

# **Gender Responsive Budgeting: Opportunities for Civil Society**

**Gender Responsive Budgeting Initiative (GRBI)**

## Introduction

Gender-responsive budgeting (GRB) focuses on the impact of government budgets on women and men, girls and boys. Government officials bear the primary responsibility for drawing up and implementing government budgets. However, they are not the only players in government budgeting. Government budgets use public money to provide services and infrastructure and, more generally, to address the needs of the population. Because it is public money, parliament must play a key role in ensuring that budget decisions appropriately address needs. Civil society also has an important role to play. Most importantly, civil society can be advocates for particular types of expenditure and revenue-raising. Civil society can also produce information – through research and through their work with local communities – that shows problems that need to be addressed by the budget, and problems in that way the budget is currently allocated and implemented.

This short pamphlet is intended to assist non-governmental organisations (NGOs) to think about what their role can be in the government's Gender Responsive Budgeting Initiative (GRBI) and/or in their own GRB activities. The pamphlet is not intended to be comprehensive, and will not cover all the possibilities. It is also not intended as a toolkit. Instead, it is intended to provide ideas that groups can then develop and change so that they are appropriate for Pakistan and for the interests of a particular organisation and those it serves.

GRB is about gender, but it is not only women's organisations that should be interested in doing GRB work. For example, any organisation that is doing budget analysis can strengthen their work by incorporating the question as to how the budget affects different societal groups – male and female, rural and urban, rich and poor, young and old. Similarly, any organisation that works on education in Pakistan will know that there are significant gender differences in enrolment, achievement and areas of study. Such groups can add budget-related work to strengthen the policy and advocacy work that they are already doing. The budget aspect will show those they are trying to convince that they are serious and practical – they are not simply putting forward 'wish-lists'.

Many people think that because GRB is about budgets, it needs to be done by economists. This is not true. Budget work involves dealing with large numbers. But the types of calculations that need to be done are simple – mainly addition and percentages. It is, in fact, more important to have knowledge of the needs of people, of policies, of how government services are delivered, and of gender, than to have an economics background.

You can find frequently asked questions (FAQs) and the relevant answers about GRB and about Pakistan's Gender Responsive Budgeting Initiative (GRBI) on the website of the GRBI, at [www.grbi.gov.pk](http://www.grbi.gov.pk).

## Ideas for NGO activities

The pages which follow give some ideas of activities that NGOs can do in relation to GRB. Each idea includes one or two brief case studies explaining how this activity was done in other countries. Many of the activities relate to information gathering (or 'research') of some kind. Information gathering is important because one of the characteristics of GRB which make it effective is that it is 'evidence-based' – that it presents facts and figures. These facts and figures can make advocacy stronger and more effective.

The pamphlet begins with the gender-aware policy appraisal, which is a good place to start GRB work whether you are inside of outside government.

### Gender-aware policy appraisal

A gender-aware policy appraisal assesses the policies and programmes that are funded by the government budget to see if they are likely to reduce or increase gender inequalities. The appraisal usually focuses on a particular sector. Thus the GRBI in its first year commissioned three policy appraisals – one each of Health, Education and Population Welfare – to assess whether the federal, provincial and district policies and budgets were gender aware in the focus areas of the initiative.

The South African Women's Budget Initiative developed a five-step approach for doing a gender aware policy appraisal which has since been used in other countries. The steps are as follows:

Step 1	Analysis of the situation of women, men, girls and boys in a given sector.
Step 2	Assessment of the extent to which policies address the gendered situation.
Step 3	Assessment as to whether budget allocations are adequate, in order to implement gender-responsive policies.
Step 4	Assessment of short-term outputs of expenditure, in order to evaluate how resources are actually spent, and policies and programmes implemented.
Step 5	Assessment of the long-term outcomes or impact expenditures might have.

The policy appraisals commissioned by the GRBI cover all three levels of government. However, they are each only 40 pages long so do not include district-specific information. An NGO that is working in a particular district may find it useful to begin their GRBI work by doing a gender-aware policy appraisal of the policies, programmes and budgets of that particular district. Starting with a policy appraisal is useful if budget work is a new area for the NGO as in doing the appraisal the NGO will learn about budgets – what they provide for, the format, who is responsible, and the process more generally.

The NGO may want to look beyond the three sectors covered by the GRBI. For example, an NGO that is working on economic issues will want to look at budgets of economic sectors, and an NGO that is working on violence against women may want to look at

social welfare or police budgets. An NGO that is assisting local women councillors may want to look at the budget of the district more broadly. It could use the situation analysis of step 1 to describe the main challenges to gender equality in that district and then follow those challenges through to the related policies, programmes and budgets.

Where government does a gender-aware policy appraisal, it can use its administrative records for step 4 of the process. Where an NGO does the appraisal, it may not have access to all the necessary government information. In this case the NGO can find other ways of collecting information on whether and how women, men, boys and girls are accessing services. The NGO could, for example, do a beneficiary assessment survey at the service point, among the NGO's members, or among the people the NGO serves. (You can read about the GRBI's beneficiary assessment in Rajanput and Gujrat on the GRBI website at [www.grbi.gov.pk](http://www.grbi.gov.pk).)

Development Through Active Women Networking Foundation (DAWN) is an NGO based in the Negros Occidental region of Philippines. Their story shows how this NGO used a gender-aware policy appraisal to take forward their work in promoting women's political representation.

#### **Box 1 NGO gender-aware policy appraisal in Philippines**

DAWN was founded in 1990. In 1995 the organisation established its Women in Politics Project to promote women's political participation. Soon after, DAWN's executive director ran for city council in Bacolod City, the capital of Negros Occidental, and got elected as a councillor.

The local government system in Philippines allows for participation in budget-making by NGOs. In 2000, when DAWN did its GRB research, 26 NGOs were represented in the City Development Council (CDC) of Bacolod City. The CDC includes both government and non-government representatives and is responsible for drawing up the City's development plan and annual investment plan for consideration by the Mayor and the City Council.

However, it was only in 2000 that DAWN started looking seriously at budgets. DAWN realised that doing budget research would give them very useful information about how the budget is decided, who decides, and who benefits. The project would also provide opportunities for DAWN to influence government planning and budgeting. DAWN decided to do the research themselves, even they were not professional researchers, accountants or budget experts. They felt that by doing the research themselves they would learn more.

DAWN used the five-step approach as the basis of their research, but also looked at issues related to the budget process. The organisation obtained information from many different sources. They looked at a thick pile of print-outs showing proposed and approved budgets for the two years covered by their research. They chose a few key departments in which they interviewed staff responsible for planning and those providing services. They read the annual reports of the departments to get information about performance as well as general statistics and issues. They organised a focus group discussion with civil society leaders to find out about their participation in the CDC. They asked village heads, chairpersons of the village committee for women and children, and staff working on gender for information on the village budgets. They examined the city development plan, the annual investment plan, a proposed land use plan, the Mayor's annual report on the city, and government publications which described the planning and budgeting rules

for local government. They held focus group discussions and individual interviews to find out how planning and budgeting actually happened in Bacolod. They compared what they were told with what was stated in government rules. Before finalising their research report, they presented the draft findings to some of the people they had interviewed and asked them to validate the findings.

The research took a lot of time and energy, but DAWN felt that it was worth the effort as afterwards the organisation used what they had learnt in their advocacy and training of women for political participation as well as in budget debates through their executive director-councillor. The research project also provided DAWN with an opportunity to work with staff of the local government and find allies amongst them.

You can read more about DAWN's experience in Flor C & Lizares-Si A. 2002. "The Philippines: Getting smart with local budgets" in Budlender D & Hewitt G (eds) *Gender Budgets Make More Cents: Country studies and good practice*. Commonwealth Secretariat: London: 98-116, downloadable from <http://www.gender-budgets.org/>

### **Promoting participation in the budget process**

Some GRB initiatives focus only on the content of budgets. Others include a focus on the *process* of budget-making. Some of these initiatives look at what opportunities there are for members of the legislature, as elected representatives of civil society, to influence the budget. Where opportunities exist, NGOs can try to assist the representatives (and the female ones in particular) to engage meaningfully by helping them understand budgets and budget process. Thus in Uganda, as in Pakistan, there is a quota to ensure that there are at least a minimum number of women representatives among local government councillors. In Uganda the Forum for Women in Democracy (FOWODE) first assisted women to stand for local government elections. Once they were elected, FOWODE provided training for the women councillors in GRB so that they could effectively represent women's interests in their new role.

Some GRB initiatives also look at what opportunities there are for civil society organisations to engage directly themselves. Some governments have also tried to find ways to enable ordinary citizens to participate. This has happened most often in Latin America, especially at the local level of government. In Latin America they refer to this way of making budgets as 'participatory budgets'.

Some of the 'participatory budgets' do not take adequate steps to ensure that all voices – and particularly those of women – are heard. However, there are some examples where, as a result of advocacy, special efforts are made to encourage women to participate.

In some cases civil society participates mainly in the planning stage, by stating their needs. In other cases civil society participation continues after the budget is passed, when citizens play a role monitoring implementation of the budget. Even if government does not provide a formal mechanism for civil society to monitor the budget, NGOs can devise ways of doing this and publicising their findings.

## **Box 2 Women and participatory budgets in Brazil and Peru**

### **Brazil**

In 1995, the municipal government of Recife, Brazil introduced a system of popular consultation on the budget. In its early stages, participation in the budget process was restricted to members of particular organisations and largely failed to address issues of gender inequality.

In 2001 a newly elected municipal government set up Coordenadoria da Mulher (Women's Coordinating Group) to coordinate the state's gender policies. This group works alongside a civil society body, the Municipal Council of Women. The new government also developed ways of increasing participation in the budget process.

The new participatory budget has two main strategies.

- Firstly, **area meetings** are held in different neighbourhoods of the city to discuss problems and budgetary needs. Each region of the city then forms a regional forum of representatives from the area meetings.
- Secondly, **thematic forums** have been set up to address problems such as education and health.

Two representatives from each forum (regional and thematic) take part in the General Council of the Participatory Budget.

Coordenadoria da Mulher also introduced three activities aimed to increasing women's participation in the participatory budget process:

- Mobile recreation spaces for children are installed where the budget meetings are held to facilitate participation by women with childcare responsibilities.
- Pamphlets outlining the importance of women's participation have been distributed at the area meetings to promote greater representation of women in regional and thematic forums.
- Special women's meetings were organised with government officials, members of the women's movement, and activists dealing with ethnic issues, to find ways to achieve broader mobilisation around women's participation in the budget. Activities included composing music for community radio stations.

In 2002 the Women's Meeting became one of the thematic forums of the participatory budget. This gave it a voice in the official structure of the budget-making process, and allowed it to elect members to the General Council of the participatory budget.

### **Peru**

In Villa El Salvador, Peru, the part of the budget used to implement the integrated development plan has been prepared in a participatory way since 2000. The main players in the process are the municipality, territorial management committees and thematic commissions.

The process starts when the municipality determines the distribution of funds among the territories. It does this on the basis of unmet basic needs criteria, population size and the residents' taxpaying record. Later, all citizens over 16 years of age and all the community's public and private organisations are invited to participate in formulating and approving the budget, and then managing and evaluating implementation.

The municipality's roles include coordination of the process of discussion, approval and implementation of the participatory budget. The territorial management committees determine, in each territory, the top priority investments to be made with the amount allocated to the territory.

They must supervise the projects that are implemented and take responsibility for maintenance expenses.

The thematic commissions act as consultative bodies on specific issues. At present, Villa El Salvador has six thematic commissions: trade, healthy community, gender, youth, education and small & medium enterprises. The gender commission is made up of the Grassroots Women's Federation and a number of NGOs. It is meant to advise all other commissions on how to incorporate a gender-sensitive approach.

The El Salvador participatory budget thus already makes some provision for gender equality. However, gender advocates want to see further provisions. They would like to have a minimum quota for women's participation in the leadership of each territory, in decision-making and in project implementation. They have also proposed that a gender-gap change indicator be included in the criteria for project selection and appraisal.

You can read more about El Salvador's experience in Andía-Pérez B, Beltrán-Barco A, Coello-Cremades R, Gutiérrez M, Palán-Tamayo Z & Zabalaga-Estrada C. 2004. United Nations Development Fund for Women. UNIFEM – Andean Region. *Gender-Sensitive Budgets in Latin America: Accountability for Equity and Transparency*. United Nations Development Fund for Women.

The new local government system in Pakistan provides some opportunities for participation in budget-making by ordinary citizens. The training manual for local government officials names several steps of the budget process in which civil society should be involved:

- It says that the general public and women's organizations should be consulted when the Finance and Budget Officer draw up the call letter each year. The call letter is the circular that tells all parts of the local government how they should draw up their budget, including the policy priorities.
- It says that the local government must get input from the general public on its draft budget before it is decided on by the local council.
- The public must also be given an opportunity to comment on the proposals agreed to by the local council.

Citizens can also organise themselves into Citizen Community Boards to advocate for particular projects which they consider important. CCBs are non-elected groupings of citizens that work on a non-profit basis to promote local development and self-help initiatives and look after the well-being of vulnerable groups, including widows. CCBs will receive 80% of the costs of approved projects from local government. They must the rest of the money themselves.

The new local government rules state that at least 50% of locally generated funds must be spend on development, and that 25% of the development budget must be allocated to projects identified by CCBs.

The new local government rules do not say anything about representation of women on the CCBs. However, there are special seats reserved for women, peasants and workers in

the Zila and District Councils as well as in the Tehsil and Town Councils. The Union Council has 21 members, of whom four must be women.

Because the local government system in Pakistan is still new, there is not yet a lot of experience to draw on either within government or outside. NGOs will need to be creative in utilising the new opportunities, and in ensuring that women's voices are heard.

### **Monitoring PRSP implementation**

In 1999 the World Bank and International Monetary Fund (IMF) introduced the idea of poverty reduction strategy papers (PRSPs) as one of the preconditions for poor countries to get access to the Highly Indebted Poor Country (HIPC) debt relief and concessional loans. The idea of PRSPs later spread to other countries which were not part of the HIPC. By early 2005 non-HIPC countries with PRSPs were Pakistan, Albania, Armenia, Azerbaijan, Bosnia and Herzegovina, Cambodia, Djibouti, Georgia, Kenya, Kyrgyzstan, Moldova, Mongolia, Nepal, Serbia and Montenegro, Sri Lanka, Tajikistan, Vietnam and Yemen.

A PRSP presents the overall poverty plan of the government and should cover all sectors of government, the economy and society. A PRSP covers a three-year period, after which it is reviewed. Pakistan's first PRSP was published in 2002. However, the document is seen as a three-year rolling plan, and a new version will therefore be developed every few years. The development of both the initial strategy and later versions are meant to involve widespread participation, including by civil society and ordinary citizens.

Gender analysts and activists have criticised many PRSPs for not mainstreaming gender issues. The World Bank's gender unit produced a detailed Sourcebook describing how to ensure that PRSPs are gender-sensitive. Many PRSPs describe some gender problems, such as lower female enrolments or high maternal mortality. But most do not look systematically at the gender differences across all sectors or build gender into the proposed solutions. Many PRSPs include gender issues when discussing the social sectors such as health and education, but say very little about gender when discussing employment and economics more generally. There are, however, some exceptions. Rwanda's PRSP, for example, is generally seen as having been successful in mainstreaming gender, largely as a result of concerted effort by women in the country. One part of this work focused on collecting and incorporating sex-disaggregated data for use in the report. The groundwork done in describing the situation of women, men, girls and boys in the different sectors was later carried through into Rwanda's Gender Budget Initiative. (You can read more about gender in PRSPs in Whitehead A. 2003. *Failing women, sustaining poverty: Gender in Poverty Reduction Strategy Papers*. Report for the UK Gender and Development Network.)

Because the PRSP is meant to provide the overarching framework for government action, it should also be the driving force behind the shape of the budget. This means that if gender is not adequately incorporated in the PRSP, it will be difficult to achieve a gender-responsive budget. It also means that if gender is not built into the monitoring and

evaluation system for the PRSP, it is unlikely to be part of evaluating budget implementation. Pakistan's first PRSP includes gender-related monitoring indicators, but they are listed separately from the main monitoring indicators rather than 'mainstreamed'.

NGOs in several countries have set up their own monitoring systems to check that money allocated for PRSP purposes reaches the intended beneficiaries. In some cases these NGOs have included a focus on gender. Here we give the examples of Malawi and Uganda. In Malawi, NGOs took a quantitative survey approach to monitoring. In Uganda, the NGOs monitor PRSP spending more qualitatively, including through specially established community-based committees and meetings.

### **Box 3 Tracking PRSP spending in Malawi and Uganda**

#### **Malawi**

Malawi's Civil Society Coalition for Quality Basic Education (CSCQBE) was established in 2000. By 2005 it had 58 members, which included NGOs, community-based organizations, teachers union, religious based organizations, and 10 district networks. From the start, monitoring of government education policies, plans and strategies, including how they are implemented, became one of CSCQBE's main activities.

Each year CSCQBE conducts a tracking exercise which is implemented by its member organisations. The exercise aims to see whether the resources allocated for basic education are sufficient to achieve measurable change in equitable access, quality and relevance of basic education as a right for all children. The exercise is also part of holding government accountable – seeing whether implementation is in line with policy and whether resources are reaching the intended beneficiaries in line with the country's PRSP.

The 2004 report covers 322 primary schools spread across the six educational divisions of Malawi. The questionnaire focuses, in particular, on tracking the "priority poverty expenditures" of the PRSP in Malawi, namely teaching and learning materials, special needs education, teacher training and recruitment, supervision and inspection of schools, and rehabilitation and construction of schools. The tracking compares what the Coalition finds at school level with what is recorded in the budget. The tracking includes gender issues, for example by looking at male/female enrolments and dropouts, provision of materials (such as desks) seen as especially important in retaining girls, and gender patterns among teachers in rural and urban schools.

You can read more about what CSCQBE is doing in Nsapato L (ed). 2004. Are Public Funds making a Difference for Pupils and Teachers in Primary Schools. Report on Civil Society Basic Education Budget Monitoring For Financial Year 2003/4. Lilongwe. The report includes a copy of the questionnaire used.

#### **Uganda**

The Uganda Debt Network (UDN) was originally formed to campaign for debt relief for Uganda under the HIPC initiative. In 1997/8, after Uganda joined HIPC, the government created the Poverty Action Fund (PAF) as a way of ensuring that the resources released through debt relief would be spent on priority sectors for reducing poverty. In 2001/2, the PAF accounted for 35% of the national budget.

PAF funds are provided to districts in the form of conditional grants and are meant to be spent according to guidelines issued by the central Ministries. In 2000 UDN started establishing grassroots structure, called Poverty Action Fund Monitoring Committees (PAFMCs), to monitor that these funds were being received by districts and used properly. The committees are made up of volunteers from civil society groups. In 2005 UDN was supporting PAFMCs in seven districts of the country.

UDN provides training for committee members. District officials are invited to workshops and meeting to provide information and to get buy-in. Where committees discover problems in PAF implementation, UDN forwards these to the relevant authorities such as the Auditor General, Ministry of Ethics and Integrity, the Parliamentary Committee on Public Accounts or local officials. Problems reported in the first years included many different forms of embezzlement and bribing, over-charging of fees, and sub-standard work by contractors on infrastructure projects.

## Costing

Costing involves the estimate of the amount of money that would be necessary to provide a particular service or to implement a particular policy. Ideally, government should do full costing of all its activities, policies and legislation so that it can budget accurately. In practice, governments generally do not do proper costing, and so often allocate too few resources.

NGOs can do costing exercises of particular services or policies in which they are interested, and then use a comparison of their estimates and the amounts allocated in budgets to show the shortfall between government commitment (in the policy) and implementation (through the budget).

The example shows how Fundar, an NGO in Mexico, used a costing exercise as part of its advocacy for emergency obstetric care (EmOC) services, and how a South African NGO used costing in advocating for bigger budgets to implement the Domestic Violence Act.

### **Box 4 Costing key services and policies**

#### **Money to reduce maternal mortality in Mexico**

Fundar Centre for Analysis and Research, an NGO in Mexico, started doing GRB work in 2000. From the beginning, it focused much of its attention on health issues, and often worked closely with the Ministry of Health.

Fundar's Maternal Mortality Project aims to address the fact that many women in the country die from pregnancy-related causes as a result of weaknesses in the health services. The maternal mortality rate is highest among poor women, and among indigenous women. As a result of Fundar's work there was a significant increase in the budget for reproductive health programmes and services were extended. But the amounts allocated were still too low, especially in the areas with the highest maternal mortality rate.

Fundar decided to do costing of what would be needed to implement emergency obstetric care (EmOC). It calculated the costs of the drugs and medical supplies needed to deal with the five main causes of maternal death – eclampsia, haemorrhage, infection, obstructed birth, and

abortion. It did the costing in three states (provinces) as well as at the federal level. It based the cost on estimates on the prices of drugs and supplies, the number of expected pregnancies and the expected birth rates, as well as estimates of the proportion of obstetric complications.

Fundar's research revealed that the cost of providing EmOC to every woman who needs it, even using the highest price estimates for drugs and medical supplies, is relatively low. This is good for advocacy as Fundar can argue that the burden on the budget will not be too big. Fundar is now planning to estimate the cost of training staff to deliver EmOC.

Fundar's website (<http://www.fundar.org.mx/english/index.html>) has a section in English where you can find out more about their budget and other work.

### **Costing implementation of the Domestic Violence Act in South Africa**

In 1999 the South African parliament passed the Domestic Violence Act (DVA). The most important protection provided by the Act is the interdict which an abused person can get against the abuser. In early 2005 the Centre for the Study of Violence and Reconciliation did research at nine courts and police stations in three provinces to find out how much time (and thus government money) was being spent on issuing interdicts. CSVR interviewed clerks of the court, magistrates, prosecutors and police officers about the activities they do to implement the DVA, and how long each activity takes. The main activities covered were:

- Clerks of the court usually assist applicants to complete the forms. Sometimes police officers also help women with their applications for protection orders.
- The magistrate decides whether to grant an interim protection order.
- On the return date, the magistrate holds a hearing if both parties are present, and decides whether to grant a final order.
- A sheriff or the police serve the order on the respondent and applicant. The applicant usually pays the sheriff's fees unless she can prove she is very poor.
- Police arrest and charge men reported for breaching the protection order.
- Magistrates and prosecutors play roles when men appear in court for breaching the order.

To calculate what it costs government to implement the DVA, CSVR multiplied the average time taken for each activity by the percentage of cases to which it applied and by the cost of the staff involved. The amount came to R245,03 per case. This only covers the staff costs. It does not cover costs such as stationery, rental, and support staff. It also uses the salary of the lowest possible level of staff for each activity.

Together courts and police at the nine sites must have spent about R6,4m processing nearly 26 000 applications for protection orders in 2004. Government records show that 114 142 protection orders were granted in South Africa between March 2004 and February 2005. This must have cost government about R28m for court and police services. But it was still much too little to achieve the DVA's goal of eliminating domestic violence in the country.

CSVr has taken the results of the research to the different agencies responsible for implementing the DVA and also to Treasury. All have expressed interest in working further with the organisation to draw up guidelines to ensure proper implementation of the Act and adequate budgets to achieve this.

You can read more about CSVr's costing exercise in Vetten L, Budlender D & Schneider V. October 2005. *The Price of Protection: Costing the implementation of the Domestic Violence Act*. Centre for the Study of Violence & Reconciliation Gender Programme Policy Brief No 02: Johannesburg

## Improving data availability

It is common to hear complaints that GRB work is difficult because of the lack of sex-disaggregated data and data on important gender issues such as maternal mortality and violence against women. In fact, most countries have more data than expected when you start looking for it. So it is unlikely that GRB work will be impossible because of lack of data. In Pakistan, in particular, there are a lot of surveys that can provide gender-sensitive data. Problems include that the data are not always easily accessible, that NGOs (and government officials!) do not always know what is available, and that sometimes different sources give contradictory information. There are also administrative data, which comes from the administrative information collected by government agencies. This includes school enrolments, visits to health services, etc. The problems here are that the data are not always collected in a sex-disaggregated way, and/or that they are not always published.

There are also sometimes issues that are not covered sufficiently, or at all, in a country's official surveys and administrative data. For example, at present many countries do not have national data on time use. Time use data tell us how women and men, girls and boys spend their time. In particular, these data tell us how much time they spend on unpaid care work such as housework, caring for children, caring for old people and caring for sick people. These activities are important to count because they contribute to the well-being of the population. However, the people (mainly women) who do this work usually are not paid for the work they do. And the time they spend on this work can prevent their doing other activities, such as income-earning. Time use information is important because unpaid care work needs to be taken into account in budget-making. Government needs to see how it can allocate expenditure to reduce the burden that unpaid care work places on those (mainly women) who do it, so that the work can be done more efficiently, and so that the actors can have more time for other activities.

In Pakistan, the Federal Bureau of Statistics has started planning a time use survey to be conducted over 2006/07. Nevertheless, there are other areas in which gender-responsive data are lacking in the country. The experience of an NGO in Tanzania in advocating for a time use study may therefore be helpful in thinking about how NGOs can advocate for more and better data on issues such as violence against women

NGOs also need to start thinking about how they can use the time use data when they become available. They need to think about what issues they would like to see analysed using data on how women and men, girls and boys spend their time, and how this information can help them in their advocacy. Some NGOs, for example, might be interested in the time spent collecting fuel and water. Some will be interested in the time spent, mainly by women and girls, caring for children, and how they manage to do this work as well as other activities such as income-earning or going to school. There are many further questions that the time use survey will help answer.

### **Box 5 Advocating for a time use study in Tanzania**

The Tanzania Gender Networking Programme (TGNP) started doing GRB work in 1997. It started its GRB work with gender-aware policy appraisals of key sectors such as education, health and agriculture. The budget office of the Ministry of Finance later started doing GRB work inside government. They asked TGNP to assist government officials in the sector ministries by writing a manual and helping with training and follow-up support in gender analysis.

TGNP then decided to expand its GRB work beyond the budget office of the Ministry of Finance so that it could influence broader macroeconomic planning. The organisation realised, in particular, that it was important that planning and budgeting take unpaid care work into account. It knew that a time use study would provide the necessary information to do so.

TGNP started by having meetings and workshops with the Planning Commission to discuss the importance of unpaid care work. They focused on the Planning Commission because this is the agency in Tanzania that is responsible for the economic modelling. Through TGNP's influence, when a new macroeconomic model was developed, the paid labour part ('labour factors') of the model were disaggregated by sex. This was a step forward in making the model gender-sensitive, but it did not yet reflect unpaid labour.

TGNP then decided to demonstrate through their own research how unpaid care work could be measured. They did research in two districts – one rural and one urban – measuring the time spent by household members caring for people sick with HIV/AIDS. Time spent on this work is a policy issue because the country's health facilities have not been able to cope with the large number of people needing care because of the HIV/AIDS pandemic. As a result family members (mainly women) must provide the care. The study was small, but it demonstrated the potential of time use data to provide information useful for policy-making on a key problem in the country.

TGNP then engaged in advocacy with the National Bureau of Statistics and with donors on the need for a time use study. The Bureau agreed to do the study if TGNP helped them raise money for it. Through its advocacy, TGNP helped the Bureau to get enough money to be able to add a time use module onto the labour force survey of 2005/06. TGNP then assisted the Bureau by sourcing information on how South Africa's time use study had been done, so that they had a model from a developing country to build on. TGNP also served on the reference group for the study, and assisted with training of fieldworkers and monitoring of fieldwork. TGNP will also assist with analysis of the data.

You can find out more about TGNP and its Gender Budget Initiative (GBI) on the organisation's website at [www.tgnp.org](http://www.tgnp.org)

NGOs can also work together with the government statistics agencies to help them in collecting more accurate data in respect of gender issues. NGOs in Pakistan already have experience of this from the 1998 census. For that census, the Pakistan Census Organisation agreed that Aurat Foundation and Bedari should be commissioned to assist in ensuring that the census was conducted in a gender-sensitive way. Bedari conducted gender training for the census enumerators so that they would be more aware, for example, of the different types of work that women do and that might not be reported by the household head without prompting. Aurat Foundation organised over 120 grassroots-level NGOs who conducted district level meetings to raise awareness about the need to make women's contribution visible.

The GRBI website has a paper, “Data Requirements for Gender Responsive Budgeting in Pakistan”, which discusses availability of data to meet government’s requirements when doing GRB. NGOs’ data needs may sometimes differ from those of government, but the paper shows clearly that a lot of data are already available.

## **Conclusion**

There is no single “recipe” for GRB work, even when it is done from inside government. When it is done from outside government, the variation between countries and projects is likely to be even greater.

The case studies above are intended to generate ideas about how you can adapt the sort of activities done elsewhere to fit the situation in your country and to advance the aims and objectives of your organisation and the women, men and children with whom you work. You may decide to make GRB a central focus of a new project. Alternatively, you may decide to use the GRB approach to strengthen an existing activity which your NGO is already doing.

You can find out more about the budget-related work that civil society groups in other countries have done on the website of the International Budget Project, at [www.internationalbudget.org](http://www.internationalbudget.org).