

GENDER MAINSTREAMING IN NATIONAL BUDGETS:
A Strategy for Ensuring Gender-Sensitive Resources Allocation

New York, 23 January 2002

Inter-Agency Taskforce on Gender and Financing for Development
Inter-Agency Network on Women and Gender Equality

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Foreword

The Gender and Financing for Development Taskforce of the Inter-Agency Network on Women and Gender Equality (IANWGE) organized a panel discussion on “Gender Mainstreaming in National Budgets: A Strategy for Ensuring Gender-Sensitive Resources Allocation” on 23 January 2002 in conjunction with the plenary session of the Preparatory Committee of the International Conference on Financing for Development.

The panel discussion was moderated by the Chairperson of the IANWGE. Presentations were made by Mr. Koen Davidse, Minister Plenipotentiary, Permanent Mission of the Kingdom of the Netherlands; Ms. Ermelita Valdeavilla, Former Executive Director, National Commission on the Role of Filipino Women in the Philippines; and Mr. Edward Mhina, Gender Trainer and Consultant, Tanzania Gender Networking Programme. A video-presentation was made by Ms. Rhonda Sharp, Director, Hawke Research Institute, University of South Australia, Australia. The panellists looked at the importance of gender mainstreaming in national budgets as a strategy for ensuring gender-sensitive resources allocation at national level. They provided concrete information on initiatives already undertaken and planned in their countries to bring greater attention to gender perspectives in budget processes, focussing especially on the objectives of these exercises; the role of the different actors involved – Ministries of Finance, Ministries of Planning, non-governmental organizations (NGOs), Parliamentarians and researchers; the approaches, methods and tools adopted; as well as the outcomes and impacts.

The presentations made at the panel discussion are reproduced in this publication.

Opening statement
by
Ms. Angela E.V. King
Assistant Secretary-General and
Special Adviser on Gender Issues and Advancement of Women
Chairperson of the IANWGE

Gender mainstreaming in national budgets:
A strategy for ensuring gender-sensitive resources allocation

Distinguished Panellists
Participants

It gives me great pleasure to introduce the topic of this important panel, *Gender Mainstreaming in National Budgets: A Strategy for Ensuring Gender-Sensitive Resources Allocation*. The incorporation of gender perspectives in resources allocation – including in national budget processes – is an important part of the Financing for Development Agenda. Initiatives that improve gender equality ultimately contribute to ensuring sustainable economic development.

The discussions in the preparations for the International Conference on Financing for Development to be held in Monterrey in March this year have been fully in the spirit of the Millennium Declaration where it is recognized that the promotion of gender equality and the empowerment of women is an effective way to combat poverty and stimulate development that is truly sustainable. All texts discussed in the preparations, including the current draft text of the Monterrey Consensus, have pointed to the importance of gender analysis of budgets.

This is fully in line with the clear intergovernmental mandate in the Platform for Action from the Fourth World Conference on Women in Beijing (1995) to incorporate gender perspectives into the design, development, adoption and execution of all budgetary processes. This mandate has been reinforced in the General Assembly, most recently in the twenty-third special session which explicitly states that:

“The realization and the achievement of the goals of gender equality, development and peace need to be supported by the allocation of necessary human, financial and material resources for specific and targeted activities to ensure gender equality at the local, national, regional and international levels as well as by enhanced and increased international cooperation. Explicit attention to these goals in the budgetary processes at the national, regional and international levels is essential.”

The issue of bringing gender perspectives to bear on national budgets is one that appears to have captured the imagination of many economists who would otherwise perhaps be somewhat sceptical about the relevance of gender equality issues for economics. In discussions around gender mainstreaming in budgets, economists have asked the following critical questions: What are the objectives of these initiatives? What are you trying to change? As well as: What are the concrete outcomes? What difference does it make? We may not as yet have all the answers to these questions but we should keep them clearly in mind.

I would like to begin our discussion by providing a brief overview or history of the efforts to bring greater attention to gender perspectives in national budget processes, as this is far from being a recent innovation. A lot of work has been going on since the mid-1980s. Unfortunately, sometimes when ideas become fashionable, more funding becomes available and new institutions become involved, the early pioneering work is forgotten. I would like to highlight some of the key developments over the years.

The attempts to link gender perspectives to national budgets began in Australia in the mid-1980s. The initiative was undertaken within the Government and was pushed by the national machinery for gender equality. Reports on the implications of budget allocations for women and men, respectively, were prepared by line ministries for the Federal Budget as well as for the budgets of all states and territories in Australia. The Australian initiative provided inspiration for many other countries.

In the mid-1990s another important initiative to focus attention on gender perspectives in national budgets was started in South Africa by NGOs, academics and parliamentarians. A “women’s budget” was prepared annually for four years and a series of reports prepared in the fifth year. This effort received impetus from the Commonwealth Meeting of Ministers responsible for women’s affairs in November 1996. This programme continues. In 1997 some very innovative work was initiated in Tanzania by an NGO – Tanzanian Gender Networking Programme (TGNP). This NGO was interested in working in the area of budgets only if the Ministry of Finance was also actively involved.

Other countries around the world have been involved in similar initiatives in budget processes at different levels throughout the 1990s. It is estimated that efforts have been made to influence budget processes from a gender perspective in many different ways in around 45 – 50 countries globally. Many other countries are currently expressing interest in initiating similar processes.

While the objectives have changed somewhat over time, at the basis of all the initiatives is the need to make national budget processes more accountable from a gender perspective, to ensure that policy and budget decisions take gender perspectives into account in an explicit manner and that policies on gender equality

are matched with adequate resource allocations. A related objective is to increase women's participation in economic processes.

Over the 15 years these initiatives have been undertaken, there has been a clear evolution of approach – from Government-led approaches or NGO-led approaches to collaborative efforts. Initially the focus was on analyzing how the budget would impact on both women and men. A further development was the attempt to link the budget to policy statements on gender equality – to point out glaring gaps in allocation of resources to match policy goals. Increasing focus has been put on local-level resource allocation processes. There has also been a move from an almost exclusive focus on expenditures to include a focus on revenues, including taxation.

In some countries there has been a strong focus on training individuals and groups in civil society, including women's groups and networks, on analysis of budgets and lobbying techniques to influence the formulation of budgets at different levels. A number of different activities are involved in the process of applying gender perspectives to national budgets, including research, advocacy development of analytical frameworks, guidelines and other tools and development as well as the provision of training programmes. A short two-page summary of developments over the years is available at the back of the room.

Most of the early work in developing countries was funded by bilateral development cooperation agencies or other foundations such as Ford Foundation. The Commonwealth Secretariat became involved in supporting this work in the mid-1990s and has initiated similar initiatives in a number of Commonwealth countries. United Nations support has been provided since the mid-1990s through the United Nations Development Programme (UNDP), which has been actively involved in a number of countries and the United Nations Development Fund for Women (UNIFEM) which is involved in a collaboration with the Commonwealth Secretariat and the International Development Research Centre (IDRC) in Canada. A conference, hosted by the Government of Belgium in Brussels last year, in collaboration with a number of key institutions involved in this area – including UNIFEM and other United Nations entities, called for a global effort to bring greater attention to gender perspectives in national budgets.

What has become very clear from the work carried out so far, is the need for broad involvement of many actors – Government (Ministries of Finance and Ministries of Planning), NGOs, civil society groups, academics and parliamentarians. The need for the Ministries of Finance and Ministries of Planning to be actively involved is critical for ensuring impact of the efforts. Since an important basis for the work is a sound knowledge of the gender issues in relation to different sectors, the involvement of women's groups and networks and academics is essential.

On our panel today we have representatives of the Government (the Ministry for Foreign Affairs in the Netherlands), a national mechanism set up to promote

gender equality (the National Commission on the Role of Filipino Women in the Philippines), an NGO (Tanzanian Gender Networking Programme from Dar es Salaam) and a research institution (the University of Adelaide in South Australia – through the video presentation).

What we are missing, unfortunately, is a representative from a Parliament. Two parliamentarians who are actively involved in advocating for and supporting the incorporation of gender perspectives in national budgets were unfortunately unable to attend. I would, however, like to emphasize that the role of parliamentarians has been critical in ensuring the success of initiatives in many countries. And we hope that the representatives of the Inter-Parliamentary Union (IPU) and Parliamentarians for Global Actions (PGA) among other groups will heed this call.

We have a very distinguished group of panellists to share their experience of the initiatives that have been implemented, or are being planned, in their countries. It gives me great pleasure to introduce the first panellist.

**Statement
by
Mr. Koen Davidse
Minister Plenipotentiary
Permanent Mission of the Kingdom of the Netherlands

Gender budget analysis**

First, I want to commend Angela King and DAW for all the crucial work they are doing on gender and the advancement of women. My Government is trying to support them in any way we can.

Introduction

“Men their rights and nothing more, women their rights and nothing less.”

This is a phrase women’s rights activist, Susan B. Anthony, coined almost one and a half centuries ago, and it still holds true today. In fact, it is very near to the gender perspective we employ today.

But more and more we realize that gender is not only about rights, but also about sound investment, economics and development. The gender budget initiatives we are discussing today are based on these realizations, as was the international conference in Brussels on gender-responsive budgeting last year, where some 40 countries presented some form of gender budget initiatives.

The World Bank last year published the report *Engendering Development*, that very much substantiates the obvious assertion that a world that only unleashes the talent of half its population seriously curtails its development potential. As World Bank President Wolfensohn said on this report:

“... ignoring gender disparities comes at great cost: to people’s well-being and to countries’ abilities to grow sustainably, to govern effectively, and thus to reduce poverty.”

I will focus in these remarks on the situation in my own country, as well as on what we do on gender budgeting in our development cooperation policy.

The Netherlands

Let’s not forget by the way, some developing countries are further on gender budget initiatives than most OECD-countries! The Brussels conference showed this to be true. The Netherlands has also in a way just started, while we already had the well-

known initiatives in Uganda and South Africa, that rightly involved parliament and civil society to such a large extent.

The Netherlands Government took a decision on gender mainstreaming in 2001 which means we are now working on integrating gender goals in all policy fields. Gender-budgeting is one of the activities under the gender mainstreaming initiative, intended to analyze in which way Government-spending influences gender equality.

- Each ministry already identified a policy field / budget article which will be subjected to gender budget analysis.
- Each ministry has to report to parliament on this in March 2002.

The intention is to mainstream gender budgeting by 2006, and the Government started a pilot looking at the budgetary process on specific issues in three ministries. An evaluation will be issued this year. The ministries and issues are the following.

- Ministry of Finance (tax system, review new tax law).
- Ministry of Social Affairs (review social security benefits).
- Ministry of Planning, Housing and Environment (housing subsidies).

Early results of the evaluation show that housing subsidies for instance benefit women more than men. This is due to the fact that among the people with low incomes there are more women than men.

It is also clear that adequate information and data, disaggregated by sex, are essential for a successful budget analysis. In the Netherlands we still have some way to go. Additional difficulty is that you cannot isolate one policy-decision from others. Future gender budget analysis has to tackle these inter-linkages.

There has been some NGO involvement. One NGO every year issues a reaction to the national budget, commenting on its gender sensitivity.

Netherlands development cooperation policy

In our development cooperation programme we stress the need for incorporation of gender analysis. We have very much advocated incorporating it while developing Poverty Reduction Strategy Papers (PRSPs) and undertaking Public Expenditure Reviews. This will secure a policy view and a long-term view.

- One issue that stands out in the PRSP process is of course the need for better data, like gender disaggregated household surveys.
- Another is the need for full participation of civil society (and parliament).

Examples of gender budget analysis undertaken in development countries with Netherlands' support are the following:

- Tanzania (support for NGOs review of the Government budget).
- Vietnam (gender expertise provided for Public Expenditure Review).
- Bangladesh (support for health sector study).
- Burkina Faso (assisting finance ministry and agricultural sector).

In Tanzania, the Netherlands partly funded an NGO's gender analysis of different ministries. One of the main conclusions of the study was that the Ministry of Finance in its allocation of resources can have a great impact. The Ministry of Finance has therefore requested the organization to set up guidelines for incorporating gender concerns in the budget.

Conclusion

Issues that stand out are the following:

- The involvement of parliament and civil society can help make gender-budgeting work and create accountability.
- We need gender disaggregated data.

I started with a quote from long ago. I want to end with a quote from this week. The Tokyo meeting on Afghanistan has just finished. Netherlands' Development Cooperation Minister, Ms. Eveline Herfkens, addressed the issue of gender in the following way:

“Women are not only victims that need to be protected. They are crucial contributors to Afghanistan's development. Especially in Afghanistan it is crucial to unleash the productive capacity of all Afghans, that is: including the 50 or so per cent women! I call for full participation of Afghan women in decision-making and for gender-budget analysis of all development programmes, to prevent mainstreaming the Afghan women into invisibility.”

**Statement
by
Ms. Ermelita Valdeavilla
Former Executive Director
National Commission on the Role of Filipino Women in the
Philippines**

**Gender-sensitive planning and budgeting:
Insights from Philippine experience**

Background

The Philippines is a signatory to the United Nations Convention on the Elimination of All Forms of Discrimination against Women (CEDAW). In pursuance of its obligations under this Convention, the Philippine Government enshrined a policy of gender equality in its Constitution and since 1986, its implementation has been vigorously pursued through a strategy known as gender mainstreaming.

Presently, gender mainstreaming is a recognized agenda of the Government. It is implemented in varying scales and magnitude by line departments, oversight agencies, Government-owned and controlled corporations and State Universities and Colleges (SUCs). The participation of Local Government Units (LGUs) in promoting gender equality has been increasing. The women's movement has remained vibrant and dynamic and has been a major source of strength to the gender equality campaign. The national women's machinery, National Commission on the Role of Filipino Women (NCRFW), despite its limitations, has earned a respectable space in Government's decision-making processes and is recognized as a credible and committed organization whose primary mission is to make the Government work for gender equality.

So far, the needed policy-support to sustain gender mainstreaming is in place, the knowledge-base necessary to explain and translate its strategy into concrete action continues to evolve, and some good practices are available for further adaptation and refinement. A number of issues and difficulties associated with ensuring quality implementation of the policy still exists and technical capacities for area and sector-specific implementation remain inadequate. The increasing awareness of the policy has spawned great demand for technical assistance, a challenge that gender advocates and the NCRFW have been trying hard to address the setting-up of gender resource centres in SUCs and a pool of gender experts known as the Gender Resource Network (GRN).

This paper presents a glimpse of the Philippine experience in mainstreaming gender in the work of the Government through planning and budgeting. It was developed as a supplement to a presentation made by the Author during the panel on

Gender Mainstreaming in National Budgets: A Strategy for Ensuring Gender-Sensitive Resource Allocations conducted by the United Nations Division for the Advancement of Women on 23 January 2002 in New York City. The Philippine strategy recognizes the indivisibility of budgeting to planning and the equal importance that should be given to both. However, to meet the objectives of the panel, this paper concentrates more on the budgeting aspect of the strategy.

Gender mainstreaming through planning and budgeting

Gender mainstreaming is defined as a strategy to integrate women's concerns and experiences in the design, implementation, monitoring and evaluation of policies, programmes and projects in all political, economic and social agenda. It is an approach that situates gender equality issues at the centre of broad policy-decisions, institutional structures and resource allocations, and includes women's views and priorities in making decisions about development goals and processes. It is about making the Government work for the advancement of women. It helps enable women and men to fully develop their human potentials and enjoy mutually fulfilling relations (NCRFW, 2001).

The application of gender mainstreaming concepts and principles in the Philippines witnessed considerable fine-tuning in the past 15 years. Studying its experiences in mainstreaming gender during the past decade and a half, the NCRFW recently published a tool, which showed that gender mainstreaming may be systematically pursued in four iterative stages, namely:

1. *foundation formation* – a process of clarifying what the desired change is all about, obtaining policy backup for gender mainstreaming, and mobilizing support from strategic partners;
2. *installation of enabling mechanisms* – a process of putting in place the systems, mechanisms and resources necessary to move the mainstreaming process forward and ensuring that skills and tools are available to support the process;
3. *GAD application* – the actual use of skills, tools and mechanisms to review policies and programmes and mainstream gender; and
4. *institutionalization* – the process of continuously enhancing commitments, expanding the technical support base, and institutionalizing the processes in routine work processes and culture of the organization.

The publication also stressed that strategic entry points should be identified to facilitate the process of gender mainstreaming. Planning and budgeting were two of the processes that NCRFW tried to influence to advance gender mainstreaming.

The birth of gender planning

NCRFW began influencing the national development planning process in 1986. However, its initial work with the planning agency did not bear substantial result because of many constraints such as: (a) lack of gender awareness among planners; (b) absence of data to support gender analysis; and (c) weak technical capacities of planners and staff of NCRFW.

An alternative approach was taken. A development plan for women was formulated and subsequently adopted through Executive Order 348 as a separate but companion to the national development plan. In the meantime, policy statements on gender were incorporated in various sections of the national plan, including its macro chapter.

This approach (of selective mainstreaming and companion planning) continued up to the present. Thus, the Philippines has a 30-year perspective, the Philippine Plan for Gender-responsive Development, which serves as a reference point for gender planning by agencies, while the national development plan of Government incorporates gender in its vision, principles and key chapters. A few regions have also considered gender in recent regional development plans and several LGUs are in the process of experimenting with the integration of gender in local development planning. A regional office is also pioneering the mainstreaming of gender in the Regional Planning, Monitoring and Evaluation System (RPMES). Meanwhile, over a hundred Government agencies have Gender and Development (GAD) plans.

Gender budgeting: financing the gender agenda

The rise in the number of agencies with GAD plans may be attributed to many factors, but the main driving force (other than the sustained activism of the women's movement) is the GAD budget policy. This policy is a provision under the annual General Appropriations Act, which mandates all agencies of Government to allocate a minimum of five per cent of their total budget for programmes and projects on GAD.

(a) How the gender budget evolved

Although the Philippines began mainstreaming gender in development planning in 1986, it was only in 1995 when the GAD budget policy was formally adopted.

The initial development plan for women (and the agency plans that were adopted to implement it and the laws and international commitments on women) was adopted without corresponding fund allocation. This was an intentional tactic as the approving bodies and officials during those years were not yet gender-sensitized. Insisting, for example, on a budget for the national plan for women, would mean presenting it to a Congress whose gender-blind members are likely to reject it as a

non-priority. Thus, what the initial plans actually achieved were the sensitization of officials and Government staff, setting up of the institutional mechanisms and policy framework in place, and consolidation of the army of gender advocates inside and outside Government. Little was achieved in the area of implementation due to lack of budget.

In 1993, the NCRFW reviewed the performance of Government agencies on gender and the findings were presented to the President and Cabinet. It highlighted the lack of budget as the main obstacle for implementation. The President immediately issued a memorandum to the budget department instructing it to find ways of incorporating the budgetary requirements of GAD in Government budgets. The year after, he issued another memorandum directing agencies to review the year's budget in order to find funds for GAD, particularly for training, setting up of institutional mechanisms and development of a GAD database. No substantial response from agencies was generated by these directives. In the meantime, NCRFW negotiated at the technical level for the inclusion of gender in the National Budget Call (NBC). This was a successful feat. Henceforth, gender has been a regular part of the annual NBC.

Through technical-level negotiations, the GAD budget policy was quietly inserted in the 1995 National Expenditure Programme (NEP). The NEP is the proposed budget of the executive branch, which the President endorses to Congress for deliberation and approval. In 1995, the first General Appropriations Act (GAA), a GAD budget policy was passed. It mandated all Government agencies to set aside a specific allocation for the implementation of women/gender-related programmes and projects in accordance with the Women in Development and Nation Building Act. The requirement for a minimum of five per cent came a year after and improvements on the statement were continuously introduced. Since then, the GAD budget has become a regular feature of annual general appropriations, whose main provisions include: (a) mandate for agencies to develop and submit their GAD plans for review of the NCRFW prior to endorsement to the budget department; and (b) monitoring and reporting to Congress.

(b) Why the GAD budget policy?

The aim of the policy is to ensure a stable source of funds for the implementation of the Philippine plans and the laws and international commitments on women. It is the cost of implementing the agency GAD plan, a mechanism for making policies, programmes and institutional mechanisms and processes gender-responsive.

The GAD budget aims to put the women's agenda at the centre of Government negotiations for resources. It aims to make the Government's budgeting process gender-responsive. It is based on the principle that whoever spends the people's money should be responsible for ensuring that gender concerns are addressed.

The GAD budget also aims to strengthen the negotiating power of women to access resources for programmes and projects that will promote women's empowerment and the equal enjoyment of their human rights.

(c) Who are the key players?

Government officials and staff from the women's machinery and the budget department were the main actors that conceptualized the policy. Along with NGOs and academics, they are responsible for analyzing the implementation obstacles and working out solutions to address them.

The NCRFW ensures that the policy continues to be a provision of the annual general appropriations by monitoring the budgeting process, preparing the policy inputs, and advocating with legislators for its retention.

The NCRFW leads in formulating implementation guidelines and it provides technical assistance to agencies in developing their GAD plans. It also monitors the agencies' performance and presents reports to Congress annually on the progress of its implementation. In line with its role as an oversight body on gender, NCRFW has built partnerships with oversight agencies and helped them build their capacities to discharge their oversight functions in a gender-responsive way. For example, the budget department was assisted in developing a guidebook that would enable its budget officers to review budget proposals of agencies in a gender-responsive way. NCRFW also facilitated a process through which roles and responsibilities in gender mainstreaming were negotiated and delineated among the oversight agencies.

Government agencies are the main implementers of the policy. They establish their own gender-planning processes, submit performance reports, and participate in solving implementation obstacles.

Women NGOs use the policy as a tool for negotiating resources from Government. They organize and consolidate the women's agenda at the community level, lobby for consideration of their agenda in the Government's plans and priorities, inform NCRFW about problems encountered in the field, and support NCRFW in lobbying for retention of the policy.

(d) What are the results?

The GAD budget policy has put gender in the mainstream of Government negotiations for resource allocation. Certain aspects of the budgeting process have been modified to ensure that women's agendas are secured.

The policy has been serving as an important tool for women to lobby and negotiate for what they are entitled to. They have become more concerned with the way Government does its planning and budgeting. A publication entitled, "Breaking New Grounds for Women's Empowerment and Gender Equality", presents a

compilation of stories on how the policy has helped women meet their practical and strategic gender needs.

On the part of Government, oversight Government bodies have started taking on more responsibility in managing the gender mainstreaming work of Government. Moreover, the policy has helped strengthen the stature of the national women's machinery as an authority on women whose views are sought on issues concerning gender-planning and budgeting. The policy has since been a model for securing resources for other marginalized sectors, such as the youth.

(e) Issues and plans

The implementation of the policy continues to be hampered with problems that are both political and technical in nature.

Compliance continues to be low. The absence of sanctions made compliance appear like an optional matter. The budget has also been vulnerable to manipulations by politicians who may use the funds for their own political agenda. Technical capabilities remain weak and the mounting demand for technical assistance from LGUs and agencies continues to be a challenge. Better monitoring and round the clock advocacy and vigilance are also needed.

Among the plans lined up to address the issues are: (a) continuous negotiations for further expansion of the roles and responsibilities of oversight agencies on gender mainstreaming; (b) involving and building the capacity of critical finance agencies such as the department of finance and the State auditing body; (c) dissemination of the tools on planning and budgeting that were developed under the NCRFW-CIDA Institutional Strengthening Project II; (d) piloting of a participatory approach to gender monitoring and evaluation at the field level; and (e) continuous documentation of best practices.

Meanwhile, capacities of partners will continue to be enhanced, such as the field personnel of the Department of Interior and Local Government who could be the one to assist LGUs in gender-planning and budgeting. Training on the processes and policies on Government planning and budgeting is also being considered to improve their ability to intervene meaningfully in these aspects of Government's work. UNIFEM has considered a package of support to help the Philippines overcome its difficulties in gender-budgeting.

Conclusion

Gender-budgeting continues to be a strategy for further development in the Philippines. Yet, the past six years of its implementation showed its strong potential in helping advance the women's agenda. Its strength lies in the interest and commitment of many actors and advocates who have taken active roles and learned better skills that are necessary to keep the process improving.

The challenges may be numerous but are not beyond the capacity of advocates to confront. As long as women believe that the policy is a helpful instrument for their empowerment, there is hope that the pioneering work of the Philippines on gender-budgeting will yield positive results from which many could learn and benefit.

**Statement
by
Mr. Edward H. Mhina
Gender Trainer and Consultant
Tanzania Gender Networking Programme**

**Research collaboration between Government agencies and ngos
in gender budget initiative research and advocacy**

**A case of the Tanzania Gender Networking Programme –
Government of Tanzania Research Collaboration, 1997-2001**

Introduction¹

Tanzania Gender Networking Programme (TGNP), is an NGO that aspires to enable the transformation of gender relations within Tanzanian communities by influencing changes in retrogressive or gender domineering policies, laws and other community management or organizational instruments.

Between 1997 and 2001, TGNP in partnership with the Feminist Activists Coalition (FemAct), engaged in researching six Government agencies (Ministry of Finance, Ministry of Education and Culture, Ministry of Science, Technology and Higher Education, Ministry of Agriculture and Cooperatives, Ministry of Health, Ministry of Industries and Trade) and The President's Office, Planning Commission, on how they allocate resources to men and women in the Tanzanian communities through budgetary processes. This project has been performed under the name "Gender Budget Initiative" (GBI).

The concept of GBI aims at enabling communities and the Government at addressing problems of perpetual gender-blind and male-biased resource allocation through policies and procedures within Government and legislative processes. The GBI process entails the following: making a gender-responsive analysis on the macro-economic policies adapted in a country; analysis of a country's national budget with a focus on how gender issues are taken into consideration; increasing gender-sensitivity in the planning and budgeting processes at all levels; tracing how needs of different social groups are dealt with in the budgets; analysis of how resources are

¹ The paper does not give an official version of the TGNP or Government agencies involved in the GBI Project, but rather it is created from the personal experiences of the writer as one of the researchers, and as an active and committed activist of gender equality and equity within the local and global contexts. The paper intends to present an overview of the collaboration between the Government of Tanzania and TGNP in the GBI research process. With this focus, the paper is expected to explore how it is possible to create a lobbying and advocacy partnership with Government agencies in order to intervene, and influence trends in the budgeting process and procedures.

generated and allocated from a gender perspective; analysis on involvement and participation of different stakeholders in the budgeting process; and, monitoring in a gender disaggregated way how Government tax resources are expended with regard to delivery of public services.

The Tanzania GBI research activities were partially engaged in close collaboration with the South African Women Budget Initiative (which is also an NGO-based exercise that began much earlier in 1985). The Tanzania GBI research was initially launched as a three-year campaign to facilitate for more effective and increasingly participatory interventions on community involvement or democratic and accountable management of resources as per gender requirements of both female and male members of the Tanzanian citizenry. The engagement was made financially possible mainly through funding from the Royal Netherlands Embassy in Dar Es Salaam, Tanzania. However, in the year 2000, Swedish International Development Authority (SIDA), also funded the GBI process through the Ministry of Finance.

Objectives for the collaborative GBI research

The broad objective of the GBI research² and collaboration with the Government was to mainstream gender into state policies, especially those which deal with public expenditure, so as to promote the eradication of existing gender inequalities. This was necessary for enabling the lobbying and advocacy for more gender-sensitive budgetary allocation of resources in selected ministries. Specific objectives for the GBI research engagement were:

- Examination of the budgetary process and the actual budget allocation in different sectors with selected ministries or sectors.
- Strengthening of lobbying and advocacy skills on NGO and other gender-related civil society groups in order to effectively campaign for women's involvement in policy and decision-making with regard to resource allocations.
- Organization and carrying out of lobbying campaigns to influence policy-makers on how to engender annual budget allocations to minimize gender inequalities.
- Design, adaptation and promotion of instruments for analysis and monitoring so as to reflect gender-sensitivity in budgeting with regard to actual expenditures.
- Provision of information in popular formats so as to educate the wider audiences and communities on the budget process and its implications with regard to promotion of equal, efficient and sustainable development.

² The research activities focused on identification of the following gender gaps in: the process of policy-making and budgeting; the identification of Government priorities; the definition of budget ceilings; the setting of budgetary goals; representation of women and men in key decision-making organs; the implementation level of the social justice and gender equity policies in the country; the roles of different actors in policy design, budget preparations and monitoring; and, identification of key issues for lobbying at different levels.

GBI actors and their roles

Collaboration was mainly brought about by deviation from previous approaches, whereby TGNP would normally engage a study by approaching Government agencies for information, to be used in solitary analysis and conclusion. In the GBI Action Research Collaboration Project, Government actors were involved as partners from the very preliminary stages of identifying areas of concerns, actors and procedures. In this way, every participating actor felt empowered and recognized. No actor was in this way taken for granted or neglected. As a collaboration endeavour, the GBI research exercise therefore involved the following actors:

- *Researchers* from the University of Dar Es Salaam, the Department of Planning, Ministry of Education and Culture, the Ministries of Health and Finance and TGNP.
- *TGNP Secretariat*.
- *Directors of Planning*: from the Ministry of Finance, Ministry of Education and Culture, Ministry of Science, Technology and Higher Education, Ministry of Agriculture and Cooperatives, Ministry of Health, Ministry of Industries and Trade, Ministry of Community Development, Women Affairs and Children, and The President's Office, Ministry of Regional Administration and Local Government, as well as the Planning Commission.
- *Budget and Finance Officers*: not all, but a handful from all of the above-mentioned ministries.
- *District Councils*: in Kondoa and Mbeya Rural Districts.
- *Parliamentarians*: from the Parliamentary Public Accounts Committee, the Parliamentary Economic and Finance Committee, and the Parliamentary Committee on Women and Special Groups.
- *Funders*: Royal Netherlands Embassy and SIDA.
- *Feminist Coalition (FemAct)*.

Methods, tools and strategies for the collaborative GBI research

As mentioned above, the project selected collaboration with Government agencies as an entry point in increasing networking and community ownership of public resource allocation procedures or processes. The main research methodology used by the sectoral teams were designed around, either the University of London's Development Planning Unit's Gender Planning Methodology Framework, or the Harvard Gender Analysis Framework, or the Sarah Hlongwe's Gender Equality and Women Empowerment Framework. However researchers were still encouraged to apply a mix of tools. The common factor between the above frameworks is that they each start with a gender analysis on who does what, who has access to what resources, whose needs are met, whose needs are not met, and addressing the observed gender gaps.

Participatory Action Research was chosen due to its participatory nature wherein insiders and outsiders do research, or all those who are affected by the problem. The purpose of the research was to find the prevailing gender gaps in the mentioned sectors and suggest solutions that are realistic and acceptable to both parties. The key factor here was the ownership and commitment achieved through the partnership. The research and review of budgets in the selected ministries, involved preparing of research instruments and methodologies, supervising data collection, analysis/report writing and developing feedback mechanism of the reviews to the relevant ministries, TGNP and the coalition group. The strategies and tools used in effecting research and collaboration between NGOs and the Government were designed around the following:

- *Preparation sessions* in order to acquaint FemAct coalition members.
- *Sharing of information* among coalition members.
- *Making informal contacts* with selected positive allies and strategic key actors.
- *Identification and solicitation of support of key actors* within all of the selected ministries, and highlighting their roles in policy design, budget preparations and monitoring, as well as spot key issues for lobbying at different levels.
- *Formation of sub-committees* to address day-to-day working activities in implementing the research.
- *Creation of information kits* on various information regarding GBI issues for use as capacity-building inputs.
- *Organization of working sessions* with key actors in the selected ministries aiming at orienting the Government to GBI and as entry points for the data collection.
- *Feedback sessions* on research findings to FemAct and other key actors.
- *Information sharing* at local, national, sub-regional, regional and international levels.
- *Organization of working sessions with parliamentarians* (MPs) from the Economic and Finance Committee, etc., through workshops, group meetings, and one on one contacts.
- *Weekly seminars* for informing and soliciting support from the public.
- *Publicity plan* on dissemination through the media.
- *Organization of lobbying and advocacy interventions* through various media such as budget guidelines, etc.

Outcome of the research collaboration with Government agencies

The GBI Participatory Action Research Project has had its fair share of experiences as regards possibilities and limitations in research collaboration. Nevertheless, the research process created increased levels of empowerment for all involved. Empowerment was mainly in the nature of access and or control on information, techniques for gender analysis, knowledge on the budgeting process and

procedures, and suggested measures on how to redress gender imbalances. The main outcomes from the collaborative GBI research are:

- FemAct coalition members and Government staff received *capacity-building and orientation on gender macro-economic issues* in selected sectors in Tanzania.
- *Linkages and dialogues* were established between the public, civil society groups and actors in selected sectors.
- Plans were created and initiated on *collection of information and research or budget process data* as well as lobbying and advocacy activities in the parliament and Government machinery.
- Establishment of *increased sense of ownership* among Government staff and other actors as regards the GBI campaign.
- Formation of various *working teams and groups* with specific tasks for involving different actors in the GBI exercise.
- Development of strategies on making the Ministry of Community Development, Women Affairs, Gender and Children, a key partner in the process.
- Strengthened focus on GBI Plans of Actions in sector ministries.

The participatory action research on the GBI wanted to see that the budget is not perpetually centred on the shilling, but on who plans it and its expenditures.

The collaborative GBI research wanted to reveal what the priorities are or should be; whether gender-balanced choices should be made in the purchase of medicines, machines, etc. After the publishing of the GBI findings, the Prime Minister's Office has directed that ten per cent of the local Government budget (and income) should be utilized for meeting needs of female members of their communities. However, these interventions are still sporadic, and lack systematization, which can only be reflected in the budget. More than 70 Parliamentarians have been sensitized on the GBI findings, and some of the research findings have been cited in the Hansard (Parliamentary proceeds of July 1998). Government budgeting guidelines have been reviewed and engendered through two working sessions with TGNP at the Planning Commission. GBI findings and processes were presented as a lobbying tool at TGNP's 1998 Annual Gender Studies Conference (AGSC).

Impact of the GBI research collaboration and empowerment

First and foremost is the range of possibilities opened through choosing a participatory action research type of approach rather than a more specialist oriented alternative. This method enabled the *establishing of contacts with top leadership in the Ministries* (for example, the Permanent Secretary) as well as the identified senior staff (for example, Directors, Heads of Departments or other senior actors).

Another collaboration and empowerment aspect was brought about through the *organization of information and action research process* through meetings and workshops, where each had an opportunity at being thoroughly informed and had a chance to influence on what the research was all about, what its process would be, and how the procedures for effecting it were to be. In this way the final product was truly a joint output (which was released after a feedback meeting) rather than a single-sided opinion.

Possibilities for collaboration were similarly facilitated by the *conducive environment of desire among some of the public officers' need to know more about gender relations*; the presence of a National WID Policy (which has revelations on imbalances in all sectors, the causes thereof, and actions to redress); the Government commitment on the Beijing Platform for Action (education, income-generation, legal literacy and participation in decision-making); and constant lobbying and advocacy efforts by a number of NGOs, such as Tanzania Media Women Association (who have been active on the various forms of sex-motivated oppressions).

Forms of empowerment were also in *Government agents being made more knowledgeable on areas where gender imbalances* were rampant in their ministries (for example, in recruitment at higher levels, in provision of services to women and men), and the magnitude of the imbalances (for example, only 20 per cent of University students being female; female health staff being in low paying nursing jobs, etc.,). This further facilitated the agents to be aware of the consequences from a gender disaggregated way (more resources being allocated to services or types of services where most of the beneficiaries are men), and therefore readjust their allocations with informed prospects on the outcomes (equity measures, such as those on increasing enrolment of female students at higher education and university).

The research collaboration similarly *empowered TGNP as a gender activist organization*. TGNP gained in credibility, stature, experience and alliances. The collaboration enabled TGNP to gain active support from Government agents and therefore created allies among Government and other NGO agencies. The collaboration has yielded important contacts in ministries such that Government staff are nowadays requesting TGNP to provide facilitators for gender training or engendering of Government activities (for example, the Planning Commission requested assistance on training its staff in gender analysis, and in engendering annual planning guidelines). In fact, the demand for TGNP services are so high that it cannot cope with all requests.

Limitations for GBI research collaboration

The first constraint or limitation was in some of the *slowness of acceptance* of the concept of gender budgeting among some of the actors. Although some at the central ministries are receptive to the concept and its ownership by Government increasing, there is relatively strong reluctance from some key actors among the Government, parliamentarians, academia, donors and members of the public.

Slow implementation due to *bureaucratic procedures* and related factors. This problem was mainly caused by some of the NGO actors not being well acquainted on dealing with the Government bureaucratic machinery, this was especially more difficult at parliament where its house rules and procedures limit active communication, especially, with non-Government agencies.

A third constraint was the *difficulty on effectively bringing on board other crucial actors*, such as the Ministries of Health, Education and of Community Development, Women Affairs, Gender and Children.

A fourth limitation was the *level of gender-awareness and limited capacity in gender analysis* by some of the agents in the NGO coalition, public and private sectors. Especially of interest here is the absence of or low level of knowledge and skills in gender analysis (gender-awareness and analysis training gained regularity from 1993 onwards). Since a selected few actors have had the opportunity to undergo training in gender analysis (mostly as a condition for involvement or reporting on gender issues in their projects) or even a gender-sensitization seminar, knowledge or skills on gender analysis are largely lacking (with non-standardized approaches or methods as per donor interests). This created a problem of scarcity of gender analysis in most offices, especially among economists, planners and budget officers.

A fifth limitation is that of *secrecy in the budgeting process and procedures* (budgets being made by top level decision-makers, professional planners and a few selected ministries). In most Government offices, a selected few participate in the budgeting process (the majority of whom are gender-blind males). This exclusiveness of the process and procedures disempowers the community and most activists from being able to influence it (less than five per cent of the decision-makers are female at this level). This factor made it difficult to pinpoint information on detailed budgeting information from ministries.

Sixth is the *gender-biased recruitment of most staff at Government offices* coupled with gender-insensitive work regulations, which also made it difficult for the collaborative research to select female senior civil servants to meet and hold discussions. Thus, most information was supplied by gender-insensitive male staff (with no reference or indifference to gender issues).

Lastly, since *gender issues are largely unknown and/or given lowest priority in most ministries* (not many are aware of the presence of the National Policy on WID, nor do they have sectoral policies that are explicit on gender issues), it is generally not easy to acquire information on measures being undertaken to address imbalances in resource allocation through public financed services at the community level.

Nearly all of the above factors reduced the possibility of successful collaboration and or empowerment of various actors and the community in assessing whether public resources are allocated in a gender-responsible manner.

Way forward: possibilities on addressing weaknesses in GBI collaboration

The weakness mentioned above can nearly all be addressed within a short period. TGNP the FemAct coalition, and Government collaborators, are in the process of putting into place an expanded Phase II campaign plan on the GBI. The new phase is aimed at focusing on engendering the HIPC exercise and its accompanying components of Debt Cancellation and the Poverty Reduction Strategy. The immediate aim is to demand more transparency, gender-sensitivity and active community involvement in the above processes. However, as an effort to increase collaboration, the hereunder measures are being engaged by TGNP, FemAct and the collaboration partners:

- Addressing the *inadequate or absent gender analysis skills or knowledge* among Government staff. The possibility is in training of Government staff in gender analysis, and on how to create gender-sensitive resource allocations. So far a draft manual for training of Budget Officers in GBI issues in the budgeting processes, has been created by the Planning Commission through TGNP support, and is currently undergoing final touches.
- The Planning Commission has already taken up the role of *training budget officers* at sector ministry level and regional level (and plans to reach the district levels gradually). The Planning Commission has also encouraged sector ministries to *allocate funds for training* of sector staff in gender analysis and GBI.
- Active advocacy for the *empowering of finance, budget and planning* officers to address gender gaps in policies, budgets and plans within their sectors. This could be done through gradual implementation of suggested measures in the effected GBI researches.
- Continued active *lobbying of parliamentarians* so that they address gender issues in budgets in a more effective way and getting their support in demanding more civil society involvement in all important processes in the country.

However, the writer would also like to add another equally crucial measure to the above, this is:

- Establishing *an annual information sharing forum* whereby all GBI actors will be invited to review achievements and shortcomings in the process and suggest remedial measures henceforth. This would be instrumental in revealing the status of the GBI process and arrest any regressions.

Conclusion

This paper sets out to portray how a research collaboration between NGOs and Government agencies contains possibilities and limitations that could release empowerment forces within the partners, as regards creation of gender-balanced

development. The paper has sketched the benefits on using participatory action research in a collaboration between Government and non-Government agencies. However, the paper also touched on possibilities and limitations in making such a collaboration successful in providing useful and comprehensive information as concerns gender imbalances in allocation of resources in the community.

It is anticipated that the paper has provided several arguments for approaching research and implementation in gender-budgeting through more egalitarian and participatory methods that promote empowerment of all actors in several possible ways. Gender-budgeting is certainly gaining increased popularity, therefore, there is a need to discuss ways of making it more participatory and democratic from its infant stages rather than repeating weaknesses that have previously been documented elsewhere. We hope this paper will create a debate and provide alternatives on methods or ways of effecting GBI research activities.

**Summary of the video presentation
by
Ms. Rhonda Sharp
Director, Hawke Research Institute
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**Gender-responsive budgets:
Multiple strategies and guiding goals**

The implementation of gender-sensitive budget initiatives, either inside Government or by groups within the community, on any significant scale in the world, is a relatively new phenomenon. There is no one “model” of a gender-responsive budget exercise. Moreover, an expanding menu of choices of tools and strategies that might be utilized now exist with many of these options requiring significant resources and expertise. This presentation argues that strategic choices in implementing gender-responsive budget exercises are facilitated by a better understanding of the central goals of these exercises and the sympathetic discourses that might be drawn upon to devise effective strategies for achieving these goals. In practice, gender-responsive budgets have sought to: raise awareness and understanding of the gender issues and impacts of budgets and policies; make Governments accountable for their budgetary and policy commitments to gender equality; and bring about changes to budgets and policies. The presentation posits that these three guiding goals are characterized by interdependent and hierarchical relationships which underpin the transformative character of gender-responsive budget exercises. Gender mainstreaming and other governance discourses which share common transformative goals should be explored further as part of a strategic approach to choosing among existing and developing new gender-responsive budget strategies and models.