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GENDER RESPONSIVE BUDGETING INITIATIVES IN SWITZERLAND

The article presents experience of gender budgeting implementation canton of Basel-Stadt (Switzerland) in the sphere of unpaid labour. The Swiss Public Service Union's women members decided to commission a scientific study to analyse the impact of public expenditure and budget cuts on employment and determine the gender-specific impact of public budgets and budget items. Following a preliminary study by the Swiss Centre for Labour and Social Policy Issues, the Swiss Conference on Gender Equality commissioned a more comprehensive study. The authors examined the following issues: whether there is a way of measuring and determining whether men or women receive more public goods and services and how can the consequences of public spending cuts be determined and compared. The budget analysis revealed a very unequal distribution of public spending on men and women at various levels. During periods when the state was economising, the situation of women deteriorated further. In the years analysed, a very small proportion of federal, cantonal and communal public funds was spent on areas of employment with a high percentage of female labour.

Keywords: gender budgeting, gender analysis, gender equality, gender mainstreaming.

ІНІЦІАТИВИ З ГЕНДЕРНО-ОРІЄНТОВАНОГО БЮДЖЕТУВАННЯ У ШВЕЙЦАРІЇ

Єрмошенко А. М.

У статті представлено ініціативи з гендерно-орієнтованого бюджетування. Досвід впровадження гендерно-орієнтованого бюджетування показано на прикладі кантону міста Базель (Швейцарія). Гендерно-орієнтоване бюджетування розглянуто у сфері неоплачуваної праці. Надано пропозиції автора.

Ключові слова: гендерне бюджетування, гендерний аналіз, гендерна рівність, комплексний підхід до гендерної рівності.

ИНИЦИАТИВЫ ПО ГЕНДЕРНО-ОРИЕНТИРОВАННОМУ БЮДЖЕТИРОВАНИЮ В ШВЕЙЦАРИИ

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В статье представлены инициативы по гендерно-ориентированному бюджетированию. Опыт внедрения гендерно-ориентированного бюджетирования

показан на примере кантона города Базель (Швейцария). Гендерно-ориентированное бюджетирование рассмотрено в сфере неоплачиваемого труда. Даны предложения автора.

Ключевые слова: *гендерное бюджетирование, гендерный анализ, гендерное равенство, комплексный подход к гендерному равенству.*

Problem statement. In March 1994, in the wake of measures to cut public spending in the 1990s, the Swiss Public Service Union's women members decided to commission a scientific study to analyse the impact of public expenditure and budget cuts on employment and determine the gender-specific impact of public budgets and budget items. Following a preliminary study by the Swiss Centre for Labour and Social Policy Issues (BASS), the Swiss Conference on Gender Equality commissioned a more comprehensive study. The authors examined the following issues: whether there is a way of measuring and determining whether men or women receive more public goods and services and how can the consequences of public spending cuts be determined and compared [5].

The budget analysis revealed a very unequal distribution of public spending on men and women at various levels. During periods when the state was economising, the situation of women deteriorated further. In the years analysed, a very small proportion of federal, cantonal and communal public funds was spent on areas of employment with a high percentage of female labour.

Analysis of the last researches and publications. The main practices and methods of gender budgeting including the peculiarities of gender analyses in the international perspective were investigated by D. Budlender [1, 2, 3], D. Elson [3, 4], G. Hewitt [3], J. Hunt [6], I. Klenge [7], T. Mukhopadhyay [3].

The object of the research is redistribution of unpaid labour between men and women and its impact on the social and economic indicators at the state level.

The goal of the article. The purpose is to present the findings of the gender analyses of unpaid labour distribution between men and women in canton of Basel-Stadt, Switzerland. The methods of the research are the abstract and comparative analyses.

The main results of the research. In the Canton of Basle-City (Basel-Stadt), the Women's Council, the Cantonal Gender Equality Office, the local section of the Swiss Public Service Union and different members of the cantonal Parliament have been promoting the idea of gender-responsive budgeting initiatives since 1997. However, it was only in 2000 that the Cantonal Parliament decided to launch a gender-responsive budgeting (GRB) project aimed at adapting and fine-tuning the analytic tools of the Swiss Centre for Labour and Social Policy Issues - the method of gender-disaggregated public expenditure impact analysis. The project resulted with the publishing of the Basle GRB Study.

Among other issues, the Basle GRB Study analyzed in detail the impact of public expenditure on women's and men's unpaid labour. Most experts working on gender budgeting, gender relations and economics agree that unpaid labor and especially the paid and unpaid care economy need to come forth in analyses if we want to fully reveal the gender dimensions of state budgets.

Unpaid labour (or unpaid work) can be defined to comprise all productive activities outside the official labour market done by individuals for their own households or for others. These activities are productive in the sense that they use scarce resources to satisfy human needs. Housework, care for children and for sick and old people, voluntary community work or work in political or societal organizations, subsistence agriculture, help in family businesses, building the family house, maintenance work could be adhered to the term of unpaid labour [8, 10].

Table 1. Unpaid labour by residents of Basel-Stadt (age 15 plus) in 2000 in CHF* millions

Type of unpaid labour	Men and women		Women		Men	
	Million hours	Value in CHF m	Million hours	Value in CHF m	Million hours	Value in CHF m
Preparing meals	44.5	1 144.5	31.9	820.7	12.6	323.7
Cleaning the house	28.0	709.6	20.4	515.6	7.7	194.0
Pets, plants, garden	22.0	494.3	12.3	277.3	9.6	217.0
Shopping	21.0	548.0	12.6	329.0	8.4	219.0
Washing the dishes	19.0	448.3	12.6	298.4	6.4	149.9
Helping children with homework, playing with them	18.5	680.8	11.0	407.6	7.4	273.2
Laundry, ironing	12.4	297.3	10.2	243.5	2.3	53.9
Administrative tasks	8.9	330.7	4.0	149.1	4.9	181.6
Handicrafts	8.4	265.8	4.6	144.2	3.8	121.6
Volunteer activities in organizations	7.2	295.4	2.6	99.5	4.6	195.9
Informal unpaid work (helping out neighbours etc)	7.0	224.0	4.5	145.1	2.5	78.8
Feeding and bathing babies	5.5	169.5	4.4	137.5	1.0	32.1
Accompanying children	1.6	58.4	1.0	37.9	0.6	20.5
Care-giving to dependents in the household	0.4	13.3	0.3	8.2	0.2	5.0
Total unpaid labour	204.4	5 679.9	132.6	3 613.7	71.9	2 063.3

Source: Gender-responsive budget analysis in the Canton of Basel-Stadt, 2008

* Swiss franc

An unpaid labour in Basel-Stadt was factored into the welfare economy and its economic importance was determined. The results showed that, in 2000, men and women worked more unpaid hours than paid (204.4 versus 173.3 million hours). Preparing meals and related tasks such as setting the table and washing dishes represent by far the main activity of inhabitants of the canton of Basel-Stadt (see tables 1 and 2).

The 63.5 million hours spent on such activities are slightly more than the hours worked by the population of Basel-Stadt in the manufacturing industry, commerce, trade and the construction sector.

Overall, the examination of the Table 1 highlights two facts:

- preparing meals is the most time-consuming task performed by women and men; together with the related tasks of setting the table and washing the dishes, it is by far the leading activity. Residents of Basel-Stadt spend roughly as much time washing and ironing as they do working in the public administration.

- the table also shows that men and women perform very different unpaid tasks. Tasks to which men devote much less time than women include preparing meals, cleaning/tidying up, washing the dishes/setting the table, washing/ironing, feeding or bathing the children, accompanying and transporting children, and what are referred to as “informal” unpaid tasks (assistance provided to relatives and acquaintances in the form of childcare, looking after adults in need of care, and other services).

Table 2 summarises findings of Table 1 and differentiates between housework, care-giving in the household (looking after children and adults in need of care) and helping out in relatives' and acquaintances' households, as well as volunteer activities.

Table 2. Unpaid labour by residents of Basel-Stadt with and without children below age 15 in 2000 (hours per year and per working person)

Persons with/without children and type of unpaid labour	Men and women, total	Women	Men
<i>With children below 15</i>			
Housework	1 184	1 738	582
Care-giving	719	901	522
Total	1 903	2639	1103
<i>Without children below 15</i>			
Housework	959	1 130	761
Care-giving	316	371	254
Total	992	1167	788
<i>Persons with children versus persons without children (100%)</i>			
Housework	123.4	153.8	76.4
Total	191.9	226.1	140.1

Source: Gender-responsive budget analysis in the Canton of Basel-Stadt, 2008

As could be seen from Table 2, more than half the time devoted to care-giving by men and women in Basel-Stadt in their own home is therefore accounted for by a minority of women with children (under 15) who make up less than 10% of this population group. The value of this care-giving work in 2000 corresponded to around CHF 500 million.

Conclusions. As the result of analyses demonstrated, in 2000 in Basel-Stadt men and women devoted more hours to unpaid labour than to paid labour. The burden of work was particularly heavy on women with children below 15. They provided over half the care for children and adults in need of care, yet they made up only one tenth of the population above age 15. The burden of unpaid labour on this segment of the population was in all likelihood an important reason why they were disadvantaged in the context of gainful employment.

A more extensive comparison with the overall economy of the canton shaded further light on the amount of unpaid work and the asymmetrical distribution between men and women: the gross domestic product for Basel-Stadt would be some 33% higher if the monetary value of unpaid labour were included.

Based on the results of the Basle GRB Study, in July 2005 the Government of the Canton of Basle-City decided to extend the gender-specific public expenditure analysis project and to:

- update the public expenditure incidence analysis on a yearly basis, and update every four years the statistics related to the users of public services;
- develop methods for presenting changes over time;
- further analyze specific sectors and, for this purpose, develop indicators with the help of external experts.

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