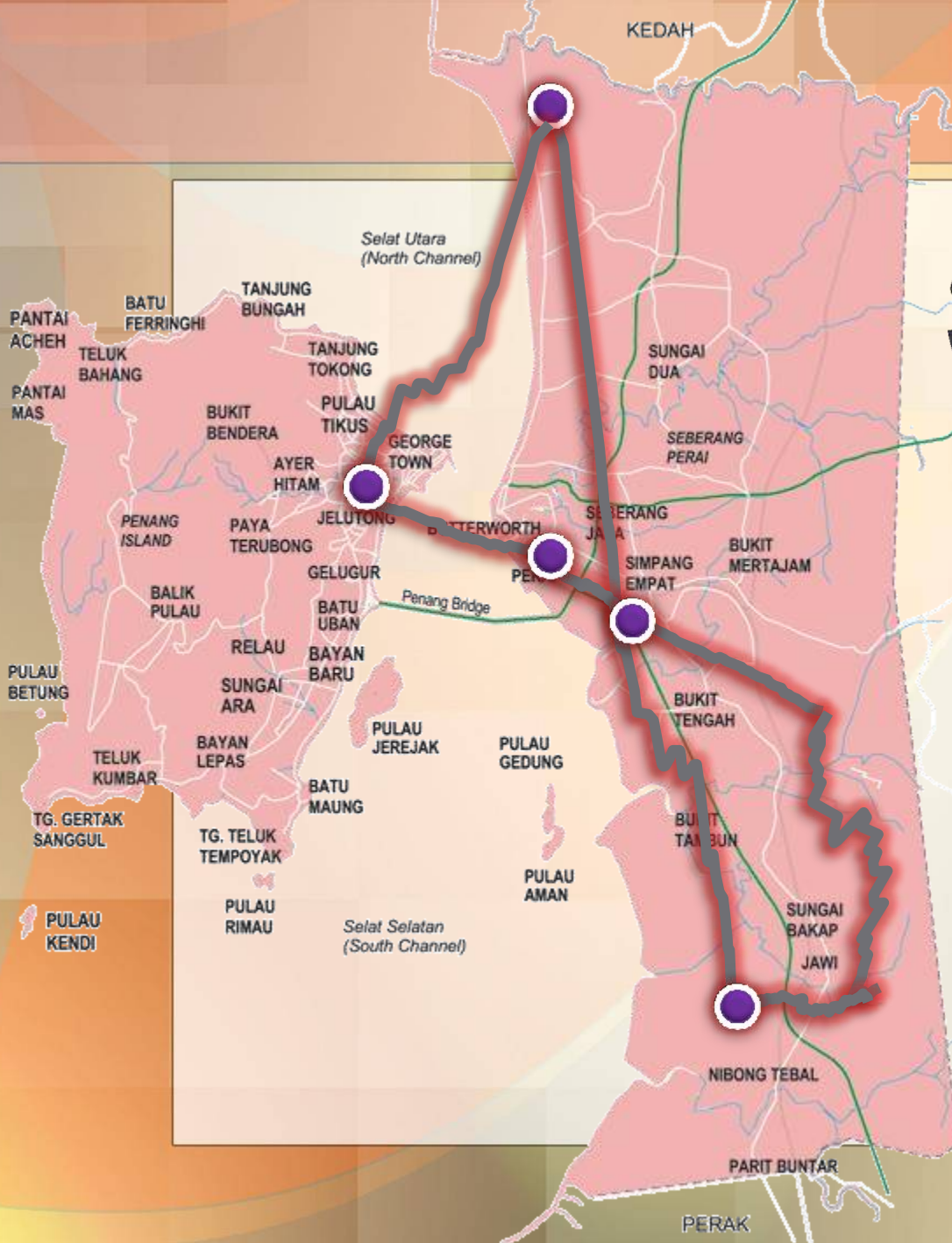# LOCALISING GENDER & PARTICIPATORY BUDGETING

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

1.   **Levy (1996:1), Hill & Turner (1988)**

-   **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.**

 2. **Helmke & Levistsky (2004: 727)**

-   **decribes informal & formal institutions with rules & procedures.**
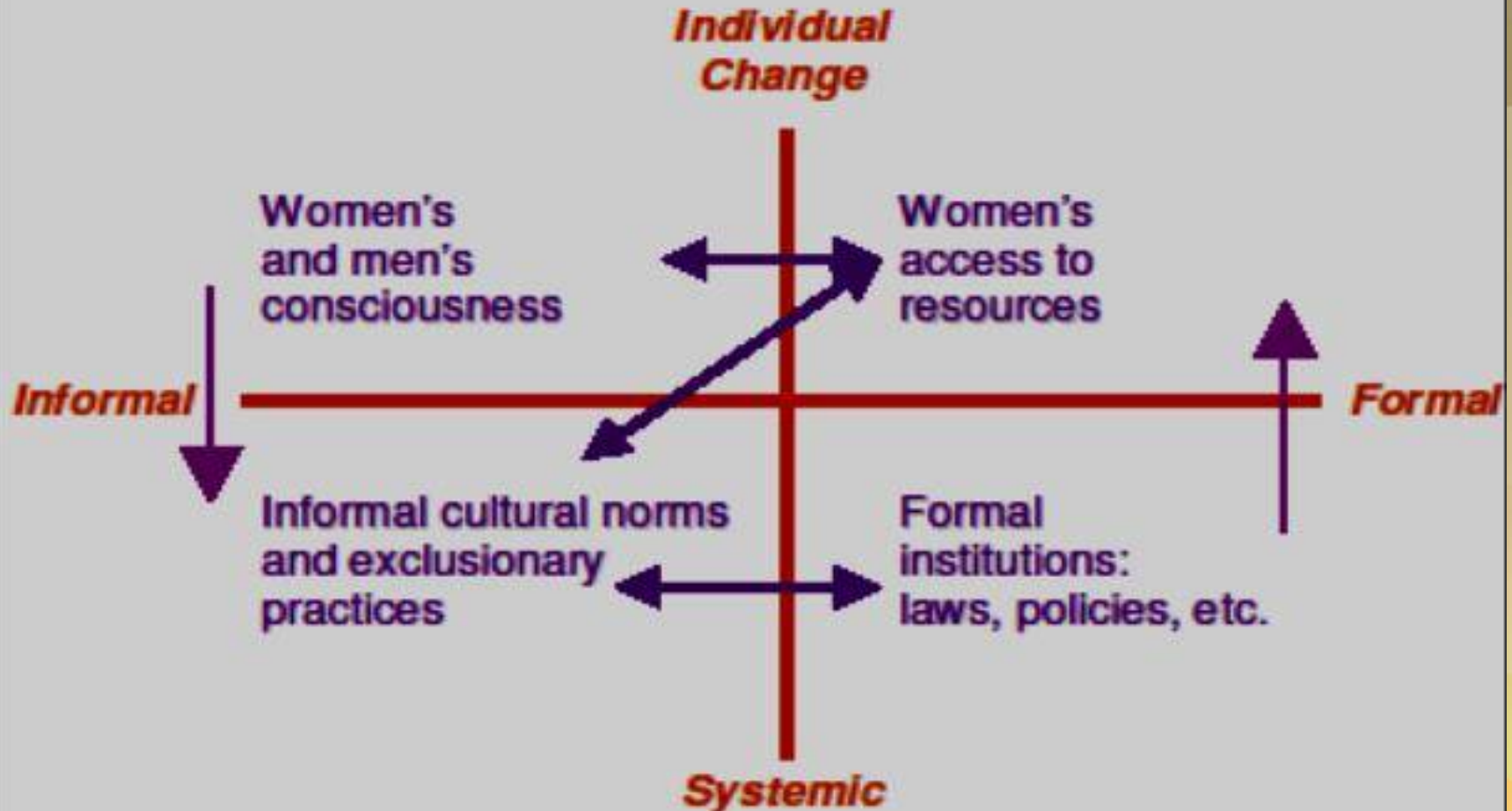
3.   **Kelleher & Rao (1999)**

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

4. **Illo et al (2010:7)**

-   **points out gender budgeting is a triple process of political, technical & broader part of governance change**

WHAT ARE WE TRYING TO CHANGE ?

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 ......

GRB PILOT 2012-2014

PWDC 2012

GRB Task Force, PRODUC

Lobbying 2011, 3 GRB Workshops

Women's advocate, GM Conference 2010

PROJECT DOCUMENT (PRODUC)

ACCEPTANCE FIRST BEFORE INSTITUTIONALISA-TION

GENDER RESPONSIVE BUDGETING

FOR

GENDER EQUALITY

AND

GOOD GOVERNANCE

IN

THE LOCAL GOVERNMENT OF PENANG

PROPOSAL

FOR A THREE-YEAR PILOT PROJECT

JANUARY 2013
(last revised December 2012)

2013 GRB 5 Outputs

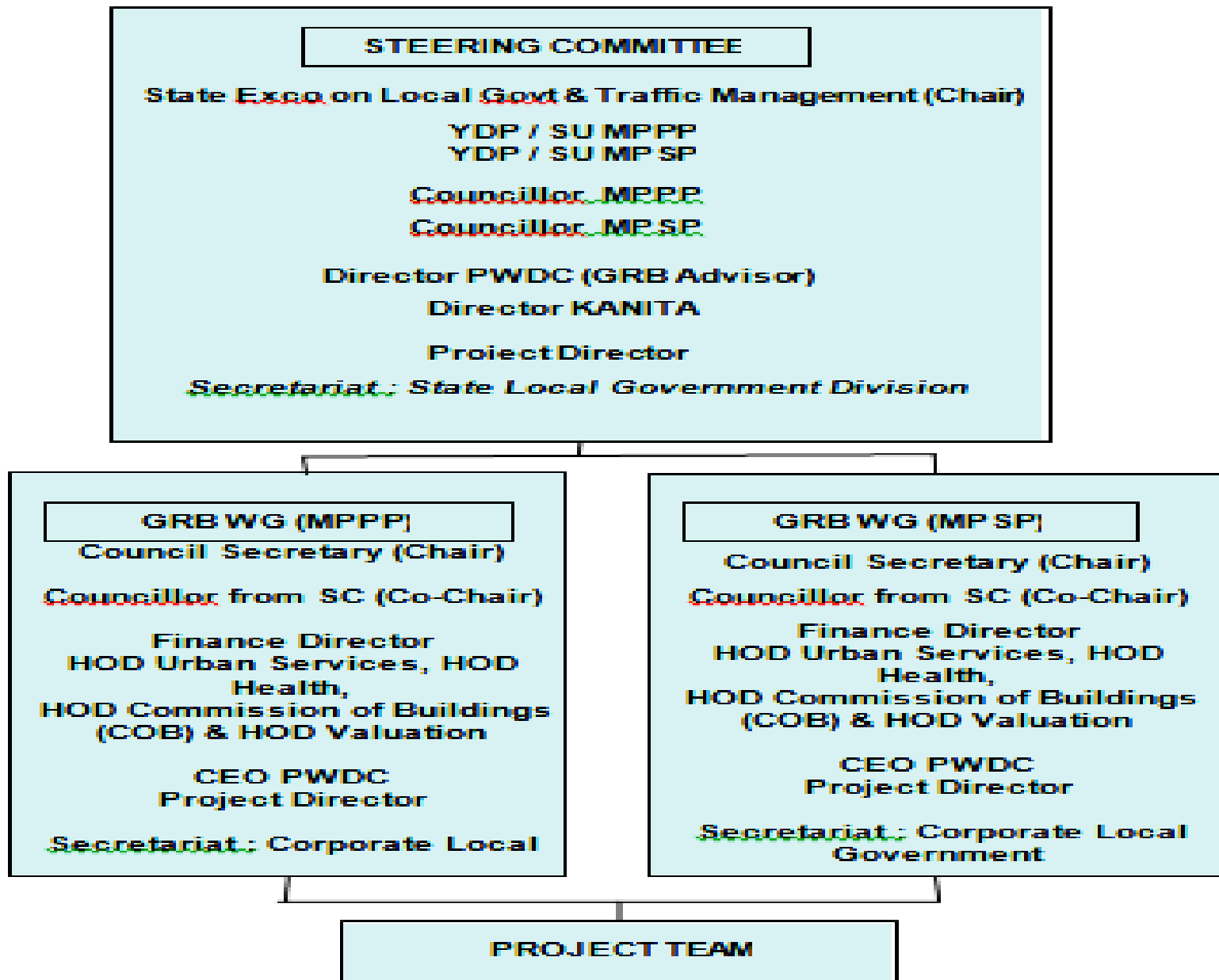|	
Output 1	**An enabling and supportive environment within Penang Local Government (MPPP & MPSP or LAs) for GRB implementation and institutionalisation**
Output 2	**GRB implementation of Community Pilot Projects**
Output 3	**Sex-disaggregated data used as an integral tool to better policy analysis & budget allocation**
Output 4	**Capacity building in GRB methodology and tools**
Output 5	**Increased public awareness and participation in budgeting processes**

KEY CHALLENGES

**INSTITUTIONALISING GRB
in the local government**

ORGANISATIONAL BUY-INs

Introducing new structures .....

- **STEERING COMMITTEE**

- **GRB WORKING GROUP**

- **GENDER COMMITTEE**

STEERING COMMITTEE

STEERING COMMITTEE

State Exco on Local Govt & Traffic Management (Chair)

YDP / SU MPPP
YDP / SU MP SP

Councillor MPPP

Councillor MP SP

Director PWDC (GRB Advisor)

Director KANITA

Project Director

Secretariat : State Local Government Division

GRB WG (MPPP)

Council Secretary (Chair)

Councillor from SC (Co-Chair)

Finance Director
HOD Urban Services, HOD Health,
HOD Commission of Buildings (COB) & HOD Valuation

CEO PWDC
Project Director

Secretariat : Corporate Local

GRB WG (MP SP)

Council Secretary (Chair)

Councillor from SC (Co-Chair)

Finance Director
HOD Urban Services, HOD Health,
HOD Commission of Buildings (COB) & HOD Valuation

CEO PWDC
Project Director

Secretariat : Corporate Local Government

PROJECT TEAM

CREATING NEW STRUCTURE & PROCESSES – Community Buy-In

PENANG MUNICIPAL COUNCIL

Temporary supervision by: JKKK and PWDC-GRB

RESIDENT ASSOCIATION

Supervisor and Cleaners were interviewed by a panel consisting of representatives from Resident Association, Council, GRB-PWDC

CLEANING SUPERVISOR

6 CLEANERS					
Cleaner 1 Woman	Cleaner 2 Man	Cleaner 3 Woman	Cleaner 4 Man	Cleaner 5 Woman	Cleaner 6 Man

OPPORTUNITIES

WEAKNESSES

SWOT

THREATS

STRENGTHS

LESSONS 2013	STRENGTHS	WEAKNESSES	OPPORTUNITIES	THREATS
MPPP/MPSP	-FINANCIAL COMMITTMENT -HIGH TOP MANAGEMENT BUY-IN	-THEORETICAL COMMITTMENT -VARYING LEVELS OF PARTICIPATION	-STEERING COMMITTEE SUPPORT -KRA/KPI DRIVEN -OBB	-TIME CONSTRAINTS -WORKLOAD -COMPETING PRIORITIES
COMMUNITY	-OPENNESS -EAGER TO LEARN -WILLINGNESS TO TAKE OWNERSHIP	-PERCEIVED "GENDER" DILUTION -OWN PRIORITIES	-CAPACITY BUILDING -WIDEN ACTIVITIES -MULTIPLE PARTNERSHIP -COMMUNITY CONTRACTS	-VARYING LEVELS OF PARTICIPATION
TEAM	-GREAT TEAM SPIRIT/TEAM WORK -HIGH LEVEL COMMITTMENT	-SUBSTANTIVE UNDERSTANDING -YOUNG IN EXPERIENCE	-CONTINUOUS CAPACITY BUILDING -INTERNATIONAL EXPOSURE	-HIGH EXPECTATIONS -WORKLOAD

GRB SCORECARD 2012-2013
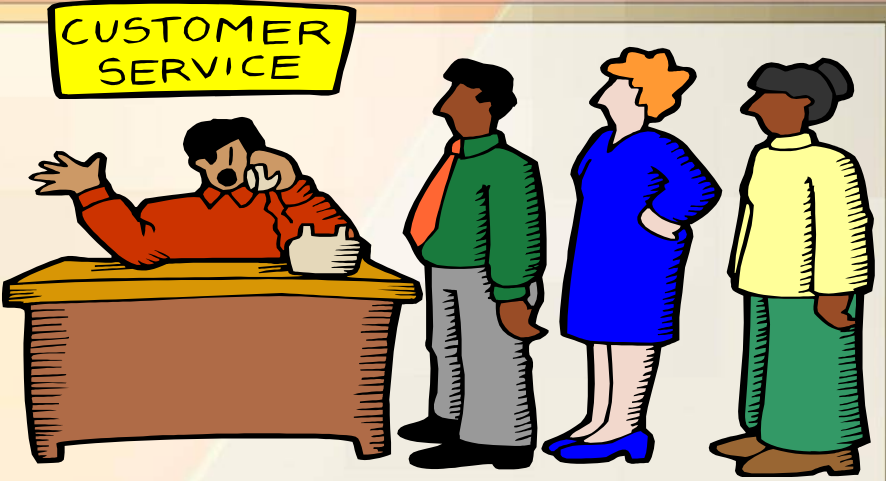
	OUTPUTS	%
1	Creating a supportive and enabling environment for implementing & institutionalising GRB at the local authorities (LAs) in Penang	50
2	GRB implementation of community pilots	80
3	Use of sex-disaggregated data to better policy planning & budgeting	50
4	Capacity building in GRB tools & methodology at the LAs & community	50
5	Increased public awareness & participation in budgeting processes	80

GRB SCORECARD 2012-2013

OUTPUT 1	OUTCOME	ACHIEVEMENT	% SCORE	FLAG
Supportive & Enabling Environment to implement GRB	▪ **Increased understanding and acceptance of GRB at all levels of Local Government, among the Councillors and within the community** ▪ **Supportive structures established within the LAs & the implementation of GRB over the long-term sustained**	▪ Management Steering committee formed ▪ GRBWG formed ▪ Gender Committee at MPSP formed ▪ Top Management commitment at LAs ▪ Top Management participation ▪ GRB exhibit at IWD/Hari Majlis (ownership-taking) ▪ Budget Dialogues conducted by MPSP ▪ Budget on-line surveys conducted (gender incorporated) by MPPP	**50**	

GENDER RESPONSIVE ACTIONS BY LAs

GRB SCORECARD 2012-2013

OUTPUT 4	OUTCOME	ACHIEVEMENT	% SCORE	FLAG
Heighten knowledge & Skills in GRB methodology & tools	▪ **A pool of local GRB practitioners acquire competence in GRB skills** ▪ **Councillors, Council Management and Staff, integrate gender perspectives into local governance processes and acquire relevant GRB skills** ▪ **Targeted communities and NGOs acquire understanding of GRB and relevant skills to effectively participate in LA budgeting** ▪ **A Toolkit produced to help guide GRB implementation in the LAs**	▪ **17 new Councillors & 4 HoDs are trained & more gender aware at MPSP** ▪ **New Councillors voluntarily join PPR events & activities** ▪ **100 level 27-48 trained at MPPP** ▪ **89 level 17-29 trained at MPSP** ▪ **PPR Ampangan resident representatives attended MPSP's Budget Dialogue**	**50**	

International Evaluation...

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
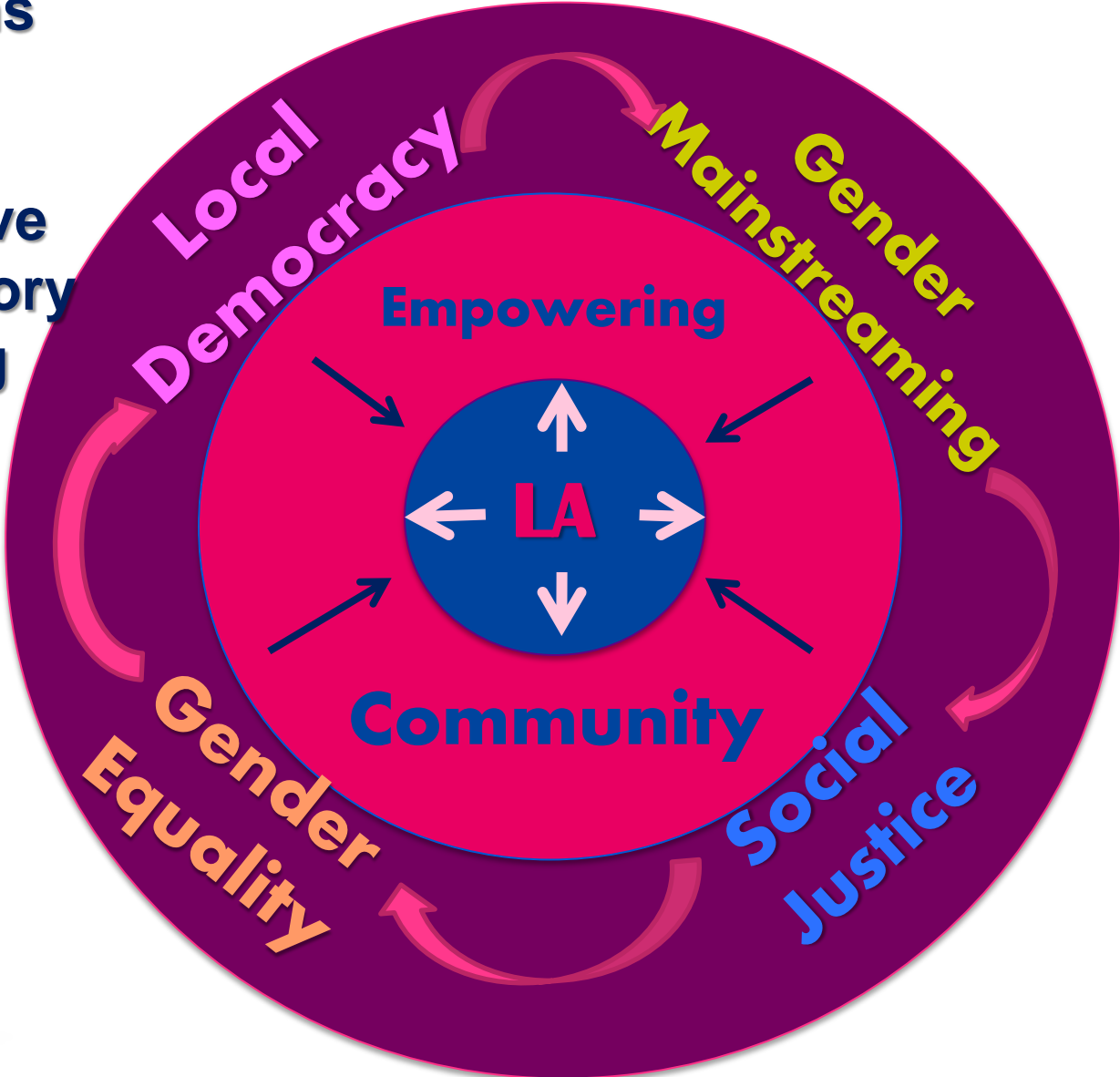(Frey, 2013: 17).

2013 and BEYOND ....

FORWARD

ON TARGET

Transforming institutions through Gender Responsive Participatory Budgeting

GOOD GOVERNANCE

Local Democracy

Gender Mainstreaming

Empowering

LA

Community

Gender Equality

Social Justice

PWDC-GRB October 10 2013

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 / STAKE HOLDERS

NEEDS / PROBLEMS

INPUT

PROCESS

OUTPUT

OUTCOME
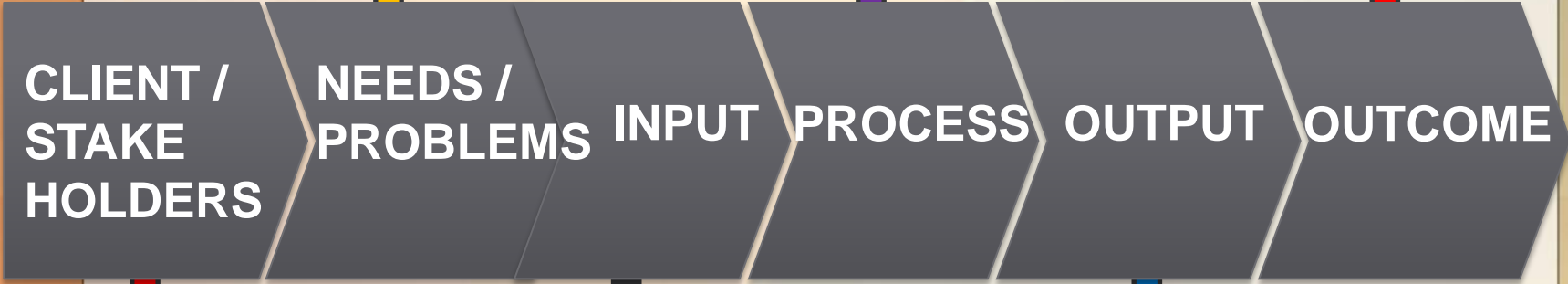
MPPP /MPSP/ STATE GOVT

@ 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**

THANK YOU

- **TERIMA KASIH**

- **SYEH SYEH**

- **DUNKE**

- **OBRIGADO/A**

- **DHANYBHAD**

- **KAM-SA-HAM-NEE-DA**

- **ARIGATOU**

- **SALAMAT**

- **NANDHRI**

- **DANKSCHEN**