

Gender Responsive Budgeting: Putting GRB into practice

WORKBOOK

6-8 SEPTEMBER 2022
NAIROBI, KENYA





**Global
Partnerships
& Learning**

wbg WOMEN'S
BUDGET
GROUP

About UK Women's Budget Group

The Women's Budget Group is a membership network of women's voluntary organisations, academics and policy experts that works to promote a gender equal economy. Our vision is of a gender equal society. Our mission is to promote greater gender equality in policy making and raise awareness of feminist approaches to economics. We analyse economic policy for its gendered and wider equalities impacts, develop alternative economic policies for a gender equal economy and work to build the capacity of women's organisations to influence debates on economic policy.

Global Partnerships and Learning Programme

Drawing on our 30+ years of experience, under our GPL programme, we work with organisations from around the world and support them in engaging effectively in dialogue with their governments to develop policies and allocate resources in ways that improve the lives of women, with an emphasis on the most marginalised women.

Workbook overview

This workbook has been designed to support the delivery of the Women's Budget Group's GRB training in Nairobi, Kenya, September 2022. It includes a three-day training agenda, course objectives, as well as group exercise worksheets and GRB related resources.

Training participants can use this workbook for:

- Completing WBG's participatory exercises
- Noting down their personal and professional objectives in relation to GRB
- Journaling their reflections and learnings after each training day
- Resources to help with future incorporation of GRB in the workplace

This workbook has been created by WBG, for the purpose of supporting the material delivered throughout the three-day training course. This workbook was compiled and written by Yasmin Khudhairi, Ebyan Abdirahman and Hana Abid.

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Overview

The “Gender Responsive Budgeting: putting GRB into practice” training course has been designed to build on basic understandings of GRB as well as strengthen existing gender-sensitive analysis and gender-sensitive policy planning skills. As well as focus on the technical skill building required to carry out successful GRB, this training course has also been designed to build on your advocacy strategy skills as well as communication skills around GRB initiatives and how to ensure implementation. The content of this course has been developed based on collaborative meetings with our partner organisation, the Collaborative Centre for Gender and Development, based in Nairobi, Kenya, as well as the responses to the pre-training survey which was filled out by participants ahead of the training. This workbook has been designed by WBG and is intended to support your training throughout the course, and to be taken away and support your ongoing journeys in gender-responsive budgeting.

Course objectives

By the end of this course, you should:

- ▶ Have a thorough understanding of what GRB is and be able to explain it to someone else
- ▶ Have developed an understanding of why GRB is an effective way to improve gender equality
- ▶ Understand where GRB could be useful and relevant to the work that you do
- ▶ Have a basic understanding of a government budgeting cycle and where GRB could be used effectively to intervene in the budgeting process
- ▶ Have developed an understanding of various GRB tools and methodologies and how to put them into practice
- ▶ Understand the importance of relevant data for effective GRB and have knowledge on sources of gender data
- ▶ How to engage GRB in advocacy spaces
- ▶ Understand how to develop an effective GRB advocacy strategy

Agenda

Day 1

Day 1 – Tuesday 6 September

8:30 – 9:00	Welcome tea and registrations
9:00 – 9:15	Hotel security briefing
9:15 – 11:00	Introduction <ul style="list-style-type: none">• Meet the trainer and facilitators• Introductions of participants• Aims and objectives of training
11:00 – 11:20	Mid-morning break
11:20 – 13:00	What is GRB? <ul style="list-style-type: none">• Understanding GRB• Your daily life and GRB• Budget cycle introduction
13:00 – 14:00	Lunch break
14:00 – 16:00	GRB in Kenya <ul style="list-style-type: none">• Budgeting cycle in Kenya
16:00 – 16:15	END – Recap of the day

Agenda

Day 2

Day 2 – Wednesday 7 September

8:30 – 9:00	Welcome tea and snacks
9:00 – 11:00	GRB tools <ul style="list-style-type: none">• GRB Analysis Tools• Situational Analysis
11:00 – 11:20	Mid-morning break
11:20 – 13:00	GRB tools continued <ul style="list-style-type: none">• Citizen Participation in the Budget Process• State Expenditure Prioritisation Exercise
13:00 – 14:00	Lunch break
14:00 – 16:00	GRB and data <ul style="list-style-type: none">• Gender Relevant Data• Reading Government Budgets• Programme Performance Budgeting
16:00 – 16:15	END – Recap of the day

Agenda

Day 3

Day 3 – Thursday September

8:30 – 9:00	Welcome tea and snacks
9:00 – 11:00	GRB advocacy <ul style="list-style-type: none">• How to engage in different advocacy spaces• Stakeholder mapping exercise
11:00 – 11:20	Mid-morning break
11:20 – 13:00	Capacity building <ul style="list-style-type: none">• Engaging in dialogues with devolved governments• Dealing with opposition• Participatory advocacy
13:00 – 14:00	Lunch break
14:00 – 16:00	Capacity building continued <ul style="list-style-type: none">• Working with other CSOs• Barriers to civil society participation in GRB• Creating an advocacy strategy
16:00 – 16:15	END – Recap of the training and pledge

Trainer profile



Lucille Onyango

Lucille is a gender, human rights and inclusion specialist with experience integrating gender and diversity in programmes and operations in development contexts within the civil society, government, and private sector. She is a specialist in technical advice, gender analysis, gender responsive budgeting, gender mainstreaming audits and capacity building.

WBG facilitators



Hana Abid

Hana is the Programme Manager for the Global Partnerships and Learning Programme at the UK Women's Budget Group.



Ebyan Abdirahman

Ebyan is the Programme Officer for the Global Partnerships & Learning Programme at the UK Women's Budget Group.

Day 1 overview

6 September

Objectives	<ul style="list-style-type: none">• Understand what GRB is• Understand why GRB is an effective way to improve gender equality• Understand where GRB could be useful and relevant to the work that you do
Topics covered	<ul style="list-style-type: none">• Understanding GRB• Your daily life and GRB• Budget cycle introduction

1.1 Introductory exercise

Time: 30 minutes

Introduce yourselves:

Exercise instructions: In pairs, ask the person next to you a fact about themselves. Remember it so you can introduce your partner to the rest of the group.

Objective setting:

Exercise instructions: As a useful tool to measure progress, fill in the gaps below by sharing your professional goals for the training and one wider socio-economic objective you have for Kenya. Be prepared to share your answers.

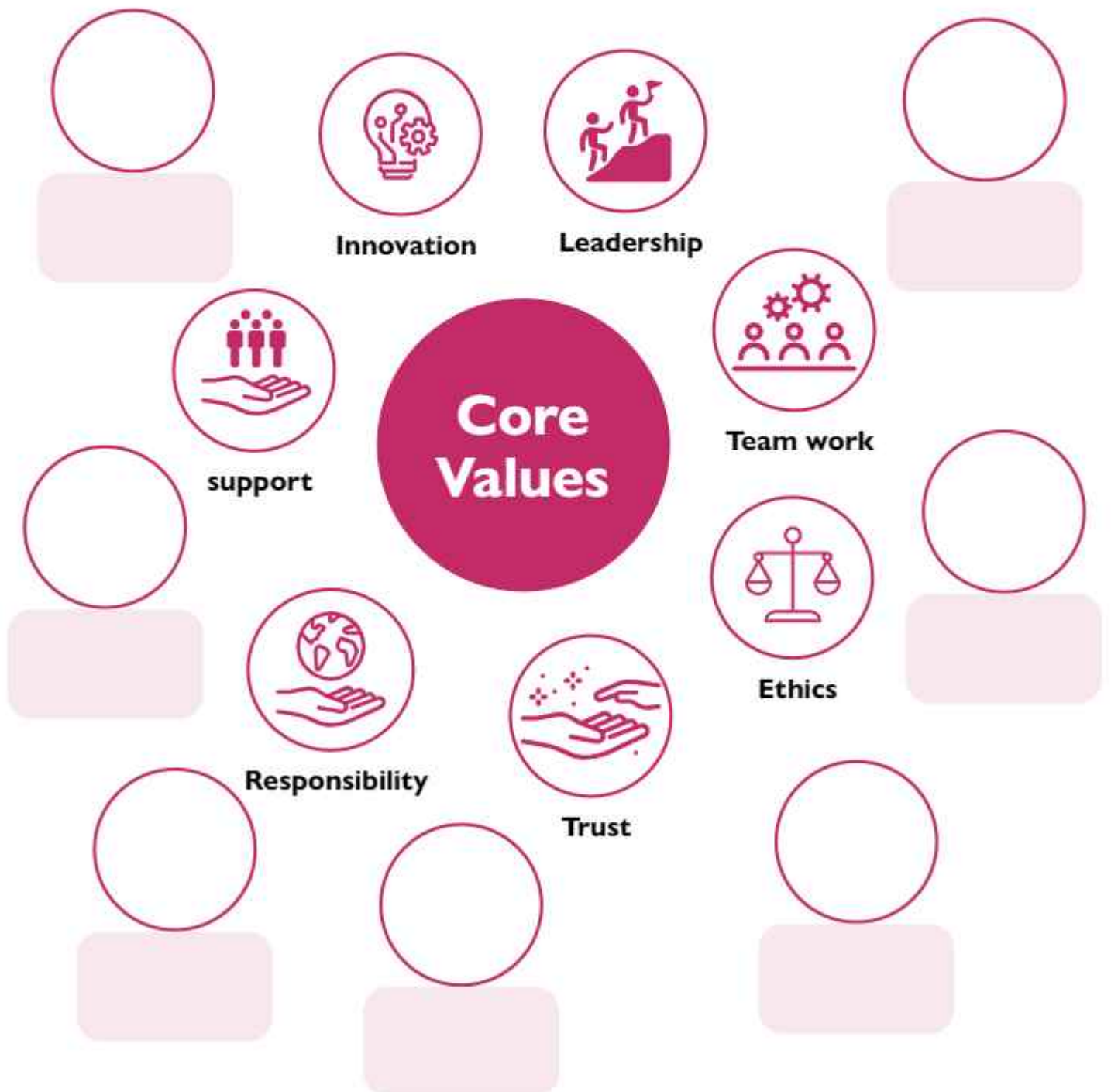
By the end of this course I would like to ...

Share one wider socio-economic objective you have for Kenya.

1.2 Workshop values

Time: 30 minutes

Exercise instructions: In this exercise we'll be collectively setting the rules and values we want to take forward throughout the training. This is an important step in establishing intentions and accepting shared responsibility for the space.



What is GRB?

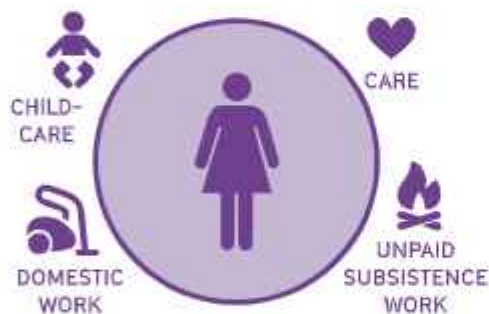
GETTING STARTED

Gender responsive budgeting is a tool to analyse the potential gender impact of economic policies in order to develop policies that will promote equality between women and men.

Women throughout the world still experience structural inequality

POLICIES IMPACT DIFFERENTLY ON WOMEN AND MEN

Women are more likely than men to **have responsibility for unpaid work** which reduces their time available for paid work and other things



Women on average are more likely to be living in poverty

 **earn less** than men SO don't benefit from cuts to income tax

 **have lower incomes** over a lifetime THEREFORE can't afford private provisions when public services are cut

 accumulate **lower levels of wealth** SO don't benefit from business tax cuts

Income may **not** be **shared equally** within households



Women and girls may not benefit as much as men

Women continue to be **under-represented** in public life



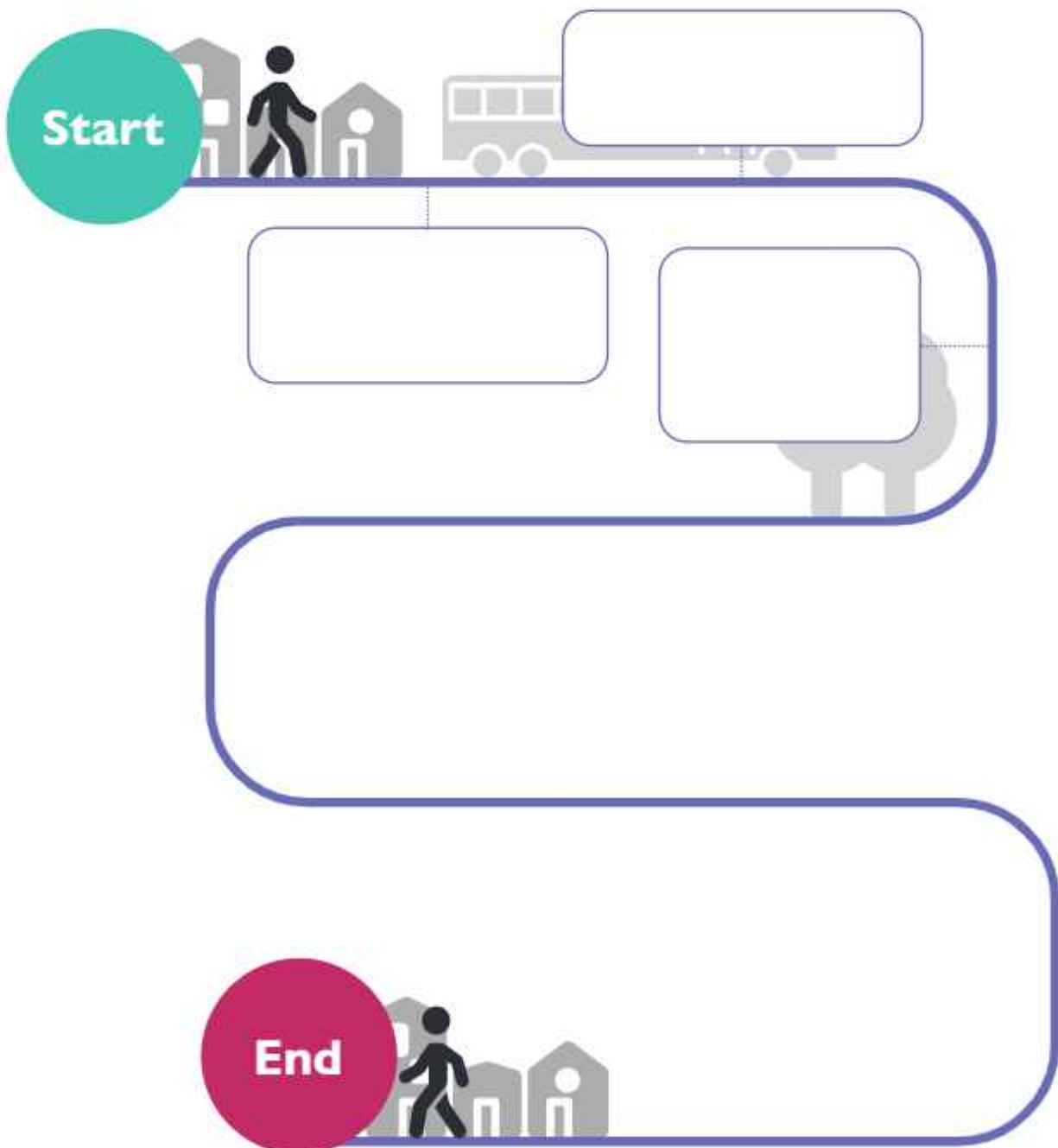
Government policies don't take women's needs and priorities into account

This leads to **policies** that **fail to meet the needs of women** or have unintended consequences

1.3 Mapping your daily life

Time: 45 minutes

Exercise instructions: In this exercise, we want you to map out your daily routine – from morning to night. The purpose of this exercise is to get you thinking about how gender sensitive policies would have a direct or indirect impact on your day-to-day movements. By doing this exercise, we aim to bridge the gap between abstract concepts and concrete examples, by bringing GRB to life.



GRB ACTIONS AT DIFFERENT STAGES OF THE BUDGET CYCLE

FIRST INNER CIRCLE

Budget cycle

SECOND CENTRE CIRCLE

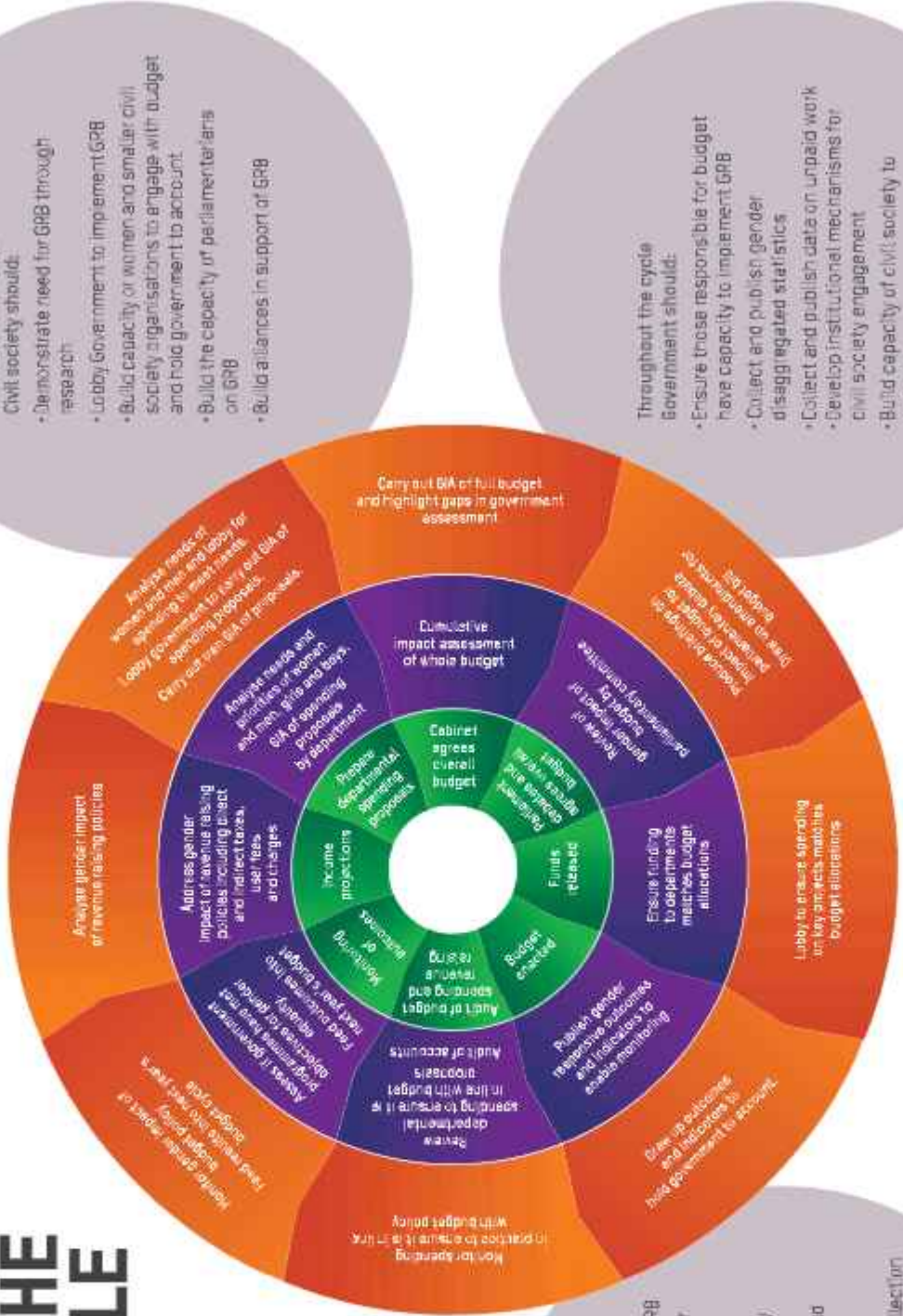
Government Action cycle

THIRD OUTER CIRCLE

Civil Society Action cycle

GIA:

Gender Impact Analysis



Throughout the cycle Civil society should:

- Demonstrate need for GRB through research
- Lobby Government to implement GRB
- Build capacity of women and smaller civil society organisations to engage with budget and hold government to account
- Build the capacity of parliamentarians on GRB
- Build alliances in support of GRB

Throughout the cycle Government should:

- Ensure those responsible for budget have capacity to implement GRB
- Collect and publish gender disaggregated statistics
- Collect and publish data on unpaid work
- Develop institutional mechanisms for civil society engagement
- Build capacity of civil society to engage

Throughout the cycle International NGOs should:

- Share international best practice on GRB
- Work at regional/international level for GRB approach to be adopted by key regional and international bodies
- Build capacity of domestic civil society to engage in GRB projects
- Build capacity of Ministers, officials and parliamentarians to understand and deliver GRB policies
- Provide technical assistance in the collection of gender disaggregated statistics
- Provide financial support for GRB projects

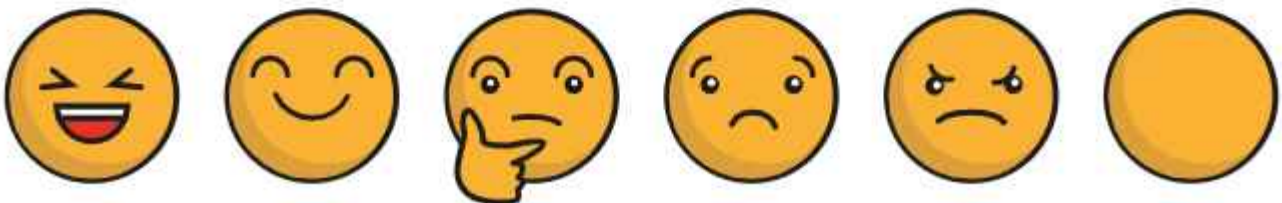
Day 1 reflections

1. Today I learned...

2. Today I enjoyed...

3. Something I will do differently tomorrow...

4. How are you feeling after the first day? Please select an face that matches your mood, or use the blank circle to draw you own!



Day 2 overview

7 September

Objectives	<ul style="list-style-type: none">• Develop an understanding of various GRB tools and methodologies and how to put them into practice• Understand the importance of relevant data for effective GRB and have knowledge on sources of gender data
Topics covered	<ul style="list-style-type: none">• GRB Analysis Tools• Situational Analysis• Citizen Participation in the Budget Process• State Expenditure Prioritisation Exercise• Gender Relevant Data• Reading Government Budgets• Programme Performance Budgeting

SOME PRINCIPLES OF GENDER IMPACT ASSESSMENT

Look at impacts on individuals as well as households.

- ↳ Interests within households may differ, so policies that benefit a household's decision-maker may not benefit all household members.
- ↳ Policy may affect decision-making power within households.

Take a life time perspective wherever possible.

- ↳ Policies' long-term effects may outweigh current impacts – for example policies that make it easier for women to stay doing unpaid care may have negative impacts on women's life time earnings and pensions in old age.

Take account of effects on unpaid care economy.

- ↳ For example, recognise that the fiscal benefits of encouraging women into employment are not 'free' but may have an impact on unpaid care.

Look at differences within particular groups of women and men, wherever relevant.

- ↳ For example, differences by race, income, disability and so on.
- ↳ Focus on the least advantaged.

Quantify gender differences in effects where possible.

- ↳ But don't assume no gender effect if it isn't possible to quantify, most policies have some gender effect.
- ↳ Even where they can't be measured, qualitative arguments about such effects need to be taken into account.

Source: UK Women's Budget Group

2.1 GRB checklist exercise

Time: 20 mins

Exercise instructions: The purpose of this exercise is to encourage participants to think about the tools and environment that facilitate successful GRB initiatives. In your groups, think about what you have discussed throughout the day so far, and start writing a checklist for what someone who is new to GRB might need to think about when getting started. You can refer to specific policy initiatives, or areas of government spending. This exercise can be adapted according to different contexts.

In order to carry out GRB successfully we need....


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2.2 Case study – Public Services

CASE STUDY 3: PUBLIC SERVICES

Public services (education, training, health, care, housing, violence against women services, the justice system, and so on) are vital for the achievement of gender equality.


Women tend to make more use of public services




because of their **greater responsibilities for unpaid care** and their **lower incomes**

How has public expenditure been distributed between men and women?


Are there gender **gaps** that might **indicate barriers** to **access**?




Has **adequate funding** been provided to cover **urgent needs** of **women** for health, care, housing and VAWG services?



Is spending on **public services** that are **vital** for **gender equality** expanding or is it being **cut**?



Bearing in mind the **diversity of women**, who is benefiting most from expansion or **losing** most **from cuts**?



Source: UK Women's Budget Group

SUMMARY

Public services are vital for the achievement of gender equality. This includes education, training, health, care, housing, services related to violence against women and girls (VAWG), support for small businesses, the justice system and many other sectors.

Women tend to make more use of public services because of their greater responsibilities for unpaid care and lower incomes. However, in some cases (such as support for small businesses and technical training), women may use the service less than men, because of access barriers. In other cases, the need among women for a particular service may be lower.

Gender responsive budgeting calls for analysis of the implications of spending on public services for women and men, girls and boys.

1. How has public expenditure on services been distributed between women and men, girls and boys?
2. Bearing in mind the diversity of women, who is benefiting most from expansion or losing most from cuts?
3. Are there gender gaps that might indicate barriers to accessing public services?
4. Has adequate funding been provided to cover urgent needs of women for health, care, housing and VAWG services, for themselves and for those they care for?
5. Is spending on public services that promote gender equality expanding, or is it being cut?
6. Are working conditions in the public sector (pay, career prospects and work patterns) conducive to greater gender equality or hindering it?

This kind of analysis requires data on how much the government has spent on public services in the past and plans to spend in the future. Budget documents and other official documents from the Ministry of Finance and other ministries should provide this data.

USE OF PUBLIC SERVICES

Information on who uses public services may be available from administrative records for some services: for instance, school enrolment data may be available from the school system. But this data may be flawed – if spending is allocated to schools on the basis of enrolment rates, they have an incentive to exaggerate enrolment and disregard students who drop out.

Data from household surveys are not subject to that kind of bias, although there may be problems with response rates and misunderstanding of what the data shows. In addition, household surveys may only provide aggregate use by the household, not by each individual in the household. This is the case with many relevant surveys in the UK, so it is not possible to use this data to compare the average usage of women and men, girls and boys directly. However, it is possible to classify households by their characteristics in ways that are useful for gender analysis, for example by comparing use of services by single women and single men, or by lone parents, or by geographic location, wealth and income.

Qualitative research (through semi structured interviews or focus groups, for example), can also provide important information about use of services, and the impact of changes to those services in the lives of women. As part of WBG research into the impact of austerity on women, we worked with two civil society partners to carry out focus groups and semi-structured interviews. RECLAIM, a youth charity based in

Manchester, a city in the north of England, and Coventry Women's Voices, a women's rights organisation based in the midlands. **We found that women's access to one service could depend on the availability of other services.** For example, public transport can be important for women's access to health services:

"One time I went [to the healthcare centre] at half past six in the evening and I didn't leave until quarter to one. I was struggling, I couldn't get a lift back. There were no buses. I had to get a taxi back home and for me on benefits that is quite a big deal."

– Focus group participant, Coventry

These interviews and focus groups provided important information, which supported the findings of our distributional cumulative impact analysis of actual and planned cuts to real spending on public services (and social security) in the period 2010 to 2020. *For more information see Case study 4: Cumulative Impact Analysis.*

Quotes from the focus groups also provided a 'human face' to the statistics, which helped in our communications (*see Case study 4 and Communicating the Analysis section*).

IS FUNDING ADEQUATE FOR POLICY IMPLEMENTATION?

Governments may publish policies to address key issues, such as violence against women and girls, but fail to back them up with sufficient funds. The Women's Budget Group found this to be the case in the UK.

In 2016 the UK government published an updated VAWG strategy and committed to providing £20m a year to fund support services. But since 2010, it has made huge cuts to local government funding which, among other things, is a big provider of VAWG services, such as refuges and counselling.

Since 2010, **17% of the specialist refuges** in England have **closed**. On average **155 women and 103 children a day are turned away from refuges for lack of space**. In addition, there have been cuts to police services, the Crown Prosecution Service and legal aid, making it more difficult for women who have experienced violence to access justice. The £20m a year promised was nowhere near the investment required to deliver the VAWG strategy. It is tiny compared to the £40bn that VAWG is estimated to cost society annually.²⁶

Governments may claim that spending on a particular service has been maintained, or even increased. It is important to assess whether this takes into account inflation (rising prices) and/or the changing needs of the population.

INFLATION

It is important to consider whether government data on spending has been adjusted for rising prices. **If the same amount of money is allocated but the prices that the public service has to pay for inputs have gone up, then in real terms there has been a cut.**

For example, in England, spending on schools was maintained in real terms 2010/11 to 2014/15; but from 2015/16 spending was frozen in cash terms, although prices for things schools need are rising, so that in real terms there will be a cut of around 6.5 % in the period 2015/16 to 2019/20.²⁷

POPULATION GROWTH AND CHANGING NEEDS

Another consideration is whether the population to be covered by the service has risen. **If the same amount of money is provided but the number of people to be covered has risen, then in per capita terms there has been a cut.**

For example, when cuts were made to other public services, the UK government claimed that spending on health services would be protected. In England, spending on health services did grow on average 1.3% a year in real terms between 2009/10 and 2015/16, but this was significantly lower than the increase in demand for health services, from a growing and an ageing population. Even though the government plans to spend more money on health services in the period up to 2019/20, real per capita spending, adjusted for the expanding needs of an ageing population, will have fallen by 1.3% between 2009/10 and 2019/20.²⁸

PUBLIC SECTOR EMPLOYMENT

It is also important to examine employment in public services. **In many cases public services are a more important source of decent jobs for women than for men, and the gender pay gap may be less in the public sector than in the private sector.** However, supply of some public services may be out-sourced to external suppliers who pay lower wages and provide worse conditions of work. This is often argued to be 'more efficient' and provide greater 'value for money'. But it may worsen the quality of the service because contractors frequently require more work to be completed in the same time without requiring investment to improve productivity.

Using data from the Office of National Statistics, WBG found that in 2017 women made up just over two-thirds of public sector employees in the UK, and 34% of employed women work in the public sector, compared to 18.5% of men. The hourly gender wage gap in 2016 in the public sector was 18.3% compared to 24.8% in the private sector. Public sector employment has been falling as a result of expenditure cuts and privatisation. While prices have continued to rise, there has been a freeze on pay in the public sector and thus a fall in real public sector wages.²⁹

HEALTH AND CARE SERVICES

In the UK health services, where women make up 77% of the workforce, average real wages have declined by around 14% in the period from 2010 to 2017. Around 20% of nurses have had to take an additional job to survive. And the job has become more stressful, so that by July 2017 more nurses were leaving than were joining the profession, leading to a shortfall of nursing staff of about 8.9% in England, with negative effects on patient care.³⁰

WBG, working as part of a Commission on Care, reported that the supply of non-medical care for frail elderly people has been almost entirely outsourced to private companies, who run residential care homes and services for people living in their own homes. Four fifths of care workers are women and nearly a fifth of the workers are migrants. Care workers in the private sector earn less on average and have more limited entitlements to leave, sick pay and pensions than those few workers who remain in the public sector. Tens of thousands are effectively paid below the statutory minimum wage, as they are not paid for time spent travelling for home visits and are on precarious contracts which do not guarantee a minimum number of working hours (known as 'zero hour' contracts). They are only allowed to spend 15 minutes on a home care visit, with negative impacts on the quality of care given.³¹ It is largely through having such poor pay and working conditions that private sector companies have managed to provide care at lower cost than the public sector.

Source: UK Women's Budget Group

Day 2 reflections

Identify a positive situation where you felt successful during day two of the workshop. Once you have identified a situation to reflect on, ask yourself the following questions:

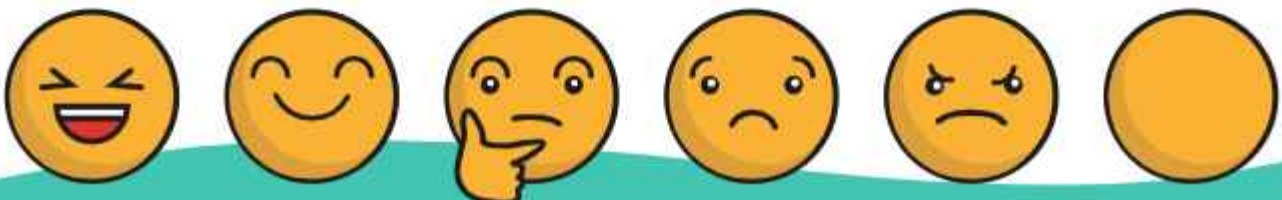
1. Why did I succeed?

2. Why did I succeed this time compared to other times?

3. What will I do differently next time?

4. What do I need for that to happen?

5. How are you feeling after day 2 of the course? Please select an icon that matches your mood, or draw you own!



Day 3 overview

8 September

Objectives	<ul style="list-style-type: none">• How to engage GRB in advocacy spaces• Understand how to develop an effective GRB advocacy strategy
Topics covered	<ul style="list-style-type: none">• How to engage in different advocacy spaces• Stakeholder mapping exercise• Engaging in dialogues with devolved governments• Dealing with opposition• Participatory advocacy• Working with other CSOs• Barriers to civil society participation in GRB• Creating an advocacy strategy

3.1 Stakeholder mapping exercise

Time: 50 minutes

Exercise instructions: We will focus on our case study from earlier over the next two exercises. This is a tool that can be adapted to any case study.

As a whole group, go through the below list of stakeholders and ask participants to offer examples of what each stakeholder's role/activities are in relation to GRB advocacy strategy.

Fill in the gaps below with the role description of each stakeholder listed.

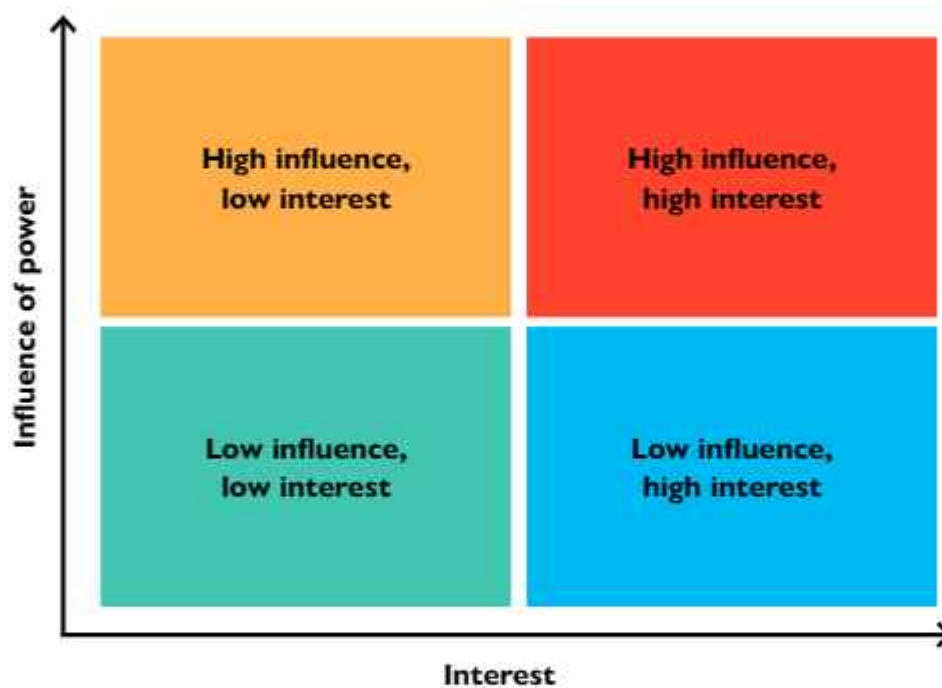
List of Stakeholders from Women's Count	Role Description
Grassroots women's organisations	
Larger national women's organisations	
Other equality and social justice voluntary organisations	
Trade unions, particularly those representing large numbers of women	
Research institutes and think tanks	
Political parties and individual politicians	
Parliamentary committees working on relevant areas	
Individual academics	
Academic networks with an interest in gender and/or the economy	
International Non-Government Organisations	
Civil servants	
Business networks	
Others	

Fact box

It is useful to do a mapping of stakeholders. You should think about:

- Who do you want to influence through your work?
- Who are your potential allies?
- Who are potential members of the network?

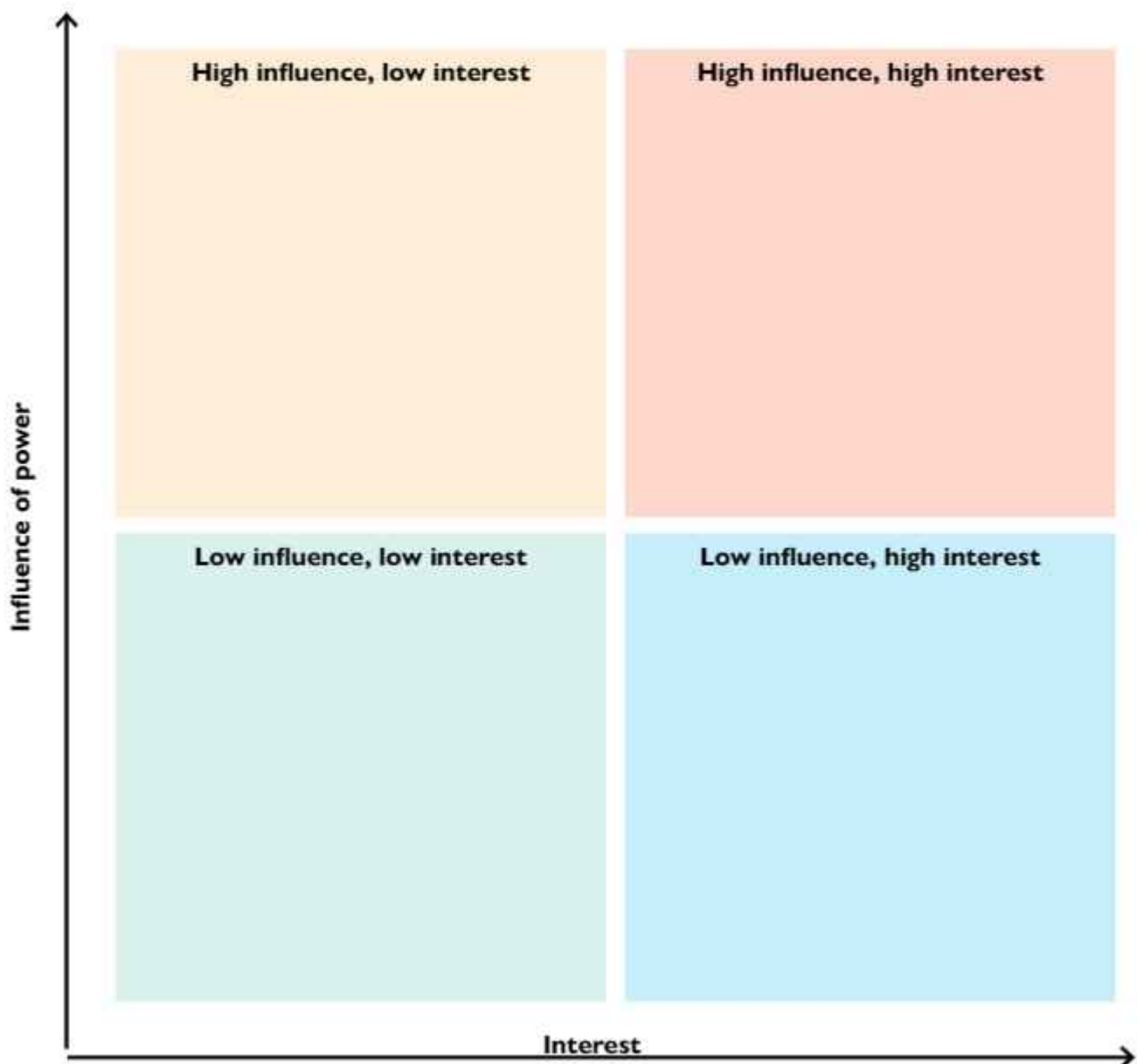
Mapping the influence and interest of stakeholders aids in the strategy process, where you can prioritise and tailor how you plan to approach different groups.



Follow up task

Influence and interest: Now that you understand what different stakeholders do, in the same groups, use the diagram below to map out where each stakeholder would be placed in relation to how influential and of interest they are.

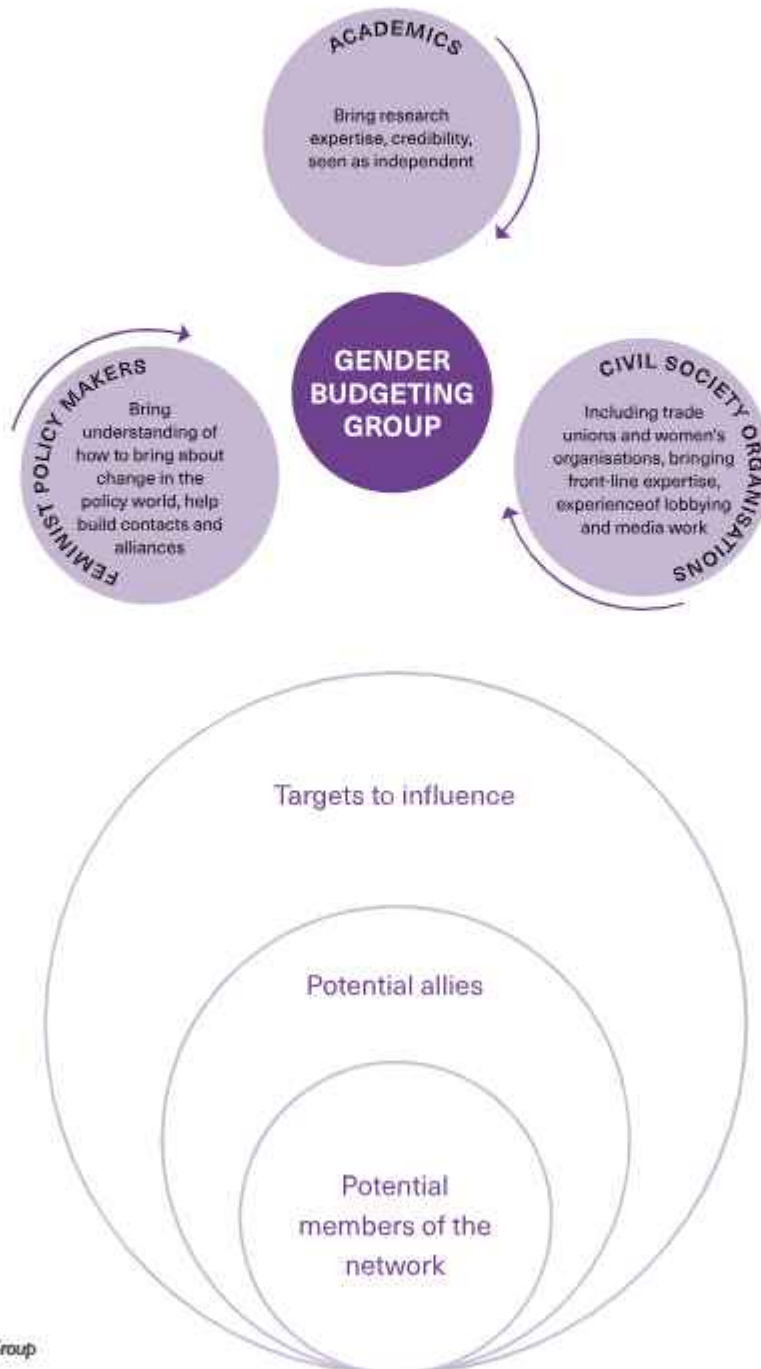
Exercise instructions: With your groups, discuss the stakeholder roles and categorise them in the matrix below.



3.2 Participatory advocacy: GRB in current times

WBG case study

POTENTIAL MEMBERSHIP OF A GENDER BUDGETING GROUP



Source: UK Women's Budget Group

Day 3 reflections

Looking back over the last 3 days..

1. Before beginning the training I felt/thought...

2. An especially satisfying moment this week was when...

3. An especially challenging moment this week was when...

4. As a learner this week helped me realise that...

5. Following the training I would like to continue working on...

6. Please take a look back at the professional goals that you set for this training (page 10). How do you feel about your progress?

Pledge

What one thing can I do differently as a result of this training?

How do I hold myself accountable?



Notes

References

Visit womenscount.wbg.org.uk for additional GRB resources.

Page 12: UK Women's Budget Group. (2018). Women Count: A casebook for gender responsive budgeting groups. p. 5

Page 14: Oxfam, working with WBG, have produced a series of gender responsive budgeting resources: <https://policy-practice.oxfam.org.uk/publications/a-guide-to-gender-responsive-budgeting-620429>

Page 17: UK Women's Budget Group. (2018). Women Count: A casebook for gender responsive budgeting groups. p. 9

Page 19: UK Women's Budget Group. (2018). Women Count: A casebook for gender responsive budgeting groups. pp. 26-29

Page 28: UK Women's Budget Group. (2018). Women Count: A casebook for gender responsive budgeting groups. p. 10-11



Get in touch

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