

GENDER RESPONSIVE BUDGETING AT LOCAL ADMINISTRATIONS

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About the Program

The United Nations Joint Program for Promoting the Human Rights of Women (UNJP Women's Rights) is funded by Sabanci Foundation, and implemented by the United Nations Development Programme, United Nations Entity for Gender Equality and Empowerment of Women (UN Women) and Sabanci University in partnership with the Ministries of Interior, National Education, Family and Social Policies and the Union of Municipalities of Turkey (UMT). Under the Program, UNDP implements "Sabanci Foundation Grant Program" whereas Sabanci University implements the "Purple Certificate Program". Conducted in the period 2012-2015, the Joint Program's pilot provinces are Aydin, Canakkale, Edirne, Erzincan, Eskisehir, Gaziantep, Kahramanmaraş, Kastamonu, Kayseri, Kocaeli and Ordu.

Overall Objective

The overall objective of the Joint Program is to build capacities of local administrations, public institutions and civil society organizations to fulfill the commitments of gender equality at local level and to contribute to empowerment of women's rights.



UN Women, through training efforts, ensured that many GRB works as exemplified in this brochure were implemented at local administrations.

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UN Women is in charge of the Gender Responsive Budgeting component of the Joint Program. In this framework, UN Women aims to contribute to building institutional capacities at local administrations and civil society organizations to analyse, improve and monitor local administration budgets with gender perspective.

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02

Public Policies and Gender Equality

Responsibilities assumed and opportunities enjoyed (or not enjoyed) by women and men both in their private and social lives give rise to differing needs and priorities. Public policies, plans and budgets that ignore different needs and priorities of women and men, i.e. the so-called gender-blind policies, tend to aggravate existing gender inequalities.

For example;

- Planning such services as public transport or street/area lighting without reference to differing living conditions and needs of women and men may restrict women's access to certain public services.
- Inadequacies in public services may affect women more adversely than men. Particularly the women caring children, patient, elderly or handicapped at home have limited participation in social, economic or political life outside home. Accordingly, inadequacies in childcare, elderly care, handicapped rehabilitation services may lead to the exclusion of women from social life.

Therefore, there is a strong need for approaches that take into account the different needs and priorities of women and men and promote gender equality in public policies, plans and budgets.

Why Budget?

Successful implementation of any policy depends on the budget allocated specifically for that policy.



Gender Responsive Budgeting

What it is...

Gender Responsive Budgeting (GRB), is a **change process** where central and local administrations re-formulate policies, plans and budgets in order to

- Formulate **more effective** policies to promote gender equality
- Draft better plans **more responsive** to differing needs and priorities.
- Create **more adequate** budgets to achieve effective outcomes.

What it is not...

GRB means neither preparing separate budgets for women or men nor dividing the budget 50% for women and 50% for men nor setting up a new budgeting system.

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Main Elements of GRB Practice



These elements are all **equally important**; putting GRB into practice can start at different points **with no particular sequence**.



Conduct GRB analysis

A good analysis is the core element of any GRB work.

GRB analysis studies the impact of policies and budgets on gender equality. The analysis seeks answers to the question: "Taking also the budgets into account, do policies implemented or services delivered alleviate, aggravate or leave gender inequalities unchanged?"

For example

- GRB analysis on municipal services may inquire whether women and men adequately use such services for their needs and enjoy the benefits of budgets reserved for such services. Based on GRB analysis results, services and policies are developed to improve gender equality.





Conduct GRB analysis

A GRB analysis of a specific service area involves 5 key steps:

Step 2:
Identify gender issues in this service area

Step 4:
Analyse the budgets allocated

Step 1:
Conduct a baseline study of the service area to be analysed

Step 3:
Analyse who benefits from such services to what extent

Step 5:
Develop recommendations to improve gender equality



These key steps of GRB analysis are applicable to other service areas of a municipality. The crucial point is to identify, on the basis of GRB analysis results, what policy and budget changes are needed to improve gender equality.

Good Practice

As a result of gender analysis in the health sector, Eskisehir Metropolitan Municipality identified that women living in rural areas of the province had limited access to health services, especially to cancer screening and early diagnosis. Although cancer screening service was provided without charge in the city by the Ministry of Health, rural women had limited access to these services due to lack of knowledge about the service, lack of ability to make appointment in the health centre or because they were not permitted by their husbands or could not afford transportation expenses.



The Metropolitan Municipality first outreached rural women through mukhtars (village heads) to inform them on the importance of cancer screening and early diagnosis. Then, the Metropolitan Municipality got appointments for women at the Cancer Early Diagnosis



Screening and Training Centre (KETEM) and arranged for free transport. Those women identified as having risks during the screening were immediately referred to hospitals.

Between October 2014 and April 2015, a total of 707 women in the rural areas accessed this service of cancer screening and early diagnosis.

The action was extremely effective in raising awareness on breast cancer and uterine cancer, providing diagnosis and treatment, thereby improving women's health.





Involve all municipal departments in GRB work

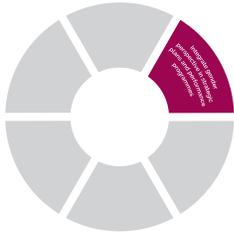
GRB should be perceived and adopted as the joint responsibility of not one, but all departments of a municipality because many services ranging from transportation to infrastructure, from environmental to socio-cultural services bear different needs and outcomes for women and men. From this perspective, even though coordinated by one single department, active involvement by all departments is required for planning, implementation and monitoring processes. The involvement of the Financial Services Department, as the leading actor in planning and budgeting processes, enhances especially efficiency of GRB work.



Good Practice

Eskisehir Metropolitan Municipality established an Equality Commission to guide and coordinate GRB work, consisting of senior managers from 5 departments namely Reconstruction and Urbanization, Transportation, Environmental Protection and Control, Technical Affairs and Social Services. The commission guided the Municipality on such topics as training planning, promoting GRB analysis, and developing gender equality criteria.





Integrate gender perspective in strategic plans and performance programmes

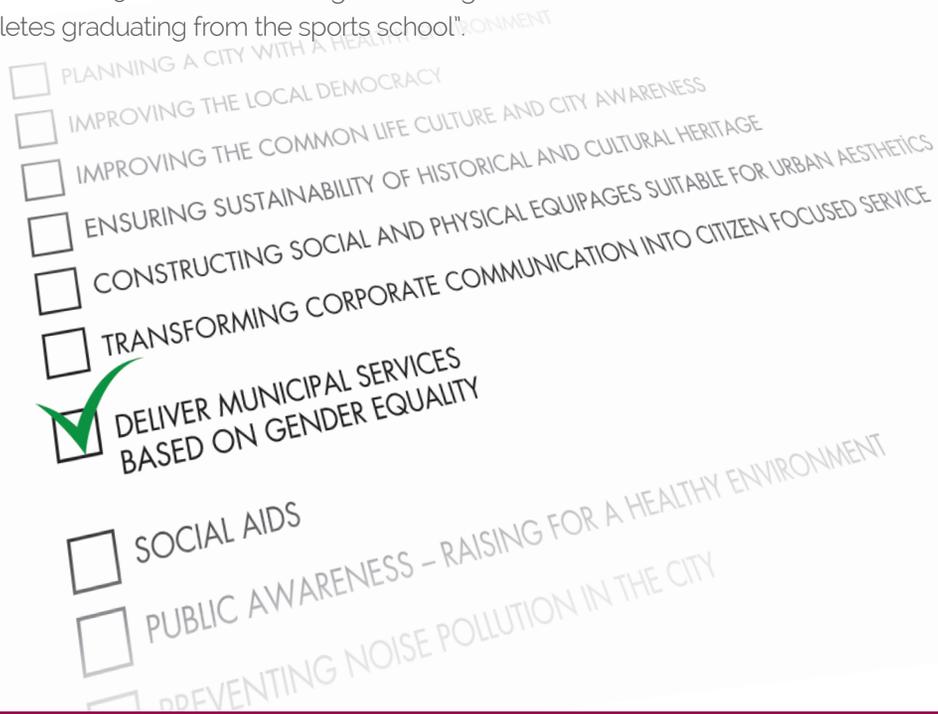
It is crucial that gender be integrated in strategic plans and annual performance programmes so that gender equality becomes a priority issue for municipalities. To this end:

- Gender responsive goals, objectives, strategies and activities can be defined in strategic plans;
- Gender responsive performance indicators can be formulated in performance programmes;
- Activity reports can present the work undertaken to promote gender equality;
- Mayors can, in the call circulars for the preparation of strategic plans, emphasize the promotion of gender equality, thus make gender equality a priority issue.

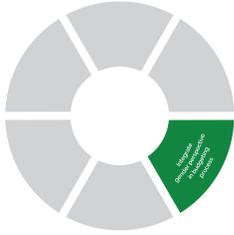
Good Practice

Edirne Municipality took significant steps immediately after the GRB training to integrate gender equality in the new Strategic Plan which ultimately included numerous strategic goals and objectives that directly addressed gender equality and GRB. For example, one of the 14 strategic goals in the new Strategic Plan 2015-2019 is "Goal 5: Deliver municipal services based on gender equality". Similarly, a GRB-specific objective was defined as "To make the works of the Municipality sustainable for the implementation of Gender Responsive Budgeting at Edirne Municipality".

Kocaeli Metropolitan Municipality too defined gender responsive performance indicators in its 2015 Performance Programme, e.g. "Number of licensed female and male athletes graduating from the sports school".

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- PLANNING A CITY WITH A HEALTHY ENVIRONMENT
 - IMPROVING THE LOCAL DEMOCRACY
 - IMPROVING THE COMMON LIFE CULTURE AND CITY AWARENESS
 - ENSURING SUSTAINABILITY OF HISTORICAL AND CULTURAL HERITAGE
 - CONSTRUCTING SOCIAL AND PHYSICAL EQUIPAGES SUITABLE FOR URBAN AESTHETICS
 - TRANSFORMING CORPORATE COMMUNICATION INTO CITIZEN FOCUSED SERVICE
 - DELIVER MUNICIPAL SERVICES BASED ON GENDER EQUALITY
 - SOCIAL AIDS
 - PUBLIC AWARENESS - RAISING FOR A HEALTHY ENVIRONMENT
 - PREVENTING NOISE POLLUTION IN THE CITY





Integrate gender perspective in budgeting process

Allocating adequate budget is as much important as including gender equality goals, objectives and activities in the strategic plans and annual performance programmes. Therefore, the budget too needs to be assessed through gender lenses.



Guiding questions

- Has any funding been allocated to the activities to promote gender equality in the strategic plan?
- Is this funding adequate?
- What percentage of the total municipal budget does this funding constitute?
- What percentage of this funding has been disbursed towards achieving this goal?

Good Practice

Gaziantep Metropolitan Municipality set aside **3,490,000 TL** in the municipal budget of **2015** for activities relating to gender equality objectives in the Strategic Plan **2015-2019**. This figure is approximately 9 times of **380,000 TL** allocated in 2013 for the same purpose.





Make representation and participation in planning, implementation and budgeting processes gender responsive

It is an essential part of GRB to have higher levels of representation of women in all municipal positions and decision-making processes and to develop participative mechanisms to enable equal participation of women.



Guiding questions

- What are the number and percentage of women employees in municipalities?
- What is the rate of women in management positions in municipalities?
- What is the rate of women councillors? At which commissions do women municipal councillors sit?
- Are women adequately represented in municipal decision-making processes (particularly when setting priorities and formulating budgets)?
- Do women have equal opportunities in participative processes?
- Are venues and times of municipality's participative meetings appropriate for women?

Good Practice



For the first time in 2014 women bus drivers were recruited for Edirne Municipality's public transport system. Edirne Municipality also enacted legislation encouraging women to participate in this sector.

The senior management of Gaziantep Metropolitan Municipality appointed women heads to 6 critical departments including the Financial Services Department. In addition, the number of women tram drivers went up from 3 to 21.



More women tram drivers in Gaziantep MM.



Edirne Mayor Mr. Recep Gürkan and Ms. Sibel Pakarda, first ever woman bus driver in Edirne Municipality.



GRB Training Gaziantep, 2014.



Monitor and evaluate GRB progress

It is critically important to monitor the changes made in policies and budgets with a gender equality perspective and what impact such changes do bring about. Such monitoring may take place in two spheres, namely inside and outside the municipality.

Annual reports drawn up by inputs from all municipal departments are an important tool for in-house monitoring in the municipality. Annual reports may include assessments of the impact policies/services on gender equality, or alternatively a Gender Equality Budget Report may be appended to the annual report to describe the outcomes of GRB work (in conjunction with the budget).

Civil society organizations are the most important actors in external monitoring.



**Guiding
questions
for CSOs**

- What was the outcome of work by municipalities to promote gender equality?
- What percentage of the budget funding allocated for such work was disbursed?
- To what extent did municipalities fulfil their gender equality commitments?

Good Practice



Edirne GRB Monitoring Group and Edirne Municipality engage in collaborative work.

Gaziantep Metropolitan Municipality established a Commission called GAZTAK (Gender Equality Monitoring and Evaluation Board - Gaziantep Follow-Up) in order to track and monitor municipal services with regard to gender equality. GAZTAK includes members from each of the 23 departments and also Municipal Council Equality Commission and Equality Unit.

Eskisehir Equality Platform (ESEP) was founded in Eskisehir by members of Women's Assembly of the City Council CSOs and academicians. This initiative outside the municipality monitors GRB works of the Metropolitan Municipality, provides support and develops proposals.



Eskisehir Equality Platform's visit to the Municipality, 2015.

04

Keys to GRB success

International and national experience shows that the following key factors may help GRB initiatives be effective and sustainable, thus ultimately successful:

- Political resoluteness on the part of municipal senior management, and ownership by bureaucrats
- Strong cooperation and sense of partnership among stakeholders
- Building monitoring and evaluation capacities particularly of women CSOs
- Strengthening gender responsive participation in decision-making processes
- Sustainability of awareness raising activities
- Effective participation of CSOs
- Increased experience sharing among municipalities.



What Are the Roles of Stakeholders in Implementing GRB at Local Level?

A multitude of actors including mayors, municipal departments, municipal councils, civil society organizations, media entities and universities have various roles in implementing GRB at local level. The success of GRB depends on joint action of such actors in cooperation and coordination. Therefore it is important that,

Mayors

- Demonstrate political resoluteness and provide guidance in implementing GRB,

All municipal departments

- Integrate gender equality and women's empowerment issues in their plans, budgeting and service delivery and actively own the matter,

Municipal Councils

- Include on their agenda and initiate debate on the activities and proposed budgets relating to gender equality and women's priority needs during the debate on strategic plans, performance programmes and annual budget discussions,

- Establish a "Gender Equality Commission" as exemplified in the pilot provinces of the project: Gaziantep, Kocaeli and Ordu Metropolitan Municipalities,

Civil society organizations

- Identify women's priorities and needs, inform and request the municipality to act accordingly,
- Monitor the gender equality policies, plans, budgets and services of municipalities, cooperate as necessary, provide support and develop proposals,
- Establish "Budget Monitoring Platforms" as exemplified in Edirne, Eskisehir, Kayseri and Ordu,

Universities

- Engage in research on GRB and gender equality,
- Share their knowledge and experience both with municipalities and CSOs,

Media entities

- Work with CSOs to communicate their quest for gender responsive policies to the wider public.



UN Entity for Gender Equality and Empowerment of Women (UN Women)

UN Women is a United Nations agency working to empower women and promote gender equality. Located in Istanbul since 2014, the UN Women Regional Office for Europe and Central Asia oversees the work of UN Women in Albania, Bosnia and Herzegovina, Georgia, Kazakhstan, Kosovo (in accordance with the UN Security Council Resolution 1244), Kyrgyzstan, Moldova, Serbia, Tajikistan, Macedonia, Turkey, Ukraine and Uzbekistan.



UN Women Regional Office for Europe and Central Asia engages in the following priority areas

Supporting economic empowerment of women

Increasing women's participation in decision-making mechanisms

Enabling women to participate in peace, security and humanitarian processes

Eliminating violence against women and girls

Developing gender responsive policies, plans and budgets

Supporting governments and CSOs to formulate policies adhering to global and gender equality standards



Main Bases of GRB

"Awareness will be raised on Gender Responsive Budgeting and good practice be developed."

10th Development Plan (2014-2018)

"It is essential for local administrations too that gender equality be mainstreamed, division of work be established for gender responsive budgeting and cooperative mechanisms be set up."

**GRB Report (2014) of
the Equal Opportunities Commission of
the Turkish Grand National Assembly**



**Regional Office for
Europe and Central Asia**

Abide-i Hürriyet Cad. İstiklal Sok. No:11
KEY Plaza Kat:8 34381 Şişli, İstanbul

Ankara Programme Office

UN House, Birlik Mahallesi, Katar
Caddesi No:11, 06610 Çankaya, Ankara

www.eca.unwomen.org
www.bmopkadinhaklari.org