

GUIDEBOOK for Leaders in Community



HOW TO DO People's Participatory Project in your Community

(The approach to Gender Responsive
and Participatory Budgeting)



ACKNOWLEDGEMENTS

We would like to acknowledge the 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 with their support that the ground-breaking Gender Responsive and Participatory Budgeting (GRPB) project under PWDC has been successfully implemented since 2012. This Guidebook is the Part One of the complete GRPB Manual originally drafted by James Lochhead.

We would like to acknowledge the contribution of Kim Khaira and GRPB team members – Shariza and Fatin for drafting and editing this Guidebook.

TABLE OF CONTENTS

Foreword	2
Introduction	3
Objective of this guidebook	4
Step 1: Pre-planning	5
<hr/>	
Step 2: Mapping, Identifying and Prioritising Needs of your community	7
<hr/>	
Step 3: Implementing your project	13
<hr/>	
Recap: People's Participatory Project (PPP) Process	14
<hr/>	
Appendix One: Survey Forms	15
Appendix Two: Focus Group Discussions (FGDs)	18
Glossary	21
Background to PWDC	23

FOREWORD

This Guidebook is for you – leaders of community.

The Guidebook contains simple step by step guidelines on how to do a participatory approach with your community. This approach is to help you to identify the different needs of the different people in your community – women, men, girls and boys. This way, the programmes and projects you plan can reflect the needs of your community and the budget allocation can benefit those who are really in need. You can also approach the relevant government departments or local government to address the needs of your community.

This participatory approach will empower your community to be responsible citizens and taking ownership of programmes and projects that you organise in your area. They will support this initiative because you have opened a space for them to voice out their needs and also listen to their suggestions and take action.

This approach is from the Gender Responsive and Participatory Budgeting (GRP) – the Penang Model. This people-centred model, which started in 2012, is an initiative through the smart-partnerships between the State of Penang, City Council of Penang (MBPP), Municipal Council of Seberang Perai (MPSP) and Penang Women’s Development Corporation (PWDC) that believe in the gender equality and social justice.

We hope that this book is useful for you. We wish you all the best in working with your community!

Penang Women’s Development Corporation (PWDC)

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INTRODUCTION



Gender Responsive and Participatory Budgeting (GRPB) is an activity and tool that aims to bridge the gap between communities, agencies and all levels of the government. Principles of good governance and gender equality (see the glossary) are important to the effectiveness and efficiency of policies and budgeting. GRPB is all about transformative change. It is innovative, inclusive and exciting.

People's Participatory Project (PPP) emerged from the GRPB programme to show the importance of engaging the community actively in the policy and budget process. It includes the differences between the needs of man and women, girls and boys. In addition

there are also different groups of men and women, girls and boys in communities. GRPB takes into holistic consideration the different situations, experiences, needs, contributions and potentials of these different groups.

In 2012, Penang State Government became the first in Malaysia to adopt Gender Responsive Budgeting (GRB), as part of its local government programme. In 2014, the programme was renamed Gender Responsive and Participatory Budgeting (GRPB) due to the importance of actively engaging the community in policy and budget processes. Starting in 2016 to 2018, the two local councils have been implementing their Strategic Plan of Action in Institutionalising GRPB in their institutions.

OBJECTIVE OF THIS GUIDEBOOK

This Guidebook for Leaders in Community is a concise version of Part One of the Manuals 'How to do Gender Responsive and Participatory Budgeting with Communities' and 'Planning Public Facilities of the Gender Responsive and Participatory Budgeting'. Both manuals were drafted and published by the Penang Women's Development Corporation (PWDC), the implementing agency of GRPB, in partnership with the Penang State Government and the local councils – Penang Island City Council (MBPP) and Seberang Perai Municipal Council (MPSP).

The objective of this guidebook is to provide a step-by-step approach and guideline on how to practice people's project for the community. This Guidebook aims to provide you, as the leader in community, with support by going through specific areas and issues to consider in the planning, design and implementation of community-based GRPB process. Please go through the entire guidebook material before starting a people's project in order to gain a whole idea of the process and concept.



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

STEP 1: PRE-PLANNING

Part 1: Setting- up

Before starting your people's project, there are many possibilities to think about for you and your group:

1. Objectives

- ▶ What are your objectives?
- ▶ How do the objectives fit into the overall PPP process? Are they clear to everyone?
- ▶ What is the outcome of your project? Does it respond to the needs of your community? Is it gender friendly?

2. Structure and Ownership

- ▶ Who is responsible for the project delivery and follow up in all the steps?

3. Budget Resources

- ▶ How much money is allocated? Where is it coming from?
- ▶ Is it part of your overall budget or is it extra costs? If it is extra, whose budget line is it coming from and is it enough?

4. Human Resources

- ▶ Who will implement the project? Do you have enough (trained) people in your group to take on PPP initiatives? Do they have the understanding and training of what is needed and expected?
- ▶ Who can help you take on PPP initiatives and provide training?
- ▶ Who are your other community or local partners? How will they be involved in the budget process?

5. Expectations

- ▶ What are your expectations of your PPP project? What do you think will be the expectation from your community partners and your group?
- ▶ Are you clear on how to communicate expectations and meet expectations of your community and other partners?

Tips:

- ✓ Be ready for possible training and capacity building. Ensure that your group understands PPP.
- ✓ Don't hesitate to involve people in your community and get their opinions and ideas. Remind your group that participatory processes can take time. Don't rush.

Part 2: Informing and discussing with your community and other partners

The next step is to inform and get feedback from your community of your hopes, plans and expectations with them! If your PPP initiative involves the **wider community**, then consider holding an open community meeting, facilitated by your local partners.

However you organise your meeting or gathering with the community, this step is very crucial in setting the stage...



Get your community buy-in as early as possible for greater community involvement and leadership, which is what PPP initiatives are about!

At your meeting or gathering with your community, do not forget to do the following:

- ▶ **Be clear and explain** the goals, process, budget allocations, constraints, timeline and every party's responsibilities and clear accountability.
- ▶ **Share your expectations of community involvement** in hope that they will be involved in all the next steps: mapping, prioritising needs, helping plan responses and helping monitor success.
- ▶ **Encourage your community** that what you are looking for is contribution and involvement of all voices in the community and among stakeholders, including women, youth, the elderly, persons with disabilities, and so on.

STEP 2: MAPPING, IDENTIFYING AND PRIORITISING NEEDS OF YOUR COMMUNITY

This is most central and crucial step in PPP work. This step gives substance to the approach of GRPB, which is to get women, men and children to identify and prioritise their own needs, thereby recognizing 'different people, different needs'. As examples, this guidebook will describe the three methods for this step: (1) Survey (2) Focus Groups and (3) Voting. You can use the method separately or in pairs with the other methods. For example,



you want to do survey and focus group discussion; or focus group discussion with voting.

Example of a 4-step PPP process.

Method 1: SURVEY

Who are your community? How can you know your community better? Commit to an on-going process of participation. Encourage direct involvement and one-on-one and group conversations with your own community.

To ensure better participation from different groups in your community, you should be clear about who are living in your community, or who are the users or potential users. What are their issues or problems or needs? You even can ask how to overcome them in the survey question.

The following are a combination of different ways you can map the community:

- ▶ **Household survey:** Door-to-door to identify name, age, education, mobility, employment and other details of all household members. What is their issues, problems or needs that they want to address? What are their suggestions or solutions?

Your community can definitely be involved in doing this, whereby this exercise can help you and the community identify and know their neighbours better.

(Communities that have used this method include PPR Ampangan, PPR Sungai Pinang and Kampung Sungai Chenaam.)

- ▶ **Using key informants:** Work with other partners to get information about your community and what you can expect.

(This method has been used in Machang Bubuk People's Participatory Project 'Our Money, Our Say' where the Sate Assemblymen and Member of Parliament has worked with the 17 JKKKs.)

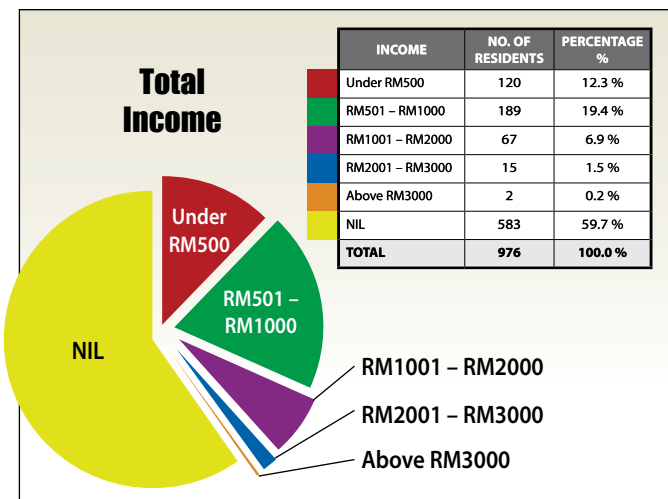
However method you use for the mapping exercise, consider the following:

- ▶ **Type of mapping:** Which have you chosen to do: full census or key informants? Have you carefully planned what data is needed from individuals? Make sure the questionnaires or forms are not too long.
- ▶ **Mappers:** Who will do the mapping? Do they need training? Who is analysing the data? Can you involve people from the community and other stakeholders, especially women, in mapping? How can you do all of these things?

- **Informing the community:** How are you preparing the community to expect that there will be this activity in their area? Can this be an opportunity to explain the project more fully?
- **Confidentiality:** Is everyone aware that all information collected is strictly private and confidential? How can you ensure clear communication to the community about what the data is for and that privacy will be respected?

Survey Form

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



Example of a breakdown you can get in your survey exercise.

Method 2: FOCUS GROUP DISCUSSIONS (FGDs)

FGDs help people voice their particular concerns in a smaller and specific group, compared to a large community meeting. You can consider arranging different focus groups for different age groups, and separate ones for women and men. For example:

- ▶ Separate FGD for men / women focus groups, under 18-year olds.
- ▶ Separate FGD for / women focus groups, 19-30 year olds.
- ▶ Separate FGD for men / women focus groups, 31-60 year olds.
- ▶ Separate FGD for men / women focus groups, over-60s.

Whatever you choose, make sure persons with disabilities and other marginalised groups are included, so that the diversity in the community is fully represented. The purpose is to be as inclusive as possible and to ensure that a positive environment is available for free expression of ideas and views. **See Appendix Two for a sample of FGD schedule.**

Questions you can ask in the FGD meetings regarding issues and problems faced in the group:

- ▶ *What issues or problems are you experiencing?*
- ▶ *Which groups are particularly affected by these issues?*
- ▶ *Why do these issues occur?*
- ▶ *How can these issues be resolved?*
- ▶ *Can you suggest a process for solution(s)?*
- ▶ *Who benefits when these issues are resolved?*

See Appendix Two for samples of templates to be used during the FGDs session.

Tips as you identify a community or project:

Some people in your community may not know about what is happening. Make the most of this inclusive opportunity and **be clear about what you are asking people to identify**. Have **realistic expectations** of the outcome of the focus groups to avoid frustration. Poor participation in numbers or quality of feedback may be because of insufficient **mobilisation of your community**, or if people feel like their issue has not been given fair attention. Overall, **give clear feedback** to your community on each PPP

step and the results of your focus group meetings to avoid uncertainty of what happens to suggestions and feedback. Don't forget to celebrate the PPP process through involvement in your community celebrations and local festivals!



Key information gathered in this process describes the needs of the community, which should be kept in your database and used as a guide for future planning and budgeting of programmes and activities for your community.

Method 3: VOTING

Voting can be a follow-up process after the survey and / or focus group discussions. It is a way to allow your community and partners to identify priorities.

Use the result of the survey or focus group discussions with facilitation with the community or partners to identify and list the priorities, followed by a voting process.

The voting process can look like this, which can be surrounded by other events and carnivals to encourage voter turnout:

- ▶ Information about the voting days must be clearly conveyed to all persons. Make sure there are maximum opportunities for participation of the community and other stakeholders. Voters are encouraged to **register**.
- ▶ Be clear about the process: The areas of concern are put up for a vote to elect the most pressing issue over the span of three days. Residents over 10 years of age and above are given paper tokens or '**voting money**' of RM500 (divided into 5 x RM100 paper notes) which they could put into their chosen boxes. Each box reflects one area of concern.

- ▶ The **topics** to be voted on should be clearly displayed with the boxes.
- ▶ **Decision making** is made by voters. They can place any amount of the five RM100s in any box.
- ▶ **Voting** takes place.
- ▶ **Final results** are published and shared in an open meeting.

You or / and your groups should follow up through discussions with relevant (local) government department staff on implementation of the selected priorities.

Example of a voting process

1. Registration



2. Voting money



3. Topics to be voted on



4. Decision making



5. Voting



6. The results

tentukan BELANJAWAN			
PB Anggaran	Jumlah		Jumlah Keseluruhan (RM)
	1st Mar 11	2nd Mar 11	
Rekreasi	RM23,800	RM10,600	
Kebersihan	RM9,200	RM1,400	
Tempat Pemajangan	RM18,900	RM50,500	
Kelemb Banguan	RM5,500	RM14,300	
Tempat Aktifiti	RM5,500	RM1,500	
Kelemb Persekitaran	RM2,500	RM12,900	
Tempat Keluar Masuk	RM1,400	RM13,500	

STEP 3: IMPLEMENTING YOUR PROJECT

Step 3 is where the priorities of the community come in with the more detailed discussion of money. Budget and constraints should have been clearly and regularly communicated to your community and partners in *Step 1 – Pre-planning*. You can either use your own funding allocation or bring the results to be presented at the Budget Dialogue session in local government. You can also write to the respective government agencies / departments for the funding.

Now you will need to organise meetings and discussions with partners and work out exactly which response(s) you can afford, or which initiatives can be given financial resources. Designing and implementing a solution requires officials from relevant department(s) (from the local councils or government agencies) and women and men in the community to work together. Openness and inclusivity of the discussion and financial information is crucial for a more transparent and accountable process.

After identifying your response(s) and financial implications, the next step is to implement your project with full involvement of your community or facility users. In this step, you may see the development of partnerships and usually, the growing of partnerships to new groups.

Examples of PPP project implementation in Penang:

- ▶ After the voting process, **your community will work with the local government officials to design a new playground**. This encourages community involvement, ensures transparency and accountability and helps your community to understand budget planning and location.
- ▶ After the voting process, cleanliness in a low-cost flat location was highlighted as one of the most urgent issues. **The**



local government worked out a cleanliness contract with the residents association, employing workers from among the residents living in that community. There was a conscious decision to have a gender balance in the hiring of staff. Here there is direct involvement of residents in the solution and economic benefits that go to the community.



RECAP: PEOPLE'S PARTICIPATORY PROJECT (PPP) PROCESS

It is not that difficult to do the people's participatory project process. All you need to remember is that to make sure you have the understanding and the resources (human and financial) to do the project.



APPENDIX ONE: SURVEY FORMS

It is important for you to know who your community is if you are working with them. 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 you are planning with the community.

Here are two examples of the sort of background and questions issued in surveys undertaken by PWDC and partners in the PPP projects in Penang.

Sample 1: Gender Responsive and Participatory Budgeting (GRPB): PPR Jalan Sungai Survey (2012)									
House Unit No: Phone No:				Researcher: Date:					
No	Name	Relation- ship	Sex	Age	Marriage Status	Ethnicity	Education	Occupation	Disabilities (√)
1*									
2									
3									
4									
5									
6									
7									
8									

** Interviewed respondent*

Additional Notes _____

Sample 2

SURVEY FORM

GENDER RESPONSIVE & PARTICIPATORY BUDGETING (GRPB)

Community Survey for Kampung Sungai Chenaam, Nilbong Tebal



BENEFICIARY BASIS INFORMATION / GUARDIAN (HEAD OF THE HOUSEHOLD)

This form need to be filled with information on the head of the household who is responsible in taking care of members of the household and lived in this residence

(A) PERSONAL DETAIL

1. I.C. NO. (New) : I.C. NO. (Old) :
2. Full Name :
3. Address :
4. House Phone No : 5. Mobile No :
6. Email : 7. Years stayed/ lived in Penang :
8. Ethnicity : 9. Bil Anak : Male Female
10. Citizenship : Malaysia Others :

(B) INCOME

1. Occupation :
2. Sector : Government Private Individual / Business Unoccupied
3. Total income (household) : RM 5. Total Expenditure (household) : RM

(D) FEEDBACK

Please specify (3) issues in your area in relation to the service provided by the Municipal Council of Seberang Perai (MSP), such as Cleanliness, Safety, Traffic Safety, Law Enforcement, Flood Mitigation, Landscape, Greenary, Public Facility and Community Participation in Cleanliness Programme (Recycle).

1	
2	
3	

(front)

(C) HOUSEHOLD INFORMATION

No	Name	Sex	Age	Marriage Status	Income	Education	Occupation	Disabilities (✓)	Please Specify
								✓	

(E) FOR OFFICE USE ONLY

Enumerator	Survey Date	Time of Survey
Record filled in by (name)	Date of Record	Signature

Zakat Pulau Pinang
 No-4 Jalan Perda Selatan,
 Bandar Perda, 14000 Bukit Mertajam, Pulau Pinang.
 Tel. 04-549 8088 Faks . 530 6466
 www.zakatpinang.com

**For further details & queries,
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(back)

APPENDIX TWO: FOCUS GROUP DISCUSSIONS (FGDs)

This is only a sample. You can break groups down by age, sex, mobility or any other characteristic that makes sense. The dates and times here are intentionally left blank. Choose a schedule that is suitable for the group that you will be meeting: it may be early in the morning, mid-day or later in the evening.

No.	Group (s)	Date	Time
1.	Women and Men (Senior Citizen)		
2.	Women aged 19 – 30		
3.	Women 18 years and below		
4.	Men 18 years and below		
5.	Men aged 19 – 30		
6.	Children aged 5 and 6 years old		
7.	Women aged 31 – 60		
8.	Men and Women OKU		
9.	Men aged 31 – 60		

FGDs are an important way of getting information from different ‘voices’ in the community. By consulting different groups of residents, you can get closer to understanding the ‘different needs of different people’.

Included are two samples of KTB templates undertaken by PWDC and partners in PPP projects in Penang.

Template 1: FOCUS GROUP DISCUSSION (FGD)
'Our Money Our Say', Machang Bubuk



Target Group: Facilitator: Note taker: Attendees (pax):	Date / Time / Venue
Issue / Needs	Suggestion / Solution
1.	
2.	
3.	
4.	
5.	
6.	
7.	
8.	
9.	

Template 2: FOCUS GROUP DISCUSSION (FGD)
Kampung Sungai Chenaam,
Nibong Tebal



✓ Please tick ()

- | | |
|---------------------------------------|---------------------------------------|
| 1. Male Group 18 and below () | 5. Male Group 31 – 60 years old () |
| 2. Female Group 18 and below () | 6. Female Group 31 – 60 years old () |
| 3. Male Group 19 – 30 years old () | 7. Male & Female Senior Citizens () |
| 4. Female Group 19 – 30 years old () | 8. Male & Female Disabled Group () |

No	Issue / Problem	Cause / Reasons	Solution	Necessary Procedures / Required Processes
1.				
2.				
3.				
4.				
5.				

GLOSSARY

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

Discrimination: To treat someone in an unjust or unfair way because of their race, age, sex or other identities.

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.

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 analyzing 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 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 realize 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 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 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.

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

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.

Sex: Sex describes the biological or reproductive differences between men and women.

Sex-Disaggregated Data: This refers to the collection and separation of statistics and data (for example about education, employment, business, 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.



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 Budget (GRB) project, later renamed to Gender Responsive and Participatory Budgeting (GRPB) to stress the participatory nature of the process. This initiative is in support and 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 and on-going projects at PPR Ampangan, PPR Jalan Sungai, Kampung Sungai Chenaam, Taman Teluk Indah, Machang Bubok, Campbell Street Market, Project Turnkey Sungai Pinang, River Projects MBPP, Taman Tunku Seberang Jaya, Kenari Neighbourhood Park Sungai Ara, and Public Library Taman Tun Sardon Gelugor. At the same time, PWDC has been active in training local government staff in gender, budgeting and GRPB processes. Indicating the innovative and significant contribution of the Penang GRPB, we organised the 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 enhance. We believe that the key leaders in the community like the ADUN (*Ahli Dewan Undangan Negeri*), JKKK (*Jawatankuasa Kemajuan dan Keselamatan Kampung*), associations and NGOs can benefit from this approach The outcome can result or can be brought to the Budget Dialogue of the local government. This Guide Book aimed at the community level is one step towards this.



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...

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