

HANDBOOK



Gender **Responsive** Budgeting
in the
Autonomous Community
of the Basque Country

Dra. Ailsa McKay

and Dra. Rona Fitzgerald

September 2003

| | |
|--|-----------|
| Presentation | 3 |
| 1. Introduction | 7 |
| 1.1. Gender and the Macroeconomy | 9 |
| 1.2. Engendering the Resource Allocation Process : The Case for Gender Aware Budgets | 10 |
| 1.3. Making Distinctions : Gender Budget Initiatives, Gender Budget/Impact Analysis and Mainstreaming | 11 |
| 2. The Gender relevance of Expenditure: Following the money | 13 |
| 2.1. The Case for GIA | 14 |
| 2.2. GIA and Gender Responsive Budgeting | 15 |
| 2.3. The Budget and Gender Budget (Impact) Analysis – Child Care Provision | 15 |
| 2.4. Steps in Gender Analysis of Policy Initiative | 16 |
| 2.5. Case study application : Childcare Provision | 17 |
| 3. The Budget and the Policy process | 19 |
| 3.1. Gender Neutral v's Gender Blind | 20 |
| 3.2. Considering Efficiency and Equity Objectives | 21 |
| 3.3. A Comprehensive Approach to Mainstreaming | 21 |
| 4. Where to start | 22 |
| 4.1. Step 1: The Policy Development Cycle as the Basis for Intervention | 24 |
| 4.2. Step 2: Selecting Budget Tools | 28 |
| 5. Analyzing Spending on women and men: Case study | 33 |
| <i>Annex 1: Definitions and concepts</i> | <i>35</i> |
| <i>Annex 2: General questions and Program Index</i> | <i>38</i> |
| <i>Annex 3: General Outline for Department Report</i> | <i>40</i> |
| <i>Annex 4: Link between political goals & expenditure programmes</i> | <i>42</i> |

[*P*RESENTATION]

This manual has been prepared as a result of theoretical, methodological and working papers used in coming up with a budget initiative for the general outlook of the Basque Country which was put into effect towards the end of 2001 and carried out during 2002 within the administrative jurisdiction of the Basque Autonomous Community.

The said initiative was directly carried out by participants from each department who had this experience as part of their daily working routine. They were asked to choose a programme in accordance with some specific criteria. They planned and carried out their activity in an advanced experimental manner as far as information was available to them and programmed allowed them to do so with the foundation having been laid for future initiatives of this kind with better equipment and a better knowledge of the possibilities, strengths, and weaknesses of the model.

In each initiative, six government departments took part (Culture, Industry, Trade and Tourism, Interior, Territorial and Environmental Affairs; Health, Transport and Public Works) which worked on various spending programmes in their respective areas of participation.

The programmes corresponding to 2001 which were analyzed were the following:

- Department of Culture (Bureau of Sports Affairs): Subsidies to finance sports programmes of Basque sports associations, subsidies for promoting and encouraging Basque sports teams and subsidies for organizing national and international sports events
- .- Department of Industry and Tourism (R & D area): Basque Technology and Innovation Network, included in the 2001-2004 Plan for Science, Technology and Innovation of the Basque Government.
- Department of the Interior (Bureau of Emergency Preparedness) : Subsidies to municipalities for civil protection groups and a contract with Basque Public Television (ETB) for broadcasting short spots on self-defence produced by the Bureau of Emergency Preparedness.
- Department of Territorial and Environmental Affairs: Subsidies to public and private entities desiring to collaborate with the Department in developing a technical environmental training plan for the year 2000 in the Bureau of Biodiversity.
- Department of Health: Aid and Subsidies to non-profit entities both in the area of research and the area of activities of self-help groups.
- Department of Transport and Public Works: Subsidies for self-employed owners to give up the use of aging transport, training and research scholarships and subsidies for modernizing the fleet and encouraging a greater concentration of companies. All this falls within the programme of Transport Affairs.

They had outside assistance in mainstreaming of gender and public budget analysis under the direction of Rona Fitzgerald of the Commission of Equality of Opportunities of the Scottish Authority and expert in EU gender mainstreaming.

The first part of this manual includes theoretical contributions from experts that have taken part throughout the process with both their theoretical and practical experience as well as know-how. This section mentions the importance of budgetary analysis with a gender perspective, how it finds its way into the political process, and the difference between an evaluation of gender impact and a budgetary analysis with a gender-based focus.

The second part starts with a series of steps, phases and methodological tools to bear in mind in processes of this type.

Finally, a practical case is shown, a description of the experience in the Basque Country and the document ends with a glossary.

As a result of the experience, we have added a list of orientating questions which can serve as a practical example for those administrative experts who wish or who need to reflect on gender and to introduce the dimension of equality between women and men from the earliest phases of the programmes or who aim to budget and make spending conditional to a process to encourage and facilitate equality.

The questions do not pretend to be exhaustive either regarding the type of programme or the factors to be taken into account within each one. Many of them gradually came up during the experience process which took place in the Basque Autonomous Community. Some were answered while others were deemed interesting in view of the lack of data given on the basis of gender which prevented it from being dealt with in more detail.

The experience has proven to be positive overall and has shown many of the difficulties involving mainstreaming processes in this subject matter as well as in others. The willingness of those participating and their effort to take time from their ordinary work routine occasionally ran into various kinds of obstacles, especially ones involving availability and accessibility to data.

The wish to contribute to training in matters of gender and to make headway towards coming up with a clear methodology is the main reason for us to present this manual with the aim of supporting people interested in introducing a mainstreaming focus on gender from a budgetary planning point of view which implies taking equality in every policy and programme into consideration, regardless of the beneficiaries as a whole – made up by women, by men, or by women and men – whoever the case might involve.

The budgetary focus from an equality point of view brings political priorities to the fore and reveals their virtual or real nature in which the hidden agenda of many programmes is clearly shown with respect to equality. The pretended neutrality of many programmes, which is often a given, is thus thrown into question and illustrated with data, facts, figures, and realities. Including money, spending and public income in equality equations has proven to be a very powerful tool given that it lends ample support to factors governing aid or spending criteria by conditioning them to equality in various guises (who is being contracted, the reason thereof, who benefits, what the intermediary entities are, who they are made up by, how the programme is disseminated, what the message for women and men is, what the overall political objective is, what the immediate objectives are, what actions and activities are financed, how success is measured, how equality is taken into account in what components or phases of the process, what the impact of equality is measured, etc.).

If we start on the basis that it is through spending — and, of course, through previous income — that government intervention results in building up public and private space, such a basis would be the point from where one may begin to introduce the gender dimension and to wonder to what extent and in what way equality between women and men is being favoured or prejudiced.

Vitoria–Gasteiz, September 2003



[*INTRODUCTION*]

1

Gender concerns represent a key dimension of any nation's approach to macroeconomic management. The context in which macroeconomic policies operate is determined by a whole host of economic and social relations and the relevance of gender differences in forming and sustaining those relations is undeniable. That is, the structures and institutions associated with advanced capitalist economic systems embody a range of social and cultural norms that serve to influence and determine individual behaviour. Such norms are 'gendered' in the sense that they have differential consequences for men and women. The individual choices of 'rational' economic agents are effectively constrained by a given set of structurally determined roles, responsibilities and expectations. Macroeconomic policy which appears to be 'gender neutral' is in essence 'gender blind' in that it fails to take account of the underlying causes and consequences of the structural nature of gender based inequalities. Gender, therefore matters in determining the outcomes and impact of all economic policy and should thus be considered an integral feature of macroeconomic analysis.

Furthermore, the practice of 'sound' macroeconomic management leads to a range of outcomes which go beyond the parameters of strictly defined economic criteria. For instance, policy directed at reducing the financial burden of the state will usually involve, either, a transfer of responsibility for the production of certain goods and services from the public to the private sector, or an absolute reduction in resources allocated to a particular area of public provision. Assessing the effectiveness of such a policy from a perspective that focuses on market-based indicators would involve examining changes in public expenditure, output levels and price. Although market-based criteria are crucial to the policy evaluation process, the practice of prioritising such is limiting. The distributional consequences of deflationary fiscal measures combined with a strategy of promoting private over public provision will have an impact on overall economic performance and therefore should be an integral feature of any policy analysis. Additionally, public goods themselves are a response to an identified market failure and changes to the nature of provision should be assessed with reference to any third party or 'spill-over' effects. These effects tend to be gendered in that the shift from public to private has knock-on effects for the functioning of the domestic or household economy. Much of what takes place within the household economy is unpaid and is thus 'invisible' in terms of market-based criteria. However, this unpaid activity, primarily undertaken by women, is crucial to the efficient functioning of market based economies organised around the principles and structures of capitalist development. Production and consumption activity which takes place within the household economy may be 'invisible' in the national accounts but such activity plays an important role in determining aggregate levels of production and consumption.

Analysing the impact of fiscal policy at a macro level should include an examination of patterns of distribution both within and across households; an assessment of how improved access to the formal labour market impacts on production and consumption activity in the unpaid or domestic economy and an evaluation of how patterns of social reproduction are affected by a process of economic restructuring that transfers costs from the formal paid economy to the unpaid household economy. Assessing macro policy within such a framework would serve to incorporate a range of relevant

social outcomes into the policy process and would facilitate a more inclusive approach to macroeconomic management. Furthermore, given the nature of such social outcomes, thinking about policy in this way would serve to identify gender as a primary influencing variable in the determination of policy related outcomes. Acknowledging the interdependence of the paid and unpaid economies in assessing the performance of national economic systems would effectively introduce a gender perspective to the practice of macroeconomic management, thus ensuring that the effects of gender based inequalities on both the efficiency and equity impacts of any given fiscal stance are taken into account.

1.1 *Gender and the Macroeconomy*

Conventional views of how the macroeconomy works focus on the functioning of the formal monetised economy and on assessing the flow of national income between households, firms and governments. In this traditional framework, households are depicted primarily in terms of their role as consumers. Households supply their labour to firms and with the income received they purchase the goods and services produced by firms. The public sector is represented in this model by government activity in the provision of incomes and in the consumption of the output of firms. This simplified version of the cornerstone of mainstream macroeconomic analysis, by focusing on monetary flows, fails to adequately recognise the household as a unit of production. Furthermore, within the traditional circular flow of income the individuals who collectively represent households and firms are assumed to be rational, autonomous, utility maximising economic agents. That is, individual behaviour, and subsequently the behaviour of the associated collective units of production and consumption, can be predicted by appealing to these underlying assumptions. Gender does not factor anywhere in the model as an influencing variable, thus the foundation of mainstream macroeconomic analysis can be presented as 'gender neutral'.

Thinking about macroeconomics from a gender perspective involves initially identifying that the 'neutrality' implied by the absence of a gender variable is really evidence of an assumed gender bias which acts in creating and sustaining gender inequalities. It is considered essential that claims of 'gender neutrality' are understood in the context of 'gender blindness' and that the relevance of gender relations is made explicit in both the analytical framework and the policy process. Catagay, Elson and Grown (1995) set out three main propositions which lay the foundations for reconceptualising macroeconomic analysis from a gender perspective;

- 1.— Though economic institutions may not be intrinsically gendered themselves, they bear and transmit gender biases. For instance, 'free markets' reflect and reinforce a number of gender inequalities.
- 2.— The cost of reproducing and maintaining the labour force in a given society remains invisible as long as the scope of economic activity does not include unpaid domestic work (often called 'reproductive labour' in the literature). This unpaid work needs to be made visible and the macroeconomy redefined to include it.
- 3.— Gender relations play an important role in the division of labour, the distribution of employment, income, wealth and productive inputs with important macroeconomic implications.

Adopting a gender aware perspective to macroeconomic analysis means developing an understanding of how fiscal and monetary policy operate, taking into account the unpaid provisioning for care that goes on within households and communities. This would allow for a more inclusive approach to macroeconomic analysis and in turn provides policy makers with a formal methodological framework for acknowledging and assessing the actual nature of gender inequalities.

1.2

Engendering the Resource Allocation Process : The Case for Gender Aware Budgets

If the aim is to develop an gender aware understanding of the efficiency and equity implications of any given fiscal stance at a macroeconomic level then it follows that patterns of public spending should be assessed with reference to any possible differential impacts such allocations may have on gender inequality. That is, a gender aware approach to macroeconomic management must be accompanied by a commitment to engage in gender impact analysis at the micro level. The ways in which national governments finance and allocate public goods and services should be designed, implemented and evaluated within an analytical framework that incorporates gender as a relevant variable.

The national budget is a reflection of a government's overall macroeconomic policy but is also as statement of micro and sectoral level allocations. The budget therefore presents as a crucial focus, and indeed invaluable entry point, in any governments attempts to mainstream gender in terms of economic policy. For this purpose many governments have sought to integrate gender into the appraisal of fiscal policy by adopting a gender aware approach to budgeting. A number of initiatives have taken place across the globe and in the process a number of generic tools and governing principles have been developed to assist governments in their efforts to ensure gender concerns become an integral feature of future economic policy. Gender budget initiatives, along with the practice of gender impact analysis which such initiatives entail, are now considered a key component of a mainstreaming approach. In fact, given that fiscal measures will ultimately determine the direction of public policy and the actual options on offer, gender budget initiatives could be considered a necessary precursor of any overall mainstreaming agenda.

1.3

Making Distinctions : Gender Budget Initiatives, Gender Budget / Impact Analysis and Mainstreaming

A gender budget initiative aims to analyse any form of public expenditure, or method of raising public money, from a gender perspective, identifying the implications and impacts for women and girls as compared to men and boys. The starting point is that the implications and impact are likely to differ because of the different social and economic positioning of males and females. The question is not whether the expenditure is the same for women and men but whether it meets their needs and situations. Thus the budget is appraised with reference to gender inequalities and how such are addressed within the proposed spending packages and taxation measures. A gender budget initiative is a key mechanism for linking policy objectives with financial allocations.

A gender budget initiative presents a number of challenges for the administration and for individual departments. As previously mentioned such initiatives are best carried out in the context of a mainstreaming approach to achieving gender equality. It also requires a capacity to apply frameworks for Gender Budget Analysis (GBA) as well as Gender Impact Assessment (GIA). While many governments in the European Union and the wider international environment have expressed a commitment to mainstreaming – notably with regard to gender equality – there is often a gap between this policy statement and the way in which governments raise and spend money.

Currently there are over 50 countries throughout the developed and developing worlds where there have been gender budget initiatives of some kind. Such activity is representative of the recognition that government budgets are a key mechanism for making governments accountable for their gender equality commitments. That is, the promotion of gender equality requires adequate resource allocations and if government budgets do not systematically account for gender any commitment to mainstreaming will be undermined. Adopting a gender perspective in national budgeting practices is considered integral in furthering a strategy of mainstreaming in that both proposed and existing spending allocations are assessed with reference to actual impacts on both men and women.

Gender-sensitive analysis of budgets involves the systematic examination and evaluation of all sectoral allocations and taxation measures through a gender lens. That is, a GBA does not involve assessing only those areas of spending or tax which are associated with programmes or policies targeted at women, but rather involves analysing all aspects of the budget with specific reference to any differential impact on men and women, boys and girls. Across the whole budget proposals a GBA would entail examining actual and relative levels of expenditure, actual services or goods provided, the output of government activity and the impact of the policy with reference to stated social and economic objectives.

A GBA always involves assessing whether:

- ↳ The expenditure and/or tax burden has been distributed proportionally and adequately, so that objectives can be achieved for both women and men.
- ↳ The activities are suitable and adequate for both women and men.
- ↳ The outputs are achieved for both women and men.
- ↳ The resulting impact is relevant to both women and men.

A GBA starts with the basic question: "who gets what?" but also looks at the results and effects of this distribution. The findings of such an analysis can have consequences for the formulation of policy and the allocation of expenditure. At first glance, a GBA appears to resemble the practice of gender impact assessment (GIA), but there are differences:

- ↳ A GBA always deals with budgets and expenditure, whilst this does not need to be the case with a GIA.
- ↳ The GIA is a tool for ex-ante evaluation, whilst GBA can be ex-ante or ex-post.
- ↳ A GIA relates to a specific policy intention, whilst GBA can cover the entire policy of a department or even all government policy.

A GIA can form part of a GBA and provide information that can be used in a GBA, and vice versa. The crucial point to note is that both types of analysis are key components of any gender budget initiative. The extent to which both are employed within such an initiative will depend upon a range of factors including the actual nature of the national budget process, the extent to which revenue raising and/or expenditure have been devolved to regional governments and the timing of the analysis. Assessing the actual budget proposals with reference to gender alongside the systematic application of GIA at all stages of the policy process are considered integral features of the mainstreaming approach.

[*THE GENDER RELEVANCE*
OF EXPENDITURE] 2

[*“Following the money”*]

Making the link between spend and policy is an important feature of any gender budget initiative. Drawing up a gender aware budget statement serves to initiate a process of assessing spending proposals with specific reference to any differential gender impacts. Policy is thus explicitly linked to given resource allocations and subsequently to the overall high level objectives of government.

2.1 *The Case for GIA*

The gender aware budget statement provides policy makers with a valuable tool for assessing policy with reference to gender. That is, once gender disaggregated data is made available it should be analysed within a framework that takes account of gender as an influencing variable in determining individual responses to policy options/proposals. Policy formation often takes place within a process is often assumed to be gender neutral. Policy is often formed within an assumed 'gender neutral' environment. However, this neutrality is essentially 'gender blindness' as gender effects are often 'hidden' in the assumptions informing policy choices. It is considered that essential that any gender budget initiative incorporates an undertaking to assess both existing and proposed spending packages with reference to how the resulting policy impacts on gender equality. Analysing whether current inequalities will be reduced, increased or remain unaffected as the result of a particular policy option is known as gender impact assessment (GIA).

The scope and content of a gender impact assessment will have to be adapted to the policy proposal being considered but data disaggregated by gender is essential. Quantitative data are the most valuable but qualitative data are useful too and need to be considered in relation to both the short- and long-term effects. It is also useful to consider alternative solutions that may rectify any negative impacts. In addition, different stakeholders should evaluate expenditure policies to ensure objectivity.

This forward-looking analysis, however, is the most difficult part of the process. As well as having to anticipate future effects, relevant data are not always available. There may be figures for the country as a whole, for instance, but not for the regions. There may be data for a particular area, but not for different regions, though policies can be targeted to specific geographical regions. Highlighting gaps in the database, which would occur in the process of drawing up the Gender Aware Budget Statement, is therefore, an important element of a GIA. As soon as all the relevant information is in place a baseline has been established against which future progress can be measured.

2.2 *GIA and Gender Responsive Budgeting*

Gender Impact Analysis adds value to any policy initiative in that it enables gender as an influencing variable to be integrated at all stages of the policy process. Ideally it should be applied at the beginning of the policy process but it is also useful in reviewing and monitoring existing policies. With reference to a specific initiative GIA is considered an essential component of the government's mainstreaming approach to public policy. That is, the systematic application of gender impact analysis across the government's proposed spending packages would ultimately result in gender responsive budgeting, therefore ensuring that equality concerns are an integral feature of the policy process wherever applied.

2.3 *The Budget and Gender Budget (Impact) Analysis – Child Care Provision*

Detailed below is a suggested outline framework for examining policy/spending proposals with reference to gender impact. Issues related to childcare provision are used for illustrative purposes. The reason for selecting childcare provision is that on the surface it appears to be a gender focused policy area with positive impacts on the welfare of women in particular and children. Failing to analyse policy in this area within a GIA framework can be viewed as a reverse form of 'gender blindness'. That is, assuming that policy in this area is targeted at meeting the needs of women, whilst not simultaneously engaging in systematic gender impact analysis of the actual outcomes of policy, demonstrates a failure on the part of policy makers to understand the true nature of gender inequalities. Resulting spending allocations may therefore not reach the intended target and subsequently will be inefficient in achieving the desired goal. In addition, public intervention in the field of childcare provision is now recognised as having numerous social and economic benefits and is a key feature of state welfare policy.

2.4 *Steps in Gender Analysis of Policy Initiative*

Policy Formation

- 1.— *Define Desired Outcomes*
 - 2.— *Gather and Collate Baseline Information*
 - 3.— *Develop Options*
-

Incorporating Gender - Questions to Ask at Each Stage

Assumptions Informing Desired Outcomes

- Is there any gender bias?*
- How will outcome improve welfare of all men, women, children?*
- What are the issues that the outcome is designed to address – any gender dimensions?*
- Should outcomes target women/men?*

Information Needs

- What data is required?*
- How is data interpreted?*
- What resources are required to gather data?*

Develop Options

- Will the impact of policy have different effects for men/women?*
 - Are any differential effects acceptable?*
 - What steps can be taken to reduce negative impact?*
 - How can policy /service be designed to meet equality objectives?*
 - What is the relationship between other devolved policies?*
 - What is the relationship with policy at Federal level in Spain?*
-

Engage in Widespread Consultation

- Requires that method of analysis transparent.
 - All policy options outlined and reasons for preferred option
 - Data collection process made public
-

2.5

CASE STUDY APPLICATION : CHILDCARE PROVISION

Identifying desired outcomes and assumptions:

- Problem intended to address is unemployment, particularly with reference to low rates of female participation in formal labour market.
- Desired outcome identified as creation of jobs and removal of barrier to work for many therefore increase in employment/employability.
- Subsequent impact on problem of social exclusion in that those now in work are 'included' via the labour market.
- Impact on child welfare through the provision of quality childcare.

Number of assumptions that are gender blind:

- Paid work is necessarily a 'good thing' for all.
- Suitable paid work is accessible to all.
- Child care or lack of is the main barrier to work for women with children.
- Increasing the quantity of child care places is sufficient to improve the quality of child care.

Information Needs:

- Existing number of child care places and location.
- The cost of existing services including any regional disparities.
- Employment rates including gender breakdown and regional disparities.
- Unemployment rates including gender breakdown, regional disparities and notion of causes of unemployment.
- Pay rates in child care sector in the region compared to those in the state.
- Pay rates in child care sector gender disaggregated.
- Labour market conditions, for example, supply of and demand for workers in areas targeted by policy initiative (i.e. disadvantaged areas).
- Needs assessment of potential users i.e. data on identified barriers to paid work.
- The nature of current provision and potential provision e.g. the sources of funding, levels of funding, private or public delivery – indicates sustainability of service (note Scottish based research has indicated that sustainability of project is key factor in determining the nature of jobs on offer – i.e. insecure funding leads to insecure jobs and as women make up majority of workers in child care sector secure funding of projects is an important factor in determining the future employment conditions faced by those women)¹.
- Who provides formal childcare and how much – state/private sector/voluntary sector.
- Who provides informal childcare and how does the use of informal provision compare to the use of formal childcare.

¹Scott, G, Campbell, J and Brown, U. (2002) Child Care, Social Inclusion and Urban Regeneration. *Critical Social Policy* , Vol 22 (2) May

Develop Options

- This should cover every option – public provision, universal subsidy, targeted subsidy etc.
- Subsidise providers or users – i.e. focus on demand side or supply side of the equation. Issues of choice, access to service, and ability of employers to respond to fluctuating demand have to be considered. If policy involves funding users via the state benefit system issues regarding take up have to be considered.
- Type of care – for example, private / public; child minding/nursery etc Issues relating to quality have to be considered and mechanisms for regulating providers to ensure quality
- What is the impact on the incomes and employment conditions of those employed in the childcare sector.
- Is the project / policy sustainable in terms of employment opportunities (given that creation of jobs is the primary objective)
- Consider the social impact of policies promoting the expansion of child care sector alongside the economic impact e.g. quality of life indicators for parents, role child care plays in the social infrastructure of local communities (eg move to market can have negative impact in that it transforms the nature of activities normally produced and consumed outside the confines of market oriented exchanges).
- Identify opportunity cost of policy options – in particular with regard to child care who now 'pays for the kids': Removing this barrier means more women entering paid work and although reaping benefits of employment both economic and non-pecuniary, what impact does it have on their time use outside the normal working day. Research has shown that with less time available and only marginal increases in income the welfare of women may suffer. With reference to mainstream economic theorising the increase in number of women entering the formal labour market is matched by a decrease in resources available to domestic/household economy. Unless this depletion is subsequently replenished the welfare of many women may actually decline as a result of the policy.



[*THE BUDGET AND THE*
POLICY PROCESS]

3

The actual budget is often considered distinct from the policy process in that it is presented as a financial statement indicating where and how monies across the whole range of government activities are spent. Adopting a gender sensitive approach in drawing up the budget would involve assessing all spending allocations with specific reference to policy outcomes. The process of 'following the money' through to funded programmes or policies shifts the focus from the financial commitment aspect to the actual 'implementation or the practice of national policy statements'. Gender sensitive budgeting therefore serves to make explicit the link between policy and spending allocations across all government activity.

3.1 *Gender Neutral v's Gender Blind*

The national budget is effectively a public statement of a government's political and economic priorities. Given the starting point of finite resources and competing demands, the process of drawing up the budget is essentially a political exercise whereby resource allocations are determined by politicians' perceptions of need and preferences in their respective constituencies. Failing to account for gender in this process, due to a lack of understanding of the social and economic nature of gender related differences combined with the absence of relevant gender disaggregated data, implies that budgets are 'gender blind'. This blindness is often presented as 'gender neutrality' in that the nature and level of budgetary allocations do not normally depend upon whether they apply to men or women. However, the impact of patterns of public expenditure is a gendered concept, therefore steps should be taken to ensure that the focus on 'neutrality' (or even the avoidance of discriminatory practices) should not allow policy to be 'gender blind'.

Gender mainstreaming is not easily accommodated in a 'neutral' and objective approach to economic policy making. Whilst decisions taken and strategies adopted may appear to be gender neutral, in practice they can have very different impacts on the lives of men and women. Gender divisions lead to different socially determined responsibilities and role expectations with consequences in terms of men and women being faced with different sets of constraints and value structures. Women therefore are affected by and respond to public policy interventions in different ways from men. Gender neutrality can not be assumed with reference to the budget but rather gender bias should be made transparent and where appropriate, action taken to redress such. If government commitments to promoting gender equality are to be meaningful gender blindness in the allocation of resources must be replaced with gender sensitive approaches.

3.2 *Considering Efficiency and Equity Objectives*

Arguing for gender sensitive budgeting practices is often presented with sole reference to advancing the agenda of gender equality. Although equality outcomes are justifiable and desirable in their own right, the case for gender sensitive budgeting is strengthened by appealing to considerations of efficiency gains. Policy, and the resulting spending allocation, which fails to take account of any gender specific impact will be poorly targeted and thus inefficient in achieving the desired policy objective. For instance, policy aimed at improving labour market participation, which fails to account for the very different sets of socially and economically determined constraints faced by men and women, will have differential gender impacts. Policy designed and implemented with a sole focus on the impact of behaviour in the paid economy will have gender effects. Activity in the paid economy is inextricably linked with activity in the unpaid economy and men and women occupy very different positions within each. Economic policy tends to ignore this interdependence, primarily because impacts in the unpaid economy, which is predominately occupied by women, are less visible and therefore less tangible than impacts which appear in the mainstream. In order to avoid the retrenchment of existing gender inequalities, or even the creation of new ones, policy makers must engage effectively with both economies throughout the policy process. Gender impact analysis provides policy makers with a tool to improve their understanding of the actual nature of gender inequalities. Assessing the impact of policy with specific reference to gender enables policy makers to account for any unintended 'hidden' or third party effects. Arguing for gender sensitive budgets can therefore be made on the grounds of promoting both efficiency and equity objectives.

3.3 *A Comprehensive Approach to Mainstreaming*

From a gender mainstreaming perspective, gender sensitive budgets prove to be a crucial mechanism for promoting gender equality across the whole range of government activities. As the process of drawing up the budget involves all government departments, a commitment to gender sensitive budgets ensures that capacity building takes place internally, raising awareness regarding the actual nature of gender inequalities throughout the structures, institutions and practices of government. Finally, given the pivotal role played by ministries or departments of finance in shaping government policy, gender sensitive budgets are a mechanism for ensuring that gender considerations are integrated into economic policy making at a crucial level.

The practice of producing a gender sensitive budget will improve the allocation of resources between men and women; will aid in tracing, and making transparent, the relationship between policy objectives and spending and will provide a framework for more participatory policy making. More crucially it serves to support gender mainstreaming in economic policy making.

[*WHERE TO*

START]

4

Embarking upon a gender budget initiative will help identify the range of tools necessary to underpin the undertaking to mainstream equality in the policy process. However, reform along such lines should be viewed in the long term and should be incremental in nature. Furthermore, the concept of gender sensitive budgeting is gathering momentum on an international level and nation states are subject to increasing levels of political and economic pressure from external agencies to demonstrate in practical terms their respective commitment to gender mainstreaming. This has led to the search for an answer in how best to proceed along the lines of gender sensitive budgeting. Although there is much to be gained from shared experiences the sustainability of gender budget initiatives are dependent upon being developed and owned by national stakeholders. Thus, international experience has not produced a simple and uniform model for application in the production of gender sensitive budgets. However, lessons have been learned and a number of crucial ingredients have been identified.

Lessons¹

- ↳ **Transparency** – In embarking upon a programme of reform aimed at equality proofing the national budget it is vital that greater transparency of, and accountability for budget processes, becomes an established feature of the political process.
- ↳ **Participation** – Equally important is a commitment to engage in more participatory methods of governance and initiatives should take steps to incorporate as wide a range of views as possible, specifically including the views of those whose needs are often neglected in the policy design, implementation and evaluation process.
- ↳ **Sustainability** – The development and application of tools should build on existing budgetary mechanisms to ensure sustainability. A necessary first step in the process would be to establish how the budget is prepared and presented in each case.
- ↳ **Long Term Strategy** – The programme of reform should be viewed in the longer term with review mechanisms set in place to ensure continuous improvement.
- ↳ **Country Ownership** – It is considered essential that countries develop their own specific set of procedures and case studies in implementing a gender sensitive approach to the national budget.

¹See (McKay, A and Fitzgerald, R. Exploring the role of Gender Impact Assessment in the Scottish Budgetary Process. Report commissioned by the Equality Unit of the Scottish Executive).

4.1

Step one: The Policy development cycle as the basis for intervention

Building in gender equality considerations requires systematic intervention in the policy formulation process. The analysis outlined below is designed to be utilised as a prompt to identify the specific intervention required to build in gender equality at different stages. It can be viewed as an incremental tool where the experience gained at any stage can be applied to the whole policy cycle or to specific phases of the process. The headings used are drawn from international literature and can be adapted to the policy-making process in any particular initiative.

4.1.1. Phase 1: Identify the issues

Question: Have you considered the different impact that this programme/legislation/ policy intervention might have on women and men?

How can you find out about the potential impact and how this might be different for women and men (research, studies, statistical data). If there are gaps in your information how will you ensure that you have more information in the future—for example:

- ✓ by collecting gender disaggregated data,
- ✓ by commissioning new studies or needs analysis,
- ✓ by consultation with relevant groups.

Specific sectoral analysis of the gender dimension will be important.

Re-designing indicators for childcare policy in Modena (Italy)

Setting right baseline data for policy-making

Re-designing indicators for childcare policy in Modena (Italy)

In Modena, in the Italian region Emilia Romagna, a study has recently been undertaken by a consortium of Universities and public organisations with the aim of elaborating adequate data for the design of a new local childcare policy.

Stemming from the observation that gender information was often missing from administrative data and local surveys, the research team undertook a new local survey (CAAP 2002) and developed a new indicator (ISE – Index of the Economic Situation) deemed appropriate to describe the effective wealth of men and women (not just considering net income but also a range of family assets).

The new indicator and the analysis developed demonstrated the need to reshape radically the provision of childcare services and related subsidies, in that the existing policy did not respond to the needs of those most in need (ie. unemployed mothers were not likely to see their children admitted in nurseries and therefore had to sustain higher fixed costs to participate to the labour market).

The research proved that for a family with a low ISE and both working-parents, the presence of a child under the year of age, implied that one of the parents (namely the mother) was forced to interrupt employment and face the consequences of the difficulties in re-entering the labour market.

An application of the mainstreaming principle in transport policy would involve explicit consideration of the fact that women are more frequent users of public transport and less often own or have access to a car. Women also regularly travel with children, use prams and pushchairs and require predictability in timing their travel, in order to be able to meet often complex domestic and professional obligations. The development of good quality, efficient and appropriate transport systems, which take into account accessibility for the whole range of likely users, contributes to equal opportunities.

4.1.2. Phase 2: Define goals and outcomes

This includes establishing as outlined above, baselines in respect of the access and participation of women and men in the service or the sector. It is important to have a clear gender dimension to the objective. For example, the objective might be to create more jobs in the IT/technology sector. This would need to include the target of increasing the participation of women in this sector. The next step is to identify targets and indicators.

Gender budget experience in Basque Country

The six departments participating in the gender budget initiative have learned a number of lessons about building in the collection of gender disaggregated data from the outset of the process. In addition it is important to set realistic targets and to identify indicators to measure progress. An example could be the provision of grants to modernise companies in the public transport area, training grants and research grants. Indicators could measure:

The number of grants given to business owned by women and by men in proportion to their participation in the sector

The number of women and men who undertook training

The number of studies on transport use specifically focused on the needs of women

The number of studies on transport providing a gender disaggregated analysis of transport use

4.1.3. Phase 3: Communication and Consultation

Because mainstreaming is predicated on the acknowledgement of the different needs, situations and resources of women and men, better policy targeting requires an input from both. This means building wider consultation and better communication into informing policy as outlined above, and equally importantly, in policy/programme management and implementation.

Targeted focus group discussions were used in the production of the gender audit of the local plan review in Plymouth in 2000. These focus groups provided valuable information about the way in which different groups of people live their lives and the kinds choices available.

5. FINDING OUT RATES OF EXPENDITURE ON WOMEN AND MEN Gender Audit of Local Planning in Plymouth

The gender audit for the local plan review in Plymouth is the first of its kind in the UK and is designed to ensure that the local plan review is gender proofed. The audit presents a gender profile for Plymouth using readily available statistics as well as the findings from a series of people-based consultations undertaken as part of the audit in summer 2000. Using this information, the audit goes on to show how this understanding can be used in the development of local plan policies. The gender proofing of the Planning Strategy for Plymouth identifies the gendered dimension of planning issues. To assist the process of implementation, a series of indicators or outputs are suggested. In order to assess Plymouth's capacity to implement gender proofing a survey of staff involved in planning was undertaken as part of the audit.

The audit provides:

- A gender profile for Plymouth using readily available statistics, and the findings from a series of people-based consultations, which was undertaken as a discrete piece of work and incorporated into the audit in August 2000;*
- A Gender Issues Matrix which identifies gendered issues which have planning implications;*
- Gender proofing of the Planning Strategy for Plymouth which identifies the gender dimension of the objectives and suggests some key plan outputs;*
- A survey of staff involved in planning to assess Plymouth's capacity to implement gender proofing; and,*
- Recommendations for the development of gender sensitive policy.*

4.1.4. Phase 4: Formulating recommendations and seeking decisions

This phase gives an opportunity to weigh up the various options for intervention and to begin to justify the choices.

A number of questions can be useful

- *What options are indicated by the data/information/research?*
- *What options are indicated by the data/information/research?*
- *How are the options directly related to the desired outcomes previously identified?*
- *How do these options influence or change the factors affecting the issue as previously identified?*
- *Who would implement each option, and what resources are required?*
- *How can you ensure accountability?*

4.1.5. Phase 5: Communicating the results

This is a crucial stage in involving the key stakeholders in the community. It also forms part of the capacity building that is a key part of mainstreaming gender equality throughout the policy and budgetary process.

What To Consider:

- *What is the message you want to communicate, who is your "audience"?*
- *How will the policy be communicated, what information will be given to whom, what medium will be utilised, how will you reach a broad range of people?*
- *What measures will be taken to communicate the policy to those who participated in its development and to those who will be affected by it?*

4.1.6. Phase 6: Evaluate

One of the weaknesses in many initiatives is that monitoring and evaluation are not integrated throughout the policy development and policy implementation stages. The evaluation stage helps to determine how well policy or projects are attaining their goals, and provides opportunities to make improvements.

Evaluation

Equality inclusive policy evaluation provides information and techniques to design, implement and interpret evaluations in a manner which improves awareness of the equality implications of policies under consideration. It is important to have internal and external evaluations and to have a clear framework for evaluation that could assess the policy against a number of criteria:

- *relevance*
- *effectiveness*
- *impact*
- *efficiency*
- *sustainability*

Consideration could be given to the provision of training in this area of expertise for all those involved in policy-making, programme development, monitoring and evaluation. In addition, to fill in gaps in knowledge and to provide a framework for future analysis, it is worth considering dedicated gender studies as part of the evaluation process. This could provide more systematic information and be part of a learning process in terms of evaluating gender equality interventions.

4.2

Step 2: Selecting Budget Tools

A range of tools have been identified and codified by the Commonwealth Secretariat¹

- **Gender–Disaggregated Beneficiary Assessments** – actual or potential beneficiaries of public services are asked to assess how far public spending is meeting their needs. This can be done through opinion polls, attitude surveys, group discussion or interviews.
- **Gender–Disaggregated Public Expenditure Incidence Analysis** – this is a process of estimating the distribution of budget resources (or changes in resources) among males and females by measuring the unit costs of a given service and multiplying that costs by the number of units used by each group.
- **Gender Aware Policy Appraisal** – this entails the analysis from a gender perspective of the policies and programmes funded through the budget which asks in what ways are the policies and associated resource allocations likely to reduce gender inequality?
- **Gender Aware Budget Statement** – the key instrument in developing gender aware budget statements is to disaggregate projected expenditure into gender relevant categories and to indicate where expenditure is specifically targeted at reducing existing gender inequalities.
- **Gender–Disaggregated Analysis of the impact of the budget on Time Use** – this involves a calculation of the link between budget allocations and their effect on how household members spend their time using household time use surveys.
- **Gender Aware Medium -Term Macroeconomic Policy Framework** – this entails ensuring that the macroeconomic models employed in the generation of medium term economic forecasts are reformulated to incorporate gender concerns thus ensuring that future macroeconomic policy is designed taking account of the differentiated roles of men and women in economic activity.

¹Commonwealth Secretariat (1999) Gender Budget Initiative: A Commonwealth Initiative to Integrate Gender into National Budgetary Processes. London, Commonwealth Secretariat

4.2.1. Gender Aware Budget Statement

Finance Departments play a key role with reference to public expenditure programmes, where a gender-aware budget statement aims to demonstrate the anticipated impact of proposed spending estimates in addressing issues of gender inequality both in terms of total public expenditure and expenditure by sectoral departments. An official gender-aware budget statement should be produced by a Finance Department/Ministry in collaboration with other Government departments with relevant input from other stakeholders, such as independent research institutes, NGOs, and the academic sector. Input from external agencies can prove beneficial if not necessary in the process of data collection and in the monitoring of policy outcomes.

The key instrument in developing gender aware budget statements is to disaggregate projected expenditure into gender relevant categories and to indicate where expenditure is specifically targeted at reducing existing gender inequalities.

The following headings present as a guideline to be employed in the process of developing gender relevant disaggregations of public expenditure:

- **Gender Equality Targeted Expenditure:** The share of expenditure which is explicitly targeted to women to help redress past inequalities, e.g. education and health programs targeted at women and girls, equal opportunity initiatives in employment and programs to support women's enterprises.
- **Women's Priority Public Services:** The share of expenditure allocated to public services which have been identified as highest priority in reducing the burdens on women, especially poor women, and reducing gaps in health, education, income and leisure (even through spending not specifically targeted to women and girls).
- **Gender Management System in Government:** : The share of expenditure allocated to official Women's/Equality units such as Ministry of Women's Affairs, Gender Equality Commissions, Gender Focal Points in Ministries, etc.
- **Women's Priority Income Transfers:** The share of expenditure devoted to income transfers which have been identified as of highest priority in reducing women's income inequalities and dependence, e.g. child benefit, women's pensions.
- **Gender Balance in Public Sector Employment:** For each department/ministry, shares of men and women in employment at each grade, and the average earnings of women as percentage of the average earnings of men in each grade.
- **Gender Balance in Business Support:** The projected shares of men and women in expenditure directed to business support in agriculture, manufacturing and services (training, loans, subsidies, etc.).

- Gender Balance in Public Sector Contracts: Shares of contracts going to male headed firms and female headed firms.
- Gender–Inequality Reduction Rate: : Share of each Department's/Ministry's expenditure allocated to assist in the reduction of gender inequality. This would be accompanied by quantitative indicators of the expected reduction in gender inequality and an explanation of how the reduction is expected to be achieved.

(Source: Commonwealth Secretariat, Gender Budget Initiative Tool 4, June 1999.)

It is important to note that not all sectoral departments will be in a position to present the relevant indicators, due to a lack of available data and thus will be unable to calculate gender relevant disaggregation of expenditure. The approach taken should thus be viewed in incremental terms and when data is not readily available the budget statement could incorporate statements of intent with regard to meeting future information needs. Drawing upon sources of empirical evidence regarding the nature and causes of gender inequalities, which are external to official government sources, would be a crucial feature of the process. This would facilitate more participatory forms of governance in that the process of drawing up the national budget would witness active engagement with civil society. National governments will experience initial limitations and difficulties, particularly with reference to information needs, in preparing and presenting a gender aware budget statement.

However, all relevant stakeholders will benefit from the public commitment to drawing up a gender aware budget statement in that it marks the start of a process whereby specific resource allocations are explicitly linked to government policy and facilitates the process of monitoring government progress in furthering a mainstreaming agenda.

Implementing a gender aware budget statement requires an initial undertaking to

- 1.— establish how the national budget is drawn up alongside an identification of the key actors/institutions involved in the process;
- 2.— secure agreement on which gender relevant disaggregated data will be presented in the next budget;
- 3.— ensure that the presentation of the gender aware budget statement is designed so as to encourage broad based public debate regarding content and implications. Mechanisms should be put in place to ensure that input from such debate is incorporated into future budget rounds. This would aid in the process of meeting information needs and would provide a favourable framework for developing sustainable participatory forms of governance.

In Queensland Australia, a Women's Budget statement was prepared in 1998/1999 to draw out some of the data and issues necessary to apply Gender Impact Assessment to the budget process. The following are the headings used in the statement:

1. Women and economic security

- ✓ **Employment:** breaking the unemployment cycle; improved industrial relations system; Queensland working women's service; female apprentice forum (public works); indigenous women's apprenticeship initiative; employment research programs; women in the arts; community sector industrial awards and superannuation; women in business; business electronic information service.
- ✓ **Child care:** better playgrounds - support for community child care services; public sector child care.
- ✓ **Education:** women re-entering the workforce; vocational education and training; connect-ed; open learning network; standards framework for teachers; education Queensland.
- ✓ **Leadership:** register of women; women's advisory councils; palm island mentoring program; women as customers; women's heritage inventory; women in sport; women in policing advisory groups; women in the public sector.

2. Women: law and safety

Domestic violence; women's legal aid; women's justice network; victim support service; safe room pilot program; court house domestic violence support rooms; domestic violence protocols for court staff; dispute resolution service; citytrain closed circuit television; subsidy for security devices and equipment; safety in public; women in correctional centres.

3. Women and health

Breast cancer screening; cervical cancer screening; reproductive health; children by choice; sexual assault services; women's health services; collaborative health information centre; national women's health program; women's health advisor; free ambulance service for pensioners; sex industry workers; mental health; 100% in control; eating disorders; homeless youth program.

4. Women and families

Early intervention positive parenting program; support for parents; outside school hours care; assistance for people with disabilities; youth initiatives; gambling; international year of older persons.

5. Women and housing

Home and community care program; community rent scheme; crisis accommodation program; supported accommodation assistance program; home assist/secure; community computer access; research programs; review program; boarding house initiative; youth housing initiative.

6. Women in rural and regional Queensland

Rural communities infrastructure; expansion of the Queensland government agent program (QGAP); rural children centres program; rural women's health services; aboriginal and Torres Strait islander health; rural health and safety; rural youth workers; centre of excellence for regional and rural services; information to rural women; women and reconciliation strategy; interactive communication technologies for education and community development in rural and regional Queensland; building rural leaders; farm financial counselling; future profit; primary industry information technology initiatives; women in agriculture and rural industries.

[*FIND OUT RATES OF EXPENDITURE*
ON WOMEN AND MEN] 15

[*“Case study (Basque Country)”*]

Six departments of the Basque Government have been engaged in an initiative regarding a number of government programmes covering health, environment, R&D, training for emergencies, sport and transport. The task was to discover whether it was possible to identify expenditure on a gender disaggregated basis.

Lessons from Departmental Initiative in 2002

- The need to build gender in from the start of the policy development cycle and the need to follow through for implementation. This means linking the gender issues to all objectives, actions and indicators elaborated for each department and programme. It also implies looking at budget outputs in a different way by linking them to people rather than infrastructure or environmental conditions.
- The need for more gender disaggregated statistics/data, ensuring that profiles of women and men are incorporated in socio-economic and demographic profiles utilised by all agencies and departments. In addition, the requirement that all data is analysed on the basis of gender.
- The need to change departmental databases to reflect the gender disaggregated data.
- The need for sectoral information on the issues for women and men in respect of policies and services.
- The need for more information on and accountability for grants given to organisations for training and all other activities.
- The need for resources to support the process, including financial and gender expertise.

[ANNEX 1]

Definitions and concepts

Equality analysis:

to examine and question the assumptions underlying policies, programmes and legislation. The focus is on the effects of a law, policy or programme. Equality may sometimes be achieved through policies that are designed to treat people differently. Policies and proposals that result in differential treatment do not necessarily create inequality and may, in fact, correct some existing equality problems.

Gender Budget Initiatives:

process aimed at analysing national and/or local budgets from a gender perspective and applying this analysis to the formulation of gender responsive budgets. In addition, initiatives around gender analysis of budget aim to enhance women's participation in the decision-making processes that shape their lives.

Gender Impact Assessment:

is a tool designed to compare and contrast, according to gender relevant criteria, the current situation with the expected outcome resulting from the introduction of a proposed strategy and consequent action. The purpose is to identify those factors that cause inequalities and suggest action needed to eliminate them. A range of factors from resources - like time, access to finance- through to participation, expectations or norms and in some cases legal rights have an impact on how women and men access opportunities and services.

Gender equality analysis:

a process to help identify and remedy problems of gender inequality that may arise in policy, programmes and legislation. It is premised on a recognition that systems been founded on explicit or implicit assumptions about gender roles that restrict women's choices and actions. The object of gender equality analysis is to replace those assumptions with a consideration of the specific situations of women in the labour market, in the household and in the community, and thus shape laws, policies, and programs that reflect and respond to women's needs and priorities.

Evidence based policy-making:

evidence based policy-making is a process of utilising information about what people do in their daily lives to inform policy-making. The evidence can be collected from research reports or from equality audits.

Indicators:

an indicator is an item of data that summarises a large amount of information in a single figure, in such a way as to give an indication of change over time and in comparison to the norm.

A gender sensitive indicator:

can be defined as an indicator that captures gender-related changes in society over time. Whereas a gender statistic provides factual information about the status/activities of women, e.g. 60 percent of women in the UK work full time as opposed to 30 percent fifty years ago, a gender sensitive indicator will provide information about the status/activity of women relative to some norm or standard, e.g. 60 percent of women in the UK work full time as compared to 85 percent of men and compared to 70 percent and 30 percent fifty years ago. The norm or reference group in this example is men in the same country but in other cases it might be other groups of women.

Mainstreaming:

a strategy to build equality considerations into all mainstream policy-making and implementation and into the day to day work of government and other bodies. 'mobilising all policies, including legislation and service provision, specifically for the purpose of achieving full and effective equality by incorporating an equality perspective into all policies at all levels and at all stages, by the actors normally involved in policy making'

Monitoring and reporting:

equality monitoring involves the collection of data on individuals and groups and on the activities, practices and programmes of a range of different organisations and structures, particularly those that receive or spend public monies. Organisations charged with providing public services (such as training, education, health and housing) as well as those involved in the devising of policies and the expenditure of public funds (in areas such as industrial development, transportation, local development and physical and social infrastructure) need to be monitored in relation to the objective of mainstreaming equality.

Tools:

: this term is used to describe a range of processes and practices that underpin a mainstreaming strategy. The use of tool is to convey practicality and also to acknowledge the developmental nature of the work to build equality into existing work practices.

[ANNEX 2]

General Questions

Program Index

Participants

Name

Department

Contact

Position / Responsibilities

How long in post

Programmes

Name

Has the dept. specified objectives for the programme? What are they?

Do they include reference to gender or woman?

Has the department specified any indicators to measure whether the objectives have been achieved? What are they?

How long has this programme been in existence?

Why did you choose this programme?

How does this programme relate to the Gender Action Plan?

Who are the intended beneficiaries of the program?

Budget

What was the budget for this programme in last financial year?

How much was actually spent in the last financial year?

What was the budget and how much was spent in the 4 previous financial years?

What proportion of total departmental budget has gone to the program in each of those years?

What proportion of actual expenditure?

What is the source of funding for the programme?

Analysis

What is the gender-related question about the programme that you want to answer?

What information will you need to get?

Where will you get it from?

What obstacles do you foresee in making your analysis?

[ANNEX 3]

General Outline for Department Report ---

- 1.— **Introduction and context** – this section should outline the context for the programme chosen and how it fits with the work of the Department.
- 2.— **Programme chosen and why** – this section should outline the actual programme worked on for this project and the rationale for choosing it
- 3.— **Results and analysis** – this section should present the results you have gathered together and analyse the implications of the results. Don't be afraid to point out the limitation and frustrations of the process. They provide very useful lessons for the future.
- 4.— **Actions/recommendations** - this section can be used to suggest changes e.g. the need for more gender disaggregated statistics/data, the need for more information on and accountability for grants given to organisations for training, the need to build gender in from the start of the policy development cycle and the need to follow through for implementation.
- 5.— **Lessons** – this section can outline the changes that you can or should make in the department and your observations on what you need to support this work e.g. changing your database, the need for resources to support the process (this can include financial and gender expertise).

[ANNEX 4]

Link Between Political Goals **AND** Expenditure Programmes ---

- 1.— Which ones are the general Government goals regarding the programme issue?
- 2.— Which ones are the political statements regarding the programme issue?
- 3.— How important is the programme regarding the aimed political goals?
- 4.— What is the intention statement at the top leadership about equality in general and particular terms, regarding the specific programme?
- 5.— How are the general outcomes/goals going to be measured?
- 6.— How are the equality outcomes/goals going to be measured?

Training Programmes

| ISSUES | EQUALITY CONCEPT | SOME INTERESTING QUESTIONS |
|---------------|--|---|
| Faculty | e.g.: Professorship must be equally balanced between women & men | <ul style="list-style-type: none"> - How are job vacancy announcements handled and how are they filled? - Are an equal number of women, as men, hired or in proportion to the number of women in that branch of knowledge? - What degree requirements are there? |
| SUBJECTION | E.g.: When possible, and subject matter permitting, those that have priority are the ones that have an effect on the quality of life of women. | |
| PREREQUISITES | | <ul style="list-style-type: none"> - What academic degrees are required to be able to enter the classes? Why? - Are people (men and women) that have other degrees being left out when they might be able to take advantage of it or use it in their jobs?? |
| STUDENT BODY | | <ul style="list-style-type: none"> - What is the makeup (women vs. men) of the student body at the centre? - How is the specific makeup of the courses being subsidized? - What is the relationship between the course, the gender ratio of its makeup and employability? |
| SCHEDULES | | <ul style="list-style-type: none"> - At what time are the classes scheduled? - Have the needs of men and women been equally taken into account when scheduling the time and frequency of the classes? |
| PLACE | | <ul style="list-style-type: none"> - Where are classes given? - What are the access routes? - Is it easily accessible by public transport? - Is it an area with plenty of lighting? - What are the safety conditions? - What are the facilities like in terms of the different needs of men and women? |
| ADVERTISING | | <ul style="list-style-type: none"> - How is advertising carried out? - What area of the media is used to reach the target public? - Have women been taken account as being a part of that public? - Is there any knowledge about the particular circumstances affecting them as a collective group and the most suitable channels of communication? |
| ENTITIES | | <ul style="list-style-type: none"> - What kind of entities are chosen? - Who runs them? - What is the makeup of men and women on their staff? - What is the makeup of men and women at the higher echelons of the centre? |
| ORGANIZATION | | <ul style="list-style-type: none"> - How are classes organized in relation to the seating capacity, the type of communication and work scheme (small groups, platform)? |

Scholarships and Study Programmes

| ISSUES | EQUALITY CONCEPT | SOME INTERESTING QUESTIONS |
|------------------------|------------------|--|
| SELECTING PARTICIPANTS | | <ul style="list-style-type: none"> - What criteria are used in awarding scholarships or internships? - What are the mechanisms used in hiring people for positions? |
| COMMUNICATION | | <ul style="list-style-type: none"> - How is advertising for the jobs in question handled? - What connection is there between the scholarships/internships and future employability? - Is that connection, if any, made in the job announcements? |
| SUBJECT MATTER | | <ul style="list-style-type: none"> - To what does the selection of subject matter of interest respond? - Are gender-related matters taken into consideration with said subject matter? - Is there a request for an analysis with a gender-based perspective of the subject matter to study? |
| FUTURE PERSPECTIVES | | <ul style="list-style-type: none"> - In terms of the job, what implications are there for said scholarships or studies? - Is the subject matter related to emerging areas or job niches that allow for those having the scholarship/internship to later find jobs in that area? - What, then, is the relationship between the presence of women and/or men and the areas being studied? - Is there any variation in trends, in the number of applications and their distribution when dealing with more traditional subjects or others that are more recent? |

Institutional Subsidy Programmes (functioning)

| ISSUES | EQUALITY CONCEPT | SOME INTERESTING QUESTIONS |
|-----------------------|------------------|---|
| SOCIAL GOAL | | <ul style="list-style-type: none"> - What selection criteria are there involved in awarding aid? - What kind of activities within the company are financed? (R&D, new products, internationalization, new investments, etc.) - What is the relationship between the subsidies and job creation within the centres? - How can equality be enhanced by introducing requirements so that the organizations that apply will be aware of situations involving inequality and can therefore look corrective measures? |
| STAFF | | <ul style="list-style-type: none"> - What is the gender ratio of the staff? - Is there a cultural environment present that favours diversity? - How are jobs distributed in relation to their job descriptions, categories and remuneration? - What is the percentage of women and the percentage they represent within the salary scale? - Is there a detectable relationship between the presence of women and remuneration/categories? How is the selection process done? - What number of women are there with the academic degrees that are called for in the vacancies being filled? What other academic degrees which were not taken into account could favour the access of women to those very posts? - What age and background brackets correspond to women and men? Are there any differences? Are there any differences? - Is there an overall pattern in categories? |
| MANAGEMENT | | <ul style="list-style-type: none"> - What is the hiring practice for positions of responsibility? - What are the mechanisms of internal promotion based on and what has been the result over the last five years? - What is the percentage of women in positions of responsibility? |
| HIRING POLICY | | <ul style="list-style-type: none"> - How are the job announcements handled for vacant positions? - On what criteria is the selection of degrees based? - On what criteria is hiring based? - What kind of mechanisms for transferring scholarships / job internships are there? - How is remuneration related to performance should there be a variable system of remuneration? - What measures of reconciling family life with professional life have been put into effect? What is the level of satisfaction of women and men participants regarding the latter? |
| PROMOTION POLICY | | <ul style="list-style-type: none"> - How does on the job training work within the company as far as schedules, availability, cost, commuting, advertising thereof, subject matter, etc? - In what ways do any of these factors discourage the participation of women? - What are the factors that characterize the functions of responsibility that pose more difficulties for women to have access to them? - What measures of reconciling family life with professional life have been put into effect? - What is the level of satisfaction of women and men participants regarding the latter? |
| SOCIAL RESPONSIBILITY | | <ul style="list-style-type: none"> - What positive steps have been taken in these organizations? - Is there an Equality Plan? - Is there a quality plan contemplating prerequisites regarding real and effective equality with women present in every activity and echelons of the organization? - Does the organization take care, from a perspective of equality, with both the language and the images that it uses in its internal and external communication? |

Dissemination Programmes

| ISSUES | EQUALITY CONCEPT | SOME INTERESTING QUESTIONS |
|-----------|------------------|--|
| MEDIA | | <ul style="list-style-type: none"> - Which kind of media is chosen and why? - What are the time slots or days of the week being used and how does it affect the audience in terms of gender? - Has gender been taken into account (reaching out to women in such channels in keeping with the tenor of the campaign) when determining the channels for communicating the information or have alternative channels been thought of in order to better reach women? |
| CONTENT | | <ul style="list-style-type: none"> - Has the language as well as the image been adhered to in keeping with the campaign? - How are the examples and kinds of materials used to reinforce sexist stereotypes? - Has there been a deliberate effort made to incorporate images that enhance traditional schemes of activity, answers, expectations with respect to women and men? |
| MATERIALS | | <ul style="list-style-type: none"> - What are the materials used like and to what public objective do they respond? - What are their main means of distribution? - What are the distribution and access points? |
| AUDIENCE | | <ul style="list-style-type: none"> - How are audiences measured? - How do you know that men and women know about the existence of the initiative being disseminated on an equal footing? - What ways could there be to include women in knowing about the topics to be disseminated by varying campaign factors: materials, channels, language, images, cost, alternatives, etc.? |

Dra. Ailsa McKay and Dra. Rona Fitzgerald



**Gender Responsive Budgeting in the
Autonomous Community of the Basque Country**

September 2003