang State Exco for Local Government, Traffic Management and Flood Mitigation

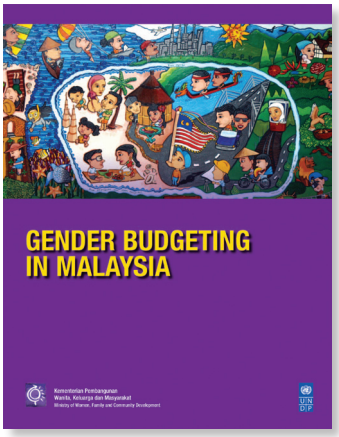
YB Chong Eng
Penang State EXCO for Youth and Sports, Women, Family and Community Development, and Chairperson of PWDC

INTRODUCTION TO GENDER RESPONSIVE AND PARTICIPATORY BUDGETING

WHY GENDER RESPONSIVE AND PARTICIPATORY BUDGETING?

GRPB is a "whole of government" activity that links together communities, agencies and all levels of government. It bridges the gap between service users and service providers. It also rests squarely in the context of good governance, and gender equality, and our search for the most effective, efficient, socially just policies and budgeting.

GRPB helps us recognise the often significant differences in the needs of different people. This importantly includes the differences between the needs of men and women, girls and boys. In addition there are also different groups of men and women, girls and boys. GRPB takes into holistic consideration the different situations, experiences, needs, contributions and potentials of these different groups. By doing so, it recognises the different services that are needed, and the different ways different people use and benefit from existing services. It increases our understanding of who needs supporting, where and how.



In 2005 the Malaysian Ministry of Women, Family and Community Development coordinated a GRB pilot project, involving five Ministries, supported by the United Nations Development Programme (UNDP).

Several Federal Treasury Call Circulars, since 2014, have encouraged the adoption of GRB, with the latest one (Ministry of Finance: Treasury Circular No.3 Year 2014, Item 21) making it compulsory. Even more reason to familiarise ourselves with the concepts and possibilities for implementing GRPB!

We should not forget that our budget represents our commitment to our policies and gives substance to them. It is our core instrument through which governments provide services and promote equitable growth and development.

GRPB IN PENANG

Penang has an inspiring experience of GRPB. In 2012, Penang became the first state in Malaysia to adopt Gender Responsive Budgeting (GRB) as part of its local government programme. It did this through a smart partnership between the Penang State government, the two municipal councils (Penang Island City Council (MBPP) and Seberang Perai Municipal Council (MPSP)) and the implementing agency, the Penang Women's Development Corporation (PWDC). In 2014 the programme was renamed Gender Responsive and Participatory Budgeting (GRPB) due to the importance of engaging the community actively in the policy and budget process.

There was already significant experience of Gender Responsive (Participatory) Budgeting from around the world, which was adapted and implemented in Penang and slowly across Malaysia too. This is particularly in the context of the establishment of Outcome-Based Budgeting (OBB) as the standard budgeting process for all levels of government throughout the country.

Drawing on this experience, we are now in a position to identify the different aspects and benefits of GRPB. We can chart approaches and steps involved in the planning, design and implementation of community-based GRPB processes and projects relating to the provision of public facilities. And importantly, we can also identify the steps necessary if we are to successfully institutionalise GRPB.

This is what this Manual covers. As the interest and use of GRPB develops nationally and globally, more and more people want to know not just the approach of GRPB but the "how" of implementation. Of course we recognise that there is no one blue-print: there are many different examples of projects and initiatives amalgamating GRB and Participatory Budgeting (PB) across the world. But this is our contribution based on our specific context and experience. We hope you find it useful.

THE BENEFITS OF GRPB

- ✔ **Helps achieve good governance.**
- ✔ **Includes all stakeholders in budget planning and delivery.**
- ✔ **Is responsive to different needs of different people.**
- ✔ **Addresses the gender gap.**
- ✔ **Allows data to support better and more informed policies.**
- ✔ **Strengthens the linkages between economic and social policy outcomes.**
- ✔ **Promotes openness and transparency.**

WHAT GRPB IS NOT

- **It is not only for women.**
- **It does not only concern women's groups and women's NGOs.**

BOTTOM LINE

- **It concerns us all, whoever we are, whatever our background and location.**

> **GRPB encourages good governance, recognising diversity and embracing the principles of inclusion, social justice, transparency, accountability, efficiency and responsiveness...**

PART ONE

HOW TO DO GENDER RESPONSIVE AND PARTICIPATORY BUDGETING WITH COMMUNITIES AND IN PLANNING PUBLIC FACILITIES

STEP 1: PRE-THINKING

Before we actually implement a GRPB project, there are crucial things that we need to think about.

- **OBJECTIVES AND INTEGRATION TO OVERALL POLICY GOALS**
  Crucially, what is the objective of our project? Is it a one-off or does it fit into our overall policies, planning and budget strategy? What is the outcome that we want to achieve? Does it respond to the needs of the people? Is it gender equitable?

- **STRUCTURE AND OWNERSHIP**
  Who is going to be responsible for its delivery and follow-up? What is the chain of accountability?

- **BUDGET RESOURCES**
  How much money have we allocated? Where is it coming from? Is it part of our overall budgeting or is it an 'extra'? If it is an 'extra', is it clear from whose budget line it is coming, and that it is enough?

- **HUMAN RESOURCES**
  Who will implement the projects? Have they the necessary training and understanding of what is needed and expected? Do we have enough (trained) staff within our organisation ready to take on GRPB initiatives? Who are our (community/local) partners? How will they be involved in the budget process?

- **EXPECTATIONS**
  What are our expectations of GRPB initiatives? Are they realistic? What do we think will be the expectation from the community partners?

Are we clear how we will communicate expectations and be able to meet those of the community and other stakeholders?

The importance of having clear lines of accountability actually tells us how important it is to institutionalise GRPB. For more on this, a crucial part of GRPB, see Part 2 of this Manual.

Clarity

- **Is GRPB and its objectives and processes clear to everyone, especially those who will be directly involved?**

To implement any GRPB initiative, we need our own staff and community leaders to understand the process and objectives. This is part of the institutionalisation process. In the interim we might engage the assistance of external partners with the appropriate skills and commitment to GRPB. The GRPB Team in the PWDC is one example of this.

STEP 2: IDENTIFYING A SPECIFIC COMMUNITY OR PROJECT

Our proposed GRPB programme may be in a specific community (low cost flats area, kampung, a residential area, or an estate community, for example). Or we may be planning to use GRPB to help us with the design or upgrade of a public facility (a playground, market, carpark, or community hall, for example). Or we may be looking to ensure that our services are more inclusive and gender balanced. Whatever it is, we are faced with a choice of where to locate our GRPB initiative.

Discussion of possible locations needs to involve all relevant departments and officials.

In the process of identifying a project, careful consideration must be given to the opportunities and the challenges related to whatever project that is under discussion. The criteria for choosing will include that it fits priorities, helps us respond to unmet demand and needs, helps us build or leverage partnerships, and takes forward our overall commitment to GRPB.

Site visits will be an important part of choosing a location or project.

In the identification of public facility projects, we will be considering how the planning, design and implementation of public facilities can be made more responsive to the different needs of different users, through involving beneficiaries in planning and feedback. We seek to ensure that all public facilities are family and gender friendly.

Good practice

- ✔ **Quality not quantity: Better to do one well rather than five badly.**
- ✔ **We know the process can take time: no rush.**
- ✔ **The location is accessible, perhaps already a responsibility of our state or municipal government.**
- ✔ **Readily identifiable local counterparts and partners.**
- ✔ **We are very sure we have people both from our staff and at community level who understand GRPB and what their involvement in the process.**

- ✔ **We are investing in training and capacity building for all parties involved.**
- ✔ **We look for data already available – for example in past surveys, census data, relevant research papers and feedback from local groups.**
- ✔ **Sometimes it is upon request from the communities which is wonderful.**

What to look out for

- Trying to do too much – involving too many communities or projects all at once.
- Still top-down – local community do not feel involved.
- We don't have the staff who understand the process involved in GRPB – the importance of really involving community.
- We ignore need to invest in skilling.
- Ditto: we don't pay proper attention to skill people from the community in terms of GRPB and what is expected. As a result, no one (group) within the local community understands or owns it.

Don't forget

We have good tools to help us identify a project and potential processes. See later Sections on planning and gender checklists.

STEP 3: INFORMING AND DISCUSSING WITH THE COMMUNITY AND OTHER STAKEHOLDERS

Once we have selected a project for our GRPB initiative, we need to inform the community of our hopes, plans and expectations of them. If the GRPB initiative involves a wider community, we can hold an open community meeting, facilitated by our local partner(s). If the GRPB initiative is centred on a facility, then we need to call together the users and other stakeholders of that facility.

GRPB is all about community and participation. To get the community involved, we need to share with the community as early as possible what we are planning and what we are expecting from them. At these initial meetings, we would outline our plans and our hope that they will be fully involved in all the next steps: mapping, prioritising needs, helping plan responses and helping monitor success. We must stress that we are looking for the contribution and involvement of all voices in the community or among stakeholders, including women, youth, the elderly, persons with disabilities, and so on.

It is important to get community buy-in at the earliest possible stage. Securing community buy-in may then involve the community in the next stage of designing the mapping – that would be good! And it sets the stage for their partnership throughout the project. This is the basis for successful GRPB implementation.

Good practice

- ✔ **There is clear explanation of goals and process.**
- ✔ **There is clear explanation of budget and any constraints.**
- ✔ **There is clear explanation of who is responsible for what.**
- ✔ **There is a clear timeline.**

What to look out for

- There is lack of explanation about what is planned.
- There is lack of explanation about budget allocations and expectations.
- People do not understand what is expected of them.
- There is no timeline or accountability.

STEP 4: MAPPING THE COMMUNITY (So we know who they are)

To ensure as much local participation as possible and from as many different groups in the community as possible, we need to be clear who is living in the community (or, for a public facility project, who are the users and beneficiaries or potential beneficiaries).

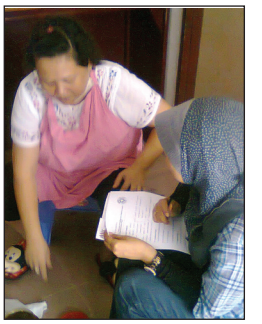
There are different ways we can do this, depending on the community or project and our resources. The following are examples of how we can undertake this mapping.

FULL CENSUS

Door to door census to identify name, age, education, mobility, employment, and other details of all household members. In Penang we did this in PPR Ampangan, PPR Sungai Pinang and Kampung Sungai Chenaam. It is possible to get the local community involved in doing this.

SURVEY FACILITY USERS

We can survey a sample of users relating to their background and how they use the facility in question. We can do this if we are upgrading a market, for example, or leisure facilities, car parks, upgrading toilet facilities, and so on. In Penang we did this for Campbell Street Market and in our project in Macang Bubok. Check out the **Appendix One** for the actual questionnaire we used.



USING KEY INFORMANTS

We can work with local leaders and other stakeholders to get information about the community and what we can expect.

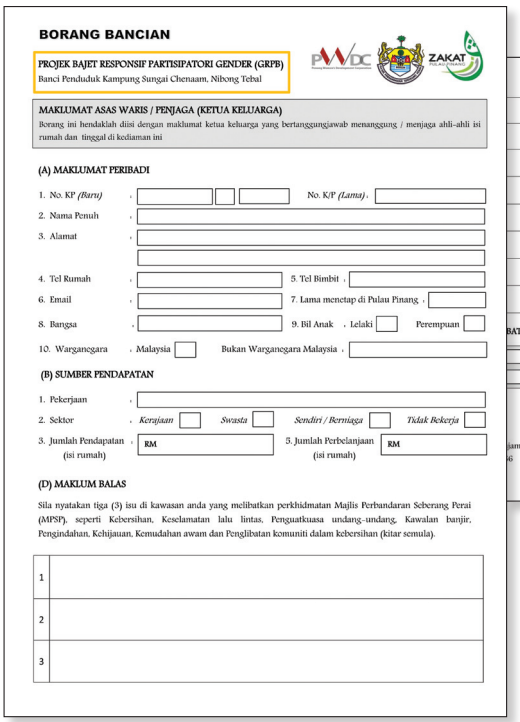
Check questions

Q1. **Type of mapping:** What have we chosen to do: full census, sample survey, key informants? Have we fully considered all options and chosen the most appropriate?

Q2. **Mappers:** Who have we chosen to do the mapping? What training do they need? Who is analysing the data? What training do they need? Can we involve people from the community or other stakeholders in the mapping? How can we do that?

Q3. **Informing the Community:** How are we preparing the community to expect the mapping? Is this a good opportunity to explain the project more fully?

Q4. **Confidentiality:** Are our mappers and the community fully aware that the information collected will be treated in strict confidence? How have we made sure of this?



BORANG BANCIAN

PROJEK BAJET RESPONSIF PARTISIPATORI GENDER (GRPB)
Banci Penduduk Kampung Sungai Chenaam, Nibong Tebal

MAKLUMAT ASAS WARIS / PENJAGA (KETUA KELUARGA)
Borang ini hendaklah diisi dengan maklumat ketua keluarga yang bertanggungjawab menanggung / menjaga ahli-ahli isi rumah dan tinggal di kediaman ini

(A) MAKLUMAT PERIBADI

1. No. KP *(Baru)* : No. K/P *(Lama)* :
2. Nama Penuh :
3. Alamat :
4. Tel Rumah : 5. Tel Bimbit :
6. Email : 7. Lama menetap di Pulau Pinang :
8. Bangsa : 9. Bil Anak : Lelaki Perempuan
10. Warganegara : Malaysia Bukan Warganegara Malaysia :

(B) SUMBER PENDAPATAN

1. Pekerjaan :
2. Sektor : *Kerajaan* *Swasta* *Sendiri / Berniaga* *Tidak Bekerja*
3. Jumlah Pendapatan (isi rumah) : RM — 5. Jumlah Perbelanjaan (isi rumah) : RM

(D) MAKLUM BALAS

Sila nyatakan tiga (3) isu di kawasan anda yang melibatkan perkhidmatan Majlis Perbandaran Seberang Perai (MPSP), seperti Kebersihan, Keselamatan lalu lintas, Penguatkuasa undang-undang, Kawalan banjir, Pengindahan, Kehijauan, Kemudahan awam dan Penglibatan komuniti dalam kebersihan (kitar semula).

1	
2	
3	

Survey Form

Jantina	Umur	Status Perkahwinan	Pendapatan	Pendidikan	Pekerjaan	OKU (✓)	Sila Nyatakan

BAT SAHAJA

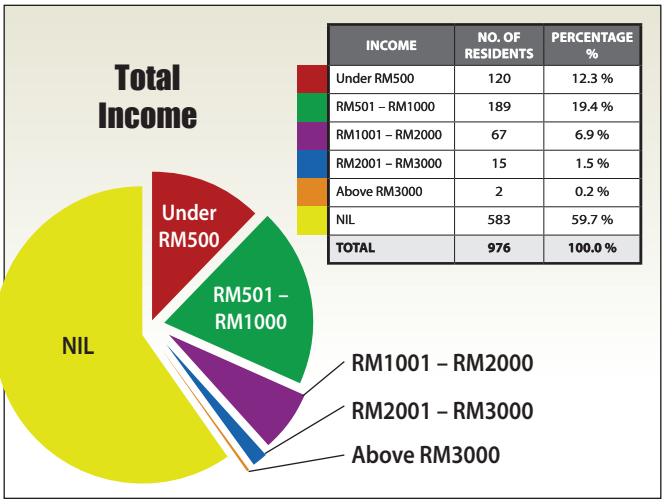
Tarikh Bancian : Masa Bancian :
Tarikh Memasukan Rekod : Tanda tangan :

Untuk pertanyaan & maklumat lanjut
Sila hubungi pasukan Bajet Responsif Partisipatori Gender

www.grb-pwdc.org.my
mohd.yuri@grb-pwdc.org.my
012-519 7950 / 04 - 261 2833Tingkat
47, KOMTAR, 10303 Pulau Pinang

Example of a census form. If we choose to do a census, we will need a census form and a team of people to 'administer' the forms. It is possible to use people from within the community to do this.

Crucial here are issues of confidentiality: whoever is collecting the data must be clearly told that all information is private and cannot be divulged.



INCOME	NO. OF RESIDENTS	PERCENTAGE %
Under RM500	120	12.3 %
RM501 – RM1000	189	19.4 %
RM1001 – RM2000	67	6.9 %
RM2001 – RM3000	15	1.5 %
Above RM3000	2	0.2 %
NIL	583	59.7 %
TOTAL	**976**	**100.0 %**

Example of a breakdown we can get from our mapping. Knowing who lives in the area, knowing who are the users, beneficiaries or potential beneficiaries of a facility, will allow us to better plan the next step: how we involve as many people as possible in identifying, prioritising and helping meet the needs of the community.

Mapping a community where we want to initiate a GRPB project, or mapping or surveying the range of beneficiaries or users of a public facility project, allows us to identify the range of people involved, the potential different needs and uses involved, and also may help identify potential partners within the community or amongst stakeholders.

Good practice

- ✔ **Commit to process of participation, lots of talking to people individually and together.**
- ✔ **Get local people, including women, involved in the data collection process.**
- ✔ **Respect confidentiality and ensure data gatherers are fully aware for such respect.**
- ✔ **Careful planning of what data is needed from individuals; not to make questionnaires or forms too long.**
- ✔ **Clear communication to respondents about what the data is for and that privacy will be respected.**
- ✔ **Good awareness of other data resources re the community or project area – e.g. past surveys, census data, feedback from local groups, any relevant research papers...**

What to look out for

- Getting too impatient too quickly because the local community is not responsive.
- Local community slow to understand what is expected of them.
- Local community expects everything to be done for them; not involved.
- Local involvement heavily reliant on one or two people – no wide involvement.
- No transparency, people get suspicious.
- Local politics affects involvement and impedes progress.
- Different people have different expectations of the project resulting in tensions or frustrations.

STEP 5: GETTING THE COMMUNITY TO IDENTIFY AND PRIORITISE ITS OWN NEEDS

This is the most central and crucial step in our GRPB work. It gives the substance to the whole ethos of GRPB, which is to involve women, men and children as appropriate in the identification and meeting of "different people, different needs". Getting the community to identify and prioritise its own needs is a key process.

5-1. FOCUS GROUPS

Focus groups are a great way to make sure different people are given a chance to voice their particular concerns. Having one or two large community meetings may not get us the range of needs, because many people are shy to speak and will remain unseen and marginalised. Having smaller, specific focus groups will help get round this.

Depending on the results of the mapping (Step 4.) and the nature of the GRPB initiative, we might consider arranging different focus groups for different age groups, and separate ones for women and men. So for example a range of focus groups might be as follows:

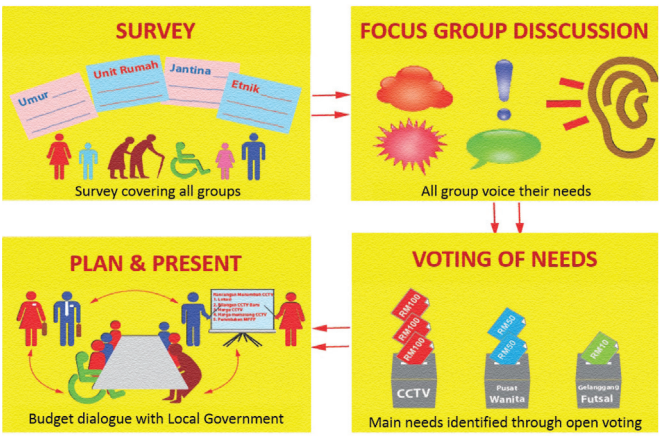
- separate men/women focus groups for under–18s
- separate men/women focus groups for 19–30 year olds
- separate men/women focus groups for 31–60 years olds
- separate men/women focus groups for over–60s.

Whatever we choose, we need to make sure persons with disabilities and other often marginalised groups are included. The challenge is to be as inclusive as possible and to ensure that an enabling environment is made available for the free expression of ideas and views. (See **Appendix Two** for a focus group schedule.)

THE AREAS OF QUESTIONING MAY INCLUDE:

- What are the issues or problems you experience?
- Which groups are particularly affected by these issues or problems?
- Why do these issues or problems occur?
- How can these issues or problems be resolved?
- What is the process you can suggest for a solution(s)?
- Who benefits from resolving these issues or problems?

The feedback we will get from this process will be invaluable in helping us, together, identify the next stage. We may decide to tackle certain issues of major concern to all groups, or to concentrate on one or two highlighted by particular groups. Or, if we are planning a "voting" step, we will choose a cross-section of issues from the focus groups.



One process for a GRPB community-based project: Census (Step 4), Focus Groups and Voting (this Step 5) leading to 'solution' (Step 6).

Further, the information gathered in this process will remain key information of the perceived needs of the community. We can feed this into our databases, and use it to guide our future policies and budget initiatives.

Good practice

- ✔ **Clear explanation of what it is all about / what we are asking them to identify.**
- ✔ **Good communication of how people can be involved: making the most of inclusive opportunities.**
- ✔ **Making sure people have realistic expectations of outcomes.**
- ✔ **Lots of focus groups, fully representing the diversity in the community.**
- ✔ **Clear feedback to community on each step/result.**
- ✔ **Linking GRPB initiatives to local celebrations / festivals: combining 'work' and fun**

What to look out for

- We assume community knows what is happening, but they might not be clear
- Poor participation in focus groups because of insufficient mobilisation of the community
- Some groups feel hard done by if their issues are sidelined
- Unrealistic expectations lead to frustrations
- Uncertainty of what happens to suggestions/feedback

5-2. VOTING

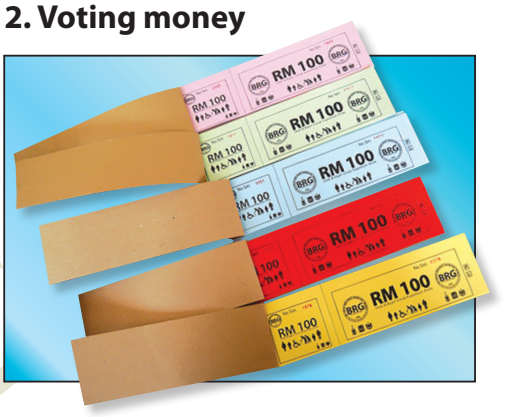
Voting is one way to allow the local community or stakeholders to identify their own priorities. It has been successfully used as part of a number of GRPB projects in Penang. For example, following a series of focus groups, seven key areas of concern were identified by the community. These were then put up for a vote to elect the most pressing issue. All residents over aged 10 and above were given a nominal RM500 (divided into 5 x RM100 paper notes) which they could put into their chosen boxes. The vote was conducted over three days; there was a carnival and other events; turnout

was above 65%. The final 'results' were published. The local Residents' Association then followed-up through discussions with the relevant local council department staff on the implementation of the selected priorities (Step 6).

Voting process

1. Registration

2. Voting money



3. Topics to be voted on

4. Decision making

5. Voting

6. The results

GRPB Family Day (Hari Keluarga) and Launching of Phase 4 Implementation of GRB for PPR Ampangan Residents at Taman Bandar.

Check questions

Q1. **Who is Involved?** Who are your local partners? Are you reaching everyone you need to? Are you maximising opportunities for participation of the community or other stakeholders at all stages of the process?

Q2. **Process Clear:** Are people clear of the process? How will their input into focus groups be taken forward? What the next stage is in terms of bringing all the recommendations together and finding a way to prioritise them?

Q3. **Fun:** Are we taking advantage of the possibility of having fun while also prioritising community feedback? For example, have a Voting Carnival Day? Family Day? or something similar?

Summary: public facility

- Decide on the feedback you need.
- Show proposal to appropriate groups.
- Bring priorities from each group into a common whole and IDENTIFY/LIST priorities.
- If appropriate, organise a VOTE on these priorities.
- Share the results in an open meeting!

Summary: community level

- Decide on the focus groups you need
- Facilitate through community/partners
- Bring priorities from each group into a common whole and IDENTIFY/ LIST six or seven common priorities
- Organise a VOTE on these priorities
- Share the results in an open meeting!

> **Securing equal participation of women and men is a key prerequisite to good decision-making and effective budgeting...**

STEP 6: PLANNING THE RESPONSE

Now we have the priorities from the community, the next and crucial stage is to choose what our response will be. What project(s) are we able to choose for implementation? What does our budget allow? The top overall priority as voted by the community? Are there others we can also tackle?

This is where the question of money really comes in. If we have been following this Manual step by step, we will already have discussed and allocated a budget for our GRPB initiatives, and the amounts and constraints will have been clearly and regularly communicated to the community and other stakeholders. So we will already be clear to ourselves and have already been sensitive to any expectations of partners in terms of how much money is available.

So now, depending on what priorities have been identified out of the process of working with the community or other partners, we need to sit down and work out exactly the response(s) which we can afford.

The openness and inclusivity of discussion and (financial) information up to now is crucial here because women and men in the community will

already be aware of the parameters of this next stage. They will understand the budget constraints we might face in considering what exactly the financial implications are if we are to tackle the issue(s) as prioritised by the community.

We will need to get the relevant department(s) on board, of course, and once it is clear what initiatives can be taken given financial resources, we need to get the relevant officials working together with the community and other stakeholders to design and implement a solution that is mutually acceptable.

And of course the openness and inclusivity of the GRPB process will mean that meanwhile we have fulfilled in a most positive way our obligations to transparency and accountability.

Checklist

- **Our staff are clear:** The relevant departments and officials are clear as to the contexts of choosing response(s) – including meeting expectations in ensuring community participation in choosing and devising solutions.
- **Community is clear:** Community representatives or user groups are clear as to the expectations of working together with officials to choose and implement best solutions. Again ensure that men and women are equally represented.
- **Budget and timelines are clear:** Everyone is clear about budget limitations and timelines expected.

Good practice

- ✔ **Positive approach/quick follow-up meetings involving all stakeholders.**
- ✔ **Budget allocated already clear.**
- ✔ **Staff already briefed and trained in what to expect, can manage process.**
- ✔ **Openness and inclusivity in seeking viable solutions.**

What to look out for

- Slowness of follow-up, momentum lost.
- Budget not made clear = uncertainty what exactly can be done.
- Competing groups in community = division.
- Local government staff not sure of process, become demoralised.
- Community still 'dependent', waiting for things to be done for them.

> **If we secure a wide participation from all voices in the community, GRPB means we will attain good governance through inclusion and a more transparent process of policy making...**

STEP 7: IMPLEMENTING THE PROJECT

Once viable response(s) have been identified after considering the financial implications, the next Step is to implement that response with the full involvement of the community or facility users. This will see the development of partnerships with those we have already been working with in the community or among the user groups, and often the extension of partnerships to new groups and stakeholders.

The following are examples of Penang GRPB experiences of this Step:

Having voted for a new Taman Rekreasi as the top priority (Steps 1 to 5), the community now works with Council officials to design the new playground. This maintains community involvement, ensures transparency and accountability, and helps the community to understand budget planning and allocation.

In another project, after the various parts of Step 1 to 5, cleanliness in a low-cost flat location was highlighted as one of the most urgent issues. The Council then worked out a cleanliness contract with the residents association – employing workers from among the families living in that community. There was also a conscious decision to have a gender balance in the hiring of staff. This innovative and hugely ground-breaking initiative means there is both direct involvement of residents in the 'solution', and the economic benefits are also going to the community.

In Step 5, users of a public market gave their feedback about what to incorporate in a proposed upgrade of a market. In this Step, users representing different gender and age groups, now discuss with the architect how their suggestions can be integrated into the new plans.

Where the project concerns a public facility, the same procedure is needed: to take the feedback from users/ beneficiaries/potential beneficiaries of a project back into the implementation of the project design/upgrade.

STEP 8: MEASURING SUCCESS VIA ON-GOING MONITORING AND EVALUATION

Monitoring and evaluation is a crucial part of GRPB. This is true for Outcome-Based Budgeting generally. We need to know what the impact of our decisions and projects have been in order to make any necessary adjustments for that particular project and in order to generate on-going momentum for work with other communities and in other projects. The question is: have we achieved our objectives in relation to gender equality and social justice?

In Part 2, we talk about the crucial importance of data and the fact that GRPB brings us several excellent tools to help us assess impact and success. The underlying concern is that to do this properly, good sex-disaggregated data and data collection procedures are essential.

Once we have monitored and evaluated our initiatives, we need to feed the results back into the budget cycle. It is all an on-going process.

In the low-cost project mentioned earlier, with a change in cleanliness partnerships between local residents and the council following the GRPB process, we conducted a survey in the community to get feedback on the new arrangements and obtain any suggestions for improvement.

In a project which prioritised a new playground, once the new facility was running, we conducted a follow-up user survey.

We can extend our understanding through commissioning in-depth studies on, for example, how women were empowered by the project.

Good practice

- ✔ **Integration of purposeful use of GRPB data tools in data collection and analysis.**
- ✔ **Ability to incorporate participatory practice in data gathering.**
- ✔ **Strong culture and emphasis on data collection and analysis at organisational level.**
- ✔ **Data refers to overall strategic gender goals and GRPB-related KPIs.**
- ✔ **GRPB a clear reference point in identifying and meeting different needs in addressing gender equality and social justice.**

What to look out for

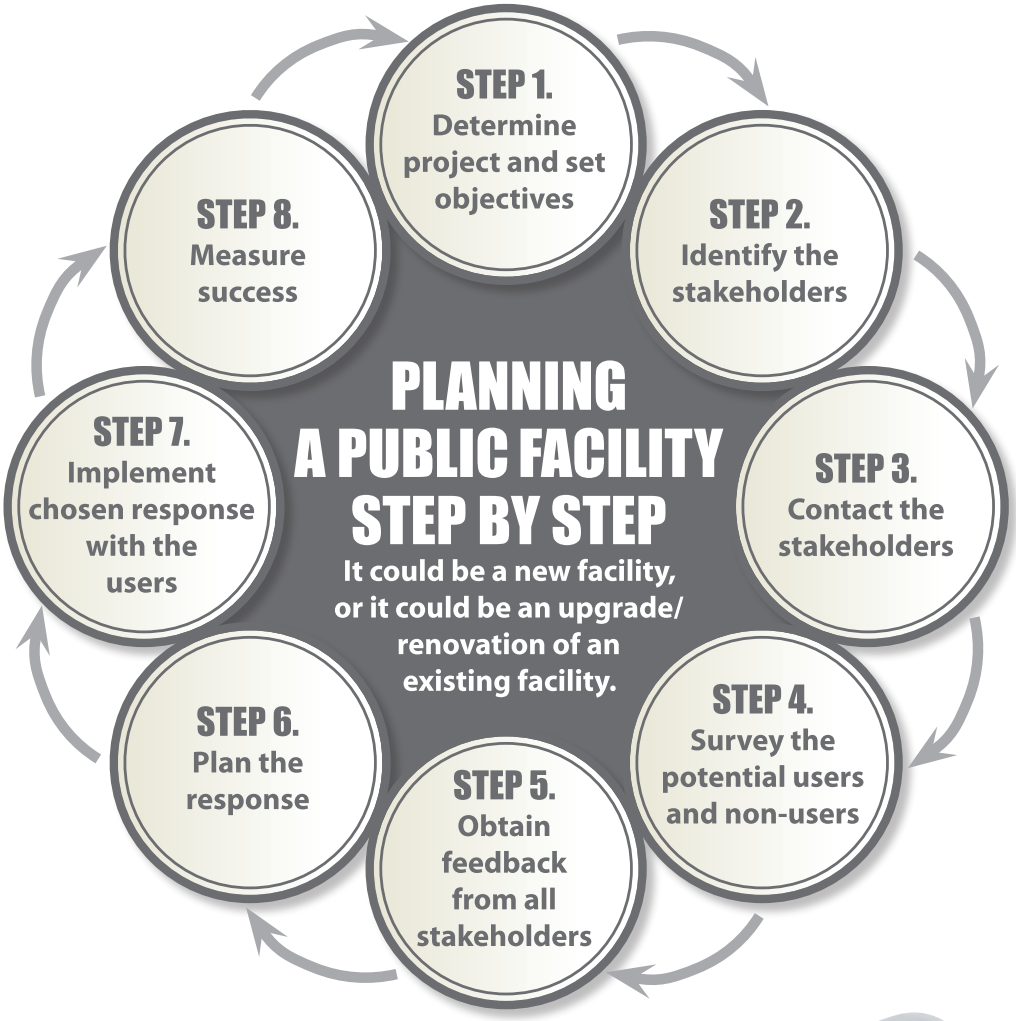
- Low emphasis in organisation re data collection and analysis.
- Lack of monitoring mechanism; monitoring not seen as important.
- Data collected ends up on a shelf; collects dust.
- Lack of understanding on the importance of feeding impact back into the next cycle.
- Lack of skills in interpreting data.
- No strategic use of data in planning and budgeting.

> **Budgets matters because they determine how government mobilise and allocate public resources. Budgets are used to shape policies, set priorities and provide the means to meet the social and economic needs of citizens...**

RECAP: HOW TO DO GRPB WITH A COMMUNITY

If we follow the various steps, then we can implement GRPB! Just remember that each step will demand input from us, and part of that is to make sure we have the understanding and the resources (human and financial) to do GRPB well. In the end, if this is institutionalised, then we are in a great position to benefit from GRPB as part of our wider strategic goals and as part of our planning and budgeting processes of a people-centred government.

RECAP: HOW TO DO GRPB FOR A PUBLIC FACILITY



PART TWO

HOW TO INSTITUTIONALISES GENDER RESPONSIVE AND PARTICIPATORY BUDGETING

WHY INSTITUTIONALISE?

One-off GRPB projects are all very well, but to make GRPB sustainable for the future and integral to budgeting processes and outcomes, we have to institutionalise it.

How do we do this?

1. We **need to integrate** GRPB into our overall strategic planning and into our mainstream Outcome-Based Budgeting (OBB) processes.
2. As the federal, state or local government, we **have to establish clear structures and mechanisms** by which GRPB can be supported and GRPB initiatives taken forward.
3. We **have to understand the crucial importance of data** to our policy and budgeting decisions, and understand how GRPB offers a number of tools which will help us in delivering and evaluating the impact of our policy and budgeting decisions.
4. We **have to commit to building capacity** within our organisation so that staff and others are empowered to support and deliver GRPB.
5. We **have to understand the annual planning and budget cycle** and work to make sure that GRPB makes its positive contributions at each stage of that cycle.

Why should we do this?

To integrate gender and participatory objectives and perspectives into our planning and budget cycle so **as to achieve overall goals of gender equality and social justice.**

1. INTEGRATING GRPB INTO OVERALL STRATEGIC PLANNING AND BUDGET PROCESSES

Successful institutionalisation of GRPB will only happen if GRPB is made an integral part of our overall strategy and planning and budgeting processes.

This should not be too difficult. We already have an overall mission statement and vision which will almost certainly reflect generally the objectives of GRPB. We already have our strategic planning meetings and processes, into which we can easily incorporate GRPB concerns and analysis. And we already have our Key Performance Indicators (KPIs) which we can adapt or extend to include KPIs that reflect GRPB goals and achievements.

Specifically for budgeting, one reason why these are such exciting times for GRPB is that the adoption of Outcome-Based Budgeting (OBB) processes as standard across the country makes inclusion of GRPB relatively straightforward. The processes and vocabulary of an OBB cycle are very similar to those of GRPB. This has been recognised in both federal and Penang state Treasury Call Circulars, which have strongly advocated the adoption of GR(P)B into overall budget planning at every level of government. The more recent ones have made it mandatory for us to do so.

So we just need to incorporate the objectives and the specific activities of GRPB into our overall strategic planning. And in our discussions of planning and budget process, similarly we should now include GRPB.

Integrating GRPB into Strategic Planning

There are many examples of how GRPB has been integrated into existing overall strategic planning processes. Here are some possibilities.

Diagram 1: OBB Strategic Planning Steps

This is based on a presentation at an MBPP "Strategic Planning for Outcome-Based Budgeting" workshop.

STEP 1: Formulate Overall Priorities	
GRPB OVERALL: To be better at understanding and including the needs and contributions of women and men in our communities.	**SPECIFIC GRPB INITIATIVE:** To upgrade a public market to ensure the needs of all users are met.

STEP 2: Cascade Priorities down to Programmes	
GRPB OVERALL: To implement selected initiatives and projects specifically designed with GRPB processes and outcomes in mind.	**SPECIFIC GRPB INITIATIVE:** Plan a step by step process (see Part One of this Manual) involving the local community/ market users.

STEP 3: Validate Existing Work Flow	
GRPB OVERALL: Ensure structures and mechanisms are in place to provide ownership, direction and accountability.	**SPECIFIC GRPB INITIATIVE:** Check that we have the right information and people involved.

STEP 4: Create New Work Flows within existing Structures	
GRPB OVERALL: Introduce new trainings/capacity building/project initiatives both within our organisation and 'on the ground' which incorporate innovative GRPB approaches and principles.	**SPECIFIC GRPB INITIATIVE:** Use experience to institutionalise steps/ data collection for all future similar projects.

STEP 5: Ensure Focus is on Programmes and Performance	
GRPB OVERALL: Develop appropriate KPIs (both departmental and staff-based); ensure on-going project/budget analysis includes sex disaggregated data collection and use of gender analysis tools.	**SPECIFIC GRPB INITIATIVE:** Make sure there has been on-going monitoring and evaluation of the market initiative to feed in to future planning and budgeting.

Diagram 2: GRPB planning process (Option 1)

We can also 'chart' our GRPB plans and budget allocations in the same way we would present any planning in the context of OBB.

Outcome Gap Identified	**No sex-disaggregated data (SDD) systematically collected or analysed relating to licensing (hawkers and market traders). Meaning it is difficult to assess impact of licensing policy on gender goals.**
Issue	**No relevant policy or Circular from appropriate authority/ Department/ or Council Committees, relating to systematic collection and analysis of SDD.**
Objective	**To devise and implement a system to ensure SDD is properly collected and analysed across Deperatments.**
Input and Process	◗ Mechanism: To produce a Circular on SDD. ◗ Human resources: Select and train specific staff in the collection and analysis of SDD. ◗ Organise a workshop to widen awareness of SDD to other staff in the organisation. ◗ Steps: Select the most appropriate software to use in the recording and analysis of SDD. ◗ Plan and implement the training programme for staff.
Output	◗ Circular on SDD implemented by January 2017. ◗ First training for selected staff by September 2016. ◗ Wider trainings for other staff held by August 2016 and October 2016. ◗ Software selected and in full use by January 2017.
Unit(s) Responsible	◗ Corporate Affairs/Research Department. ◗ Licensing. ◗ Finance. ◗ Gender Committee and/or Gender Focal Points. ◗ All departments to commit to enhancing awareness and use of SDD.
Budget allocated	◗ As appropriate.

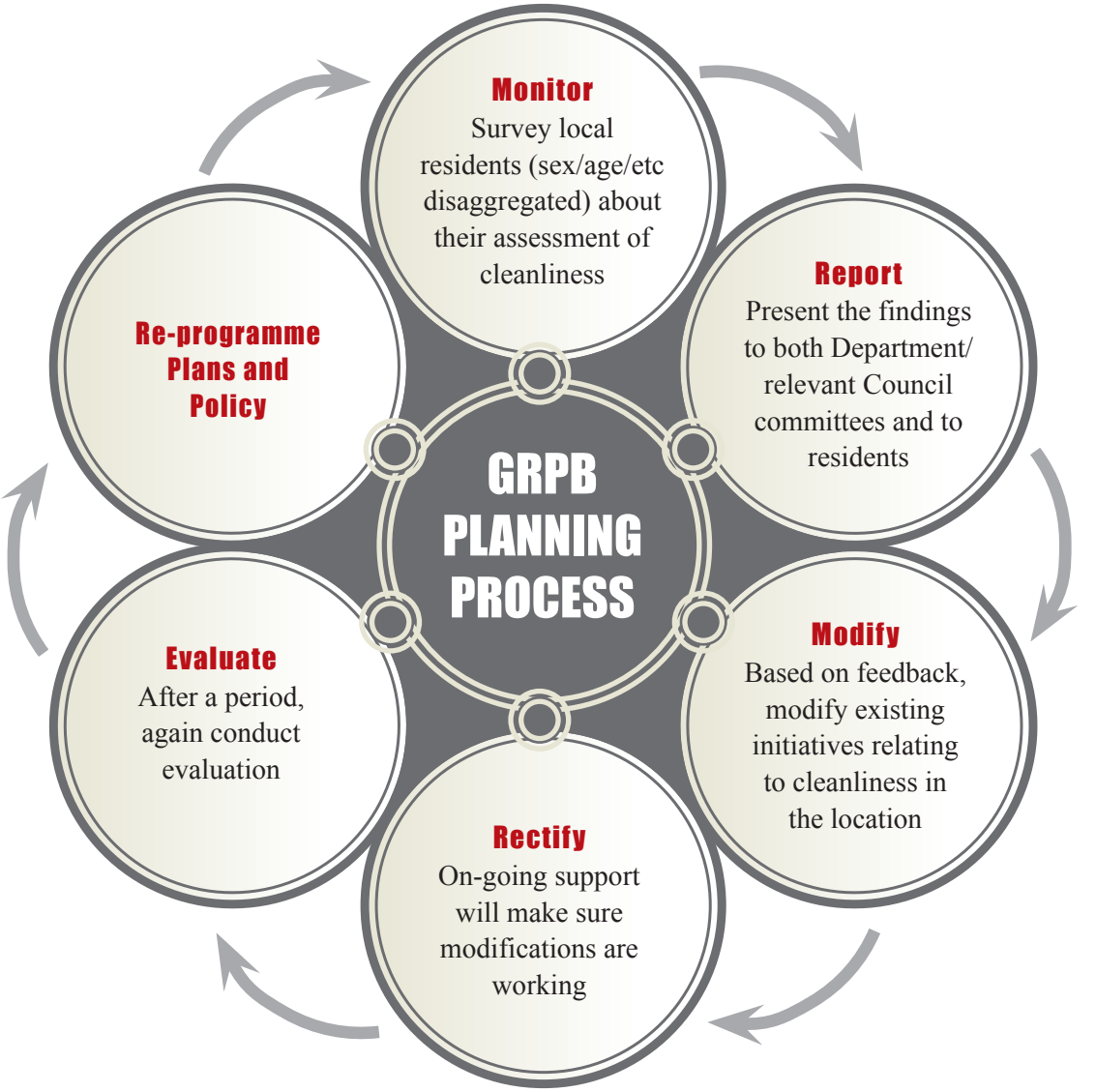
Diagram 3: GRPB planning process (Option 2)

This is a process set out in Council planning workshops, tailored here to upgrading a vending site in Batu Ferringhi.

...the adoption of Outcome-Based Budgeting as standard makes inclusion of GRPB relatively straightforward...

Diagram 4: GRPB planning process (Option 3)

This is based on a cleanliness project in PPR Sungai Pinang and the award of a contract of cleaning to a company comprising of residents.



This particular diagram emphasises **the importance of on-going monitoring**, crucial to ensure that our plans and our budgets are being implemented and used as wisely and effectively as possible. This is true for both specific GRPB initiatives as well as general OBB evaluation. The two are so closely intertwined.

Extending GRPB

Mission statement

All of us will have our mission statement, setting out the overall goals of our organisation. The goals of GRPB will almost certainly resonate strongly with these, and institutionalising GRPB will automatically help us achieve our Mission in a very practical way.

Key Performance Indicators

We are increasingly using KPIs to set out our basic standards and goals and to monitor performance. So to help ensure GRPB is institutionalised in our organisation, we can extend our KPIs to include GRPB concerns and targets.

This will mean our KPIs will reflect the commitment of the organisation to the promotion of gender equality at every level and in all outcomes, outputs and activities.

So our KPIs may set performance standards with regard to increasing gender diversity in recruitment, promotions, and accessing training and other skilling opportunities, for example. Where staff are involved in activities with communities or external partners, KPIs can also reflect the commitment to (gender) inclusivity, the sort of processes of participatory budgeting outlined in the **Part 1 of this Manual**. Again depending on which staff, KPIs should also reflect the commitment of the organisation to collect and analyse good sex-disaggregated data, as part of the crucial on-going monitoring and evaluation process.

Further, where appropriate, KPIs should also include indicators to assess how far officers have ensured that the structures and mechanisms established to take GRPB forward are becoming more participatory and inclusive. This will ensure there is clear accountability for furthering our commitment to gender equality.

We also have other hooks on which to hang the importance/complementarity of GRPB.

LA21

Many of us have an LA21 committee or something similar. LA21 commits us as local government to working with the community, in an inclusive, sustainable and creative way. GRPB shares very much the same goal, and so fits in very neatly with our LA21 work.

Gender and family-friendly checklist

Another useful tool to which we can easily refer is the Gender Checklist. There are a number of these we can use in our on-going planning and monitoring. They include the existing Gender and Family Friendly Checklist which is recommended to be used in the built environment for public buildings and facilities. This checklist provides immediate awareness about those items that must be considered if the different needs of women and men are to be taken into consideration. The full checklist is presented in the **Appendix Three**. The more we use these lists as a norm, the better it is. GRPB is then truly becoming integrated into our work.

Check questions

Here are some questions which will help focus us and keep us on track.

Q1. **Access?** Will men and women have equal access to this project? Will other groups, for example persons with disabilities, including women, have access to this project?

Q2. **Participation in Decision-making?** Have the community been properly included in the project design? What avenues have been made available to them to promote participation? Have the less vocal groups (such as youth, women, persons with disabilities) been approached and have they participated? What is the nature of their participation? Who has been empowered? How have women been empowered?

Q3. **Benefit?** Who exactly benefits from this project? Is one group of people benefitting more than others? Is this something we planned for? Are we aware of the impact this project will have on women, men, girls, boys, the elderly and the disabled? Do we have the right

data to evaluate the benefit(s) of this project and which will assess our effectiveness? Will this initiative have any negative impact on any group in our society? Can we mitigate this?

Q4. **Power and Control?** Who controls the decisions in this project? Who sits in the decision making structures? Does this control bring any bias or presumption? What steps have been taken to ensure that all groups are represented in the decision-making and that the decisions reflect the wide range of experience and needs within a community? Are women, especially poorer women, taking part actively in decisions and actions that affect their lives?

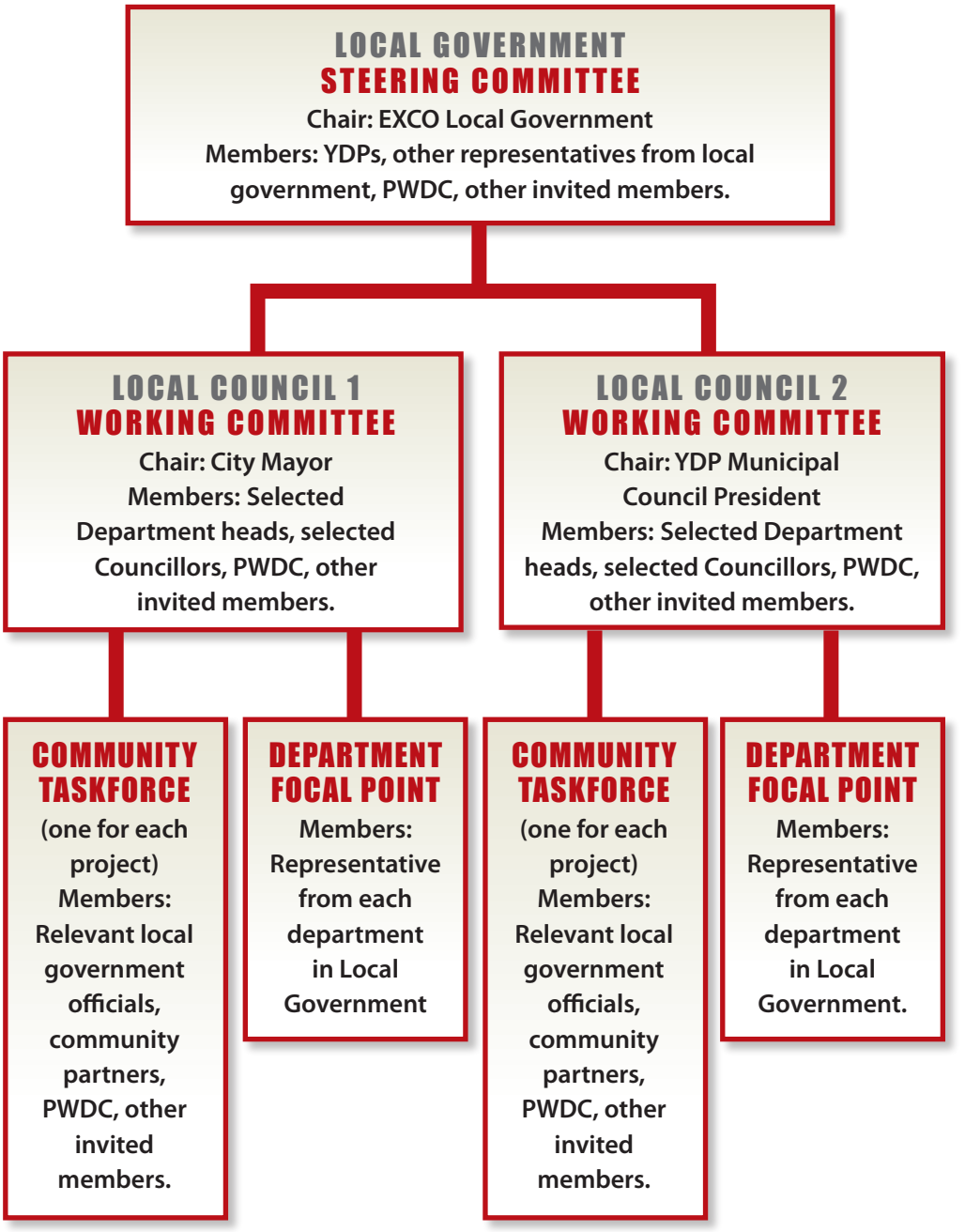
As can be seen from the above examples, GRPB processes and goals dovetail easily into the processes and goals of OBB planning. This makes the institutionalisation of GRPB straightforward. Making sure it happens will ensure that GRPB goals are automatically integrated into more general, overall objectives and strategies. More than this, it will also help us incorporate all the principles of good governance into our daily practice in planning and budgeting.

2. ESTABLISHING CLEAR STRUCTURES AND MECHANISMS

We need to create structures that can best deliver our overall organisational strategy. So if we integrate GRPB into our overall strategic goals, we need too to create structures that can support and advocate for GRPB as an integral part of our organisation's planning and budgetary goals. Without such structures, GRPB will not be sustainable.

> **Councillors and state government officials need to be ready to build their knowledge and confidence in GRPB.**

This is an example of the structure established by the Penang local government to take ownership and guide the progress of GRPB in the state.



Creating the right structures will help us support all the initiatives needed to make GRPB a reality for every single one of us.

The structures will ensure accountability and transparency and will help us achieve our targets of good governance.

A meeting of municipal officials to discuss GRPB proposals: now an integral part of local government.

Good practice

- ✔ **Buy-in from the very top ensures direction.**
- ✔ **Commitment seen through vibrant participation at all levels.**
- ✔ **Plenty of champions.**
- ✔ **Clear benefits and visibility.**
- ✔ **Strong and wide community base.**

What to look out for

- Lack of buy-in from top.
- No direction because no ownership.
- People just 'turn up' in committees without any real interest/ commitment.
- No real understanding of structures, responsibilities and benefits.
- Fear of extra work.
- Benefits not seen or shared.
- Community base weak.
- Over-reliance on one or two champions.

3. RECOGNISING THE CRITICAL IMPORTANCE OF DATA

It is hard to exaggerate the importance of good data. Good data, disaggregated by sex and other socio-economic indicators, is fundamental to good governance. It is fundamental for our policy planning and for analysis of its success. GRPB emphatically endorses the need for good sex-disaggregated data.

Good data collection and analysis will help us assess the impact of our budgeting on the different needs of different groups, including gender and to guide us in our planning at different stages of the budget cycle.

Many of the processes and questions we have been raising above with regard to GRPB and OBB planning and monitoring can only be answered satisfactorily if we have good sex-disaggregated data.

We can use existing data sources such as census, surveys and various information systems in our organisation. We need to make sure that it is possible to sex-disaggregate the data.

GRPB brings us new tools, which will extend sources of data collection. These include:

- public expenditure tracking.
- beneficiary impact assessments.
- beneficiary incidence analysis.
- gender audits.

Familiarising ourselves with these tools will help us understand:

- The opportunities we have for including all groups of users and the public in assessing needs and solutions.
- How policies impact different people and different groups of people.
- How effective we are in our planning and budgeting decisions.
- How we might adapt such decisions to become more effective and impactful.

This is crucial for us to be able to measure the success or otherwise of our overall outcomes, for a socially just, equitable, prosperous and peaceful society.

Gender breakdown of budget allocation

Following Diane Elson and Rhonda Sharp, any budget can be broken down into three main components:

1. **Budget allocations which are clearly gender-based and can be quickly assessed as such.**
   For example:
   - Women's health programmes.
   - Special education initiatives for teenage boys.
   - Employment policy initiatives for women.

2. **Budget allocations which affect women and men, but which need disaggregating in order to assess its relative impact.**
   For example:
   - Training for clerical officers.
   - Rewriting job descriptions to reflect equal employment opportunity principles.
   - Provision of crèche facilities.
   - Parental leave provisions.

3. **Budget allocations which are general in nature and not so easily analysed in terms of gender impact.**
   For example:
   - Cleanliness budget.
   - Expenditure on street-lighting and roads.
   - General City Hall maintenance.

One advantage to thinking about budgets in this way is that we begin to understand the connection between budgets and (gender) impact. One crucial lesson GRPB tells us is: budgets are not gender neutral. We might think they are, but once we start breaking them down, it is clear that certain expenditures benefit certain groups more than others.

GRB DATA TOOLS EXAMPLE 1

Benefit Incidence Analysis

Benefit Incidence Analysis is a GRPB tool, used to assess the extent to which different socio-economic groups benefit from government spending or subsidies. For GRPB, this importantly includes assessment of the different proportion of spending reaching women as distinct from men. Using this tool will help our overall assessment of how we are doing in terms of meeting overall strategic gender goals.

Project Objective: To assess whether our issuing of hawker licenses meets gender goals.

Project Steps

1. Get data on total number of hawker licenses issued

Hawker Centre	Total No of Licence Holders (%)
Batu Lancang	209 (100)
Taman Tun Sardon	97 (100)
Bayan Baru	140 (100)
Medan Renong	52 (100)
Chowrasta	60 (100)

2. Get sex disaggregated breakdown of these overall figures

Hawker Centre	Men License Holders (%)	Women License Holders (%)	Total (%)
Batu Lancang	135 (65)	74 (35)	209 (100)
Taman Tun Sardon	66 (68)	31 (32)	97 (100)
Bayan Baru	84 (60)	56 (40)	140 (100)
Medan Renong	42 (81)	10 (19)	52 (100)
Chowrasta	46 (77)	14 (23)	60 (100)

This can already lead to some analysis and discussion of whether in the interests of gender equality we need to adjust our policy with regard to how/to whom we issue licences. But we can do more.

3. Get data on overall expenditure on hawker centres

Hawker Centre	Operational Costs (RM)	Operational Costs per licence holder (RM)
Batu Lancang	16,412.98	78.53
Taman Tun Sardon	26,115.91	269.24
Bayan Baru	190,849.54	1363.21
Medan Renong	18,062.99	347.37
Chowrasta	19,643.65	327.39

4. Combine this data with sex disaggregated data of license holders (as above), and analyse this data to see whether results fit gender goals

Hawker Centre	Opera-tional Costs (RM)	Operational Costs per licence holder (RM)	Benefit Incidence Analysis	
			Men	Women
Batu Lancang	16,412.98	78.53	10,601.55	5,811.22
Taman Tun Sardon	26,115.91	269.24	17,769.84	8,346.44
Bayan Baru	190,849.54	1363.21	114,509.64	76,339.76
Medan Renong	18,062.99	347.37	14,589.54	3,473.70
Chowrasta	19,643.65	327.39	15,059.94	4,583.46

5. Feed analysis back into planning and budget cycle

From this data, we can clearly see that many more men than women obtain and benefit from hawker licenses. We now need to consider if this is acceptable or whether we need to change our policy. We might decide to follow-up with a survey of actual stall managers, which may indicate there are actually more women than men looking after the stall, but who are not the license holder. We might do a survey then to find out whether they would like to be a license holder and what it is that has prevented them from being one. By extending our data gathering and combining different data techniques, we can build up a comprehensive understanding of a particular (policy) area. This will allow us to make better, informed decisions in the context of our overall objectives and budget outcomes.

We can extend this sort of Benefit Incidence Analysis to other areas of our budget expenditure.

Project Objective: To assess whether the use of a public health facility is not gender biased.

- We are spending RM125,000 on annual operational costs of a swimming pool, part of our provision of sports facilities as a way to encourage good public health. An analysis of users of the swimming pool might tell us that 182,000 men and 78,000 women use the pool over the year.
- We can then breakdown our expenditure into unit operational costs (RM0.47 per user) and then aggregate it by sex. This will tell us that men benefit to the tune of RM78,960.00, and women, RM33,840.00.
- We may want to brainstorm how we can correct these obvious imbalances and/or gaps, especially highlighting those who are under-using the facilities.
- And we may want to extend such analysis across the range of our leisure facilities, to ensure that the imbalances are not repeated to the detriment of particular user groups.
- And we may well supplement our analysis with a Beneficiary Impact Assessment as part of this process.

GRB DATA TOOLS EXAMPLE 2

Beneficiary Impact Assessment

Beneficiary Impact Assessment is also widely used by GRPB initiatives. It aims to find out the actual experience of people benefiting from services and their suggestions for improvement, so we can adjust our approach to give more effective delivery.

Beneficiary impact assessment is part of the participatory approach. It helps establish a strong basis for involving local people in policy decisions and delivery and helps maximise the partnership between government and people in ensuring effective services. We can do a beneficiary impact assessment on a particular service such as garbage disposal, a sector-wide assessment such as poverty reduction, or a particular locality such as a kampung.

Project Objective

To find out how the design of a market affects different users, notably women and men.

Project Steps

1. Draft a survey questionnaire.
2. Pilot the questionnaire through sample of market users, making sure both women and men of different age groups are included.
3. Finalise the survey questionnaire.
4. Interview both market users and non-users in the local community. Ensure coverage of the range of different users (consider including non-users, including women and men, girls and boys, different age groups, persons with different mobility, etc.).
5. Analyse the results.
6. Feed results back into planning process. The results should be fed back to the market users through open meetings. Results will also be fed back into the relevant Department meetings and Council committees. Where there is clear need for further room for improvement, budget allocations and follow-up initiatives will need to be discussed and agreed, architects engaged, and further participatory steps initiated.

Feedback might indicate for example that there is still a problem of access for persons with disabilities and for women with pushchairs, that toilet facilities are better but still poorly maintained, that parking remains a major problem at peak times and that there is still room for more and innovative waste recycling initiatives.

Conducting a Beneficiary Impact Assessment also makes it easier to incorporate respondents ('service users') into any subsequent initiative for improvement, facilitating the participatory process so important to GRPB.

OPPORTUNITIES FOR INCLUSION IN DATA COLLECTION

As with all data collection, there are plenty of opportunities to involve the community in the actual design and implementation of any Beneficiary Impact Assessment.

SUMMARY

To sum up, GRPB also asks that we make sure that we have a comprehensive data system to include sex disaggregated data and data disaggregated by other factors (such as age, income, location, disability, education, etc) so we can better assess the policy in terms of its impact on men and women, girls and boys, and to be able to allocate budget resources more efficiently and effectively.

Check 1: Have we invested adequately and appropriately in our data systems?

Check 2: Are our data capabilities properly used and expanded year on year?

Check 3: Are the indicators and approaches that we use to assess the impact of our policies correct?

Check 4: Are we able to choose from a range of different appropriate data analysis tools?

There are different ways of getting feedback. We can conduct a customer satisfaction survey. Or organise a structured group discussion. In-depth interviews can also be undertaken. Whatever it is, we should include women across the range of groups (beneficiaries and non-beneficiaries) in these efforts. This will ensure we include voices that may not otherwise be heard.

4. BUILDING CAPACITY, NURTURING UNDERSTANDING

A basic condition of a successful GRPB implementation is that we have staff who understand what is required and can be implemented. This needs commitment and investment from the organisation.

GRPB projects may demand skills that are not immediately available within our resources, so we need to train people, and possibly, in the meantime, partner with others who have the necessary skills and expertise.

Good practice

- ✔ **Inspirational: people get enthusiastic about GRPB.**
- ✔ **Helps people to be more efficient and effective in their overall work.**
- ✔ **Builds understanding of gender within the organisation.**

What to look out for

- Importance of GRPB not made clear.
- Boring.
- Too theoretical.
- No follow-up.
- People just turn up to tick training requirements, not interested.
- No continuity.

Training

GRPB training is critical in helping build capacity within our organisation, not just for GRPB but also for understanding OBB and overall planning and budget decision making.

Training should be planned as a series of levels, so people can move up in their understanding. All staff should attend basic training, so that everyone in our organisation has some understanding of what GRPB is all about.

Subsequent levels would be for those staff more involved directly in GRPB, with each level helping to increase capacity and understanding in relation to:

- overall understanding of gender and social equality;
- overall understanding of role of (local) government and budget process;
- how GRPB is integral to OBB and the budget cycle;
- the importance and benefit of involving the community and how to work with them; and
- overall understanding of principles of good governance.

Exposures/Exchanges

There are plenty of people now involved in practising GRPB so there is plenty to learn from. Sharing and exchanging experiences of GRPB helps remind us that we are doing good work as well as opening up to learn about new opportunities or ways of doing GRPB. Sharing can be within the state, country or across borders. Sharing with practitioners also helps inspire us with potential practices of GRPB. We can also choose to visit a location which can give us an example of a particular data tool in practice, for example.

Study visits allow us space to discuss, reflect, share, present, listen, learn and plan! Here senior staff debate planning and OBB, which provides a very positive context for the integration of GRPB.

Meetings/Conferences

Penang hosted the Asian Regional Conference "Gender Responsive Budgeting (GRB) Narratives: Transforming Institutions, Empowering Communities" in 2014. This gave fantastic opportunity to government officials, staff, community leaders, NGOs and others to listen to and benefit from the experiences of GRPB around the region and around the world.

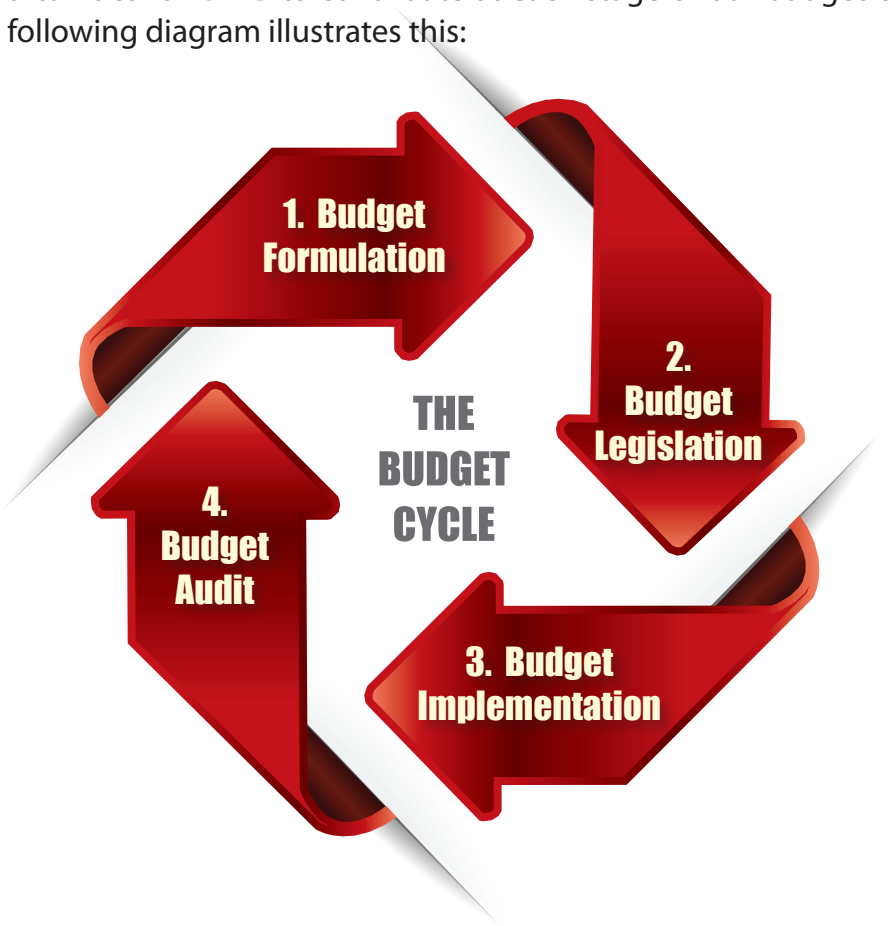
At the same time, the conference also afforded the opportunity to share our local contributions and initiatives.

What to look out for

- No follow up, one-offs, people forget
- No feedback into organisation
- Monopoly of a select few
- Some activities can be 'academic' and not necessarily applicable
- Junket trips – people go without any commitment

5. INTEGRATING GRPB INTO THE BUDGET CYCLE

A key part of the institutionalisation of GRPB is that we see and take the opportunities for GRPB to contribute at each stage of our budget cycle. The following diagram illustrates this:



1. Budget Formulation

Overall features

- Analysis of data relating to previous budget impact.
- Strategic Planning to set wider parameters and goals.
- Call Circulars Issued.
- Department Budget Preparation.
- Budget consultations and participatory budgeting initiatives at community level.

GRPB add-ins

- Specific attention to gender equality objectives in planning.
- Explicit reference to gender issues in budget call circular.
- Department submissions include information on how expenditure affects gender equality.
- Budget material includes Gender Budget Statement.
- Participatory initiatives ensure inclusion of women and men across ages and backgrounds.

Each year's budget cycle feeds into the next one. The importance of on-going analysis (including using GRPB tools) cannot be over-emphasised: it will help inform and challenge department's discussions about appropriate budget allocations including for GRPB-related initiatives.

2. Budget Legislation

Overall features

- Final department budgets agreed by Finance Department.
- Scrutiny by Council Committees.
- Presentation for approval by relevant bodies (council/parliament).

GRPB add-ins

- Councillors and staff trained in GRPB, ask the right questions.
- Good debate about how the budget improves situation of women and gender equality.
- Input sought from gender specialists and relevant (women's) NGOs.

- Budget statements include gender budget analysis (or maybe a separate Gender Budget Statement).
- Media articles on gender implications of budget encouraged.

The overall priorities of the organisation will determine final allocations, which will then be presented and approved to/by the relevant authorities. Again the evidence and recommendations of our by-now comprehensive data gathering and analysis will help guide us in this.

The review by councillors and others will allow further analysis of the budget using GRPB criteria, and where gender and community goals are being ignored or understated, there is the opportunity to correct this. Of course councillors and others will have received training on how to read budgets and on GRPB.

This is the last chance for amendments to be made, so full use of GRPB lenses will help ensure that the budget has taken maximum note of any community/beneficiary feedback, has paid attention to the wider results of our data collection and analysis.

The presentation of the budget to councils/state assemblies/parliaments will incorporate analysis of the gender impact. Official budget statements will include as integrated or as separate a Gender Budget Statement. Key points will be highlighted in press releases and in interviews to the media and others. All this will give us confidence that the budget and the policies presented are taking GRPB forward in the context of social and gender justice.

3. Budget Implementation

Overall features

- Ministries and Departments ensure all initiatives and projects implemented.
- On-going monitoring and evaluation ensure budgets goals achieved.

GRPB add-ins

- Using GRPB helps ensure local involvement wherever and how ever appropriate.
- On-going monitoring (using GRB tools) updates progress and challenges.
- Tracking tools become particularly relevant in ensuring budget allocations reach their targets.

Having agreed the budget allocations in the context of overall policy ambitions, the implementation of projects and initiatives is of course crucial if we really are to make an impact. Using GRPB processes (as outlined in this Manual, for example) will ensure participatory budgeting is increasingly part of the delivery of services and projects. Increasing use of gender budget analysis tools, including tracking tools, will help ensure effective budget monitoring where wastage and inefficiency in implementation is reduced to a minimum. Involvement of local people and communities will also help build capacity for inclusive evaluation, which may result in the publication of periodic reports updating implementation progress.

4. Budget Audit

Overall features

- Audit and on-going monitoring of previous annual spending.

GRPB add-ins

- Gender sensitivity a crucial part of audits: GRB tools used to analyse expenditure.
- Data gathering and analysis automatically includes sex-disaggregation.
- Gender markers and KPIs relevant to gender ensure gender impact of services are more easily monitored and performance measured.
- In implementation, clear awareness of target groups and differential impact on women and men as beneficiaries of initiatives.
- Citizens' budget watch formed.

The annual audit of previous initiatives and implementation of agreed projects/expenditure offers good opportunity for institutionalising

GRPB mechanisms. The importance of data collection and analysis, incorporating GRPB data tools, will help us evaluate accurately the impact of our last year's expenditure on our overall and gender goals, and help guide us in the future. Developing KPIs and gender markers will help auditors more effectively identify performance positives and challenges. Sensitising not just auditors but also the public in how to audit a budget so that gender impacts are fully addressed may also help us form citizens' budget-watch groups as part of wider participatory initiatives with regard to budgeting.

Throughout the budget process

GRPB encourages us to ask relevant and positive questions at all stages to ensure our budget is sensitive and responding to different needs and opportunities.

Questions include:

Q1. How do budgetary decisions affect the living conditions of men and women?
Q2. Who benefits (directly or indirectly) from government spending?
Q3. When is it appropriate for governments to pay for services which at the moment are provided for free (for example, care in the home)?
Q4. Which decisions reinforce or change gender stereotypes?
Q5. How can budgets contribute to gender equality and women's empowerment?

Why institutionalise?

Benefits of integrating GRPB into mainstream OBB processes:

- Integration of Sex-Disaggregated Data Collection and Analysis into policy-making and budget decisions.
- Structures established to support GRPB.
- Budget Dialogues reach across groups.
- Community projects in process.
- Gender and Family Friendly Checklist followed.
- Budget Discussion includes gender awareness (Councillors/Officers).
- Gender Impact incorporated into Budget Speech.
- Gender Budget Statement announced.

APPENDIX ONE: SURVEY FORMS

Step Four of the section on working with the community shows how important it is for us to know who our community is. So in mapping the community, a baseline survey of some sort is crucial. The information collected through this process may depend a little on what sort of project we are planning with the community. It may range from a full census to a more targetted survey of potential users, for example.

We include here two examples of the sort of background and questions sued in surveys undertaken by PWDC and partners in GRPB projects in Penang.

Survey for the Proposed Upgrading Project of the Taman Tunku, Seberang Jaya
by MPSP & PWDC

Section A: Personal details

1. Name: _____

   (Tel: _____)

2. Gender: _____ 3. Age: _____

4. Ethnicity: _____

5. Residency: _____

6. Occupation: _____

7. Disabilities *(If YES, please specify):* _____

Section B: Current Park

8. Do you visit the Taman Tunku to use the facilities provided?
   (Please circle) YES / NO

9. If YES, how frequent do you do so? *(Please circle)*
   Everyday / Few times a week / Once a week / Seldom / Very seldom

10. If YES, please specify with whom do you visit the park?
    (Eg: wife, children, friend, alone, etc)

    _____

    _____

11. What activities do you carry out when you visit the Taman Tunku?
    (Optional to choose more than one)

Sit and relax		Exercise	
Use the gym equipment		Walking/ Jogging	
Others *(Please specify)*			

12. Are you satisfied with the cleanliness of the Taman Tunku?
    (Please circle) YES / NO

13. If NO, please specify why. *(Eg: maintenance, waste collection, number of dustbins, cutting of the grass, etc)*

    _____

    _____

    _____

14. Are you satisfied with the safety of the Taman Tunku?
    (Please circle) YES / NO

15. If NO, please specify why.
    (Eg: lack of drain covers, children playground equipment, etc)

    _____

    _____

    _____

Section C: Proposed Upgrading Project of the Taman Tunku, Seberang Jaya by MPSP

16. Would you visit the Taman Tunku more frequently if MPSP upgrades it? *(Please circle)* YES / NO

17. If YES, please specify the frequency: *(Please circle)*
    Everyday / Few times a week / Once a week / Seldom / Very seldom / No change

18. If you DO NOT use the Taman Tunku, please specify why:

    _____

    _____

    _____

19. Please give your opinion (YES, NO or NOT SURE) regarding the facilities and infrastructure that MUST be provided in this Taman Tunku that will be upgraded. *(Please tick any that apply)*

No.	Item	Yes	No	Not Sure
a.	Walking and jogging track			
b.	Increase gym equipment *(outdoor gym)*			
c.	Increase children playground equipment			
d.	Increase resting benches in the park			
e.	Build an open stage for community activities			
f.	Increase the level of safety of the infrastructures *(eg: drains, children playground equipment, etc)*			
g.	Increase the level of safety of the visitors *(eg: install CCTV, etc)*			
h.	Build public toilets			
i.	Build sinks, toilets and special urinals for children			

j.	Build changing rooms			
k.	Build diaper changing and breast-feeding rooms			
l.	Water Coolers			
m.	Snack selling kiosk			
n.	Orderly parking spaces *(priority to women, families and the disabled)*			
o.	Disabled-friendly facilities *(eg: ramps, tiles, appropriate space to do activities, etc)*			
p.	Install sign boards *(eg: safety, cleanliness, equipment section and activity, etc)*			
q.	Plant more trees (greenary)			
r.	Increase the level of cleanliness *(eg: add more dustbins, recycle programme, etc)*			

20. Please specify other facilities that you think needs to be provided at the Taman Tunku upon upgrading (if there are any):

    _____

    _____

    _____

21. In your opinion, should the river nearby be upgraded as an attraction?
    - If YES, please specify how:

      _____

      _____

      _____

    - If NO, please specify why:

      _____

      _____

      _____

22. What are your suggestions on the maintenance of this area?
(Eg: in terms of cleanliness, renovation works, safety or others)

_____
_____
_____

23. What are your suggestions on the community activity to be organised in this area? *(Eg: Aerobic, Tai Chi, Recycling Programme)*

_____
_____
_____

24. In your opinion, who should organise the community activities?
(Eg: community associations, JKKK, MPSP, government)

_____
_____
_____

25. Views and suggestions:

_____
_____
_____
_____
_____
_____

Thank You

SURVEY FOR THE UPGRADING PROJECT OF CAMPBELL STREET MARKET

By Penang Women's Development Corporation & Penang Island City Council (MBPP)

Customer

A. BACKGROUNDS

1. Name: _____

2. Tel No. : _____

3. Gender *(please circle)*: Women / Man

4. Age: _____

5. Ethnicity *(please circle)*: Chinese/ Malay / Indian / Indian Muslim / Others *(please specify)* _____

6. Residency: _____
   _____
   _____
   _____

7. Are you a customer at Campbell Street Market? (please circle)
   YES / NO: _____ If YES, please specify the year you started coming to this market: _____

8. Type of buyer *(please circle)*: Individual / Restaurant owner

9. Please specify the total days / hours you come to the market per week:
   _____ days _____ hours per week

10. Please specify the reason to buy here *(please circle, can choose more than one):* Cheap / Fresh / Various choices / Delicious foods /
Near to home / Easy to park / Price is negotiable /
Others (please specify):_____
_____
_____
_____

11. Please specify with whom do you come to the market?
_____

12. Please list down four (4) types of goods that you buy at this market:
Vegetable / Seafood / Chicken / Pork / Beef / Groceries /
Others (please specify): _____
_____
_____
_____

13. If NO, please specify why you did not buy in Campbell Street Market?
_____
_____
_____

14. Apart from Campbell Street Market, do you also buy from other market? *(please circle)* YES / NO
If YES, please specify the market and the items you buy:
Market: _____
Goods: _____

B. UPGRADING OF THE MARKET

15. Do you support the upgrading of the market? *(please circle)*
YES / NO. Please state the reason why:
_____
_____
_____

16. Do you support to bring in the outside traders into the market upon upgrading? *(please circle)* YES / NO. Please state the reason why:

    _____

    _____

    _____

17. Do you agree that this market to be used for other activities aftermarket hours in the morning (eg: night market, etc) *(please circle)* YES / NO
    If YES, please elaborate on your suggestions: _____

    _____

    _____

    i. Evening activity – _____
    ii. Night activity – _____
    If NO, please specify why: _____

    _____

    _____

18. What are other items that should be sold in the market? Please specify:

    _____

    _____

    _____

C. CLEANLINESS

19. Are you satisfied with the cleanliness of the Campbell Street Market? *(please circle)* YES / NO. Please state the reason why: _____

    _____

20. If NO, please state three (3) things that MUST be done in order to ensure the cleanliness of the market?
    i. _____
    ii. _____
    iii. _____

D. SAFETY

21. Are you satisfied with the safety of the Campbell Street Market? *(please circle)* YES / NO. Please state the reason why:

    _____

    _____

    _____

22. If NO, please state three (3) things that MUST be done in order to ensure the safety of the market?

    i. _____

    ii. _____

    iii. _____

E. NECESSITY

23. Please tick any of the items below that you think IMPORTANT for the upgrading of the market:

No	Items	Yes	No	Not Sure
a.	Toilets and sinks for children			
b.	Toilets – more women cubicles as there are more women customers compare to men at the market.			
c.	Toilet for the disabled.			
d.	Diaper changing and breast-feeding rooms.			
e.	Resting area for senior citizen and children.			
f.	Disabled-friendly facilities such as ramps, tiles, appropriate space to do activities, etc.			
g.	Nearby parking spaces for women, disabled and public.			
h.	Sink for washing hands for buyers.			
i.	Increase the level of safety of the market by installing CCTV.			
j.	Good lighting from the roof to attract buyers.			

k.	Sign boards on important section such as selling sections, toilets, etc.			
l.	Café in the market.			
m.	Community activity space in Level 2 – such as meetings, feast, etc.			
n.	Endowed land to be turned to surau.			
o.	Endowed land to be turned to park.			

24. Please state three (3) other important things that MUST be provided at the market besides the mentioned items above:
    i. _____
    ii. _____
    iii. _____

25. Please state three (3) items that should be abolished from the market:
    i. _____
    ii. _____
    iii. _____

26. Do you agree that the market should be maintained in the area or it should be replaced with other projects? *(please circle)* YES / NO. Please specify why:
    _____
    _____
    _____

27. Views and suggestions:
    _____
    _____
    _____

APPENDIX TWO: FOCUS GROUP SCHEDULE

Focus Group discussions are an important way of getting information from different 'voices' in the community. By consulting different groups of residents or facility users, we can get closer to understanding the 'different needs of different people'. We can break groups down by age, sex, mobility, or any other characteristic that makes sense.

Here is an example of the breakdown used for the GRPB project in Kampung Sungai Chenaam.

No.	Group	Date	Time
1.	Women and Men (Warga Emas)	25 and 26 August	10.30 a.m.
2.	Women aged 19–30	27 and 28 August	5.30 p.m.
3.	Women 18 years and below	1 and 2 September	5.30 p.m.
4.	Men 18 years and below	3 and 4 September	5.30 p.m.
5.	Men aged 19–30	3 and 4 September	9.00 a.m.
6.	Children aged 5 and 6 years old	7 September	9.00 a.m.
7.	Women aged 31–60	8 and 9 September	5.30 p.m.
8.	Men and Women OKU	12 September	10.00 a.m.
9.	Men aged 31–60	15, 16 and 17 September	5.30 p.m.

APPENDIX THREE: GENDER-FRIENDLY FACILITIES CHECKLIST FOR PLANNING & THE BUILT ENVIRONMENT

INTRODUCTION

What Is The Gender Checklist?

PWDC's Gender Checklist is a 3-in-1 compilation checklist with items taken from or inspired by:

- ***MS1184:2014*** *– Universal Design and accessibility in the built environment – Code of Practice (Second Revision)* published in November 2014 by the Department of Standards Malaysia;
- ***Crime Prevention through Environmental Design (CPTED) Implementation Guide*** published in 2010 by Unit Khas NKRA Bandar Selamat under Jabatan Perancangan Bandar dan Desa Semenanjung Malaysia; and
- ***Access Audit Checklist*** published in 2014 by Dewan Bandaraya Kuala Lumpur.

Why Is This Gender Checklist Necessary?

- To provide **gender-friendly facilities** which cater to the **universal or unique needs** of women and men of all backgrounds (young and old, people with disabilities);
- To make planning and development more **gender-inclusive and sensitive**; and
- To **complement other inclusive design principles** i.e. Universal Design and Crime Prevention through Environmental Design.

What are the characteristics of Gender-Friendly Facilities?

- **Provide easy access for ALL genders, instead of reinforcing stereotypes about gender roles in society** (i.e. family rooms and diaper-changing stations which can be accessed and used by male parents or caregivers, and not just women);
- **Cater to unique needs of ONE or ALL genders** (i.e. more toilets for women to prevent long queues; and safe environments to prevent crime against everyone);
- **Cater to all genders of ALL ages and abilities** (i.e. a designated family / baby room which can be accessed and used by female and male parents and caregivers);
- **Lessen the burdens of ONE or ALL genders** (i.e. childcare facilities to allow mothers to return to work, and give parents and caregivers temporary relief);
- **Uphold and promote principles of inclusion, accessibility, mobility and safety.**

Who Will Use This Checklist?

Everyone involved in planning and building public, commercial and housing facilities:

- **State and Local Governments (MBPP / MPSP)** – when reviewing and approving development proposals;
- **Developers (State GLCs and private companies)**; and
- **Planners, architects, designers –** when designing a building, facility or area.

When To Use This Checklist?

- **Planners, architects, designers** – as reference when designing a building, facility or area, alongside other design principles and checklists i.e. Universal Design;
- **State and Local Governments** – as a condition for approval of planning applications.

It is suggested that the Gender-Friendly Facilities Checklist **be used together with other consultative and social impact assessment methods** (i.e. surveys and focus group discussions) to determine if the design and layout of the building / facility / area suits and meets the needs of all potential user groups i.e. women, men, girls, boys, the elderly and people with disabilities.

Gender-Friendly Facilities Checklist for Planning & the Built Environment

Name of Location / Building : _____

Address : _____

_____

Date of Survey : _____

Name of Surveyor : _____

Notes on Reference (REF):

MS = Specific items taken from *MS1184 Annex J: Design Guidelines for Family-Friendly Facilities*

CP = Inspired by *Crime Prevention through Environmental Design* guidelines

UD = Inspired by *Universal Design* guidelines

A. EXTERNAL ENVIRONMENT

No.	Items	Ref	Yes	No	Remarks
1.0.	**DROP OFF POINT**				
1.1.	Does the drop off point have adequate lighting?	CP			
2.0.	**PATHWAYS**				
2.1.	Does the pathway have adequate lighting?	CP			
2.2.	Are there adequate safety features to prevent snatch thefts (i.e., barrier fences separating pathways from road users?)	CP			
3.0.	**PEDESTRIAN CROSSINGS**				
3.1.	Are pedestrian crossings adequately lighted?	CP			
4.0.	**PARKING**				
4.1.	Are there any accessible parking lots for pregnant women?	UD			
4.2.	Is a symbol for pregnant women imprinted on the parking ground of the accessible parking lot for pregnant women?	UD			

4.3.	Is there a vertical, visible signboard indicating that the accessible parking lot is only for disabled / pregnant drivers?	UD			
4.4.	Is the signage for pregnant women parking lots clear?	UD			
4.5.	Are there any obstructions blocking access to the parking lot for pregnant women?	UD			
4.6.	Is the whole car park adequately lighted?	CP			
4.7.	Are CCTVs installed to monitor security?	CP			

B. INTERNAL ENVIRONMENT

No.	Items	Ref	Yes	No	Remarks
1.0.	**MAIN ENTRANCE**				
1.1.	Is the main entrance adequately lighted?	CP			
2.0.	**DOORS**				
2.1.	Are doors adequately lighted?	CP			
3.0.	**CORRIDORS**				
3.1.	Are corridors adequately lighted?	CP			
4.0.	**ELEVATORS / LIFTS**				
4.1.	Is the elevator area (outside and inside) adequately lighted?	CP			
5.0.	**STEPS / STAIRS**				
5.1.	Are stairs / steps adequately lighted?	CP			
6.0.	**TOILETS – GENERAL**				
6.1.	Are male and female toilets provided at a ratio of 3:5?	UD			
6.2.	Is a unisex toilet provided?	UD			
7.0.	**TOILETS – CHILD-FRIENDLY FACILITIES**				
7.1.	Is there at least one diaper-changing station installed in male toilets?	MS			

7.2.	Is there at least one diaper-changing station installed in female toilets?	MS			
7.3.	Alternatively, is there at least one diaper-changing station installed in a location accessible to both men and women?	MS			
7.4.	Are diaper-changing stations stable with safety straps and barriers to ensure the safety of infants?	MS			
7.5.	Is there at least one child-sized washbasin in male toilets, mounted at a height of not more than 550mm?	MS			
7.6.	Is there at least one child-sized washbasin in female toilets, mounted at a height of not more than 550mm?	MS			
7.7.	Is there at least one child-sized urinal in male toilets, mounted at a height of not more than 400mm?	MS			
7.8.	Is there at least one child-sized urinal in female toilets, mounted at a height of not more than 400mm?	MS			
7.9.	Is there at least one child-sized pedestal type water closet (WC) in male toilets, with the seat height 350mm from the floor?	MS			
7.10.	Is there at least one child-sized pedestal type water closet (WC) in female toilets, with the seat height 350mm from the floor?	MS			
7.11.	Is there at least one child protection seat in one of the WC compartments in male toilets?	MS			
7.12.	Is there at least one child protection seat in one of the WC compartments in female toilets?	MS			

7.13.	Are child protection seats equipped with straps and mounted on solid walls for stability?	MS			
8.0.	**FAMILY CARE FACILITIES**				
8.1.	Is there at least one family room with breastfeeding and diaper-changing facilities?	MS			
8.2.	Is the family room located near the toilet area?	MS			
8.3.	Is the family room accessible to both male and female parents and caregivers?	MS			
8.4.	Is there an area in the family room separated by a partition / curtains available to breastfeeding mothers only?	MS			
8.5.	Alternatively, is there a separate breastfeeding room with door-lock available to breastfeeding mothers only?	MS			
8.6.	Is there a children's activity corner or playroom?	MS			
9.0.	**DAYCARE FACILITIES**				
9.1.	For public or commercial areas, are there drop-in day care facilities for:	UD			
9.1a.	a) Children?	UD			
9.1b.	b) Senior citizens?	UD			
9.1c.	c) People with disabilities (PwDs)?	UD			
9.2.	For housing areas, is there at least 1 taska and 1 tadika for every 200 units of housing (as per Ministry of Housing 2012 Guidelines)?	UD			
9.3.	Are daycare facilities adequately lighted?	CP			

GLOSSARY

Budget Cycle: The annual (month-by-month) process by which our budget gets formulated, approved, adopted, implemented and audited.

Convention on the Elimination of all forms of Discrimination Against Women (CEDAW): The United Nations Convention which the Malaysian government has signed, underpinning our commitment to the rights and status of women.

Discrimination: Treating people with different characteristics (such as men and women, or different races) differently. Discrimination is usually unfair and divisive. There is however the concept of 'positive discrimination' whereby a specific (disadvantaged) group is targetted for special benefit/support.

Empowerment: The process and end-result of the attainment of autonomy on a personal or group basis. This may be through access to knowledge, skills and training, but will also be highly dependent on one's interaction with the social, political, economic, and cultural environment. For marginalised groups and individuals, empowerment will be effected only by fighting for major changes in their environment.

Equal Opportunities: Ensuring that there is no discrimination against any group in finding/creating opportunities to participate in any aspect of political, social, cultural and economic life.

Feminism: Feminism highlights the prevalence and causes of gender (and other social) inequalities and fights to change them. It directly challenges the forms of patriarchy, and other hierarchies and sets out a vision where gender and social equality is the norm.

Gender: The culturally specific set of characteristics that identifies what causes the social behaviour of women and men and the relationship between them. The notion of 'gender' is socially constructed and therefore changes across locations, cultures and time. Similar to concepts of class, race and ethnicity, gender is also a tool for analysing and understanding social processes.

Gender Analysis: A systematic way of looking at the different roles of women and men in any activity, institution or policy and how impacts differ across women and men. Gender analysis asks questions relating to power, control, access, valuation, participation and benefit. Gender analysis seeks to understand whether, how and why a particular activity or situation affects and impacts men differently from women, with an implicit view to recommending changes in policy and attitudes so that gender equality is more achievable.

Gender Awareness: The understanding that there are socially determined differences between women and men based on learned behaviour, which affect their ability to access and control resources. This links then to gender analysis whereby we translate awareness into action for positive change.

Gender-Blind: A perspective which does not recognise the different consequences of attitude, socialisation and policies on women and men. The assumption is that everyone is equal and is affected equally. As a result, gender-blind policies, budgets, projects and institutions inevitably reproduce the male masculine norm.

Gender Budget Statement: A statement presented by national or local government outlining the achievements of a particular (national, state, local) government budget in attaining gender goals. The statement will draw on analysis of the impact of the overall budget on gender goals, and will outline the challenges and commitments for the coming year(s). A Gender Budget Statement should automatically be part of the budget cycle at all levels of government.

Gender Equality: The situation which ensures that similar opportunities, protection, access and control are available to both women and men. Gender equality means that equal conditions exist for women and men to realise their full potential to contribute to national, political, economic, social and cultural development, and to benefit from the results. Gender equality means that there is no discrimination against either sex, either in law or in practice.

Gender Focal Point: Gender focal points have been introduced into organisations as a means of ensuring there is organisational commitment and ownership of the principles of gender equality and gender justice. They usually take the form of one or more staff being given particular responsibility for taking forward the agenda of gender equality and ensuring compliance and innovation with the organisation for fulfilling its achievement.

Gender Lens: 'Using a gender lens' stresses the importance of looking at our behaviour and decisions in the context of their impact on gender. This means that we are gender aware and will be using gender analysis in evaluating all outcomes, outputs, activities and behaviours.

Gender Mainstreaming: Gender mainstreaming stresses the necessity for incorporating gender concerns and goals as an integral part of our work and ambitions, rather than confining them to a sideline or 'special' silo. It stresses the importance of considering and including the concerns, experience and contributions of women and men in the design, implementation, monitoring and evaluation of all policies and programmes in all political, economic and societal spheres as fundamental to overall goals of social justice and gender equality.

Gender-Neutral: A theoretical situation where a policy or behaviour in neither influenced by or affects women and men differently. There are often claims that, for example, budgets and policies are gender-neutral. This would absolve officials from being gender aware, using gender analysis, or considering any gender dimension of their decisions. Unfortunately for them, the reality is that very rarely is any policy or budget decision gender-neutral.

Gender Roles: The roles played by women and men which more often than not are from learned, accepted behaviours in any given society or community. These dictate which activities, tasks and responsibilities are perceived 'normal' for men and which for women – for example, men are the breadwinners and women the homemakers.

Gender Responsive Budget (GRB): A budget process and allocation that incorporates a gender perspective and analysis to ensure the different impact of the budget on the needs of women and men is understood and planned for.

Gender-Sensitive: Ideas, initiatives or actions that take into account the particularities pertaining to the lives of both women and men, with an implicit view to eliminating inequalities and promoting an equal distribution of resources, benefits, burdens, rights and obligations to both men and women.

Gender Stereotypes: Attitudes, opinions or roles which are applied without question to a particular sex and which function as fixed assumptions.

Intersectionality: An approach to analysis which recognises the different 'identities' each of us have and the different influences each of these identities have on our behaviour, opportunities and environment. Intersectionality would combine the advantages/disadvantages/challenges each of us have due to our gender with an analysis of the advantages/disadvantages/challenges that also accrue to us due to factors such as race, ethnicity, caste, class, age, ability/disability, sexual orientation, religion, education, location, and so on. Intersectionality stresses the need to address a multiplicity of factors rather than concentrate on just one.

Key Performance Indicators: Measures of performance increasingly used to help set identifiable priority goals and monitor achievement.

LA 21: Local Agenda 21 is a set of commitments relating to (local) sustainable development that came out of the United Nations Earth Summit held in Rio in 1992. Many local and national governments have adopted LA 21 in some form or other, including local governments in Malaysia. The commitments/action plans include tackling poverty, changing consumption patterns, promoting health, protecting fragile environments, controlling pollution and strengthening local community involvement and decision-making (including women, children, youth, persons with disabilities, and other marginalised groups).

Outcome Based Budgeting (OBB): Sometimes also called Performance Budgeting, this aims to improve the effectiveness and efficiency of public expenditure by linking the funding of public sector organizations to the results they deliver. It uses systematic performance information (indicators of outcome, output, input, activities, monitoring, costings, etc) to make this link. The impact of performance budgeting may be felt in improved prioritisation and therefore targetting of expenditure, and in improved service effectiveness and/or efficiency. The goals and planning of GRPB can be easily incorporated into Outcome Based Budgeting.

Outcomes: Defined as 'something that happens as a result of an activity or process'. In strategic planning and OBB terms, the 'outcome' is the major goal/change one is aiming at as the result of our work.

Outputs: These are the more tangible products, services or facilities created by our work, and are usually quantifiable. They will help lead to the 'outcome'. For example, a local women's empowerment programme might reach 60 young women, provide 300 hours of skills training, and result in 15 women getting full-time jobs. The 'outcome' to which these outputs contribute may be gender equality and social justice.

Participation: The goal and process by which people are included in an activity, including the design, implementation and evaluation of any initiative. It is one of the principles of good governance. Participation implies that there is an advantage to including women and men in articulating their needs and interests and be involved in finding solutions. The notion of participation challenges any practice which reduces 'people' to passive recipients and excluded from decision-making including budget decisions.

Participatory Budgeting (PB): The process whereby women and men of all backgrounds, location and experience are included in budgeting formulation, adoption, implementation and evaluation. PB acknowledges the advantages of this, and proactively sets out steps to achieve it. It is closely linked too to notions of inclusiveness, accountability, transparency and democracy.

Patriarchy: Patriarchy refers to the situation where social relations reflect a dominance of men over women, exhibited and entrenched both within the family and within social institutions. Patriarchy sees power held by men; women are deprived and excluded. Patriarchy is culturally specific and influenced by changing socio-economic relations, so its persistence and prevalence can change over time and locations. Feminism would directly challenge the practices derived from patriarchy.

Sex: Sex describes the biological differences between men and women. These are 'fixed' and, unlike gender, do not change over time, countries or cultures.

Sex-Disaggregated Data: This refers to the collection and separation of statistics and data (for example about education, employment figures, business ownership, etc) by sex in order to isolate the different figures for men and women and make comparisons between them. This sheds light, for example, on which sectors of society women and men are working in, or which services they use. Sex-disaggregated data is a prerequisite for gender-inclusive planning.

Social Justice: Fairness and equity as a right for all in the outcomes of development, through processes of social transformation.

Strategic Planning: Planning with a long-term goal in mind. For local government, this long-term goal is often captured in a Mission or Vision statement, and yearly planning (for example budget planning) then becomes a 'step-by-step' to incrementally achieve this wider vision.

FURTHER READING

One important review of GRPB experience across the region and world came out of the Asian Regional Conference in Penang in 2013.
This is:

Ng, Cecilia (Ed.), 2016: Gender Responsive and Participatory Budgeting: Imperatives for Equitable Public Expenditure. Springer Briefs in Enviroment, Security and Peace, 22

The particular experience of the Penang GRPB initiatives is captured in:

Fernandez, Jacqueline Liza, 2015. 'GRB in Local Government: A Study of Majlis Perbandaran Seberang Perai.' AshEse Journal of Economics, London. Retrieved from http://www.ashese.co.uk/files/Fernandez_1.pdf

An initial publication setting out GRB in Penang is:

Lochhead, James; Ng, Cecilia; Durano, Marina; 2012, Penang. 'Bajet Responsif Gender.' Retrieved from: http://www.mpsp.gov.my/grpb/book.pdf

Further material relating to the wider practice and experience of GRB in Malaysia includes:

Asia Development Bank (ADB), 2013. 'Delivering Results and Gender: Promoting Women's Empowerment through Gender Responsive Budgeting.' Retrieved from: http://goo.gl/DlXSwK

Kementerian Pembangunan Wanita, Keluarga dan Masyarakat (PWKM), 2005, Kuala Lumpur. 'Manual on Gender Responsive Budgeting in Malaysia'. Retrieved from: http://goo.gl/3feKd6

The wide scope of resources and materials available relating to GRB and GRPB is indicated by the listings on the PWDC website. Please feel free to browse.

See http://pwdc.org.my/resource/

For a major site maintained by the UN, containing latest news, articles and more links relating to GRB, see http://www.gender-budgets.org/

Penang Women's Development Corporation

REALISING EQUALITY TOGETHER

The Penang Women's Development Corporation (PWDC) is a state funded agency established in January 2012. Since its establishment, PWDC has played a pivotal role as the key agency working towards the mainstreaming of gender equality, social inclusion and good governance across all sectors in Penang. PWDC has achieved this by working with strategic partners to plan and implement gender-responsive projects, raise public awareness of gender issues, and build capacity among individuals, organisations and communities.

From its beginning, a key flagship project has been its Gender Responsive Budgeting (GRB) project, later name-changed to Gender Responsive and Participatory Budgeting to stress the participatory nature of the process. This initiative has been carried out support and in partnership with the two local councils: the Penang Island City Council (MBPP) and the Seberang Jaya Municipal Council (MPSP).

Within the GRPB programme, several specific initiatives have been successfully planned and implemented, including GRPB initiatives at PPR Ampangan, PPR Jalan Sungai, Kampung Sungai Chenaam, Taman Teluk Indah, Machang Bubok, Campbell Street Market, Project Turnkey Sungai Penang, River Projects MBPP, Taman Tunku Seberang Jaya, Kenari Neighbourhood Park Sungai Ara, Public Library Taman Tun Sardon Gelugor.

Many of these are on-going.

At the same time PWDC has been active in training local government staff in gender, budgeting and GRPB processes. Exposure trips have also seen selected Council staff visit projects in Germany, India and Indonesia.

Indicating the innovative and significant contribution of the Penang GRPB, we also played host to the February 2014 Asian Regional Conference on "Gender Responsive Budgeting Narratives: Transforming Institutions, Empowering Communities".

It has been agreed that a crucial next stage in the implementation of GRPB in Penang is its institutionalisation. If local government is able to integrate GRPB into its planning, budgeting and programming, then the future for responsive, participatory, efficient, inclusive governance will be transformed for the better, in which the lives of women and men in our state will be hugely enhanced. This Manual is one step on the path towards this.

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GENDER RESPONSIVE AND PARTICIPATORY BUDGETING (GRPB) is all about transformative change. It is innovative, inclusive, and exciting. Penang, through the commitment of the state government and the two local councils (MBPP and MPSP), has been trail-blazing the path for successful adoption and implementation of GRPB. Planning and budget processes now involve women, men and children from communities across the state, and encourage local identification of the 'different needs of different people'. Most of all, GRPB supports the finding of solutions to needs based on inclusion of local communities and creative partnerships with local government and its agencies.

This Manual sets out the steps involved in making GRPB a reality for local government, both in involving communities and in integrating GRPB into the structures and process of local government.

It draws on the experience of Penang and is part of the 'institutionalisation' of GRPB which has been committed to by the Penang state and local councils.

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