
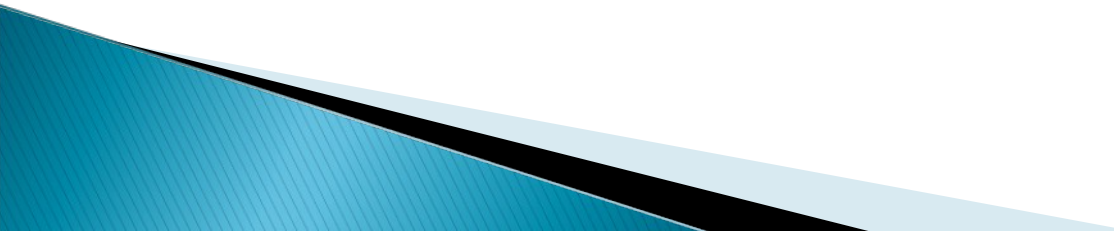


Engaging local governments in Gender Responsive and Results Based Budgeting

Celia Flor, DAWN Foundation
Presented in CODE-NGO Forum on
Participatory Governance
November 18, 2010

- ▶ In 1999, DAWN's GRB work with the city involved looking at budget documents
 - Where allocated
 - How these are used
 - What programs and services
 - How it reached and benefited constituents/intended beneficiaries
 - How did these improve women's and men's conditions
 - How did these improve positions/status of women
 - How gender relations transformed
- 

- ▶ Past GRB work
 - Post audit
 - Gender analysis of PPAs
 - Budget trail
- 

'New' ways of budgeting

- ▶ Performance budgeting:
 - Focus on 'what government delivers' instead of 'what government spends'
- ▶ Results-oriented budgeting:
 - Focus on what 'achieved' instead of what spent or what delivered
- ▶ Program budgeting:
 - Organised by 'what government does' instead of 'who spend' and 'what type of expense' (e.g. salary, etc)
- ▶ Zero-based budgeting:
 - Reconsider every expenditure each year instead of incremental

So....

- ▶ **Performance budgeting**
 - not only about financial accounting
 - must align **money** with **policies & overall objectives** of government (including gender equality)
- ▶ **Call circular will usually say:**
 - Agencies must report on *mission, goals, strategic issues, objectives* and *performance targets*.
- ▶ **Gender can be reflected**
 - explicitly or implicitly in *objectives*
 - by *disaggregation of targets & indicators*
 - by inclusion of *targets and indicators that focus on gender-relevant issues*, such as violence against women or fertility

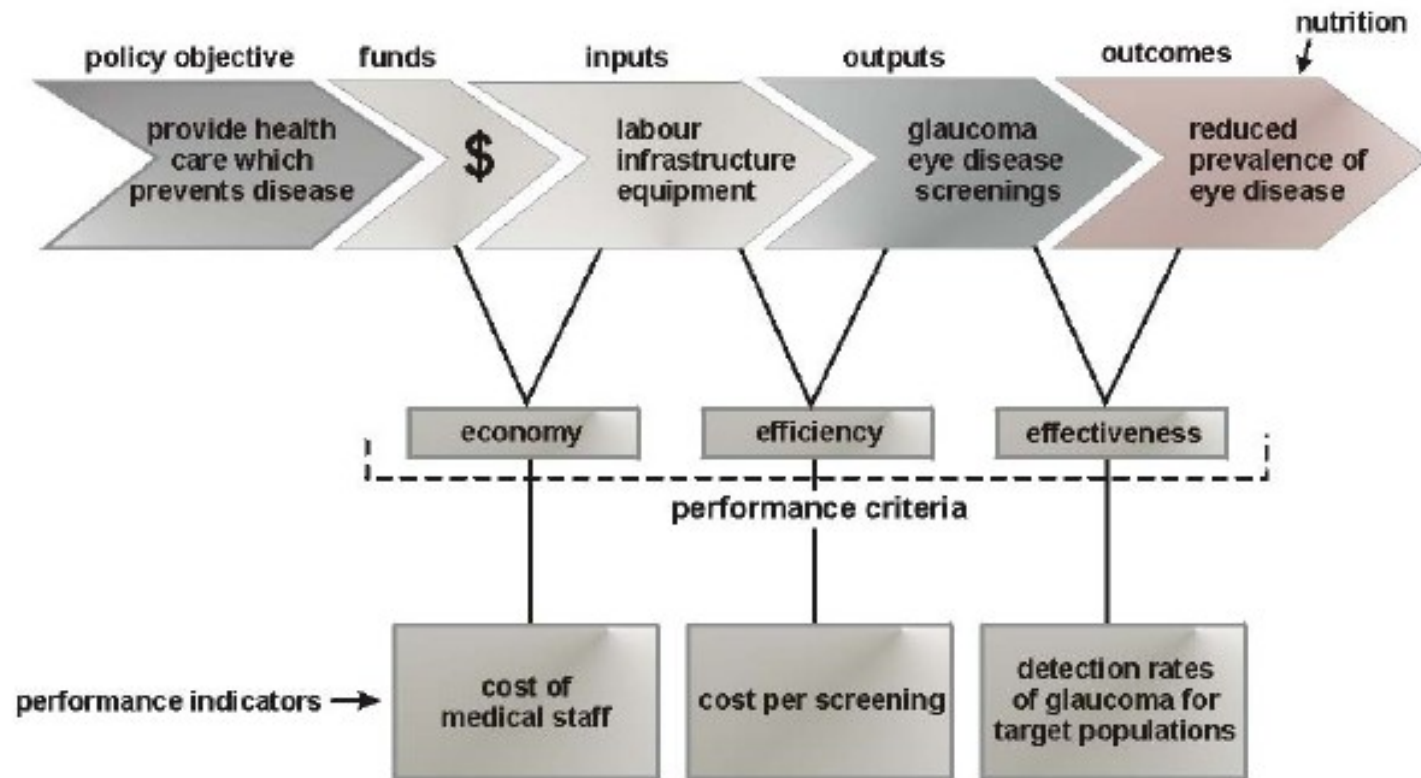


Figure 2.3 The basic structure of outcomes and outputs budgeting application to a health program.

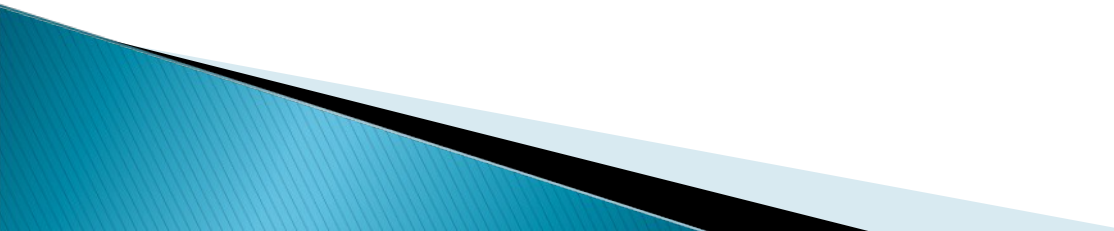
Opportunities for GRB

- ▶ Performance/results-oriented:
 - Can ask WHAT is delivered
 - Can ask WHO reached and what IMPACT the money has

Links with 5 steps of GRB

1. Analyse situation of women & men, girls & boys in sector ('needs analysis')
2. Assess policies, programs & projects (Budget speak: 'activities')
3. Allocate budget & other resources (Budget speak: 'inputs')
4. Monitor what is delivered & who is spent (Budget speak: 'outputs')
5. Assess impact on women & men, girls & boys (Budget speak: 'outcomes')

What is GRB?

- ▶ GRB analyses the *government budget* for *impact on women & men, girls & boys*
 - ▶ Ideally, GRB goes beyond simple male–female to look at location, age, ethnicity & class (rich/poor), etc
- 

What is GRB? (continued)

- ▶ GRB = policy analysis
 - that goes beyond words on paper
 - checks money is allocated to implement the words
 - checks whether money is spent as allocated
 - checks who money reaches
 - checks whether money changes 'bad' gender patterns in society
- ▶ GRB says
 - Budget = most important policy of government because without money no other policy will work

- ▶ GRB vis a vis government commitments:
 - Transparency
 - Accountability
 - Monitoring
 - Efficiency, impacts and outcomes

 - Politically charged, LGUs resistant at worse, "token-ist" at best

Benefits of doing GRB

Improved **accountability** of governments and representatives towards gender equality, women's needs and empowerment and women's rights as in CEDAW/CESR, Beijing PFA and ICPD

Improved **efficiency** by ensuring that those who need it most benefit from public expenditures

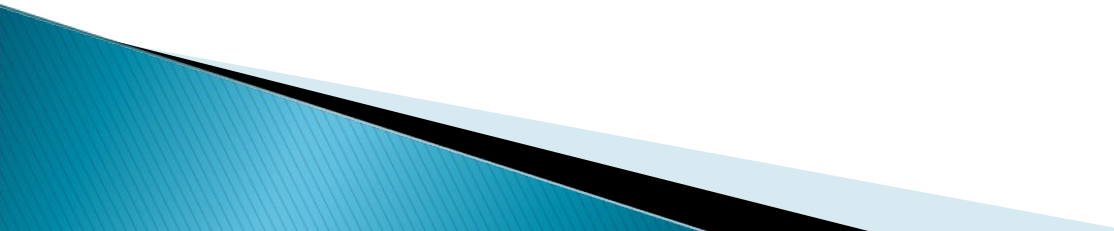
Improved **transparency** and reduced corruption.

Informed **participation** of women in planning and budgeting policies

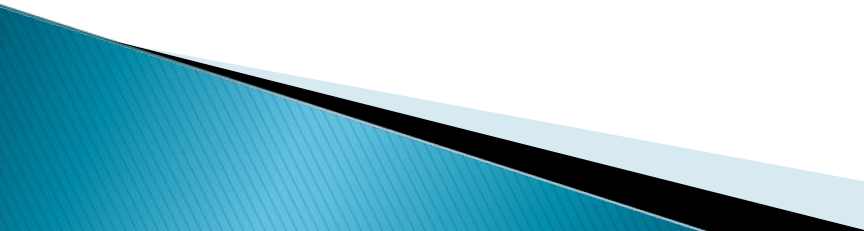
- ▶ Looking (trailing) at budget documents –from allocation to actual use revealed how budgets for supposed gender responsive program/service to address malnutrition and healthcare for girls and boys actually went more to commitments to patronage politics

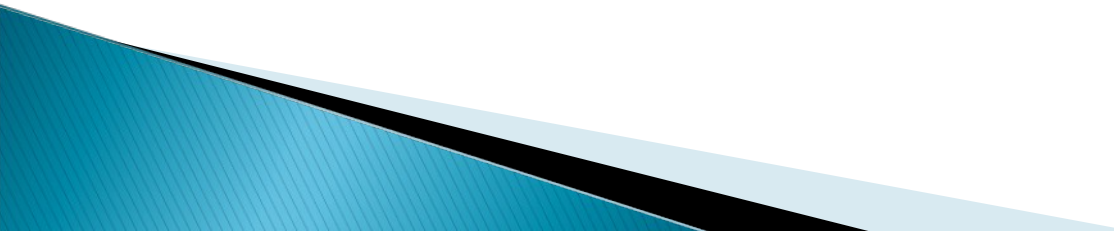
Challenges

- ▶ LGUs burdened with so many plans, and planning and budgeting is for “token compliance”, with weak link to database on local situation of women and men, girls and boys
- ▶ LGUs’ lack of appreciation of the concept and process of gender mainstreaming

- ▶ LGUs and even advocates “happy” to just have “women’s budget”, stuck at the 5%
 - ▶ Bureaucracy willing to implement, but leaders have other priorities, campaign agenda, flagship programs
 - ▶ Lack of “champions”, within and outside of the LGUs particularly in less-urban LGU centers
- 

Challenges to local grb

- ▶ Lack of local gender disaggregated data
 - ▶ Lack of appreciation/understanding of gender mainstreaming,GRB
 - ▶ Continued misconception of gad budget policy
 - 5% of total budget or of development fund?
 - 5% vs mainstreaming
 - 5% as entry point to mainstreaming
- 

- ▶ Needed inputs to grpb:
 - Sex disaggregated data
 - situation analysis, a look at conditions of women and men, girls and boys;
 - a look at positions/status of women and men
- 

CBMS: a tool for GRRB

.Standard cbms looks at these conditions which can be linked to MBG (manifestations of gender bias)

▶ Enhanced cbms-grb adds to a look at positions/status of women and men, girls and boys; to an extent, power relations, indicators facilitating empowerment:

- hh roles (patterns, tracking)

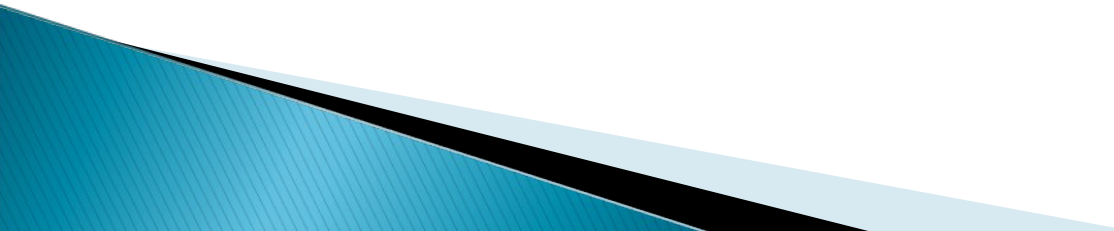
- asset ownership

- community/political

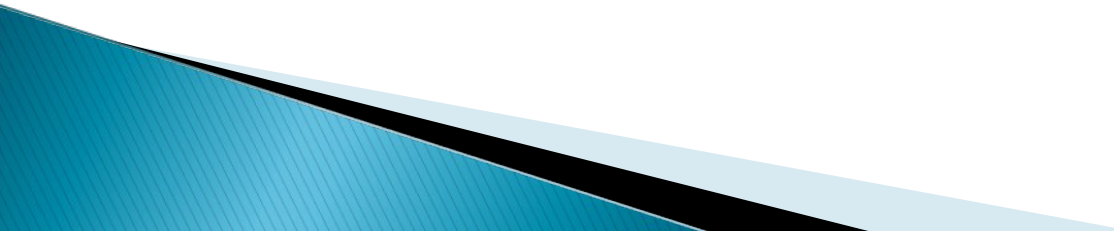
participation, "environment" facilitating participation in decision making (key player? Token?)

CBMS facilitating GRB

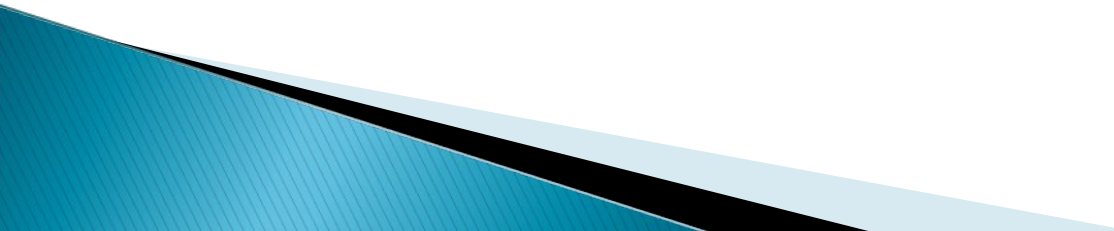
- ▶ gender disaggregated CBMS data
 - Gives a more accurate picture (evidence based) of conditions of women and men, girls and boys in the community
 - Makes it easier to target and measure performance within a three year term of LGU officials/administration
 - Claims of achievements would be more accurate and can be “defended” during elections

- ▶ Data base leads to a less partisan look at how budgets will be used
 - ▶ Encourage local, measurable targets for both executive and legislative “accomplishments” in a term (3 years)
- 

What is CBMS?

- “ An organized way of collecting information at the local level for use of local government units, national government agencies, non-government organizations, and civil society for planning, program implementation and monitoring.
 - “ A **tool** intended for a more improved **governance and greater transparency and accountability** in resource allocation.
- 

Key Features of CBMS

- LGU-Based while promoting community participation
 - Taps existing LGU/community-personnel as monitors
 - Has a core set of indicators but system is flexible enough to accommodate additional indicators
- 

BASIC NEEDS

CORE INDICATORS

Health

- 1 Proportion of child deaths aged 0-5 years old
- 2 Proportion of women deaths due to pregnancy-related causes

Nutrition

- 3 Proportion of malnourished children aged 0-5 years old

Shelter

- 4 Proportion of households living in makeshift housing
- 5 Proportion of households who are squatters

Water and Sanitation

- 6 Proportion of households with no access to safe water supply
- 7 Proportion of households with no access to sanitary toilet facilities

BASIC NEEDS

CORE INDICATORS

E. Basic Education

- 8 Proportion of children 6-12 years old not in elementary school
- 9 Proportion of children 13-16 years old not in secondary school

F. Income

- 10 Proportion of households with income below poverty threshold
- 11 Proportion of households with income below subsistence threshold
- 12 Proportion of households who experienced food shortage

G. Employment

- 13 Proportion of persons who are unemployed

H. Peace and Order

- 14 Proportion of persons who were victims of crime

Sample Outputs

■ Tables

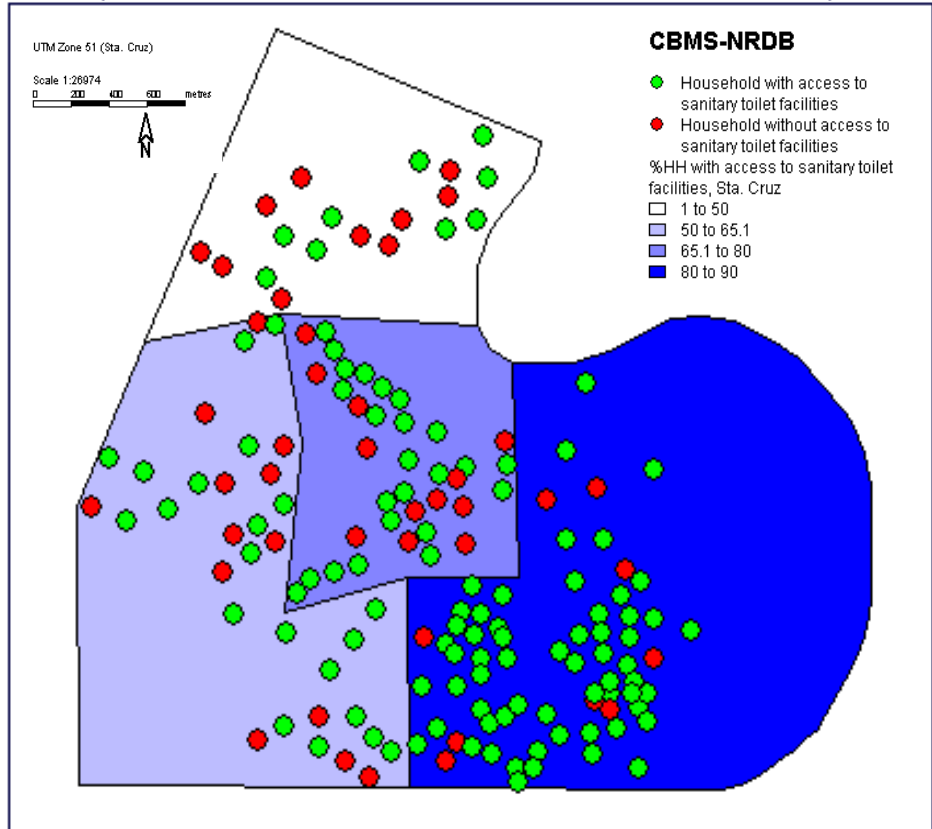
The image shows two overlapping windows from the NRDB Pro software. The top window displays a report titled 'Household CBMS core indicators' with a table of household-level data. The bottom window displays a report titled 'Barangay Indicators, Labo' with a table of barangay-level data.

Household CBMS core indicators

Household	HH head	HH with at least 1 malnourished child (0-5 years)	HH with child death	HH with at least 1 child not in elem school	HH with at least 1 child not in high school	HH with at least 1 illiterate member	HH with access to safe water supply	HH with access to sanitary toilet facilities	HH who are living in nonmakeshift housing	HH who are formal settlers	HH who eat at least 3 full meals a day	HH who experience food shortage
1	Pal Arr											

Barangay Indicators, Labo

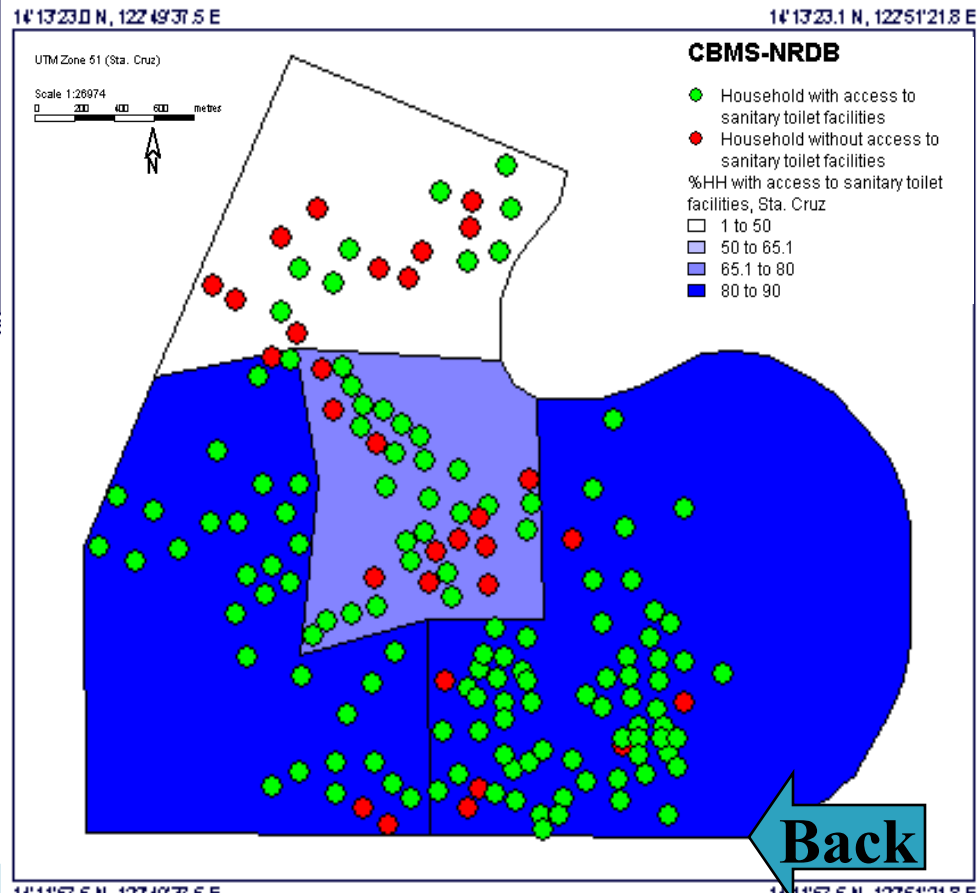
Barangay	Prevalence of malnutrition	Elementary participation rate	Secondary Participation rate	Literact rate	Employment rate	Prop of child death (0-6 years old)	Victims of Crime	Prop of HH with access to safe water	Prop of HH with access to sanitary tiolet	Prwl fo se
Anahaw	2.67	86.68	80	99.51	86.78	0	0.17	100	95.77	95
Anameam	15.67	98.21	93.6	99.44	97.64	0.52	0.4	83.94	62.69	97
Awitan	20	80.21	71.8	97.44	85.63	0	0	99.08	88.99	99
Baay	10	79.66	37.71	96.76	95.14	0	0.97	27.74	35.48	96
Baqacay	6.92	75.26	70.48	96.56	86.56	0.52	0.2	99.02	83.9	93



Before Intervention

Proportion of households with access to sanitary toilet facilities, Brgy. Sta. Cruz, Labo, Camarines Norte, Philippines, 2003

After Intervention



[Back](#)

Enhancement to CBMS

▶ Content

- Questionnaire revision, gender disaggregation of data
- Additional indicators facilitating empowerment
 - Community participation
 - Enabling structures/mechanisms within LGU
 - Asset ownership
 - Patterns in HH roles

LIVELIHOOD SKILLS FOR MEMBERS 15 YEARS OLD AND ABOVE			CAREGIVER		SCHOOL ATTENDANCE FOR MEMBERS WITH CODE 1 in (13)		
1	2	3	4	5	6	7	8
L I N E N O	Does ____ possess any livelihood skills such as carpentry, raising agricultural crops, etc?	IF YES IN (2) Specify Livelihood Skills	Is ____ the primary caregiver for any child (18 years old and below) who is a member of this household?	Are both the parents of the children ____ is taking care of present in this household?	Has ____ been skipping school for the past 3 months?	IF YES IN (6)	
	1 - Yes (GO TO 3) 2 - No (GO TO 4)	CODES SEE CODES BELOW	1 - Yes (GO TO 5) 2 - No (GO TO 6)	1 - Yes 2 - No	1 - Yes (GO TO 7) 2 - No (GO TO 8)	How often does ____ skip school for the past 3 months?	Why does ____ skip school for the past 3 months?
1							
2							
3							
4							
5							
6							
7							
8							
9							
10							
(3) Livelihood Skills 1- Carpentry 2- Crop Farming 3- Aquaculture 4- Fish Capture 5- Livestock Raising 6- Automotive 7- Beauty Care 8- Food Processing 9- Handicrafts 10- Others, Specify		(7) Frequency of skipping school 1- more than 30 times in the last 3 months 2- 10-30 times in the last 3 months 3- 6- 9 times in the last 3 months 4- 1- 5 times in the last 3 months		(8) Reason for skipping school 1- To engage in paid/ self employment 2- To help in family farm or business 3- To attend to household chores 4- To take care of younger children, sick, disabled or elder member of the household 5- Has no allowance for school 6- Not interested in going to school 7- Illness/disability 8- Others specify			

GENDER ROLES		
Who is usually responsible for doing the following tasks: 00 - not applicable 99 - not member of the household	9	10
	Household activities	Enter Line Number
	1 Cooking?	
	2 Child rearing?	
	3 Baby sitting?	
	4 Help in schoolwork?	
	5 Washing clothes?	
	6 Washing dishes?	
	7 Fetching/collecting water?	
	8 Collecting firewood?	
	9 Tending domestic animals?	
10 Backyard gardening?		

OWNERSHIP OF PROPERTIES/ASSETS		
11	12	IF YES IN 12
Does your household have the following properties or assets? 1- Yes (GO TO 12) 2- No	Is this asset/ property registered to a recognized authority or organization? 1- Yes 2- No 3- Not applicable	13 In whose name is the asset/ property attributed to ? Number
HOUSE/LAND		
1 House		
2 Residential lot		
3 Agricultural land		
4 Commercial land		
FISHING		
5 Fishing boat		
6 Fishing gear/net		
VEHICLE		
7 Car/ Van		
8 Jeep/Jeepney		
9 Boat		
10 Motorcycle/Tricycle		

14. Does the household own these farm implements?	(15) If Yes, how many? (Quantity)
1- Yes 2- No	
1 Carabao / Cow	<input type="checkbox"/>
2 Plow	<input type="checkbox"/>
3 Harrow	<input type="checkbox"/>
4 Mower	<input type="checkbox"/>
5 Thresher	<input type="checkbox"/>
6 Insecticide sprayer	<input type="checkbox"/>
7 Tractor	<input type="checkbox"/>
8 Granary/warehouse	<input type="checkbox"/>
9 Farmshed	<input type="checkbox"/>
10 Irrigation pump	<input type="checkbox"/>

FAMILY PLANNING			
(16)	(17)	(18)	(19)
How many married couples are there in the house-hold?	What are the names of the married couples?	Do ___ and ___ use any family planning method?	IF YES IN (18) What type of family planning method do ___ and ___ use?
	NAMES	1. Yes 2. No 3. Don't Know	(See codes below)
1			
2			
3			
(19) Family Planning Methods			
1. Basal body temperature (BBT)		8. Pils	
2. Billings ovulation method		9. Injectable	
3. Standard days method		10. Vasectomy	
4. Symptothermal method		11. Tubal ligation	
5. Lactational Amenorrhea Method (LAM)		12. Don't know	
6. Barrier method (condom, diaphragm)		13. Others, Specify	
7. IUD			

IF THE ANSWER IN (38) OF THE HPG IS "1", "3", "4", "5" AND "8", PROCEED TO (19), OTHERWISE, PROCEED TO (21)	
20. How did you acquire the lot/ housing structure?	
1 Purchased	
2 Waiver/ Transfer of rights	<input type="checkbox"/>
3 Inherited	
4 Others, specify	

MEMBERSHIP IN FINANCING INSTITUTIONS	
21. Are you or any of member of the household a member of these Financing Institutions?	
1- Yes 2- No	
GSIS	<input type="checkbox"/>
SSS	<input type="checkbox"/>
Pag-Ibig	<input type="checkbox"/>
22. Are there any other Financing Institution where you or any member of the household is a member of?	
1 Yes (GO TO 23)	<input type="checkbox"/>
2 No	
23. What is the name of this financing institution?	<input type="text"/>

ANNUAL GENDER AND DEVELOPMENT (GAD) PLAN AND BUDGET

FY _____

Department:
Agency:

Major Final Output:

Program/Activity/ Project (1)	Gender Issue/Concern (2)	GAD Objective (3)	Identified GAD Activity (4)	Target (5)	GAD Performance Indicator (6)	GAD Budget (7)

TOTAL	P
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Prepared by:	Approved by:	Date:
CHAIRPERSON OF GAD FOCAL POINT	HEAD OF AGENCY	DAY/MO/YR

CBMS – GRRB Plan and Budget
Group composed of: Local School Board, PTCA, DepEd and PNP
Indicator: Education and Peace and Order

Indicator	Gender Issues/Concerns	Gender Responsive Inputs			Activity	Output	Outcome	
		Policy		Program			PGN	SGN
		Executive	Legislative					
<p>About 53% ages 6-12 years old are not attending elementary</p> <p>About 52-87% number of children are not attending High School</p> <p>About 6.67% city illiterates rate 10 yrs old and above (INDEX CRIME)</p> <p>Crime Against Person <i>Specific crimes</i> (NON-INDEX)</p> <p>Crime Against property</p>	<p>A little more male than female are not attending elementary</p> <p><i>Because boys work in the farms, while girls work as house help</i></p> <p>A little more male than female are not attending school high school</p> <p>A little more male than female are illiterates 10 yrs. Old & above</p> <p>75% crime</p> <p><i>Poverty causes crime</i></p> <p>25% involves minor</p>	<p>Exec order supporting sscholarship programs for farm children</p>	<p>Ordinance setting aside budget for scholarships for farm children</p>	<p>Advocacy of responsible parenthood</p> <p>Alternative learning system</p> <p>Advocacy, GST, visibility</p> <p>Community outreach, livelihood program</p>	<p>Identifying children not attending elementary grades</p> <p><i>Parents dialogue?</i></p> <p><i>Teachers training? feeding prog.?</i></p> <p>Implementation of ALS</p> <p>Planning, organizing</p> <p><i>Who will be organized?</i></p> <p>Organizing, mobilizing, training</p> <p><i>Who will be organized?</i></p>	<p>100% of school children attended elem. Classes</p> <p>100% ?of school children attended high school classes</p> <p>100% ?literacy rate 10 yrs. & above</p> <p>5% reduction of crime</p> <p>5% reduction of crime</p>	<p>Both male and female children aged 6 to 12 get the necessary primary education</p> <p>Alleviating poverty situation</p> <p>Poverty alleviation</p>	<p>Increased chances of both female and male children to step up to a higher level of education</p> <p>More community participation</p> <p>Active community participation</p>

Processes done with LGU

- GSTs with the researchers and LGU TWG
 - Understand and level off on concepts
 - Understand motivations and rationale for questions
 - Use of data generated

____FGDs

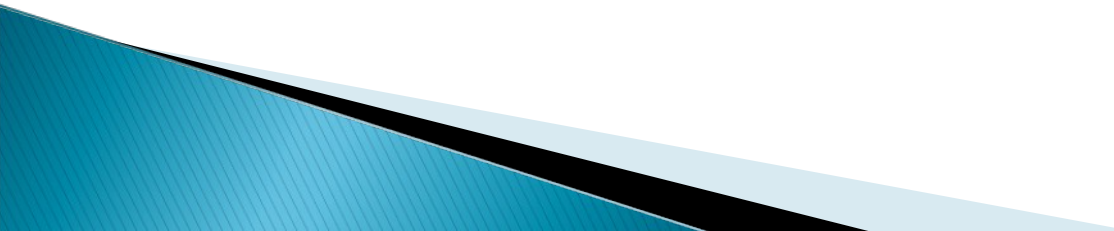
conducted with different sets of stakeholders (LGU planners, executives and policy makers; community leaders, women and other basic sector reps)

▶ FGDs

- Looked at enabling/hindering environment to participation of women in decision making (in identifying issues and programs, resource allocation)
- level of participation in planning and budgeting
- Validating Delivery of services, programs
- Assessing impacts and outcomes to quality of lives

▶ FGDs

- Led participants to a second look at their planning and budgeting processes (mandates vs practice), assessed gender responsiveness, opened discussion on interrelation/link with each department's planning and budgeting processes and the whole agency's (LGU) budget

- ▶ Gad planning and budgeting workshop using cbms-grb data
 - opened discussion on interrelation/link with each department's planning and budgeting processes and the whole agency's(LGU) budget
 - Identified gender issues from indicator results and planned for gender responsive inputs to address practical or strategic gender needs
 - LGUs are able to mainstream based on accurate,HH level data
- 

Ways forward

- ▶ Mandate cbms-grb as tool to local mainstreaming
 - ▶ Cost sharing with national gov't
 - ▶ Timing/timeframe in accord with LGU
 - ▶ Sustained advocacy with executive and legislative
 - ▶ MOAs to ensure GRB goal
 - ▶ Ensure civil society participation (more organized women/gender advocate groups)
- 