LOCALISING GENDER & PARTICIPATORY BUDGETING

Challenges of institutionalisation in Penang

Aloyah A. Bakar, Maimunah Mohd Sharif & Patahiyah Ismail
GRB part of Local Government budget (2012-2014)
INSTITUTIONALISING CHANGE ??

- Policies & Structures
- Mindsets & Cultures
- Politics
- Procedures & Processes
- Roles
### INSTITUTIONALISATION & Sustained Change

   - defines institutionalisation as a process whereby social practices become sufficiently regular and continuous to be described as institutions; room for manoeuvre to generate & sustain change that also bring about conflict, power relations & interest dynamics into web of intricacies.

   - describes informal & formal institutions with rules & procedures.

   - discusses interrelations of clusters of formal & informal changes which can be visible, less visible & at times invisible.

   - points out gender budgeting is a triple process of political, technical & broader part of governance change
WHAT ARE WE TRYING TO CHANGE?

- Informal cultural norms and exclusionary practices
- Women’s and men’s consciousness
- Women’s access to resources
- Formal institutions: laws, policies, etc.

The arrows represent potential relationships between arenas of change.
Levy: Organizational Likelihood of promoting gender equality

**Institutional Culture**
Is there a culture of openness and dialogue?

**Programmatic Intervention**
Requires applied research, continuous learning, and attention to power dynamics.

**Organizational Politics**
Requires:
- Access to power
- Clarity of analysis
- Skill at negotiation
  - Alliances
  - Networks

**Organizational Process**
- Policy
- Procedure
  - Knowledgeable people
  - Women in senior positions

**Pressure**
Women’s constituency (inside & outside), senior leaders, donors, accountability structures and incentives
Laying the Foundation in Penang ......

PWDC 2012

GRB PILOT 2012-2014

GRB Task Force, PRODUC

Lobbying 2011, 3 GRB Workshops

Women’s advocate, GM Conference 2010
PROJECT DOCUMENT (PRODUCE)

ACCEPTANCE FIRST BEFORE INSTITUTIONALISATION

GENDER RESPONSIVE BUDGETING
FOR
GENDER EQUALITY
AND
GOOD GOVERNANCE
IN
THE LOCAL GOVERNMENT OF PENANG

PROPOSAL
FOR A THREE-YEAR PILOT PROJECT
JANUARY 2013
(revised December 2012)
| Output 1 | An enabling and supportive environment within Penang Local Government (MPPP & MPSP or LAs) for GRB implementation and institutionalisation |
| Output 2 | GRB implementation of **Community Pilot Projects** |
| Output 3 | Sex-disaggregated data used as an integral tool to better policy analysis & budget allocation |
| Output 4 | Capacity building in GRB methodology and tools |
| Output 5 | Increased public awareness and participation in budgeting processes |
INSTITUTIONALISING GRB in the local government
ORGANISATIONAL BUY-INs

Introducing new structures ..... 

• STEERING COMMITTEE
• GRB WORKING GROUP
• GENDER COMMITTEE
Supervisor and Cleaners were interviewed by a panel consisting of representatives from Resident Association, Council, GRB-PWDC

Temporary supervision by: JKKK and PWDC-GRB

6 Cleaners

<table>
<thead>
<tr>
<th>Cleaner 1</th>
<th>Cleaner 2</th>
<th>Cleaner 3</th>
<th>Cleaner 4</th>
<th>Cleaner 5</th>
<th>Cleaner 6</th>
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<tbody>
<tr>
<td>Woman</td>
<td>Man</td>
<td>Woman</td>
<td>Man</td>
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TWO YEARS ON ......

OPPORTUNITIES

WEAKNESSES

SWOT

THREATS

STRENGTHS
<table>
<thead>
<tr>
<th>LESSONS 2013</th>
<th>STRENGTHS</th>
<th>WEAKNESSES</th>
<th>OPPORTUNITIES</th>
<th>THREATS</th>
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<tbody>
<tr>
<td>MPPP/MPSP</td>
<td>-FINANCIAL COMMITMENT</td>
<td>-THEORETICAL COMMITMENT</td>
<td>-STEERING COMMITTEE SUPPORT</td>
<td>-TIME CONSTRAINTS</td>
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<td>-HIGH TOP MANAGEMENT BUY-IN</td>
<td>-VARYING LEVELS OF PARTICIPATION</td>
<td>-KRA/KPI DRIVEN SUPPORT</td>
<td>-WORKLOAD</td>
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<td>-OPENNESS</td>
<td>-PERCEIVED “GENDER” DILUTION</td>
<td>-CAPACITY BUILDING</td>
<td>-COMPETING PRIORITIES</td>
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<td></td>
<td>-EAGER TO LEARN</td>
<td>-OWN PRIORITIES</td>
<td>-WIDEN ACTIVITIES</td>
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<td></td>
<td>-WILLINGNESS TO TAKE OWNERSHIP</td>
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<td>-MULTIPLE PARTNERSHIP</td>
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<td>TEAM</td>
<td>-GREAT TEAM SPIRIT/TEAM WORK</td>
<td>-SUBSTANTIVE UNDERSTANDING</td>
<td>-CONTINUOUS CAPACITY BUILDING</td>
<td>-VARYING LEVELS OF PARTICIPATION</td>
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<td>-HIGH LEVEL COMMITMENT</td>
<td>-YOUNG IN EXPERIENCE</td>
<td>-INTERNATIONAL EXPOSURE</td>
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PWDC-GRB December 02 2013
<table>
<thead>
<tr>
<th>Outputs</th>
<th>%</th>
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<tbody>
<tr>
<td>1. Creating a supportive and enabling environment for implementing &amp;</td>
<td>50</td>
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<tr>
<td>institutionalising GRB at the local authorities (LAs) in Penang</td>
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<tr>
<td>2. GRB implementation of community pilots</td>
<td>80</td>
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<tr>
<td>3. Use of sex-disaggregated data to better policy planning &amp; budgeting</td>
<td>50</td>
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<td>4. Capacity building in GRB tools &amp; methodology at the LAs &amp; community</td>
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<tr>
<td>5. Increased public awareness &amp; participation in budgeting processes</td>
<td>80</td>
</tr>
<tr>
<td>Supportive &amp; Enabling Environment to implement GRB</td>
<td>Outcome</td>
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<tr>
<td>Increased understanding and acceptance of GRB at all levels of Local Government, among the Councillors and within the community</td>
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<td>Supportive structures established within the LAs &amp; the implementation of GRB over the long-term sustained</td>
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GENDER RESPONSIVE ACTIONS BY LAs
<table>
<thead>
<tr>
<th>OUTPUT 4</th>
<th>OUTCOME</th>
<th>ACHIEVEMENT</th>
<th>% SCORE</th>
<th>FLAG</th>
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<tr>
<td>Heighten knowledge &amp; Skills in GRB methodology &amp; tools</td>
<td>▪ A pool of local GRB practitioners acquire competence in GRB skills</td>
<td>▪ 17 new Councillors &amp; 4 HoDs are trained &amp; more gender aware at MPSP</td>
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<td>▪ Councillors, Council Management and Staff, integrate gender perspectives into local governance processes and acquire relevant GRB skills</td>
<td>▪ New Councillors voluntarily join PPR events &amp; activities</td>
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<td>▪ Targeted communities and NGOs acquire understanding of GRB and relevant skills to effectively participate in LA budgeting</td>
<td>▪ 100 level 27-48 trained at MPPP</td>
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<td>▪ A Toolkit produced to help guide GRB implementation in the LAs</td>
<td>▪ 89 level 17-29 trained at MPSP</td>
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<td>▪ PPR Ampangan resident representatives attended MPSP’s Budget Dialogue</td>
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In the short span of two years the GRB team has done very well. GRB is well known to many stakeholders with the local administration and there are formal and informal networks and bodies to implement GRB.

- Since GRB is a process which requires transforming procedures and cultures within organisation, it is not something that can be implemented in two years (Frey, 2013: 17).
2013 and BEYOND ......
Transforming institutions through Gender Responsive Participatory Budgeting

Empowering

Local Democracy

Mainstreaming

Gender Equality

Social Justice

GOOD GOVERNANCE
CAPITALISE ON VALUE-ADDS

...... deepening of institutional ownership

1. Policy Framework
2. Resource Commitments
3. Enhance Capacity Building
Einstein ..... 

Quote,

“Not everything that counts can be counted; not everything that can be counted counts”

Unquote...
• Lack of awareness and understanding on gender & gender issues
• Limited community involvement in planning and budgeting process
• Lack understanding of GRB methodology & tools

• Capacity Building/ Workshops
• Closer engagement with pilot departments
• Perform BIA, PET, OBB

• GENDER EQUALITY & SOCIAL JUSTICE IN PENANG ACHIEVED

CLIENT / STAKEHOLDERS

NEEDS / PROBLEMS

INPUT

PROCESS

OUTPUT

OUTCOME

MPPP / MPSP / STATE GOVT @ Institution level

• Discussion / meetings & dialogues
• Obtain sex-disaggregated data
• Gender into KRA/KPI

• Gender equality & gender mainstreaming buy-ins at all levels
• Gender lens practised
• GRPB institutionalised

PWDC-GRB December 02 2013
THANK YOU

- TERIMA KASIH
- DUNKE
- DHANYBHAD
- ARIGATOU
- NANDHRI
- DANKSCHEN