

GENDER-RESPONSIVE GOVERNANCE AT WORK

Experiences in Using the GAD Budget



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Message

The Philippines is one of the countries that have adopted the Gender and Development Policy for some years now. It has since become a vital part of the gender mainstreaming strategy of government. As the ten case studies highlighted in this edition demonstrate, when properly implemented, the GAD policy can be an effective catalyst in making government really work for women and men and their communities. Integrating gender concerns in development programs and projects helps in the clarification of priority goals in agencies as well as in communities. Moreover, participatory strategies employed by the program implementer give a sense of ownership to the various sectors that have been part of the project. The most exciting insight of the participants is that the GAD budgeting process, particularly at the local levels, has become a potent tool for promoting gender responsive and accountable governance.

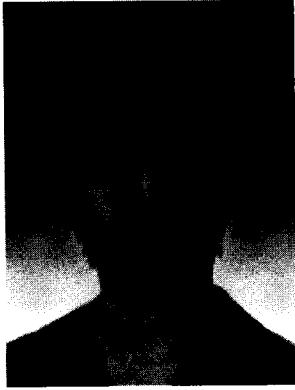
Despite the many positive results that we have seen so far, there is still a lot of room for improvement in the implementation process. Foremost of these is the need for clearer guidelines in order to avoid confusion in the interpretation of the GAD budget policy. This has now been addressed by a more detailed set of guidelines specifying and linking the allocation of budget resources to the priority programs of the Framework Plan for Women which complement the Medium Term Philippine Development Plan and the Ten Point Agenda of President Gloria Macapagal Arroyo. The other concern is to ensure the efficient utilization of the budget in sustainable programs the impact of which can be monitored and tracked over time. How gender budgets are allocated between central and local levels can also be an issue if unaddressed. More regular review, assessments and technical assistance by the three concerned agencies NEDA, DBM and NCRFW to the different regions have also been identified as an area of improvement.

The challenges ahead for NCRFW remain daunting. Every year the GAD policy needs to be defended in the budget hearings to be retained. There is therefore a need for a continuing advocacy for its more effective implementation and utilization so that its benefits can be made more visible to the different sectors at the national and local levels. More collaborative and strengthened efforts especially between with other civil society, private sector and government agencies in developing cutting edge and innovative programs that promotes gender responsiveness, accountability and transparency in government are very much needed.

We are confident that the coming years will yield even more dramatic and exciting results which will affirm the indispensability of the GAD budget policy in good and gender responsive governance.



Aurora Javate de Dios
NCRFW Chairperson, 2001-2004



Message

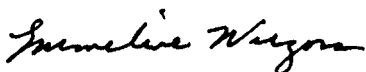
The case studies in this compilation show that gender and development policies are critical in promoting and implementing gender and development programs at the national and especially at the local level. Through the GAD budget policy, a more systematic approach to addressing gender issues is being followed through the preparation of gender and development plans and concomitant budgetary requirements for the implementation of these plans. Indeed, GAD efforts of local government units are showing promising results, albeit many of these are still at the short term or institutional level. For many LGUs, their success is largely attributed to a very supportive top management with a strong political will, a broad based participation of non-government organizations, other stakeholders and constituents in the planning and implementation of GAD programs and continuing advocacy, awareness raising and skill development.

This compilation also intends to provide clearer guidance to other LGUs in their own gender and development efforts. We hope that the lessons and strategies articulated herein would help them plan their program, assured by the fact that with the necessary resources, commitment and collaboration of all concerned, gender issues could indeed be addressed more systematically and comprehensively.

Findings from the cases are useful in determining the extent of implementation of the Framework Plan for Women and other relevant GAD policies. At the same time, it provides crucial guidance to NCRFW in programming its work toward promoting gender mainstreaming at the local level. The case studies highlight problems in the interpretation of the GAD budget policy, the need of LGUs for technical assistance in developing more effective monitoring and evaluation system to track the impact

of the GAD budget on gender issues and the continuing concern for advocacy and skill development in gender mainstreaming. With the support of other oversight agencies like the DILG, DBM and NEDA, the NCRFW expects to devote special attention to these issues, particularly in light of the present fiscal problems of the government.

We thank the LGUs and other partners in the development of the case studies. Their experiences have provided valuable lessons to us and hopefully to other LGUs in our collective quest for a more gender friendly society. We also thank the Canadian Development Agency (CIDA) for its continuing support to the program of promoting gender equality in the Philippines. Our heartfelt gratitude for the long and enduring partnership that has truly created an impact not only on the government but also to the women as well.



Emmeline L. Verzosa
Executive Director

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Executive Summary

The ten cases herein presented, which can be regarded as good practices in gender mainstreaming, were compiled for two major reasons. The first is to present concrete arguments on the importance of addressing gender issues to be able to achieve real development. The second is to help sustain the advocacy for the retention of the GAD budget provision in the General Appropriations Act.

The cases document the experiences of LGUs in different regions (Luzon, Visayas, and Mindanao) and in different levels of local governance (barangay, municipal/city, and provincial). The following criteria were used in selecting the featured LGUs: use of the GAD budget, existence of concrete GAD outputs, indications of sustainability of GAD efforts, replicability of GAD efforts in other locales, and alignment of these efforts with the Framework Plan for Women. The case writers are mostly LGU personnel or consultants who have been extensively involved in gender and development work.

From these cases can be gleaned important information and insights regarding the implementation of the GAD budget policy, strategies for and outcomes of gender mainstreaming, and areas for future action.

Implementation of the GAD budget policy

The case studies reveal that the LGUs often invoke RA 7192 and the GAD budget policy to provide concrete justifications as to why they should carry out their mandate of gender mainstreaming. As such, the LGUs' GAD budget requests are always accompanied by a GAD plan. Similarly, GAD budget planning is undertaken alongside planning for GAD programs and projects themselves.

Most of the LGUs adopt the participatory approach in GAD planning and budgeting, principally by inviting their NGO/PO partners to submit GAD program/project proposals. From these submissions, the LGUs select those that will be included for the GAD budget appropriation.

The GAD budget has been used in the development of an enabling environment for GAD, and in the implementation of activities geared towards the actual mainstreaming of gender concerns in various programs and projects. Development of an enabling environment usually translates to the creation of institutional mechanisms for GAD, the issuance and enforcement of relevant GAD policies, and the conduct of GAD awareness-raising and/or skills enhancement activities. Some LGUs are still focused on developing an enabling environment for GAD, while others have moved on to the more technical aspects of gender mainstreaming in their programs and projects.

The case study narratives indicate that the LGUs interpret the GAD budget policy in different ways. Some of them reckon the GAD budget in terms of a specific percentage of their total budget or of their development fund. The percentage varies from one LGU to another, with some pegging it at 5%, others at less than 5%, and still others at more than 5%. Some LGUs do not use percentages; they instead allocate a specific amount to cover GAD-related expenditures.

Gender mainstreaming strategies

The case studies point to a variety of approaches and strategies that the LGUs have adopted to enhance their success in gender mainstreaming. A basic approach is to integrate GAD in the planning process to ensure the allocation of a GAD budget, and to be able to influence the thrust of the various programs and projects of the LGUs. Planning is usually a two-step process, the first of which involves the preparation of a GAD plan and the second, the conduct of workshops on gender issues so that these issues may be incorporated in the LGUs' overall plan.

In addition to GAD planning, some LGUs have developed a comprehensive GAD program to address gender issues in different sectoral concerns. Other LGUs have integrated GAD into their core program or strategy, such as in the MBN approach. Still others have adopted a selective targeting of women/gender issues. Most cases of selective targeting have used the issue of violence against women as the entry point for gender mainstreaming, while a few take off from the issues identified through the analysis of sex disaggregated data.

From the cases can be inferred some strategies that have worked effectively in gender mainstreaming and GAD budgeting, as follows:

- *Gaining top management support* – Political will and top management support facilitate the development of an enabling environment for GAD. Specifically, these two factors make possible the issuance and implementation of relevant policies, as well as the allocation of the GAD budget.
- *Using participatory strategies* – Involving the various stakeholders in gender and development work enhances the sense of ownership of the GAD efforts, increases commitment to these activities, and expands the resource base for their implementation. Participatory strategies give greater assurance that the needs of both women and men are considered in planning, and that programs and resources are directed towards meeting the needs of both groups.
- *Building linkages and partnerships* – This entails establishing alliances with NGOs, POs, and the various branches of government to promote convergence and complementation of efforts and resources.
- *Undertaking continuing advocacy, awareness-raising, and capacity building efforts* – Changes in leadership, sectoral thrusts or priorities, and personnel happen all the time. Gender advocates need to be in tune with these changes to make sure that new leaders are properly informed about GAD, that gender issues are surfaced in the new thrusts/priorities, and that new personnel are equipped with the skills and commitment to pursue gender mainstreaming.

Gender mainstreaming outcomes

The LGUs' gender mainstreaming and GAD budgeting efforts have yielded a number of encouraging results. Most of the results are short-term, institutional-level outcomes that have to do with the creation and institutionalization of mechanisms and structures to promote an enabling environment for GAD. Such mechanisms play a critical role in coordinating GAD efforts, GAD planning and budgeting, training and capacity building, building and promoting linkages and networks, and monitoring progress in gender mainstreaming. Some institutional mechanisms have been put in place to address specific gender issues, such as VAW and women's multiple burden.

Another short-term, institutional-level outcome is found in the tangible changes in the mindsets of LGU officials and personnel. These changes include a higher awareness of gender issues, increased championship of GAD, a greater number of group and individual GAD advocates, improved inter-agency and inter-sectoral collaboration, and sustained provision of resources for GAD. The gender mainstreaming efforts have also

resulted in the LGUs' increased capacity to integrate gender concerns in their programs and projects, as evidenced by the presence of trained personnel and gender advocates; and the availability of technical information, tools, and resources for GAD.

The cases also surfaced intermediate development results that directly impact on women and men. One of the most significant outcomes is the greater availability of and access to economic resources, which have resulted in more stable and higher incomes, on the one hand, and reduced expenses, on the other. These, in turn, have made it more possible for women and men to meet their basic needs.

Many LGUs also reported improvements in the communities' response to gender issues and to women's practical and strategic needs. Specifically, the cases noted improvements in the quantity and quality of services extended by day care centers, reproductive health programs, education programs, economic programs, and programs to address VAW. A number of LGUs also reported greater women's participation in politics, and in local planning and decision-making. A few LGUs likewise noted improvements in gender relations, greater public awareness of women's human rights issues, and more gender-responsive governance. At least two LGUs (Cebu City and Capocan) reported a dramatic decrease in the incidence of VAW in their communities.

The GAD efforts of several LGUs have been replicated in other locales, indicating the effectiveness of the strategies that these LGUs have adopted to address gender issues. Many LGUs have also received awards and citations from national and international award-giving organizations for their GAD efforts.

Areas for action

Based on the experiences that the LGUs shared, the following areas for future action have been identified:

On GAD planning and programming

1. GAD stakeholders should start moving towards more organic GAD planning at the national (MTPDP) and agency levels, and establish vertical linkages in GAD planning, from the national (MTPDP) to the regional and local levels.
2. Efforts to integrate gender concerns in the LGUs' development plans – such as the Comprehensive Land Use Plan, Annual Development Plan, and Annual Investment Plan – should be sustained, using as a springboard the preparation and use of local situationers that include sex-based indicators. These indicators will be the basis for identifying the gender issues and problems that the development plans should address.

3. When formulating development plans, LGUs should apply the gender/women's equality and empowerment framework (GWEEF) so that they will be able to a) move from meeting women's practical/welfare needs to addressing women's economic and political empowerment requirements and b) progress from conducting GSTs to providing GAD technical skills development training in support of economic and other high-impact projects.

On GAD budgeting

1. There is a need to come up with a uniform interpretation of the GAD budget policy. Parallel circulars for national agencies and LGUs should also be provided.
2. To supplement local resources for GAD, LGUs should be encouraged to make use of the RA 7192 provision requiring the allocation of 30% of the ODA for gender-responsive programs. Likewise, donor agencies should require government agencies to comply with this policy as a condition for approving the latter's requests for external assistance.
3. LGUs should veer away from quota budgeting and instead adopt a performance-based budgeting approach. Moreover, they should not simply concentrate on coming up with ways to utilize the 5% GAD budget allocation, but also find the means to influence the budget planning for the remaining 95% of the funds, so that the latter will be spent on programs and projects that help address, no matter how indirectly, gender issues in the community.

On GAD systems and tools

1. There is a need for more effective GAD monitoring and evaluation systems, as well as for sex-disaggregated databases, to be able to assess more effectively the impact of the GAD budget. The use of the core set of GAD indicators that the NSCB developed should also be encouraged.
2. More culture-sensitive modules on gender sensitizing should be developed; i.e., there should be modules appropriate for such audiences as the Muslims, Lumads, and the youth. The NCRFW also needs to develop materials addressed to men. These materials should highlight the men's roles and contributions vis-à-vis gender advocacy and gender mainstreaming.

3. LGUs should strengthen their partnership with NGOs in developing monitoring and evaluation systems, monitoring the government's implementation of GAD, and popularizing GAD-related policies and circulars.
4. Oversight agencies like the DBM, NEDA, DILG, and NCRFW should strengthen their system of monitoring compliance to GAD circulars and policies among LGUs and other concerned agencies.

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And

Comprehensive Summary

Introduction

This collection of experiences in gender mainstreaming and GAD budgeting is a follow through of the publication *Breaking New Grounds for Women's Empowerment and Gender Equality*, which the National Commission on the Role of Filipino Women (NCRFW) published in 2001 with financial assistance from CIDA and UNDP. This 2001 publication puts together 12 case studies that illustrate how the GAD budget is being utilized and demonstrate why the GAD budget policy is important. The document identifies critical concerns that must be addressed in order to foster a greater understanding of the GAD budget policy and to facilitate its implementation. It also underscores the need for sustained advocacy for the inclusion of the GAD budget in the General Appropriations Act.

The stories – or more appropriately, the case studies – in this present collection constitute additional arguments for the continuing allocation of the GAD budget. Said arguments are primarily articulated in terms of the important contributions of the GAD budget in ensuring the gender-responsiveness of government programs and projects. Indeed, the cases reveal positive changes in the LGUs' mindsets and operations, as a result of their efforts to mainstream gender issues in their programs and projects. Moreover, medium-term results of the LGUs' gender mainstreaming efforts indicate significant improvements in the situation of women and men. At this stage, however, the long-term impacts of the gender-responsive interventions using the GAD budget cannot be ascertained because of the lack of appropriate monitoring and evaluation systems for this purpose.

Apart from sharing the initial results of gender mainstreaming efforts, the cases also highlight strategies and structures that facilitated these efforts, as well as lessons and insights gleaned from the mainstreaming experiences. The cases also give an indication of the extent to which GAD policies have been implemented, and the problems encountered in their implementation.

This collection consists of 19 cases, 12 of which are LGU experiences; three, national agencies; another three, regional agencies; and one, academe. The collection comes in two volumes, with the first volume featuring 10 LGUs and the second volume, the rest of the cases. Below is a brief description of the 10 LGU cases found in the first volume.

Table 1 – The LGU cases in volume 1

Locale/Title	Brief Description
<p>Bulacan <i>Reaching out to the grassroots: The Panlalawigang Komisyon para sa Kababaihan ng Bulacan (PKKB)</i></p>	<p>Illustrates how a provincial-level machinery for women’s integration in development can effectively carry out its mandate by directly reaching out to grassroots women’s organizations. The PKKB’s experiences show that working with community-based women’s groups is an effective strategy for expanding one’s resources and reach.</p>
<p>Cagayan Province <i>Love a Victim (LAV) Center: Empowering VAW victim</i></p>	<p>Describes the various forms of support that the <i>The Cagayan LAV Center</i> provides to VAW victims. The Center has served as a model for other municipalities interested in putting up a similar facility in their area. The Center has likewise become a laboratory for the training and study tour of reproductive health workers.</p>
<p>Daraga, Albay <i>Forging fruitful partnerships for a gender-responsive municipality: The story of Daraga, Albay</i></p>	<p>Highlights the continuing struggle of grassroots women’s organizations to get their voices heard in their communities, find their place in local government, and ultimately, make a difference in the lives of women in particular, and the citizenry in general. The case also illustrates how the Daraga LGU, in collaborating with these women’s organizations, innovated on programs and processes in livelihood enhancement, addressed the issue of violence against women and children, and established support structures for employed women.</p>
<p>Naga City <i>Women empowerment and development: The experience of Naga City</i></p>	<p>Shows how the Naga City government lives up to its commitment to people’s empowerment through the implementation of gender-responsive programs and projects. For these efforts, the Naga City government was chosen by the UN Habitat as one of the three gender-responsive local governments in Asia-Pacific.</p>

Quezon City

Quezon City: Evolving into gender-sensitive city

Documents the Quezon City government's efforts towards gender-responsive governance, and presents a lessons and insights about gender mainstreaming that GAD stakeholders could immensely benefit from. Quezon City's experiences in gender mainstreaming underscore the importance of a coordinated and holistic GAD approach.

Capoocan, Leyte

Capoocan, Leyte: Making a difference through participatory gender-responsive governance

Showcases the effective partnership of the LGUs and NGOs in bringing to the forefront of development efforts the distinct needs of women as women, and in relation to men. This partnership is responsible for the innovative approach in integrating GAD in the participatory governance framework.

Cebu City

Bantay Banay: A partnership against VAW, a teamwork towards gender-responsive governance

Describes the Bantay Banay, a program to stop violence against women in Cebu City communities. The case also shows how the strong partnership among the LGU, private sector, and civil society succeeded in promoting gender-responsive governance in the city.

Butuan City

Mainstreaming the marginalized: The GAD program for the Lumads of Butuan City

Provides an example of how the longstanding advice of going directly to the target beneficiaries may be more meaningfully implemented by working with a marginalized group. The Butuan City LGU embarked on its GAD program for the Lumads guided by two basic rules: 1) start with the beneficiaries' most basic needs and 2) maintain a respect for their culture.

Davao del Norte

On the foothold of empowerment: the GAD program of Davao del Norte

Discusses how the Davao del Norte LGU implemented its GAD program by integrating it into the MBN approach. This GAD-MBN integration has resulted in an increased appreciation of the role of women and men in realizing the vision of the province. This case presents information and insights that may prove useful for GAD stakeholders looking for alternative approaches to mainstreaming GAD in government programs and projects.

Malalag, Davao del Sur

Mainstreaming in SRA-MBN PLUS: Reducing poverty in Malalag, Davao del Su

Documents the process and impacts of the implementation of SRA-MBN PLUS, Malalag's gender Minimum Basic Needs program for poverty reduction. The case shows how the integration of gender indicators has enhanced the program's effectiveness in addressing the problems of the poor in Malalag.

Selection of GAD stories

The following criteria guided the selection of the stories/cases featured in this collection:

- The use of the GAD budget, including the ODA, for the program, with the assurance of the program's sustainability after the termination of external support;
- Presence of clear and measurable results, supported by sex-disaggregated data and indicators. Results may be short-term (e.g., enabling environment for GAD), which could lead to the attainment of long-term results (e.g., changes in the situation of women and men);
- Indications of sustainability and replicability, such as the presence of structures and resources supported by legislative or official pronouncements, and evidence that the program has cascaded to the agency's departments/offices or to lower-level LGUs; and
- The program's alignment with the framework plan for women, as indicated by its responses to the priorities identified for gender-responsive governance, women's empowerment, and the protection of women's rights.

In identifying case studies that will make up this collection, the NCRFW aimed for the widest representation of best practices in gender mainstreaming possible. To achieve this, the Commission identified several possible sources of the case studies. GAD programs that received awards or citations were included if they met the criteria listed above. Referrals from authoritative sources – such as DILG, POPCOM, NEDA, the Gender Resource Centers, and the members of the wide network of GAD experts and advocates – were pursued. The Galing Pook Awards entries and the UNICEF study on GAD mapping were also consulted.

The selection of the case writers was left to the discretion of the LGUs, who then gave the case-writing task to individuals who are thoroughly familiar with and/or extensively involved in the featured GAD programs. The case writers coordinated closely with the LGU officials so as to validate the information presented in the cases, and to elicit said officials' reflections and insights about their GAD experiences. The NCRFW validated the case studies with the help of the Gender Resource Centers.

The case studies feature barangay, municipal/city, and provincial-level LGUs. Five LGUs are in Luzon; two, in Visayas; and three, in Mindanao. In varying degrees, all these cases address the concerns of the Framework Plan for Women, i.e., gender-responsive governance, economic development, and women's human rights. For example, the GAD programs of Bulacan, Capoocan, and Davao del Norte are clearly aligned with the objective of promoting gender-responsive governance, while Cebu City's Bantay Banay program and Cagayan's Love a Victim (LAV) Center address the need to protect women against violence and exploitation. Others, such as the GAD programs of Butuan and Malagal, aim to alleviate the problems of poverty and illiteracy among their beneficiaries.

Highlights of gender mainstreaming and GAD budgeting strategies

Initiating GAD in LGUs

Most of the LGUs started their GAD program largely through their own initiative using their own resources. They designed and implemented the GAD program guided by relevant policies and guidelines, and aided by technical support from national-level agencies. These agencies conducted GAD awareness/skills training and/or provided the LGUs with GAD manuals and other materials. From their stories, it could be inferred that the LGUs' initiation of their GAD program was aided by the following:

- *National policies and mandates on GAD, supported by appropriate guidelines and information* – Most of the LGUs argued for their mandate for gender mainstreaming by invoking RA 7192, EO 273, the Local Government Code, and related laws. They cited the budget memoranda and circulars issued by the DBM, NEDA, DILG, and NCRFW for specific guidelines on the allocation and use of resources for GAD initiatives.
- *Progressive, gender-sensitive, and empowering leaders* – Several LGUs encouraged and promoted people's participation by enjoining NGOs, POs, civil society, and women and men to take part in decision-making. Moreover, having women leaders appears to be a critical element in the initiation of GAD programs: the case studies indicate that women leaders are more aggressive in pushing for women's empowerment and gender equality.
- *Strong partnership with GAD advocates, NGOs, and civil society groups* – These linkages give the GAD programs a broad support base, which increases the likelihood that GAD initiatives will be favorably received by the various sectors in the community.
- *Presence of externally-funded programs that were eventually institutionalized* – For example, Cagayan's VAW program takes off from a UNFPA-assisted project. The support provided by the NCRFW-CIDA ISP and the CIDA-LGSP to the Davao del Norte and Malalag LGUs, respectively, facilitated the launching of their GAD programs.

Sustaining GAD programs

The following are the strategies that the LGUs adopted to enhance the success and sustainability of their GAD programs:

1. *Creation of institutional mechanisms*

Local chief executives are aware of the critical role that institutional mechanisms play in planning and implementing GAD efforts. Referred to as GAD Focal Points, these mechanisms recommend policies, initiate and coordinate GAD planning and budgeting, promote gender mainstreaming, monitor and evaluate GAD impacts, and ensure that GAD linkages and networks are in place.

Four types of GAD Focal Points are currently in place:

- A committee, council, task force, team or similar body composed of representatives of GOs, NGOs, and POs, and headed by the local chief executive or her/his designate; examples are the GAD Councils of Capoocan and Quezon City
- A local machinery that coordinates with departments and offices to ensure that programs/projects are gender-responsive and that resources are allocated for GAD initiatives; examples are Bulacan's Panlalawigang Komisyon para sa Kababaihan ng Bulakan (PKKB), Naga City's Council of Women, and Cebu City's Women and Family Affairs Commission
- An existing office with GAD-related functions; the Cagayan PSWDO, which serves as the GAD Focal Point and manages the LAV Center, falls under this type
- A non-formal alliance of GAD stakeholders, best exemplified by the case of Daraga, Albay; in the absence of a formal GAD mechanism, the NGOs in the area, working with one another and in partnership with the local government, push for gender-responsive planning, programming, and budgeting in barangay- and municipal-level LGUs.

In addition to the GAD Focal Points, some LGUs created special groups, structures, or task forces that address specific gender issues, primarily violence against women. For example, Cebu City set up the Bantay Banay Task Force; Cagayan, the LAV Center; and Naga City, the Task Force SAGIP.

The GAD Focal Points are supported by a secretariat or a technical working group. The secretariat/technical working group implements the decisions of the Focal Point, consolidates and prepares GAD plans and reports, participates in the GAD budgeting process, and monitors and evaluations GAD outcomes.

2. *Issuance and enforcement of relevant policies and mandates*

The LGUs complemented the national-level policies and mandates with local-level policies and issuances. To strengthen GAD planning, programming, and resource allocation, they issued executive orders and ordinances intended to assure the sustainability of GAD efforts even with changes in political leadership. The cases teem with examples of policies that local executive and legislative bodies and line agencies issued for this purpose. Butuan City issued an executive order creating its GAD Coordinating Council and designating a GAD Focal Point Person in each of the city's barangays and offices. The LGUs of Naga City, Cebu City, and Quezon City laid down their GAD policies and targets in one comprehensive document called the GAD Code.

The cases emphasize the importance of sensitizing law- and policy-makers and top executives about gender issues. Additionally, the cases underscore the significant role of the NGOs in the passage of gender-sensitive policies. Finally, the LGUs' advocacy and lobbying efforts were greatly facilitated by the various resource materials on gender.

3. *Implementation of the GAD budget policy*

Allocation of a budget for GAD activities is provided for in RA 7192, EO 273, and the General Appropriations Act. GAD budgeting is operationalized in national and local executive and legislative pronouncements, such as the joint circulars issued by the NCRFW, NEDA, DBM, and DILG. The most recent joint circular, issued on 5 April 2004, specifies that "at least 5% of the total agency budget appropriations as authorized under the GAA shall correspond to activities supporting GAD".

The LGUs interpret and implement this provision in various ways.¹ Capococan's GAD budget is pegged at 5% of the total annual budget of the municipality, while Naga City earmarks 10% of its annual budget for GAD-related activities. The other LGUs appropriate a fixed amount for the GAD budget. Daraga's 2003 GAD budget was P3 million. Butuan City allocated an annual GAD budget of P500,000 for 2001 – 2003, which was augmented by special allotments and external contributions for specific programs and projects. Cagayan allocates P800,000 to P1 million annually for GAD-related activities. In Bulacan, there is no explicit GAD budget, but Governor dela Cruz issued an order mandating the planning and budgeting for gender-responsive programs. This strategy was adopted to defuse resistance from male legislators, who demanded that the GAD budget be matched by a similar budget for male-oriented undertakings.

¹ A discussion of the issues in the interpretation of the GAD budget policy is found in "Gender Budgeting in the Philippines", written by Marilou B. Caharian et. al. and found in *Gender budget trail: The Philippine Experience* (2001) edited by Debbie Budlender et. al. and published by The Asia Foundation

The following are some useful GAD budgeting practices gathered from the cases:

- The GAD budget proposal should be accompanied by a well conceptualized and carefully organized work and financial plan. The formulation of the plan should be participatory and should follow a bottom-up process. Thus, the plan is a consolidation of barangay- and/or municipal-level plans.
- Planning should be based on the assessment of accomplishments and current status vis-à-vis planned activities and targets. This approach helps determine new or additional programs for resource allocation.
- The LGU partners, such as the NGOs and POs, should be encouraged to submit their own GAD proposals for inclusion into the LGU GAD plan. This not only helps strengthen partnerships and linkages but also creates a broad support base for GAD efforts.
- The top leadership's sponsorship of and/or commitment to the GAD budget proposal should be secured.
- LGUs can tap external sources, which can be a source of both financial and technical assistance, to strengthen their GAD efforts. These external resources can be tapped to initiate GAD efforts and subsequently exert pressure on the government to provide GAD resources. Conversely, the government's support can be harnessed for soliciting assistance from external sources.
- The LGUs could build alliances with the executive and legislative branches of government to strengthen their lobbying for the GAD budget. However, in cases of resistance from these offices, alternative creative strategies should be explored, such as what the Bulacan LGU did to secure a budget for their GAD efforts.

4. *Strategic programming and gender mainstreaming*

Below are some of the programming and gender mainstreaming approaches that the LGUs adopted for their GAD programs/projects:

- *Gender planning* – The LGUs proceed with their gender planning in different ways. Most of them prepare a separate GAD plan, which is later integrated into the overall plan. Others do not formulate a separate GAD plan but integrate gender issues into the general development plan. The Capoocan LGU, for its part, simultaneously prepares a GAD Plan and an Annual Investment Plan.

GAD planning activities are oftentimes accompanied or preceded by workshops aimed at generating greater participation and a wider range of inputs from all levels. The workshops serve as refresher sessions on gender issues and as venues for reviewing the relevant mandates on GAD. In these workshops, too, the gender situation is analyzed, gender issues are identified,

and measures to address these issues are evaluated in the light of the LGUs' resources and other relevant factors.

- *Emphasizing participatory methods* – The most popular methods for securing grassroots and gendered participation in planning are the Participatory Resource Appraisal and Gender (PRA/PRAGEN) approach and the Gender/Women Empowerment and Equality Framework (GWEEF). The participation of women and men is also facilitated through community organizing workshops, training programs, or focus group discussions (FGDs). Also noteworthy is Daraga's experimentations with new planning instruments – i.e., gender resource mapping, gender-disaggregated seasonal activities, and gender division matrix² – to ensure that the plans that will be formulated are comprehensive and gender sensitive.
- *Building linkages and partnerships* – All the LGUs acknowledge the critical contributions of networks and linkages for the success of GAD efforts. Their gender mainstreaming activities would not have succeeded without the support of allies outside the government.
- *Integrating GAD into a core program/strategy* – Two LGUs (Davao del Norte and Malalag) integrated GAD into the SRA-MBN, a national strategy for addressing poverty. To ensure the gender-responsive implementation of the MBN approach, these LGUs exerted conscious effort to involve women in the surveys and FGDs conducted to surface the community's problems, formulate the development plans, and implement the interventions for solving/alleviating the problems confronting the community.
- *Implementing a comprehensive gender program* – This strategy was adopted by Capocan, which formulated ProGAD; Naga City, which prepared a comprehensive women's agenda; and Quezon City, which has a five-year mainstreaming program covering most of the government's areas of concern.
- *Selective targeting of women/gender issues and selective implementation of programs and projects* – The Bulacan and Butuan City LGUs employed this strategy. In Bulacan, the PKKb established its niche in the province's development program by organizing women, and implementing livelihood and

² The *gender resource mapping instrument* is designed to gather information on women and men's access to and control of the community's natural resources; the *gender disaggregated seasonal activities instrument* aims to disaggregate women and men's work for specific times of the year and types of crop or industry; and the *gender division matrix* is used to analyze the gender divide in assigning tasks and ascribing social roles. These instruments aid in surfacing social constructs on what women and men can and should do, in rethinking the concept and value of women's work, and in bringing out the hidden but often compelling difference in women and men's situation in all spheres of work. (Source: Daraga case study)

other social development programs. Butuan City focused its programs on the Lumad women and men residing in one barangay, after discovering the extent of illiteracy and poverty in this area.

5. *Continuing advocacy*

The case studies revealed several advocacy strategies that proved useful in gender mainstreaming, as follows:

- Reaching out to all levels in the bureaucracy, to officials and all other stakeholders, and to women and men;
- Developing GAD awareness and skills through training, community organizing, establishment of cooperatives, and other participatory strategies;
- Creating allies among local executives and legislators, and encouraging them to heed the call for gender mainstreaming and GAD budgeting. Allies from outside the government, e.g., NGOs, POs, and the academe, are equally important in developing a mass base support for GAD;
- Communicating constantly and consistently with partners and targets through meetings, conferences, feedback sessions, newsletters, etc.; and
- Acquiring resource materials that are user-friendly and accessible.

Some short-term and intermediate development outcomes

The case studies document significant gender mainstreaming outcomes that are best appreciated by reading each story. Summarizing and classifying these outcomes obscure much of the substance and character of each case. However, as an overview, some general statements and examples are herein presented.

Short-term, Institutional-level Results

These results are primarily along the lines of creating an enabling environment for gender mainstreaming efforts, and include the following:

1. Presence of institutional mechanisms, policies, and structures for various purposes such as:
 - coordinating GAD efforts
 - GAD planning and budgeting

- training and capacity building
 - networking and linkage building
 - promoting women's increased participation in planning and decision-making
 - effectively responding to specific gender issues such as violence against women
2. Presence of observable and measurable changes favorable to gender mainstreaming such as:
 - higher awareness of gender issues
 - increased championship of GAD by local officials
 - recognition of women's achievements and contributions
 - increased number of organized groups and advocates supporting GAD efforts
 - improved inter-agency and inter-sectoral collaboration on GAD
 - availability of sustained resources for GAD
 3. Increased capacity to mainstream gender in development activities as evidenced by the presence of trained personnel, gender advocates, and GAD technical information, tools and resource materials
 4. Increased implementation, by LGUs, of gender mainstreaming in programs and projects as manifested in the greater emphasis on women's participation in planning and decision-making, increased attention to gender issues within projects, and improvements in existing procedures and mechanisms to make them more gender-responsive.

Intermediate Development Results

These results basically have to do with the economic and political empowerment of women. Some emerging economic and political empowerment outcomes are the following:

1. Increased availability of and access to economic resources – The cases reported an increase in the amount of capital that are made available to women, and improvements in women's ability to access financial resources, even those coming from formal institutions. The women were also reported to have acquired technical skills for livelihood and entrepreneurial endeavors, including participation in cooperatives and other income generating and savings programs. Two noteworthy examples are:
 - The 134 Lumads of Butuan who were trained in basic literacy, numeracy, and livelihood skills. Consequently, the Lumads were able to form a Tribal Women's organization, secure a loan, and earn income from their small enterprises;

- Bulacan's 135 women's organizations that assisted more than 80,000 women through the socio-economic programs that the organizations launched in collaboration with the provincial government.
2. Increased income and savings, and reduced expenses – These improvements in their financial situation enabled families to meet their basic needs, as illustrated by the following:
- The women in Pulilan, Bulacan earned as much as P3,150 a month from the livelihood activities that they ventured into using the loans they obtained from the province's livelihood support program;
 - In Malalag, an increase in monthly income reaching up to P4,000 was reported; further, a community savings program accumulated more than P1.7 million which was used to establish a loan program for those interested in establishing a business.
3. Improved response to gender issues, and to women's practical and strategic needs – The cases cited improvements in the quantity and quality of services of day care centers, training centers, education programs, reproductive health programs, and programs for the protection of VAW victims. These results are documented in several cases:
- Cebu City's Bantay Banay trained 5,000 volunteers who handled 13,000 cases of domestic violence. The city reported a reduction in the VAW incidence (from six out of 10, to two out of 10, women being victimized) after implementing the Bantay Banay program for 10 years;
 - Cagayan's Love a Victim Center handled 437 VAW cases from 2001 to 2003;
 - In Capoocan, the number of VAW perpetrators decreased by 98% as a result of the strong anti-VAW campaign waged by the municipality;
 - The number of VAW complaints in Daraga increased from 40 in 2001 to 78 in 2003, an indication of the women's greater confidence that they can seek support from the government;
 - In Davao del Norte, the contraceptive prevalence rate increased from 60% in 2000 to 72% in 2003 due to the implementation of the male reproductive health program;
 - In Malalag, dramatic improvements in women's conditions are evident in the following: a) a drop in the number of lactating and pregnant mothers deficient in iron and iodine, from 328 in 1997 to six in 2003, b) a reduction in the number of pregnant mothers not given exact doses of tetanus toxoid, from 404 in 1997 to 11 in 2003, and c) fewer VAW victims, from 89 in 1997 to one in 2003.

4. Improved participation of women in politics, local planning, and decision-making
5. Perceived improvements in the general gender and development situation – As previously mentioned, the LGUs generally reported improved gender relations, increased public awareness of gender issues and women’s human rights, and more gender-responsive governance.

Recognitions and Awards

What is commendable about the LGUs featured in this collection is not so much their GAD achievements as their resolve and tenacity even in the face of seemingly insurmountable barriers to their GAD efforts. The case studies reveal that even with minimal, or non-existent, outside help the LGUs persisted with their advocacy and technical work, relying mainly on their determination and skills, and on the support provided by the national mandates and their local allies.

Their persistence has paid off in many ways, among which are the awards and recognition that they have received from various national and international institutions, which have lauded their efforts as pioneering and worth emulating. These commendations attest to the universal importance of addressing GAD issues and validate the hard work of the LGUs.

Some of the LGUs that have been cited for their outstanding/exemplary work are:

- Bulacan – received the 2003 Galing Pook Award for Top Ten Outstanding Programs for its Panlalawigang Komisyon para sa Kababaihan ng Bulakan (PKKB)
- Butuan City – cited as the most gender-responsive LGU by the CARAGA Gender and Development Regional Coordinating Council
- Capoocan – given the High Achievement Award for the Most Gender Responsive LGUs in Asia-Pacific by the UN Habitat; Mayor Porciuncula was cited as the Most Outstanding Woman for Good Governance by the National Council of Women of the Philippines
- Cebu City – 2003 Galing Pook awardee for Gender Responsive Governance for its Bantay Banay program; chosen by UNIFEM and UN Habitat as one of the Women-Friendly Cities in Asia Pacific in 2004
- Malalag – received the 2003 Galing Pook Award for Trailblazing Program, for its implementation of the MBN-SRA
- Naga City – cited as one of the Gender Responsive Local Governments in Asia Pacific in 2004 by UN Habitat.

Replications

Replication of a program is an indication of its effectiveness, and many of the gender responsive programs featured in this collection have been adopted in locales within and outside of their geographic boundaries. Specifically, the following programs have been replicated:

- Cebu City's Bantay Banay program – This is probably the most replicated GAD program, with 70 cities/municipalities throughout the country adopting it. Bantay Banay's most effective strategies are NGO-GO collaboration, establishment of local mechanisms for sustained GAD action, passage of resolutions and ordinances creating a GAD task force, institutionalizing inter-agency partnerships, and including VAWC efforts in the LGU's GAD budget allocation;
- Bulacan's PKKB – This has been replicated, as Konsehong Pambayan para sa Kababaihan (KPK), in the municipalities of Bulacan province. As PKKB's counterpart in the municipalities, KPKs formulate and recommend policies supporting women's advancement. For 2004, PKKB aims to set up KPKs in Bulacan's 15 municipalities and two cities;
- Cagayan's Love a Victim (LAV) Center – The Center has been replicated in seven municipalities in Cagayan
- Butuan City's literacy and numeracy program for the Lumads – The program was replicated in two barangays in this city, for the benefit of the IPs residing in these areas.

Lessons and areas for future action

This collection of experiences has yielded a number of valuable lessons on gender mainstreaming and the use of the GAD budget. These lessons can be articulated in terms of four recurring and interrelated themes: 1) the importance of political will and top management support, 2) the need for linkages and partnerships, 3) the need for participatory strategies, and 4) the importance of developing high awareness and skills in gender mainstreaming.

Political will and top management support make possible the passage of policies, creation of mechanisms, and pursuit of programs and projects that are gender-responsive. Additionally, these two factors will facilitate the allocation of budget for GAD activities.

Linkages and partnerships expand the program's reach, as well as its resource base. Partnerships also develop a sense of ownership of the GAD program among the stakeholders, and generate more commitment and counterpart contributions from groups and individuals.

Participatory strategies give greater assurance that the GAD plans and programs are really relevant to their intended beneficiaries, and are truly responsive to women and men's common and unique needs. Moreover, people can more easily identify with and commit to programs and projects when they are a part of the conceptualization and implementation of said undertakings.

Awareness of gender issues and possession of GAD skills are essential requirements for the continued implementation and the sustainability of GAD programs and projects. However, with the fast turn over among government personnel and development workers, awareness raising and skills training can almost be regarded as never-ending efforts that GAD stakeholders must undertake. Moreover, changes in administration and political leadership may become threats to GAD mechanisms and structures hence the need to continuously advocate for GAD and to raise the awareness of incoming officials about gender issues. Finally, with the increasing focus on the technical aspects of gender mainstreaming, there is a need to train implementers on the application of existing approaches and tools for reviewing the gender-responsiveness of highly technical projects.

Areas for Future Action

From the LGUs' experiences, one can identify several areas that GAD stakeholders should examine and address in their future efforts:

On GAD planning and programming

Many LGUs still follow a two-step planning process, i.e., there is a separate planning for GAD and the specific GAD plans are then integrated into the LGUs' main plan. Separate GAD planning ensures a more thorough consideration of gender issues and their corresponding solutions; however, it may reinforce the traditional view that gender issues are not organic to poverty, governance, and human rights issues. There is thus a need to start moving towards more organic GAD planning at the national and agency levels.

There is also a need to establish vertical linkages for GAD planning from the national (MTPDP) down to the regional and local levels. One vital area that oversight agencies like the NCRFW have to look into is the integration of gender issues in the development plans that the LGUs regularly prepared. These include the Comprehensive Land Use Plan, Annual Development Plan, and Annual Investment Plan. A springboard for gender mainstreaming is the preparation and use of local situationers that present sex-disaggregated indicators and surface the gender issues that the development plan must address. The core GAD indicators that the NSCB developed can be a useful guide in the preparation of the local situationers.

The LGUs could also benefit from applying the gender/women's equality and empowerment framework (GWEEF) to be able to formulate plans that move from meeting women's practical or welfare needs to addressing the women's economic and political empowerment requirements. There must also be training programs that will upgrade the LGUs' skills in mainstreaming gender in economic and other technical projects.

On GAD budgeting

It is clear that GAD budgets are allocated in compliance with national-level policies explicitly requiring the provision of these budgets. There are, however, some issues on the interpretation and implementation of the GAD budget policy that need to be looked into:

1. *The practice of allocating a fixed percentage or a fixed amount that is lower than the legislated allocation* – This practice can be interpreted as a token compliance to the GAD budget policy without the benefit of gender planning or the proper appreciation for the rationale behind the policy;
2. *The use of different reference points for the 5% GAD budget allocation* – Some agencies reckon the 5% using as base the 20% development fund; others reckon it from their total budget. The lack of a uniform approach for determining the 5% budget allocation indicates that existing guidelines and circulars on this matter do not have clear provisions regarding the computation of the budget;
3. *Treating budgets and expenditures for programs that address women's concerns as the equivalent of the GAD budget* – While this practice may help defuse resistance to having an explicit GAD budget, it may work against gender mainstreaming because the programs/projects that get funded do not have the benefit of conscious GAD programming and intensive gender analysis;
4. *The tendency to look at the GAD budget strictly in terms of the 5% allocation* – GAD stakeholders should not only look at how the 5% is being spent; they must also assess how the 95% is being allocated, and then push for the utilization of this amount for programs and projects that, in their own ways, take gender issues into consideration. Stakeholders need to veer away from quota budgeting and move towards performance-based budgeting;
5. *Putting too much stress on political will* – Many of the LGUs reported that their success in securing a GAD budget is largely due to the presence of a supportive leadership. This puts GAD advocates under constant pressure to continue their advocacy, especially when there are changes in leadership. It may also make the GAD budget subject to the whims of those in power;
6. *Giving lower priority to GAD in case of budget cuts* – This is a concern that some of the LGUs articulated, indicating that GAD is still marginalized in some sectors;
7. *The need for a wider implementation of the RA 7192 provision requiring the allocation of 30% of the ODA for gender-responsive programs* – LGUs can invoke this provision to avail of additional funding for their GAD programs. Donor agencies are also called upon to make compliance to this provision a requirement before government agencies' requests for external assistance could be approved.

Joint Circular no. 2004-1 dated 5 April 2004 clearly establishes the mandates and principles of gender mainstreaming and GAD budgeting. It also provides a step-by-step guide in formulating a GAD plan and budget. The circular is addressed to line agencies, state colleges and universities, and government-owned and controlled corporations. By virtue of their autonomy, LGUs are not covered by the circular. However, they can invoke the Joint Memo Circular that the DILG issued in 2001 as the basis of their mandate for gender mainstreaming.

On GAD systems and tools

There is a need to determine whether the GAD budget is being spent as planned, and whether the targeted results make a difference in the lives of women and men. To be able to do these, more effective monitoring and evaluation systems should be put in place, and sex-disaggregated data must be generated and made available to their intended users. The LGUs can solicit the help of NGOs, which have the expertise and experience in GAD budgeting, in improving their (the LGUs') existing M&E system, or in developing one if they still do not have it. The LGUs can also make use of the core set of GAD indicators developed by the NSCB as starting point in establishing a data base, in collecting data, and in creating their M&E system.

Oversight agencies like DBM, NEDA, DILG, and NCRFW should also strengthen their system for monitoring the extent of compliance to GAD policies and circulars. This will help further convince the public that the oversight agencies are indeed serious in promoting gender mainstreaming in government.

Finally, there is a need to develop more culture-sensitive modules on gender sensitizing. Specifically, materials that cater to the concerns and interests of such groups as the Muslims, Lumads, and youth must be developed. Materials that are addressed to men and highlight their contributions in gender advocacy and mainstreaming should also be produced.

On GAD awareness and advocacy

The case studies in this collection paint a very encouraging picture for GAD advocates and champions, as well as for those just embarking on their gender mainstreaming work – among the featured LGUs, there is a consensus that gender mainstreaming and GAD budgeting are possible and can make a difference in the lives of women and men. The challenge is in sustaining the gains of the GAD efforts.

Achieving sustainability requires that GAD stakeholders remain ever vigilant about the directions that GAD planning and budgeting are taking in the midst of changes in political leadership, personnel composition, and societal conditions. In concrete terms, this requires that stakeholders engage in continuing GAD advocacy and capacity building to gain the support of the new leaders, make sure that new personnel can undertake gender mainstreaming work, and keep gender issues in the societal agenda. There is also a need to continuously strengthen the GAD Focal Points, in terms of mandate and capabilities, to enable them to cope with the changing demands of their clientele.

The cases underscore the important role of civil society groups in complementing the government's GAD efforts. The LGUs' accounts of their gender mainstreaming experiences reveal that the NGOs played a prominent role in initiating GAD activities and in forging the GO-NGO GAD partnership. Into this partnership, the NGOs brought in their insights and expertise on various aspects of gender mainstreaming work. They assisted the LGUs in conducting GAD advocacy, in popularizing GAD laws and policies, and in monitoring compliance to these laws and policies. Other LGUs need only to acknowledge and tap this rich resource by forging formal and informal partnerships based on mutual concerns and goals.

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Acronyms

DBM	Department of Budget and Management
DILG	Department of the Interior and Local Government
GO/NGO/PO	Government/non-government/people's organizations
LCE	Local chief executive
LGU	Local government unit
NCRFW	National Commission on the Role of Filipino Women
NEDA-RDC-RDCC	National Economic and Development Authority Regional Development Council Regional Development Coordinating Council
NSCB	National Statistical Coordination Board
ODA	Overseas development assistance
POPCOM	Population Commission
PKKB	Panalawigang Komisyon para sa Kababaihan ng Bulacan
PSWDO	Provincial Social Welfare and Development Office
SRA-MBN	Social Reform Agenda-Minimum Basic Needs
UNICEF	UN Children's Fund
VAW/C	Violence against women / and children

Part

The Cases



Reaching Out to the Grassroots: **The Panlalawigang Komisyon para sa Kababaihan ng Bulakan**

Cecilia B. Gulla¹

This case illustrates how a provincial-level machinery for women's integration in development can effectively carry out its mandate by directly reaching out to grassroots women's organizations. The experiences of the Panlalawigang Komisyon para sa Kababaihan ng Bulakan (PKKB) show that working with community-based women's groups is an effective strategy for expanding one's resources and reach.

Overview

The Panlalawigang Komisyon Para sa Kababaihan ng Bulacan (PKKB) is the provincial machinery for GAD and is mandated "to provide leadership and direction to the integration of women" in community development. The PKKB's principal strategy for

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operationalizing this mandate is to reach out directly to organized women at the grassroots and, through capacity building, empower them to direct their lives and become partners in economic development and political decision making.

This grassroots strategy has resulted in the creation of 135 women's organizations in the 22 towns and two cities in Bulacan. Because PKKKB is basically a policy advisory and monitoring body, these grassroots organizations become its implementing arms, as well as its vehicle to concretize and sustain its work at the community level. The PKKKB's economic programs benefit largely the poor women, providing them with additional income of as much as P3,150.00 per month. The other PKKKB programs have taught women to be more enterprising and resourceful, independent, and more confident of their abilities. The women have also learned to work together towards a shared goal.

In 2003, PKKKB garnered for Bulacan the Gawad Galing Pook Award for Top Ten Outstanding Programs. The PKKKB has many lessons to share with local government units intending to establish a similar local machinery for women. To ensure the success of such machinery, it is important to have a supportive Local Chief Executive, GAD champions in the different levels and sectors of decision-making, and strong alliances with those that have resources and human power. Most of all, it is important to involve women and their families in the planning, implementation, and monitoring of GAD activities.

The PKKKB's mandate, structure, and linkages

The devolution of resources, services, and decision-making powers to local government units brought about by the 1991 Local Government Code inspired then Bulacan Governor Roberto M. Pagdanganan to create an advisory group to assist in formulating policies and plans for the integration and mobilization of women in national development. He believed that given the right orientation, training, and opportunity, women as individuals and as cohesive groups can make a very positive difference in their own lives and that of other women. They could be Bulacan's active partners in addressing poverty in many depressed areas and thus help propel the province towards social, political and economic growth.

Through Executive Order 94-02, Governor Pagdanganan created the Panlalawigang Komisyon para sa Kababaihan ng Bulacan (PKKKB) on February 22, 1994, the anniversary of Dr. Jose Rizal's historic letter to the women of Malolos. Guided by RA 7192, PKKKB sought to help make Bulacan "a province where women achieve their full potentials and participate meaningfully in... development..." Its main function is to serve as a vehicle between government agencies and other entities in the mainstreaming of women as collaborators in the pursuit of peace, equality, and sustainable development.

The PKKKB is a policy recommendatory and advisory body. As adviser to the provincial governor, it leads in the identification of gender issues and recommends appropriate programs for women. The PKKKB relays all its feedback and recommendations through the Office of the Governor, who in turn endorses these to concerned departments or LGUs and ensures that needed directives are issued and funds are allocated. This approach has been found to be effective because local leaders are more receptive to inputs if they come from the provincial chief executive.

Directly under the Office of the Governor, the PKKKB is governed by a Board of Commissioners and headed by a Chairperson. The Commissioners elect from among

themselves their officers. The PKKKB's members, who represent the different sectors and municipalities in Bulacan, are appointed by the governor based on certain criteria (i.e., resident of Bulacan, a recognized leader, has a good track record in implementing programs for women). While they are appointed for a term of one year, they are usually reappointed to allow for continuity in their program. The PKKKB has an Executive Director whose main functions are to manage its activities and to serve as consultant to the Board. The Office of the Provincial Administrator provides administrative support such as fund disbursements and additional personnel for province-wide activities like the Women's Month celebration and the Search for *Gintong Medalya* Awardees.

There is a Commissioner assigned to each municipality in the province. It is through the Commissioners that the PKKKB networks with the women NGOs based in the municipalities. In turn, the women NGOs become the mechanisms through which the PKKKB is able to work directly with grassroots women. The NGO leaders also serve as members of the *Konsehong Pambayan para sa Kababaihan* or KPK, which acts as the PKKKB's LGU counterpart and the local chief executive's policy advisors on gender and development.

Apart from its grassroots linkages, the PKKKB also has ties with the GAD focal points of the line departments in the province. The PKKKB coordinates with these focal points towards engendering department programs. Likewise, the organization links up with the LGUs and the line departments for the conceptualization and implementation of their respective programs for women.

Planning and implementation: the PKKKB in action

To provide direction to its activities, the PKKKB prepares an annual work plan that begins with consultations with women NGOs at the municipal level. The women NGOs' inputs are relayed to PKKKB through the Commissioners assigned to the different municipalities. Apart from these inputs, the previous year's plan and the priorities lined up by the Governor's Office for the current year are also considered in formulating the PKKKB's work plan. This plan is then integrated into the province's strategic plan, and thus indirectly contributes to the shaping of the LGU annual plans.

Although the PKKKB is a policy recommendatory and advisory body, it is also actively involved in the implementation of a number of projects. Among these are projects for grassroots women, which the PKKKB implements through the Commissioners, who in turn coordinate the project implementation with the concerned NGOs and line agencies or LGUs. The PKKKB also supports – again through the Commissioners – projects of women's groups based in each of the four districts of Bulacan. Specific forms of assistance extended to the women NGOs include capability building, project conceptualization, and facilitation of access to government or private resources available for the NGOs' projects. Finally, the PKKKB and its Commissioners conduct activities and extend services, in Bulacan's 22 towns and two cities, relating to advocacy on women's issues and women's rights, gender mainstreaming, strengthening the family, and maternal and child health.

There are two elements crucial to the success of the PKKKB's efforts: the networking with grassroots women and the resources allocated for women's programs.

The PKKB networks with the women at the grassroots through first, the Commissioners and second, through the women NGOs. It is, however, through the latter that the PKKB is able to work directly with the women in the communities. PKKB equips these NGOs with GAD skills and information; they, in turn, provide training, do organizing, assist in project development, provide technical assistance, and link women to resources for their projects. In 2003, there were 135 women organizations working with PKKB and with grassroots women.

Securing a budget for women's programs did not come easy for PKKB. The male officials of the province initially questioned the GAD budget because they wanted a similar budget for men. Despite attempts to advocate and explain, it was difficult for them to understand that the GAD budget was intended for both women and men. As a political strategy, the PKKB and Gov. Josefina de la Cruz (who used to Chair the Committee on Women before she became Governor) mandated the planning and budgeting for gender-responsive programs (through PKKB, PSWDO and other departments) without necessarily labeling them as GAD project or GAD budget. The PKKB happily notes that evident results have enabled them to overcome the initial resistance and are slowly and steadily gaining the support of everyone. In 2002, the budget for women's programs was estimated at P25.4 million; in 2004, it was P40.2 million.

The PKKB has no direct participation in the budgeting process; as such, ensuring adequate budget for women's programs still rests on a supportive governor. The agency is thus gearing towards gender mainstreaming in the next few years to sustain support for women's programs by integrating gender issues in department and LGU concerns.

Making women more visible

The results of PKKB's work can be seen in the number and diversity of women's programs now existing in the province. Aside from gender sensitizing programs for provincial and municipal officials, economic and social programs are now in place. Mechanisms and resources for these programs ensure their sustainability. In more concrete terms, PKKB's efforts have led to the following:

1. *Higher level of awareness on gender issues:* Gender sensitivity and development trainings were provided to members of the Sangguniang Panlalawigan (Provincial Council), Sangguniang Pambayan (Municipal Council), women NGOs, women municipal employees, and women barangay officials. As a result, two towns have drafted their gender legislation. The PKKB is also advocating for the use of disaggregated data for planning at provincial and municipal levels, gender integration in the Five-Year Development Plan, and creation of the *Konsehong Pambayan para sa Kababaihan*.
2. *Increased number of, and allocation for, women's programs/projects:* The challenge posed by the Governor to the PKKB Commissioners was the number of programs and resources that they could mobilize for women. Indeed, this year, they were able to mobilize P40.2 million for 24 programs, an increase from 2002's level of 13 programs with budget estimated at P25.4 million.

- One example of a successful socio-economic program is the Sikap Angat Program, an anti-poverty program implemented in Bulacan municipalities. In the municipality of Pulilan, it was implemented with the support of the local chapter of Soroptimist International, the barangay and municipal governments, and the local agriculture and health offices. The project covered 25 indigent families, who were given an interest-free loan of P 2,000 each that they invested in a business of their choice. From their business, the beneficiaries realized an increase in income of Php 105 per day or P 3,150 per month. When asked who audits them they said, “*Kami-kami na lang po ang nagbabantayan. Mahalaga po na hindi kami masira sa aming mga pangako.*”
- Another project is the Women’s Livelihood Support Fund or WLSF, a micro financing project of the Provincial Government and the Coop Rural Bank.. Some 1,412 beneficiaries of the program reportedly realized savings in the amount of Php 706,000.
- One of the more successful NGOs working with PKKB is the Kababaihang Barangay ng San Miguel, Bulacan (KBB), pioneered by its first chairperson, the late Ms. Emma Sta. Ana. The KBB implemented a swine dispersal project with funding from the Canadian International Development Agency and the United Nations Fund for Women. The project was recognized at the Nairobi International Conference on Women as the Best Rural Project in the World. From swine dispersal, the KBB turned to stuffed toy manufacturing, producing 100,000 dozens of toys each month in 45 barangays. To adjust to changes in the world market, it was eventually converted into a garment training business for 3,000 high-speed sewers, turning women into entrepreneurs. The KBB also initiated jobs for 1,500 knitters who worked on export quality sweaters for 10 years until the market dwindled. *Walang Gutom Sa Bakuran* was another KBB project, wherein the women and their families were encouraged to plant vegetables and mangoes in their backyards.



- In Marilao, women NGOs led the project called Women in Services for the Differently-Abled of Marilao (WISDOM). WISDOM addressed the need for special education for differently-abled poor children who have difficulty being accepted in and/or coping with the public school education system. The project was successfully implemented through inter-agency support: the donation of the 200 sq.m. lot donated by an NGO; Php1M from the governor for the building; DPWH for the building construction; DepEd for the teachers; the MSWD, Philippine Pediatric Society, Holy Infant Jesus Hospital, and St. Michael Hospital for the children's health and nutritional needs.
3. *Creation of mechanisms to ensure sustainable programs and projects for gender and development:* The PKKB as a provincial mechanism, along with concomitant legislations and policies, will ensure that GAD efforts will continue to achieve results for the women and men of Bulacan.
- With the PKKB's support and the appropriate resources from government and other sources, the various women NGOs actively working at the community level will continue to spearhead women's activity and empowerment, and expand their services to all areas of Bulacan.
 - The creation of the *Konsehong Pambayan Para Sa Kababaihan* (KPK) in seven pilot municipalities will likewise support the sustainability of the PKKB. The KPKs are PKKB's counterpart in the municipalities. Their task is to formulate and recommend policies to the local chief executive to support women's advancement. KPK officers come from the different women NGOs in the municipality. As in the PKKB, KPK committees are created as needed, and fund assistance is provided by the municipal government. For 2004, the PKKB will work with 15 municipalities and 2 cities to organize the KPK.
4. *Increased community and women's involvement in development activities:* The PKKB's efforts have galvanized communities into organizing and working together in programs and projects for the common good. As of 2003, there were a total of 135 women's organizations involved in development activities in the province.
- *Increased recognition of women's achievements and contributions:* The *Gintong Medalya* is an award program supervised by PKKB to recognize, reward, and motivate women and women organizations who do worthwhile endeavors for women. At the provincial level, the program has awarded seven (7) outstanding women's organizations and 32 individual women achievers in the following categories: *Natatanging Babae sa Pulitika, May Edad, Mangangalakal, Makakalikasan, OFW, Edukasyon, Solo Parent, PNP Women's Desk, Tagapangulo ng Sangguniang Bayan, Kabataan, May Kapansanan, Ilaw ng Tahanan, Pilantropo, at may Kahanga-hangang Kakayahang sa Teknikal*. At the municipal level, 250 women have been awarded as *Natatanging Kababaihan sa mga Bayan*.

Outcomes of PKKB's efforts

From a broader perspective, the impact of the PKKB's thrust of directly reaching out to the grassroots is three-fold, as follows:

- *More directed and responsive assistance from women NGOs:* From stereotyped programs like clean and green, painting of fences, and beauty contests, women's groups have shifted to more gender-sensitive programs addressing poverty alleviation, micro-financing for poor families and other social needs. From dependence on outside funding, they have stirred women into being more entrepreneurial and self-sustaining. As in the case of the women of Pulilan, they have now begun to look inward, among themselves and within their own municipality and local government, for resources and partnerships.
- *Stronger and more cohesive women's movement:* From being hesitant and unsure, women NGOs have become aggressive and confident organizations. The Inner Wheel Club of Meycauyan and Pandi won local and international awards. Women have become proactive and assertive co-creators of change. From working alone, they have learned to work in groups and networks. Women have learned cooperation and mentoring, and recognition of each others' strengths and contributions. Their united efforts have resulted in increased social spending on programs and projects for women.
- *Perceived improvement in the socio-economic condition:* The situation of women and men of Bulacan is perceived to be generally improving: the Provincial Planning and Development Office record shows that Bulacan is composed 73% middle class families. The National Statistics Coordinating Board records show that poverty has gone down from 17% in 1994 to 5.4% in 2000. These improvements are attributed to the presence of a more responsive governance and the increased involvement of women and men in socio-economic and political activities in the province. The PKKKB believes that women's increased social awareness and increased economic activities have also helped fostered these changes.

Lessons and challenges

After 10 years, the PKKKB asserts with confidence that there are now more, better equipped and stronger women NGOs, and over 80,000 women have benefited from their services. There are now more funds and more programs that respond to women's issues, and the PKKKB has earned the respect of its clientele and its partners in the province. Looking back, the PKKKB credits its success to the following strategies, which it now would like to share with other individuals and entities interested in gender work:

- *Working with organized women expands resources and outreach.* Women NGOs enabled the PKKKB to multiply itself and reach the countryside. There is such a strong spirit of volunteerism in Bulacan that women NGOs implement projects using their own resources, or else raise their own funds without expecting much from the government. Aside from overcoming its limitations in resources and manpower to reach all of Bulacan's 22 towns and two cities, the PKKKB was thus able to implement more responsive and participatory programs because the women NGOs immersed in the areas afforded better environmental scanning and identification of beneficiaries.

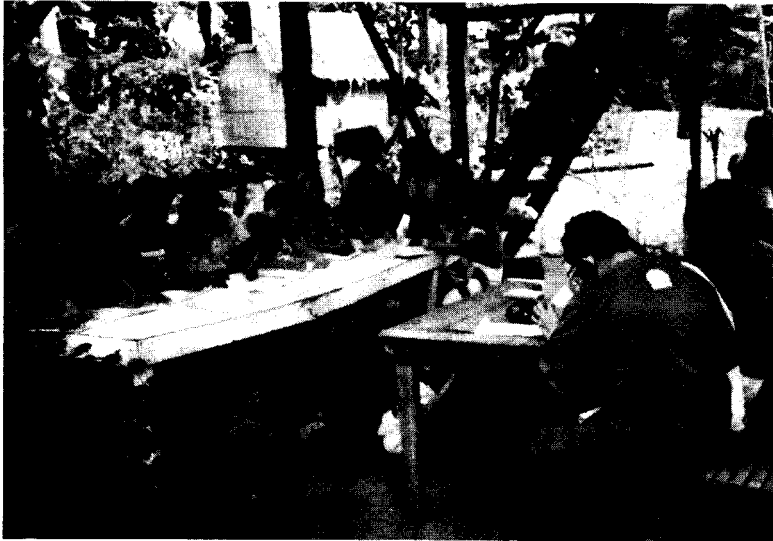
- *The strong support of the governor and the legislative office is important. The LGUS and other agencies are more receptive if the proposals and recommendations are channeled through the local executives. With this strategy, the PKKKB has been able to work closely with its partner agencies in the province.*
- *Collaborating with women community leaders strengthens the grassroots networks and enhances the organization's credibility among various stakeholders. In selecting and appointing the commissioners for the municipalities, the PKKKB sees to it that the women 1) are leaders of their own organizations, b) represent different municipalities, c) have a strong network, and d) have a high credibility in both the government and the private sectors.*
- *Holding special events and providing incentives and reward mechanisms contribute greatly to creating and sustaining interest in gender issues and programs. The yearly celebration of the Women's Month has helped attract more advocates for women's causes, while the Medalyang Ginto Award has fired and sustained the enthusiasm and creativity of women's organizations and women leaders. These activities inspire women to work harder and increase their self-confidence.*

One of the major challenges that the PKKKB has yet to address is to put in place a monitoring system that will help determine the extent to which the budget for women's programs is allocated and utilized as planned for by the departments and LGUs. This is a difficult and challenging task for which technical assistance from an agency such as the NCRFW is needed, but the organization is committed to carry it out because it believes that such system is critical in determining the improvements in the situation of women and men in the province.

Another challenge is in sustaining the initiatives towards gender-responsive governance. Such will only be possible if there are enough committed women who are willing to give time to the cause, women who know their rights and are willing to work for these rights. In particular, the PKKKB needs to look into strategies that will motivate younger women to get involved in the women's cause, as commissioners and activists.

Acronyms

GAD	Gender and development
KPK	Konsehong Pambayan para sa Kababaihan, municipal counterpart of
PKKB	
LGU	Local government unit
NGO	Non government organization
PKKB	Panlalawigang Komisyon para sa Kababaihan ng Bulacan
PSWDO	Provincial Social Welfare and Development Office
RA 7192	Republic Act 7192, Women in nation building act



Mainstreaming the Marginalized: **The GAD Program for the Lumads of Butuan City**

Lounella Villanueva¹

The GAD program herein described adheres to the longstanding advice of going directly to the target beneficiaries. But the proponents of this program took the advice one step further by choosing to work with a marginalized group, the Lumads, and embarking on their program guided by two basic rules: a) start with the beneficiaries' most basic needs and b) maintain a respect for their culture.

Overview

The Lumad literacy and livelihood program is one of the projects in the GAD plan for Butuan City. In the course of gathering data for this plan, it became apparent that there is a need for a program that would address the problems of illiteracy and poverty among the Lumads of Barangay Pianing.

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Using the GAD budget and with support from various sectors, a literacy and numeracy program for the Lumads was launched. A Tribal Demo Park was constructed for the project. When the Lumads learned to read, write, and count, they were taught the skills they would need to be able to start a livelihood project. They were also assisted in organizing themselves so that they would have the legal personality that would allow them to enter into negotiations with the government and other institutions.

With follow up support from various groups, the Lumads have gained access to fund capital, and learned to do business among themselves and with other groups and barangays. Today, the Lumads are organized; they can read and write; and they can engage in business and participate in community activities. The Tribal Demo Park in Barangay Pianing has become a venue for community activities, meetings, and study lessons. Beyond equipping them with literacy and livelihood skills, the intervention has also raised the Lumads' social consciousness and facilitated their integration into the larger society.

Background of the program

Butuan City has a sizable indigenous population. Some 5,347 or 10.6% of households in the city belong to two major tribes – the Manobo/Lapaknons, representing two thirds of the tribal groups, and the Higaonons. The “Lumads” (generic term for indigenous people), are generally poorer than the rest of the poor sector because they are mostly illiterate. Such is the case with the Lumads in Barangay Pianing.

Barangay Pianing is one of the rural barangays of Butuan City where a Manobo tribe lives. It is made up of 54 households of Lumads. When the GAD facilitators conducted a survey in the area, they discovered that there was a high incidence of illiteracy among its residents. It was thus recommended that a program be launched to help the Lumads become literate so that they can learn productive skills, use modern technology, vote during elections, and participate in community forums. Implementing such program is consistent with the city government's advocacy for enhancing literacy as means for alleviating poverty.

The program design and implementation

The Lumad literacy and livelihood program is divided into two phases: Phase I involved the construction of the Tribal Demo Park, while Phase II consisted of the literacy and numeracy training program. For Phase I, Pianing's Sangguniang Barangay approved a resolution donating the northwest portion of the market site

of the barangay, a 400 square meter lot, as the Tribal Demo Park. The city government allocated P30,000 from its GAD budget for the construction of the park. Funding for Phase II came from various sources. The city government allocated part of the GAD fund for the awareness-raising sessions. The organization PILIPINA donated P50,000 for the training program. The City Social Welfare and Development Office (CSWDO) provided livelihood training and credit assistance. The Sangguniang Panglungsod also earmarked additional financial support for the livelihood project.

The Barangay GAD Focal Person conducted the monitoring and assessment of the project, in collaboration with the city GAD Focal Person and the supervisor of the Butuan Women Center. Special attention was given to the measures that would enhance the sustainability of the intervention, such as the strengthening of the Lumads' entrepreneurial skills.

A total of 134 Lumad adult learners – 107 females and 27 males – coming from the 54 households registered for the Literacy and Numeracy classes. The Literacy class was a six-month course where the Lumads were taught how to read, write, and understand simple messages. Gender awareness sessions were part of the literacy program. The facilitators discussed with the Lumads their rights as women and as IPs, as well as the various issues regarding gender and ethnicity. With the younger members, the facilitators engaged in further discussions about the Lumads' culture and traditions as a people. Joining these discussions was the tribe's leader, who became the class' para-teacher.

The Numeracy or functional literacy class taught the Lumads how to count. Alongside numeracy, the Lumads were introduced to livelihood skills – which they applied in *gumamela* jelly making and food preservation – where they were able to make use of their knowledge of numeracy.

The Lumads' response

The Lumads showed extraordinary interest in the project, and this greatly facilitated the work of the project managers. The Lumads attended the planning meetings, carefully learned the procedures, and cooperated during the program implementation.

Led by 20 women who gained both literacy and numeracy skills, the Lumads formed the Tribal Women's Organization and registered it with the National Commission on Indigenous People, as a tribal association, and with the Department of Labor and Employment (DOLE), as a rural women's association. Equipped with skills and legal personality, and having met the requirements for loan applications (i.e., attendance in capacity building seminars particularly on GAD, leadership, team building, value formation, and simple book-keeping), the Lumads availed of the livelihood assistance

fund of the CSWDO. They loaned P20,000 at zero interest, which they used as start up capital for their livelihood projects. Moreover, the organization collected a P20 membership fee, a monthly due of P5, and penalty fees for absences (P30) and tardiness (P20) from their members, and added the collections to their revolving fund. They also received P30,000 from columnist Rina Jimenez David.

The group's first investment was in a Floriculture Project. They invested P5,000.00 of their CSWD loan in cut flower production (gladioli). This initially earned them P3,000.00. To make sure that the flowers were properly cared for, the members divided themselves into groups and each group was given a specific schedule for tending the plants.

The remaining P15,000 of the CSWD loan was used to start a small lending business to a neighboring area, Barangay Anticala. From their investment in their lending business, they earned P17,000.00 from interests, from June 2002 to May 2003. This income enabled them to make an initial loan payment to the CSWD, in the amount of P5,365.00. They re-invested P10,000.00 in the lending business and earned another P25,000.00 from interests from June 2003 to May 2004. Initial share per member was P500, which they reinvested in the same venture.

Towards a brighter future

The 134 Lumads who joined the Literacy and Numeracy program now know how to read, write, and count. They now have a livelihood undertaking that they can nurture and expand. They have learned to transact business with government and other groups. Most importantly, whereas they used to be just spectators during community activities and in barangay governance, they now actively take part in these affairs. They have greater awareness of their rights as women and as IPs and have been empowered to assert these. Their voice is brought to and heard in the Barangay Development Council through their representative, Mrs. Margarita S. Calo, the president of the Tribal Women's Organization.

The Manobos have also come to appreciate what education, no matter how basic, can do in terms of opening up opportunities for them and their children. They are now interested in sending their children to school. For its part, the National Commission for Indigenous People has opened scholarship slots for elementary and high school students.

The future is starting to look good for the Lumads. This optimism about their future is reflected in their plans to expand the space for the Tribal Demo Park. The Lumads are putting their resources together so that they can purchase an adjacent one-hectare lot, which is being offered to them for P200,000.

Inspired by the success of the project, a similar intervention was implemented among the IPs in Lamosig, Barangay Tungao. Collaborating with the city government in this project is the Educational Research and Development Assistance Foundation, Inc., which provides free uniforms and school supplies for elementary students. The CSWDO also extended loans to support the livelihood projects of the children's parents.

Lessons and insights

The GAD program for the Lumads in Barangay Pianing provides several lessons and insights for enhancing the success of GAD mainstreaming efforts:

- *It is important to go directly to the target beneficiaries:* Through the barangay survey and profiling that they did, the GAD facilitators were able to identify and isolate the most concrete problems of the Lumads, and consequently formulate and implement the appropriate measures to address these problems.
- *In addressing poverty among marginalized groups, it is important to start with the most basic things, i.e., the tools that these groups need to elevate themselves from their unfortunate situation.* In the case of the Lumads in Barangay Pianing, these tools are basic literacy, numeracy, and livelihood skills.
- *There is power in numbers:* Organizing the Lumads strengthened their position. As an organized group, they were able to gain access to resources and negotiate with the government. Organizing also taught them responsibility and discipline, and made them appreciate the importance of unity and concern for everyone.
- *Stakeholders working with IPs must maintain respect for the culture of these groups:* The GAD program was successful because it gave due recognition to the culture of the Lumads. In addition to training them on literacy, numeracy and livelihood, the program promoted discussion about the Lumads' own culture and traditions, and about the issues confronting them as IPs and as women and men. Moreover, their ideas were considered in the planning and implementation of the program.



Ensuring sustainability: the Butuan City GAD program

The Lumad literacy and livelihood program owes its beginnings and its sustainability to the Butuan City Gender and Development (GAD) Program, which has been actively supported by Mayor Leonides Theresa Plaza. The program is anchored on a GAD plan, the primary thrust of which is gender mainstreaming. With this thrust, it is envisioned that the city's plans, programs, and projects effectively respond to the needs of women and men. Towards this end several activities have been – and are being – conducted, including seminars and training programs on gender awareness and sensitization, gender responsive planning, literacy and education, livelihood, and organization of women into POs or cooperatives. Sex disaggregation of the city's data base is also being done.

Butuan City's GAD program has been largely guided by the GAD Council of Region XIII or CARAGA. Its GAD Program and GAD mechanisms conform to the provisions of RA 7192 and related circulars from such as agencies as the NCRFW, NEDA, and DBM. Implementation of the GAD Program is primarily the responsibility of the Butuan City GAD Coordinating Council. Providing support to the Council are the GAD Focal Persons in each of the offices and 86 barangays of the city.

To promote exchange and sharing of knowledge and skills on GAD, the Barangay GAD Focal Persons were organized into the Barangay GAD Focal Persons' Federation. Working with them are the Federation of Women's Organizations, and the lady employees at the City Hall who form the local chapter of the Women in Government Service (WinGS). Other groups involved in GAD are the Committee on Decorum and Investigation (CODI), which handles the sexual harassment cases; and the Reproductive Health Team, which looks into the cases of violence against women. The Project *Paglaum* (Pink Room) was established at the Butuan City Medical Center as a walk-in clinic for victims of violence.

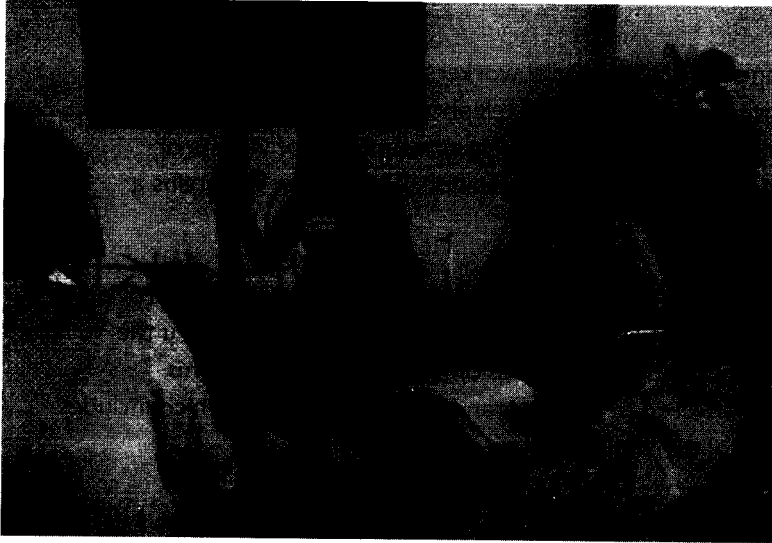
The yearly GAD budgetary allocation of the city conforms with Section 28 of the 1998 General Appropriation Act (RA 8522) and Local Budget Memorandum No. 28 dated June 15, 1998. These legal issuances direct LGUs to set aside a minimum amount of five percent of their appropriations to be used for programs, projects, and activities designed to address gender issues. For the period 2001-2003, the GAD budget of the city was approximately P500,000. The barangays put up a GAD budget equivalent to 0.7% of their Barangay Internal Revenue Allotment (IRA) to augment the city provision. The Sangguniang Panglungsod granted P260,000 from the Countrywide Development Fund for GAD activities. A separate allocation of P300,000.00 is set aside by the City Government for the yearly Women's Day Celebration.

In addition to government contributions, the city's GAD program is part of and benefits from a network of support from various GOs, NGOs and donors. For example, CEFE International, an organization that provides technical and financial assistance to women, provided free training and donated cash assistance of P50,000.00 to Novelty Items Manufacturing, a livelihood program initiated by the city. The NCRFW, JICA, DAP, LGSP-CIDA, NEDA, and UNFPA have also extended assistance to the city's GAD programs in various ways. Non-government organizations like the Butuan Host Lions Club, Pilipina Inc., Butuan Women's Business Council, Flos Carmeli Productions, Babaye ug Lalaki alang sa Kalambuan sa Butuan, Inc. (BULAK sa Butuan), and the Women in Government Service (WinGS) have likewise contributed to the program's accomplishments.

In recognition of its work and accomplishments, the CARAGA Regional Development Council-GADCC awarded Butuan City as Most Gender-Responsive Local Government Unit of the region for 2003. It can very well be said that the city's GAD program thrives and is doing relatively well, despite the many constraints that it faces. One of these is the need to enhance the knowledge and skills of GAD focal persons in implementing GAD activities, particularly at the Barangay level. To address this need, seminars on GST and skills development in gender planning and gender analysis are continuously being implemented.

Acronyms

CODI	Committee on Decorum and Investigation
CSWDO	City Social Welfare and Development Office
DAP	Development Academy of the Philippines
DBM	Department of Budget and Management
DOLE	Department of Labor and Employment
GAD	Gender and development
GST	Gender sensitivity training
JICA	Japan International Cooperation Agency
LGSP-CIDA	Local Government Support Program - Canadian International Development Agency
LGU	Local government unit
NCRFW	National Commission on the Role of Filipino Women
NEDA	National Economic and Development Authority
PILIPINA	A nationwide network of non-government women's organizations
UNFPA	UN Fund for Population Activities
WINGS	Women in Government Service, an organization of women in government



The Cagayan Province
Love a Victim (LAV) Center:
Empowering VAW Victims

Rosario B. Mandac¹

This case describes the various forms of support that the Cagayan LAV Center provides to VAW victims. The LAV Center has served as a model for other municipalities interested in putting up a similar facility in their area. The Center has likewise become a laboratory for the training and study tours of reproductive health workers.

Overview

The Cagayan Love a Victim (LAV) Center is a community-based constellation of services provided by various government agencies and non-government organizations to victims of violence. It has a telephone hotline, operates on a 24-hour basis, and provides temporary

¹ Registered Social Worker and Coordinator, Cagayan LAV Center.

shelter for 72 hours. Manned by trained social workers and a police officer, the Center provides such services as face-to-face or telephone counseling, food, toiletries, home life services, medical assistance, legal services, actual rescue of victims or survivors, stress debriefing, and psychological evaluation. The Center maintains a record of cases, their status and outcomes.

A Task Force composed of various GOs and NGOs supports the program by providing and facilitating access to services the victims need, e.g., free legal services thru the Integrated Bar of the Philippines and the Commission on Human Rights. This collaborative arrangement is covered by a Memorandum of Agreement, which includes an agreed-upon set of protocol in handling and managing cases.

The Center has created awareness about violence against women among GOs, NGOs, and the community. More importantly, it has provided an invaluable support to victims in facing their crisis and rebuilding their lives. It is also regarded as a model that GAD advocates in other areas could consider replicating for their own VAW-focused interventions.

The Cagayan LAV Center: a brief history

One of the most serious problems that the province of Cagayan has had to contend with was the increasing number of cases of abused women and children. Majority of the victims – mostly of wife battering and child sexual abuse – needed a temporary refuge, a place that they can run to and where they can feel safe, pass the night, think, and crystallize their problem. This led the province to conceptualize a project called the “Inter-agency Approach to the Prevention and Management of Violence against Women in Cagayan”. The project was part of a UNFPA-assisted subprogramme on Reproductive Health coordinated by the Provincial Social Welfare and Development Office (PSWDO). The Cagayan LAV Center started out as a component called “Violence Against Women Project” of the said project.

While the UNFPA project was still ongoing, the PSWDO conducted a study on how to mobilize additional funds to sustain and expand the project. The PSWDO found the answer in the GAD budget. Thus, a proposal to use part of the GAD budget for the VAW response program was submitted to and approved by the Governor. With this budget, the province expanded the project to establish it into a regular program, replicate it in eight (8) other municipalities, and sustain its operations using the province’s regular GAD budget allocation. As the lead agency and focal point for GAD, the PSWDO assures the financial stability of the Center through the preparation of an annual GAD budget to support its maintenance and operations.

Objectives and strategies

The LAV Center primarily aims to address VAW by providing women a place where they can take refuge and rebuild their lives. The Center also seeks to create, among the public, higher awareness about VAW and in the process eradicate gender bias and discrimination, promote women's rights, and help them participate more productively in their own development and that of the community.

The Main LAV Center is located at the PSWDO in San Gabriel Village, Tuguegarao City, about three kilometers from the central business district. The Center has a telephone, computer, photocopier, fax machine, and other equipment needed for the documentation of VAW cases. Trained social workers and police officers attend to the needs of both referred and walk-in clients.

The Center operates 24 hours and has a telephone hotline. As a client or victim comes in, she is first interviewed by a social worker to obtain basic data using the official intake sheet. After the initial interview, the client may go through the next stages as her case demands. She may go through counseling or may request a dialogue with the offender. If needed, the case worker will refer her to partner agencies such as the PNP for blotter, the hospital for medico-legal services, etc.

A client seeking temporary shelter may stay at the Center for 72 hours, during which she will be provided with food and toiletries. While in the Center, she may go through therapeutic play and activities under the guidance of trained personnel, stay in the reflection or crying room, or just try to perform her usual home life activities. The Center conducts a two-day therapy session for the victims, which includes self-awareness, spiritual enhancement, physical fitness, and stress debriefing to help them release pent-up emotions, enhance their self image, and see themselves more positively, not as victims but as potentially productive members of the community. The principle of confidentiality is strictly observed.

The Center's staff members are given training on knowledge, skills, and techniques in handling VAW cases to help them effectively assist clients. Meanwhile, the public is informed of the services of the Center through billboards placed in strategic areas, particularly in the eight pilot municipalities.

The VAW Task Force

The Center's constellation of services is provided by an inter-agency Task Force (TF) headed by the PSWDO and composed of the following government and non-government organizations, and their respective areas of responsibility:

- DSWD Regional office, PSWDO, LGUs of Cagayan through the Social Welfare Offices, and Philippine National Police – for counseling and therapy;
- Commission on Human Rights, Provincial Prosecutor's Office, and Integrated Bar of the Philippines Cagayan Chapter – for legal assistance;
- Integrated Provincial Health Office, Cagayan Valley Medical Center, and Medical Colleges of Northern Philippines – for medical assistance;
- National Bureau of Investigation, Philippine National Police, and Parole and Probation Administration – for police, investigatory, and related services;
- Green Meadows, Zonta Club of Tuguegarao, Rotary Anns of Tuguegarao, and
- Department of Labor and Employment (for cases within the work place), Overseas Workers Welfare Administration (for cases of OFWs), Cagayan State University, Philippine Nurses Association, and St. Paul University – for the reporting, handling, or referral of cases to the TF.

A Memorandum of Agreement was drawn and signed by the heads of the member-agencies/organizations in order to identify and firm up the commitments of each TF member, and to ensure continuity and sustainability in their compliance with their roles and responsibilities. Further, the TF formulated an Interagency Protocol, which all members observe in the management of cases. The members also formulated the intake and referral sheets used in the handling of cases.

To keep each other updated and continuously informed about developments concerning the Center, the members hold a quarterly meeting. Here, they discuss and evaluate the cases as to flow, quality of services, and results. Thus, these meetings further enhance the skills of both case workers and TF members in case management.

As a result of their involvement in the program, the TF members are often invited to provide technical assistance or conduct orientation sessions on VAW in the different municipalities and for groups like PNP, nurses, midwives, and NGOs.

Funding and activities

The funding support from the UNFPA program subsidized the purchase of some of the equipment and part of the capability-building training programs for the implementers. The provincial government now provides the funds for the Center's operations, as part of the gender and development budget. The LAV Center is now a regular program of PSWDO and the GAD budget has become part of the regular appropriations of the province.

The PSWDO serves as the focal point for gender and development in the province. Every year, the office prepares a GAD plan that covers the needs of the LAV Center as well as other activities to pursue related GAD objectives.

From 2002-2004, the GAD budget for the Center is as follows:

GAD budget item directly for VAW	2002(P)	2003(P)	2004 (P)
Paralegal training for staff/implementors	112,000	65,550	121,000 <i>(on new anti-rape law)</i>
GST for staff/women/others involved in the program	100,000	50,000	-
Information dissemination/advocacy on VAW	30,000	-	-
Reproduction of IEC materials	20,000	-	-
Refurbishing of VAW center/equipment and supplies	50,000	50,000	65,000
Subsistence allowance/toiletries for victims	50,000	50,000	-
Convention for VAW survivors (to provide financial assistance to survivors)	-	25,000	-
Training/orientation of youth on VAW and other issues	-	50,000	-
Training on combating VAW	-	109,450	-
Dialogue with the five pillars of the justice system	-	-	20,000
Capability building for VAW survivors	-	-	35,000
Capability building in handling VAW perpetrators	-	-	170,000
Total budget for VAW	362,000	400,000	411,000
Total GAD budget	882,000	1,000,000	1,000,000

Other activities funded from the GAD budget are:

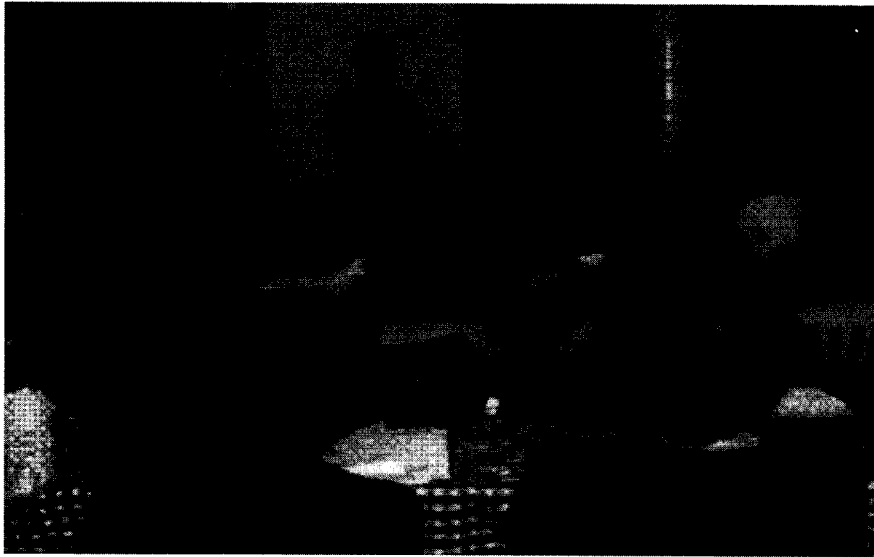
- Celebration of the Women's Month
- Parent effectiveness seminars
- Livelihood support to women's groups
- Training and seminars for situational analysis and planning for women and children
- Program for elderly persons, persons with disabilities, and day care workers
- Support to women's groups, etc.

The PSWDO also draws from the GAD budget to fund its advocacy work for the implementation of the GAD program and the anti-VAW program in the municipality. Taking off from the provincial experience, similar programs have been set up in seven municipalities of the province (Peñablanca, Iguig, Solana, Amulung, Baggao, Gattaran, Aparri) and in the city of Tuguegarao. Municipal inter-agency task forces have been set up in these areas to support the program. The LGUs have agreed to allocate their GAD budget for the maintenance of the programs.

Results

From 2001-2003, the LAV Center has handled 437 cases, about two thirds (63%) of which were rape or incest cases. The others were attempted rape (19 cases), acts of lasciviousness (55), and physical/emotional abuse (86). The Center's efforts have resulted in the following:

- *Increased awareness of women's human rights.* Because of the training, advocacy, and information dissemination activities about VAW that the Center conducted, the public and the women, especially the survivors of VAW, have become more aware of their rights. The partner agencies have become more sensitive to the special needs of victims of survivors. With increased awareness, and with the knowledge that help is just a phone call away, it has become easier for VAW victims and their families to come forward and seek help.



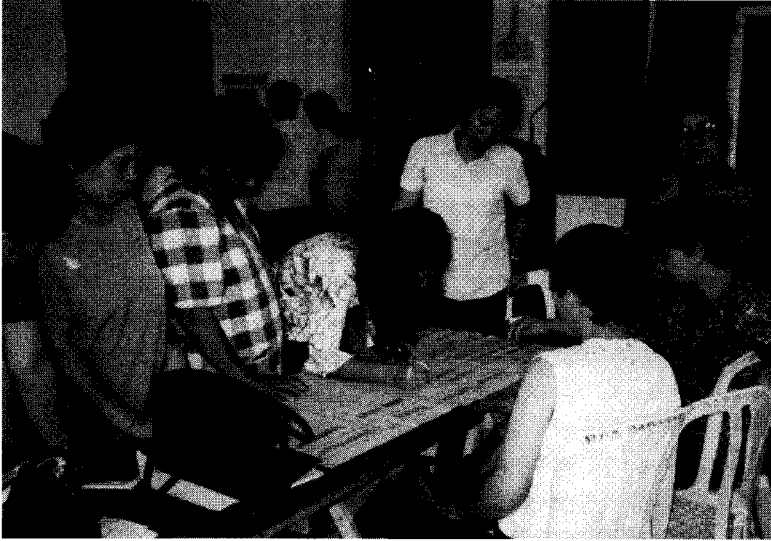
- *Increased public support on the issue and for victims of VAW.* The medical, legal, and psycho-social needs of VAW victims are better provided as a result of inter-agency cooperation and commitment. Even barangay officials have committed to support the program. Concomitant LGU resolutions have been passed.
- *Increased sharing of experience and knowledge in the handling and management of VAW problems.* Because of its work and experience, the Center has become a laboratory for training on anti-VAW interventions. The Center is the site for inter-visitation of trainees on the reproductive health program. To support this sharing, the Center has been equipped with a mini-library, which students and professionals used for research and other information needs.

Lessons and challenges

Through the close coordination and cooperation among its member-agencies, the LAV Center has achieved modest success. The establishment of the inter-agency protocol was beneficial in terms of saving time, money, and effort. The standardization of the intake and referral forms clarified the delineation of responsibilities among the members, and spared the victim from the indignity and horror of reliving her ordeal by going through a repetitive process of interrogation and narration of her traumatic experience.

However, while it is true that the psychological, medical, and material needs of victims are immediately taken care of, the legal aspect of handling VAW cases poses more serious constraints. One is the slow pace of the justice system. Victims are not satisfied with merely having a case filed in court. They expect immediate results. The long wait from the time of filing to the scheduling and conduct of hearing often gives the offender the opportunity to propose to settle the case through threats or offer of money. Some victims are forced to withdraw while others lose their interest and consequently file an affidavit of desistance, thus throwing away the gains of the hard and painful work of the victim, the Center, and its network of supporters. The proposed dialogue with the five pillars of the justice system will partly address this problem, but more creative solutions are called for.

While the statistics show that the number of reported VAW cases has gone up – indicating the effectiveness of the program to empower women to come out and seek help – the real challenge is the complete eradication of the problem of violence against women. Certainly, neither the Center nor the PSWDO can do this alone. They need the cooperation and support of everyone.



Capoocan, Leyte: **Making a Difference through Participatory Gender-Responsive Governance¹**

Vilma A. Horca²

The Program on Gender and Development of Capoocan (Pro-GAD Capoocan) showcases the effective partnership of the LGU and NGOs in bringing to the forefront of development efforts the distinct needs of women as women and in relation to men. This partnership is responsible for the innovative approach of integrating gender and development in the participatory governance framework.

¹ Acronyms at end of text

² Executive Director, Center for Partnership Initiatives for Development, Inc., and Overall Pro-GAD Program Coordinator of Capoocan, Leyte

Overview

The Program on Gender and Development of Capoocan (Pro-GAD Capoocan) highlights a participatory and gender-responsive approach to governance. It shows how local governance responds to the various gender issues and concerns identified and validated by both women and men in the 21 barangays of Capoocan. It focuses on the conscious effort of involving the women in the whole development process by opening various avenues for women's participation in decision-making. More importantly, it shows how the bottom-up approach further strengthens the *barangay-bayan* linkage, making more effective the services of a municipal program as it cascades down to the communities.

GAD budgeting has been both consultative and participatory in process, institutionalized in all barangays since 2001. The judicious utilization of the GAD budget has led to significant rise in the awareness of both women and men on the issue of gender equality; in extending assistance to women's organizations as they implement the socio-economic projects they themselves had planned; in providing better access to basic social services, particularly on reproductive health; in creating mechanisms for the immediate response to VAW incidences; and in drafting policies as expressions of institutional support and assurance of sustainability. Capoocan has received citations for the work done by Pro-GAD, among them the High Achievement Award by the UN Habitat in Japan.

Pro-GAD Capoocan showcases the effective partnership of the LGU and NGOs such as the Center for Partnership Initiatives for Development, Inc. (CPID), a Capoocan-based non-government organization, in bringing to the forefront of development efforts the distinct needs of women as women and in relation to men. This partnership is responsible for the innovative approach of integrating gender and development in the participatory governance framework.

The beginnings of the Pro-GAD Capoocan Program

The gender issues in Capoocan were first articulated in 2000, when the Capoocan LGU and the Institute for Democratic Participation in Governance (IDPG) conducted a Participatory Rural Appraisal for Barangay Development Planning (PRA-BDP). To be able to gain a better understanding of these issues, the Center for Partnership Initiatives for Development, Inc. conducted a follow-up study using more gender-specific tools. This study found, among others, that lack of economic opportunities and skills have forced women to migrate to other places, mostly in cities, and seek work as house helpers or even as prostitutes. Many of the women who have opted to stay in the town are, if they are married, economically dependent on their husbands who in turn could not sufficiently provide for the whole family.

Violence against women and children (VAWC) was another grim issue that the study identified. Wives were particularly vulnerable to physical abuse/battery because of their economic dependence on their husbands. Aggravating these women's condition was their

multiple-burden: Capoocanon women were taking on household chores and child rearing as their sole responsibilities even as they were also participating in the production sphere and in volunteer community work.

It was also found that in general, the women had low awareness of their reproductive rights and held a lot of misconceptions about contraceptive methods. Further, the women had low level of participation in decision-making; as such, when formulating development decisions, women's specific needs took the backseat in favor of infrastructure projects. The few women leaders included in the Municipal Special Bodies had one observable deficiency: their lack of necessary skills in articulating women's issues.

A review of the LGU programs revealed that the LGU had specific gender-related activities under the regular programs of the Rural Health Unit and the Municipal Social Welfare Office; however, these activities were focused on VAW and did not encompass other gender concerns.

In late 2001, the CPID initiated consultations with Mayor Porciuncula and key persons in the LGU to present the findings and recommendations of their study. The CPID presented broad strokes on possible intervention strategies that would later constitute the Program on Gender and Development of Capoocan (Pro-GAD Capoocan). These strategies include community organizing, education and training, reproductive health services, women's special concern-VAW, advocacy and networking, and GAD institutional development.

On November 15, 2001, Mayor Porciuncula issued EO# 2001-01, the *Declaration of Pro-GAD Capoocan as GAD Program of the Municipality*. This provided the framework for GAD interventions in the municipality, along with other policy initiatives, namely, R.A. 7192, DBM Local Budget Memorandum No. 32 and DILG Memorandum Circular No. 99-146.

Translating the GAD plan into action: the key players and mechanisms

Pro-GAD Capoocan is propelled by the following players and mechanisms now in place in the community:

1. **The Pro-GAD Organizational Structure** – the planning, implementation, and monitoring of the program are carried out through the collaborative efforts of the following:
 - *Municipal GAD Focal Team* - the policy-making body of Pro-GAD Capoocan, composed of the Municipal Mayor as Chairperson; SB Committee Chairperson on Women as Vice-Chairperson; and the Municipal Planning Development Officer, Local Government Officer, Municipal Engineer, Agriculture Officer, Population Outreach Worker, Budget Officer, Municipal Treasurer, Local Civil Registrar, Social

Welfare Development Officer and Municipal Health Officer; PNP Women's Desk Officer, PNP Chief, CPID Executive Director, Chairperson of Local Council of Women, BHW Federation President, and representative of Young Rural Women as Members. The GAD and CPID staff serve as the MGFT secretariat.

- *The Over-all Program Coordinator* - oversees the Pro-GAD Capooacan; supervises the GAD staff; designs training modules and capability-building programs; facilitates program planning and assessments; and handles networking and advocacy.³ Closely working with the Coordinator are the Administrative and Technical Support Staff.
- *Pro-GAD Field Teams* – there are three teams under the Pro-GAD; each is composed of two GAD staff and one CPID staff. The teams are assigned to seven barangays each, where they serve as the frontliners of the program, to ensure that gender advocacy and services are brought even to the remotest areas of the municipality.

Presently, there are eight *GAD Staff* (six females and two males) tasked to perform the following: community organizing; training and various consciousness-raising activities; facilitating implementation of socio-economic projects; assisting VAW victims; and providing technical support in the implementation of the Barangay GAD Plans.

- *Barangay GAD Focal Persons (BGFPs)* – the BGFPs are tasked to ensure the implementation of barangay plans, facilitate the reporting of VAW incidences, acts as counterpart of the GAD staff in the barangay, and facilitate the implementation of Pro-GAD in the communities. There are 23 BGFPs at present.

2. Other Pro-GAD mechanisms - these include the following:

- *Bantay Panimalay* - this is the Quick Response Team that takes immediate action on VAW cases. It is composed of the PNP Women's Desk Officer, Municipal Social Welfare Officer, Municipal Physician, GAD Staff, and CPID Staff. The team provides services and assistance to VAW victims, and responds to reported and unreported VAW cases.
- *Committee on Decorum and Investigation (CODI)* - protects municipal employees from sexual harassment in the workplace. It is composed of the Mayor, MPDO, MSWDO, Municipal Engineer, Disbursement Officer, MBO, and the HRMO as head of the Secretariat.
- *GAD Resource Center (GRC)* – the venue for Pro-GAD meetings, planning sessions, consultations and counseling of VAW victims. The GAD staff holds office at the GRC.

³ The author, who is the CPID Executive Director, acts as the overall Pro-GAD Program Coordinator

Key strategies for implementation of the GAD program

The program seeks to enhance women's participation in decision-making through initiatives in development planning and budgeting.

When the Pro-GAD program started its full implementation, compliance with the mandate of allocating 5% GAD budget from the total annual budget of the LGU was also implemented, as per EO 2001-01, effective CY 2002. This significantly increased the 2002 GAD budget, as compared to the Php 80,000.00 GAD allocation in 2001. Aside from this GAD budget, there are also funds in the regular programs of the LGU that are allocated for its other GAD related activities.

At the barangay level, compliance with the 5% GAD budget policy started in 1999. However, due to lack of knowledge on its proper utilization, sizeable portions were being unspent and thus reverted to the General Fund at the end of each year. With the Pro-GAD Capoocan in place, barangays were encouraged to continue their compliance with the mandate, formalized through a Letter of Instruction from the Mayor issued February 14, 2002 instructing the barangays to implement GAD activities, provide counterpart funds, and complement Pro-GAD Capoocan initiatives. (*Please refer to Annex A for the overall GAD Budget*).

As part of the budget preparations during the months of July to October, five teams – called the Participatory Barangay Development Planning Teams, which are composed of selected LGU heads of office, GAD staff, and CPID staff – are deployed to the barangays to facilitate the planning and budgeting sessions. The teams ensure that all the members of Barangay Development Councils (BDC), rather than just one or two officials, formulate the barangay development plan (BDP). In addition to the BDC members, representatives from other sectors in the community participate – fisherfolks, farmers, women's organizations, community volunteers, health and day care workers, *tanod*, *lupon*, youth, etc. Of the 52 PO representatives to the BDCs, 29 are women.

Two separate plans are formulated in the planning and budgeting sessions: 1) the Annual Investment Plan which is based on the three-year BDP and funded by the 20% Barangay Development Fund, and 2) the GAD Plan funded from the 5% GAD budget allocation. Prior to the planning exercise, a refresher orientation on participatory governance and gender-sensitiveness is conducted. Participatory Rural Appraisal tools are distributed to identify and validate community concerns, including those that are gender-related. Both plans are presented to the barangay assembly before finalization. Majority of the participants in these assemblies are women. The whole activity is made possible through the counterparting scheme - the barangay shoulders the food and accommodations of the BDP Teams; the municipal LGU deploys its employees as facilitators, takes charge of the necessary supplies and materials; and the CPID designs the program flow and deploys its staff as facilitators.

A Letter of Instruction dated March 10, 2003 from the Mayor to the Municipal Budget Officer details a stringent screening process of the barangay annual budget to ensure that

they include the 5% GAD budget in the final budget documents. It also ensures that the accompanying GAD Plans have been counterchecked by the GAD staff to be the actual results of a participatory planning process. Only then can the budget officer endorse their budget for approval of the Sangguniang Bayan.

Barangay plans are consolidated at the municipal level for the Municipal GAD Planning and Budgeting. Municipal GAD planning is participated in by the regular members of the Municipal GAD Focal Team (MGFT) and representatives of federated women's organizations. The Municipal GAD planning consolidates the issues and concerns that the barangay GAD budget is unable to address. The planning is anchored on the strategies of the Pro-GAD Capoocan mentioned earlier (e.g. community organizing/ gender data banking, education and training, etc.).

A five-year Municipal Strategic GAD Plan was recently formulated by the MGFT with the technical assistance of NEDA. To be finalized and adopted through legislative policy, this document would guide and provide the overall direction for Pro-GAD Capoocan in the next 5 years.

Monitoring of the GAD plans and expenditures is done on a monthly basis through staff reporting (oral and written), MGFT meetings, conduct of assessments, and actual fieldwork monitoring. Activities not carried out within the specified period are discussed during field team and the MGFT meetings. Those determined to be still feasible and necessary despite the time lapse are carried over to the next month's plan.

Key activities of the GAD program

The operationalization of the GAD plan entails the implementation of several activities, which include the following:

- *Community organizing.* The formation and strengthening of women's organizations at the barangay and municipal level is important to maximize women's participation in development planning and budgeting. There are now women's organizations in all the 21 barangays and at the municipal level. The municipal women's organizations include the Barangay Health, Day Care, Family Planning Officers, and Nutrition Scholars. The municipal and barangay women officials formed the Association of Women Legislators. A Local Council of Women, an inter-PO/NGO body, was also organized in cooperation with the National Council of Women of the Philippines (NCWP). Organizing encompasses other existing people's organizations (fisherfolks, farmers, senior citizens, and youth) to reach more people, especially the men, to widen the support for gender advocacy.

To increase women's participation in decision-making for good governance, the BDCs are being reactivated under the participatory governance project of the LGU and CPID. Here, women leaders assume an active role in the BDP formulation through the Participatory Rural Appraisal approach (PRA-BDP) and in the Annual Investment

Planning. Women's participation is maximized in the formulation of GAD Plans, especially in pushing for project activities which promote gender equality.

- *Education and training.* Gender-related consciousness-raising activities and skills enhancement training are being conducted at different levels for different participants, e.g. POs, barangay officials, youth, etc. All municipal employees and the 21 barangays have been reached by GST and VAW orientation, which focus on such topics as anti-sexual harassment in the workplace, reproductive health and sexual rights, women economic empowerment, and basic legislation for barangay women legislators.

Livelihood skills training, including financial management and bookkeeping, have been conducted for organizations and cooperatives. Women and men have been trained on cut flowers and plant propagation, abaca weaving and twining, candle and bag making, and food preservation and processing.

There are now 21 day care centers, 11 of which have their own permanent structures. A total of 22 day care classes are being held each day, with total of 325 enrollees -173 girls and 152 boys.

- *Socio-economic and livelihood development.* Five women's organizations with 125 members availed of livelihood assistance through the GAD Fund. Their projects include nito handicraft weaving, romblon bag making, rice distribution, cut flower/vegetable production, and variety store operation. The organizations are given product development and skills enhancement training. Marketing assistance is provided through product placement and participation in trade fairs, particularly the DTI-sponsored annual Bahandi Trade Fair held in Metro Manila. Funds for livelihood projects are accessed from the regular programs of the LGU under the offices of the Municipal Agriculture and Municipal Social Welfare.
- *Health, nutrition, and family planning.* In addition to regular health services such as free consultation and medicine, special focus is given to the provision of reproductive health services. Free papsmear and family planning services (orientation sessions, distribution of contraceptives, ligation, vasectomy, etc.) are offered in cooperation with Marie Stopes, a non-government organization.

Compulsory training and refresher courses for all 22 *hilots* in the municipality are conducted annually to address childbirth related infections and maternal mortality. Iron supplement and tetanus toxoid are provided to pregnant and lactating women. Milk feeding for young children was also offered to a total of 88 malnourished children (52 girls and 36 boys) for six months.

A team of medical personnel administers free circumcision for young boys every summer. This program provides a safer alternative to the traditional *palpag* method of circumcision, thereby reducing the number of infections and excessive blood loss among boy-children who undergo the procedure. From 2001 to 2004, 620 boys availed of this program.

- *Women's special concern: responding to VAW.* VAW cases in the municipality range from verbal abuse to rape. Under the Pro-GAD Program, VAW victims are provided counseling, temporary shelter, and legal and financial assistance. The *Bantay Panimalay* responds to both reported and unreported VAW cases.

A Women's Danger Zone Map, which identifies areas unsafe for women especially at night, is disseminated throughout the town. The map was used as the basis for the street-lighting project in the municipality. Moreover, law enforcers are required to patrol the areas identified as danger zones.

The anti-VAW campaign is a top priority of the GAD program. The campaign is conducted throughout the year, and highlighted during the commemoration of the *16 Days of Activism for the Elimination of Violence against Women* held on November 25 – December 10. During this event, VAW orientations, public film showing, anti-VAW torch parade, stage play presentations, and radio guesting by ProGAD team members are conducted. Giant anti-VAW billboards have been placed in strategic spots along the national highway. Capoocan also participates in the Purple Rose Campaign, an international campaign against sex trafficking held every 14th of February, during which the LGU employees wear a purple rose instead of the traditional Valentine symbols. (*Please refer to Annex B on VAW reported cases*)

- *Advocacy and networking.* The Pro-GAD Capoocan policy advocacy is a participatory process. Women legislators, and women and youth organizations collectively formulate legislative and executive agenda that influence barangay and municipal policies.

On November 25 to 8 December 2002, a Barangay Women Legislators Conference Series was conducted. The 80 conference participants drafted legislative/executive policy recommendations. These were later presented to the Mayor and the Sangguniang Bayan in a public ceremony that culminated in a GAD commitment signing held on December 10 to cap the 16 Days of Activism for the Elimination of Violence against Women. (*Annex C enumerates the concrete gender policies issued resulting from active women's lobby.*)

The people's lobby led to the approval of the three-month delayed 2002 Municipal Annual Budget. This budget contained the first GAD budget allocation mandated by the 5 % GAD budget policy. On 9 April 2002, more than a hundred women advocates, men supporters, and media personnel trooped to the Sangguniang Bayan session to demand for the approval of the budget. After almost four hours of negotiation, it was approved. Consequently, the succeeding annual budgets were promptly approved.



In the thick of the 2004 election campaigns, representatives of women's organizations, barangay women officials and barangay GAD Focal persons formulated a Women's Agenda and presented to these to the candidates a few days before the May 10 elections. The agenda included concerns on health, economy, environment, social services, women's participation, and sustainability of the GAD program. The Women's Agenda was later incorporated into the People's Agenda that was presented during the People's Day and Inaugural Oath-taking of the newly-elected municipal officials.

The Pro-GAD advocacy efforts of the LGU and CPID are disseminated through press releases, radio guestings, film showing, stage play presentations, and the publication of gender-related articles in the *Lantawan*, the LGU newsletter. A video-documentary of the two-year Pro-GAD Capoocan entitled *And GAD Re-invented the Women of Capoocan* was produced featuring local talents.

Pro-GAD also supports relevant national policy advocacy, such as HB 4110, AWIR/VAWC, through signature campaigns and fora. Networking is strengthened at the local and national levels with various government agencies (NCRFW and NEDA) and non-government organizations (NCWP, UKP, GABRIELA, Marie Stopes, IDPG, ELF, and Runggiyan).

Accomplishments and impact

In March 2004, Capoocan participated in the search for the Most Gender Responsive LGUs in Asia-Pacific conducted by the UN Habitat in Fukuoka, Japan. The town did not make it to the top three but because the organizers were impressed by what the Pro-GAD has done, a special award was created for and conferred on Capoocan – the High Achievement Award. For her exemplary leadership in GAD, the National Council of Women of the Philippines honored Mayor Porciuncula as the Most Outstanding Woman for Good Governance. During the recent observance of Women’s Day by the Regional Development Council of Region 8, the Mayor was invited as a Guest of Honor to share Capoocan’s experience in gender mainstreaming. These citations attest that Capoocan Pro-GAD is moving in the right direction and its results are appreciated by people from outside.

Within Capoocan, the program has led to the following outcomes:

- *Increased participation of women in local planning and decision making.* Opening more venues for women’s participation has raised their confidence in articulating gender issues and concerns. Women’s involvement in development planning facilitated the shift from the formerly infrastructure-focused barangay plans to plans that promote gender equality and give priority to health, nutrition, livelihood, and support infrastructure for women’s practical needs.
- *Increased access to reproductive health services.* The compulsory training program for the *hilot/komadrona* and the provision of *hilots* kits have lessened child birth risks. According to Virginia Quilay, President of BHW Federation, “Mother’s lives and their new-born have been saved by Pro-GAD, unlike before when we, poor women have no choice but to risk and gamble our lives in the hands of untrained *hilot/komadrona*.”
- *Increased reporting of VAW cases.* The intensive anti-VAW campaign has encouraged women victims to report their ordeal and has deterred the men from harming their wives. It also decreased by 98 % the number of habitual VAW perpetrators. As one-woman bus passenger was overheard, “This town protects its women. Just look at those billboards.”
- *Improved gender relations among women and men who have attended gender consciousness-raising activities.* Women now know about and demand for their rights; men respond positively and contribute not just in household work but also in child-rearing responsibilities.
- *Presence of a pool of trainers and trained advocates on GAD.* Capoocan now boasts of its pool of gender trainers and advocates who make possible gender consciousness-raising down to the remotest barangays. Despite the challenges of translating gender concepts into the local dialect, these trainers and advocates have displayed innovativeness and creativity in coming up with pop-ed materials that they use to put across the message of gender equality to the women and men in the 21 barangays.

Lessons and Insights

From its experiences in the conceptualization and implementation of the Pro-GAD program, Capooacan would like to share the following lessons and insights with GAD stakeholders:

- *Participatory approach increases program ownership by the constituents.* The popularity and wide support that Pro-GAD enjoys are attributable to the participatory approach adopted throughout the program cycle. The LGU's constituents appreciate the key decision-makers' openness in letting the women and men decide their own development course (thereby breaking the notion that "those who are in power decide"). The involvement of women and men in decision-making has increased their sense of ownership of the gender program. However, it is necessary that the program doubles its effort in reaching out to the LGU officials who are still averse to the participatory approach to governance and who still stand by their belief that the elected officials can not be dictated upon by the people.
- *Political will is important.* Mayor Marietta H. Porciuncula's commitment to the Pro-GAD Program is the most facilitative factor in its success. She has remained firm and determined about instituting the Pro-GAD as the LGU's core program.
- *Investing in training and partnership with an NGO enhances success.* The sustained and focused implementation and, subsequently, the significant results gained within the two-year period that the program has been implemented are largely due to the program's investing in people who are the direct GAD implementers. As partner and co-implementor, the CPID infuses community development insights that are not usual in the LGU routine of program implementation. Networking and linking with other NGOs and other agencies provide the program with the needed technical support and complementation. Early on, the respective roles of the LGU and the NGO were clarified but despite this, misconceptions about NGOs as rivals/competitors of the LGUs persist.
- *Focus must be at the community level.* Instead of concentrating on the municipal centers, the Pro-GAD Program brought down gender consciousness-raising activities to the barangays. In line with this, the Program has to address such challenges as ensuring the security of the GAD staff, providing them with social protection, and improving their community integration/organizing work.
- *Focus on gender mainstreaming must be adopted as a strategy right at the start of the program.* Resistance to Pro-GAD persists despite the LGU personnel's exposure to gender trainings and the Mayor's firm support of the GAD Program. It appears, however, that if the Program gave early and priority attention to translating the Pro-GAD objectives into the various departments' respective programs and helping the concerned personnel to better understand their responsibilities in gender mainstreaming, a number of problems and misgivings about GAD could have been resolved and clarified.

Acronyms

CPID	Center for Partnership Initiatives for Development, Inc.
BDC	Barangay Development Council
BDP	Barangay Development Plan
BGFP	Barangay GAD Focal Person
BHW	Barangay Health Worker
DBM	Department of Budget and Management
DILG	Department of the Interior and Local Government
EO	Executive Order (Municipal level)
GAD	Gender and Development
GRC	GAD Resource Center
HB	House Bill
HRMO	Human Resource Management Officer
LGU	Local Government Unit
MBO	Municipal Budget Officer
MGFT	Municipal GAF Focal Team
MPDO	Municipal Planning and Development Officer
MSWDO	Municipal Social Welfare and Development Officer
NCRFW	National Commission on the Role of Filipino Women
NCWP	National Council of Women of the Philippines
NEDA	National Economic and Development Authority
NGO	Non government organization
PNP	Philippine National Police
RA	Republic Act
SB	Sangguniang Bayan (Municipal Council)
VAWC	Violence against women and children

Annex A The Overall GAD Budget Allocation of Capoocan, Leyte

AREAS	GAD FUND ALLOCATION			
	2001	2002	2003	2004
Municipal/Local Govt. Unit	P 80,000.00	P 1,256,548.00	P 1,402,060.50	P 1,504,749.51
Brgy. Manloy	18,180.09	18,081.73	19,924.60	20,889.51
Brgy. Balucanad	22,867.15	23,957.20	26,329.49	27,275.09
Brgy Nauguisan	15,160.45	16,494.91	18,140.80	18,946.66
Brgy. Balud	32,789.36	33,521.29	39,045.00	40,004.63
Brgy. Poblacion Zone I	28,874.34	28,249.07	31,248.95	32,779.97
Brgy Poblacion Zone II	38,330.44	42,445.30	46,966.95	49,696.55
Brgy. Culasian	30,746.21	32,760.65	36,243.23	37,356.30
Brgy. Pinamopooan	35,428.57	34,744.91	38,555.75	40,494.03
Brgy. Cabul-an	25,440.45	26,588.82	29,369.55	30,826.79
Brgy. Lemon	29,735.80	30,346.29	33,824.78	34,057.87
Brgy. San Joaquin	24,520.83	22,507.62	25,204.98	26,167.92
Brgy. Visares	25,384.84	23,653.96	25,779.52	27,372.36
Brgy. Sto. Nino	21,312.43	23,021.76	25,439.36	26,167.92
Brgy. Balugo	16,728.92	16,974.67	18,042.92	18,831.00
Brgy. Talisay	16,494.30	19,664.24	19,667.40	20,608.35
Brgy. Tolibao	17,568.38	17,899.68	19,542.72	20,518.56
Brgy. Guinadiongan	18,145.41	18,211.48	19,903.32	20,803.04
Brgy. Libertad	20,236.08	20,709.06	22,766.40	23,358.90
Brgy. Potot	18,666.02	18,765.12	20,752.07	21,757.68
Brgy. Gayad	19,179.22	19,546.75	22,045.20	23,083.48
Brgy. Talairan	19,624.35	19,663.18	21,556.96	22,415.00
TOTAL GAD BUDGET	P 575,411.84	P 1,764,355.70	P 1,962,409.70	P 2,089,768.10

Annex B VAW Reported Cases

Kinds of VAW	No. of Reported VAW Cases/Year				Total
	2000	2001	2002	2003	
Physical Abuse/Wife Battery	6	15	28	34	83
Rape	2	4	6	5	17
Acts of Lasciviousness	3	2	5	3	13
Economic Abuse	-	1	3	1	4
Threats	-	1	2	6	9
Verbal Abuse	-	-	3	1	4
Sexual Abuse	-	2	-	1	3
Child Abuse	-	-	2	2	4
Total	11	27	47	53	138

Annex C. Policies Resulting from Active Women's Lobby

Type of Policy	Title of Policy	Date Issued
Exec.Order # 2002-01	"Declaration of PRO-GAD Capoocan of the Municipality of Capoocan, Leyte"	November 15, 2001
SB Resolution # 2002-051	"A Resolution Regulating the Operation of SingAlong /Video Karaoke and Bar Joints and Prohibiting the Sale of Intoxicating Liquors and Beverages to Minors and Prescribing Penalties for Violators thereof as embodied in Ordinance # 13	May 28, 2002
Administrative Rule	Administrative Disciplinary Rules on Sexual Harassment Cases of the Municipal Government of Capoocan	February 21, 2003
Resolution #. 2004-08	"A Resolution Encouraging the Institutionalization of the Conduct of Sectoral Consultative Assemblies Between the Municipal Government and the Different Sectors of Capoocan, Leyte Community"	January 13, 2004
Resolution # 2004-09	"A Resolution Declaring Support to the Established Gender and Development (GAD) Focal Team"	January 13, 2004
Resolution # 2004-10	"A Resolution Declaring Strong Support to the Formulation of a Gender and Development (GAD) Code for the Municipality of Capoocan, Leyte Code of Operation or Manual of Operation"	January 13, 2004
Resolution # 2004-11	"A Resolution Proposing the Creation of a Beauty Pageant Regulatory Board to Align with the Gender Sensitivity Principles for the Municipality of Capoocan, Leyte"	January 13, 2004
Resolution # 2004-12	"A Resolution Strongly Enjoining all Hilots to Undergo Proper Training Before Accreditation with the Rural Health Unit."	January 13, 2004
Memo Circular 2004-01	"Memo Circular Instructing the HRMO Officer, Mrs. Marilyn D. Naldo, to Ensure Equal Opportunity to Training for Male and Female Municipal Employees	Feb 13, 2004 (Purple "Rose Campaign)
Special Order 2004-02	"Special Order Designating the Local Civil Registrar, Mrs. Jesalie Loteyro, as Statistics Point Person with the Primary Task of Ensuring Record Keeping of Gender Disaggregated Data.	Feb 13, 2004 (Purple Rose Campaign)
Letter of Instruction	"Enjoining of all School Principals to Withhold Permission in the Staging of Beauty Pageants until Guidelines have been Formulated by the Beauty pageant Regulatory Board"	Feb 13, 2004 (Purple Rose Campaign)
Letter of Instruction	"Enjoining all Barangay Captains to Withhold Permission in the Staging of Beauty Pageants until Guidelines have been Formulated by the Beauty pageant Regulatory Board"	Feb 13, 2004 (Purple Rose Campaign)
Letter of Instruction (to the Municipal Budget Officer)	Detailing Steps in Ensuring the Barangay Allocation " of 5% GAD Budget in the Barangay Annual Budget and Determining of GAD Plans as result of Participatory Planning Exercise."	March 10, 2003



Bantay Banay: A Partnership against VAW, A Teamwork towards Gender-Responsive Governance

Teresa Banaynal-Fernandez¹

In Cebu City, the private sector and civil society are active stakeholders in governance. This case on the Bantay Banay, a program to stop violence against women, shows how the strong partnership among these sectors succeeded in promoting gender-responsive governance in the city.

Overview

Cebu City is noted for the active participation of its private sector and civil society in local governance. Among the efforts where this partnership is most visible is the Urban Basic Services Program (UBSP). Having identified violence against women as one of the most

¹ Executive Chairperson, Cebu City Women and Family Affairs Commission and Executive Director, Lihok Pilipina

serious problems in the communities, the UBSP set up a crisis center for women. This center later became the Bantay Banay (Family Watch) program led by Lihok Pilipina. Under Bantay Banay, communities are organized to respond to incidences of violence against women.

Between 1995 and 1997, Bantay Banay recruited and trained 5,000 community and agency representatives in the various ways of dealing with VAW, which include: immediately stopping violence, counseling, referrals for medical and medico-legal services, shelter and food, training for alternative livelihood and legal assistance. Different stakeholders together have so far responded to a total of around 13,000 cases.

The impact of the program has been very encouraging. The women now claim that the number of VAW victims has dropped from six out 10 women to only two out 10 women. For the agencies and groups involved in Bantay Banay, the partnership has taught them important lessons: that not one agency can face the problem alone and the contribution of each one must be recognized; and that women and men, if given the chance, have the biggest contribution to their own development.

This program has contributed greatly to making domestic violence a public and governance issue in the country. It is a model for community-based, multi-stakeholder approach for addressing the problem of domestic and other gender-based violence. It serves as one of the most effective arguments for mainstreaming gender concerns in the programs, policies, and budget of local governments. The program has been replicated in 70 cities and municipalities all over the country.

Background of the Bantay Banay project

The partnership between the Cebu City government and civil society began during the first election after martial law in 1988, when urban poor and NGO groups came up with an agenda for governance which they asked the candidates to commit to. The candidates were rated based on how they responded to these agenda, and those who rated highly were endorsed by the urban poor and NGO groups. The candidates they endorsed for mayor and vice-mayor won the elections; some of the councilors they endorsed also won. Observers say that in the 1988 elections, the 10% swing vote in Cebu City was the urban poor vote. Recognizing this, the mayor took his oath of office in one of the city's depressed communities. He also announced the creation of an office for the urban poor. He asked an NGO to head this office and invited other NGOs to help his administration.

The Urban Basic Services Program (UBSP) was created in 1989 as a coordination and convergence mechanism for basic services in the barangays. UNICEF funded the program; the City Health Department and Lihok Pilipina served as its coordinators. Its members were the line agencies and NGOs in the city that were involved in basic services, such as health and nutrition, water and sanitation, women's livelihood, street and working

children, etc. Four of the member- groups – the Lihok Pilipina, Federacion International de Abogadas (FIDA), Zonta Club and City Health Department – were strong advocates for women’s rights. They agreed to put up a women’s crisis center to respond to women’s issues.

Lihok Pilipina took the lead in the establishment of the crisis center. To get its own crisis support program for women going, the organization accessed funds from CIDA-Diwata.² One of the program’s first activities was the conduct of a study about VAW. Results revealed a high incidence of VAW in some communities in the city, specifically that six out of 10 women were being battered by their partners. The study described the forms, magnitude, and implications of VAW, and highlighted the need for a more concerted action to curb the problem.

The UBSP responded by setting up a task force called Bantay Banay (BB) in January 1992. Lihok Pilipina headed the task force; its members included the USBP’s partner agencies and some barangays and community groups. The task force’s objectives were to 1) help the women and children victims of violence, 2) make VAW an issue of governance rather than a personal issue, and 3) generate public awareness on other gender issues. Initial activities included discussions and meetings, workshops, training, family day activities, and referrals of VAW cases. The city government provided the BB with space, funds, and other logistical support.

How Bantay Banay works

Bantay Banay’s projects and activities consist of the following:

- *Organizing and training of community groups:* BB has trained around 5,000 barangay representatives, women’s groups, community associations, health practitioners, police personnel, academe, lawyers, court personnel, and other stakeholders on such concerns as gender sensitivity, laws and legal processes regarding VAW including documentation of cases, and VAW crisis intervention and counseling. BB also trains groups interested in replicating its program.
- *Case handling:* The BB partners developed a referral system that would facilitate the handling of VAW cases. Instead of insisting on a strict protocol for clients seeking assistance, the BB decided that VAW victims should be able to run to the nearest agency or person for help, be this their neighbor, the barangay, the Tanods, an NGO, DSWD, or the hospital. Arrangements were made so that the agency that receives the client first would be able to provide the initial crisis intervention assistance such as food or shelter. She would then be referred to the agency that is

² CIDA-DIWATA was a five year project (1990-1996) funded by the Canadian International Development Agency to support gender and development initiatives of women NGOs.

in a better position to respond to her problem, e.g. the police (for blotter), hospital (for medico-legal help), DSWD (for longer shelter), NGO (for counseling and quick mobilizations), etc.

- *Programs and services:* Services across partner agencies include medical and medico-legal assistance, temporary shelter, food and transportation, legal assistance, and counseling. Organized communities were trained as paralegals, to assist in mediation and conciliation or do direct intervention to stop violence like throwing stones on the roofs or making noise. Women jam-pack the courts during hearings to support the victim. Cases with multi-agency intervention are usually discussed in case conferences called by the lead agency.
- *Management, coordination and reporting:* Interagency councils and committees have been formed to facilitate the coordination of BB activities. The councils/committees meet every month to discuss updates on individual agency efforts, cases with multi-agency interventions, updates on laws or skills in crisis interventions, and other joint activities. Lihok Pilipina, which acts as the BB secretariat, prepares the consolidated report of the councils and committees. To facilitate referrals, the partner agencies and community volunteers have been provided with a directory of service providers. This directory contains the list and telephone numbers of partner agencies, community volunteers per barangay, the barangays captains, police stations, hospitals, and schools.

By the end of 2002, the BB has handled a total of 13,000 cases of battering, rape and sexual abuse, child abuse, and other cases. The breakdown of these cases is as follows: battering - 7,219; rape and sexual abuse - 2,821; child abuse - 776; and other cases - 1,300. Rape cases include incestuous rape. Child abuse includes physical abuse, neglect, and sexual abuse. Other cases include abuse of domestic helpers, complaints regarding custody or support, and in-law violence.

Related efforts to promote gender-responsive governance

The very strong partnership between the GOs and NGOs under the UBSP and the Bantay Banay Task Force has translated into crucial GAD initiatives by the local government of Cebu City in terms of resource allocation, policies, and programs. The joint advocacy and mobilizations of the GO-NGO-PO groups prompted the City Council to pass several resolutions and ordinances setting up the following GAD mechanisms and policies:

- *The Cebu City Women and Family Affairs Commission (CCWFAC):* Created in 1997, the Commission's principal concern was to provide the women's sector with a direct link with the city government in policy formulation and program implementation. One of its initial activities was the Sugboana award for women achievers. Later it also initiated consultations with the different women's groups. Since its re-composition in 2001, the



Commission worked more closely with the Cebu women's coalition partners and the Bantay Banay groups in pushing for the approval and funding of the activities and programs prepared by the coalition members. It also worked hard to ensure the implementation of the GAD Code, around which it coordinates GAD efforts and pushes for their integration in the regular government programs of the city. The Commission conducts training programs on gender sensitivity and GAD planning and budgeting for city hall employees and barangay leaders. It collaborates with the city hall GAD Focal Persons in reviewing the differential impacts of programs and projects on women and men. It pushes for data disaggregation especially in frontline agencies like human resource development, social welfare, health, and education departments. The Commission reports directly to the Mayor, and draws funding from the city government.

- *The Cebu City GAD Code:* GAD planning and budgeting is guided by the GAD Code. Every year, the CCWFAC collates the programs and projects of the various GAD stakeholders – i.e., the Bantay Banay groups, NGOs, GOs including CCWFAC, etc. – and classifies these vis-à-vis the various articles and provisions of the GAD Code. These are then integrated into a GAD Plan that summarizes the proposed GAD activities for the coming year, and their corresponding responsible agencies, targets and other details including budgetary requirements.
- *Other mechanisms and policies:* The City Government passed the Anti-Domestic Violence Ordinance in March 2002 to strengthen the legal basis for the Bantay Banay program and ensure its sustainability. Additional resources (P1.22M) were

allocated from the Annual Investment Plan to popularize the ordinance in courts and barangays, and to support GAD training of city hall officials, homeowners, academe, etc. A Committee on Decorum and Investigation (CODI) on Sexual Harassment in City Hall was created in August 2002 to address sexual harassment in the workplace.

The joint GO-NGO-PO advocacy also played a significant role in the city government's decision to pass several resolutions allocating resources for various gender related concerns. One of these resolutions is the approval of a supplemental budget of P2M in 2003 for the following activities: 16 days of activism against violence, consultation with the elderly, quarterly assessment of GAD plans and budget implementation with GAD focal points in the barangays, and BB meetings with judges and agencies. Another resolution approved the allocation of P3.191M for the creation of a GAD data base, preparation of brochures, provision of multi-stakeholder strategy and legal assistance for victims for abused women and children, sectoral consultations on GAD, computerization for women skills inventory, etc. Finally, the City Development Council set aside P29.6M for the NGO/PO/PS development projects (2002-2004) on social services and economic projects affecting children, women, and gender relations.

Resources for gender and development

With the approval of GAD Code for Cebu City, budgeting for GAD was integrated with GAD planning. As mentioned, stakeholders involved in various GAD programs including the Bantay Banay submit their proposed plans and budget, and these are then consolidated by the CCWFAC as the GAD Plan and budget of Cebu City.

As early as 1991, the City Government has provided budgetary and logistical support for GAD initiatives. The first concrete support along this line was the provision of an office space for the crisis center and drop in center for women victims of violence and prostitution. The next assistance was the release of funds for the gender sensitivity training program for police personnel in 10 police stations. In 1995, P1.8M was allocated for the Bantay Banay building and two years later, counterpart fund amounting to P0.8M was released for the organizing work in 22 barangays under the Bantay Banay program.

The issuance of the GAD budget policy further secured support for gender-related initiatives. In October 1999, the mayor, barangay captains and representatives of the BB and Cebu Women's Coalition signed a commitment to implement the GAD budget policy. The signing took place in the presence of NEDA, DILG, and DBM. On this same occasion, the women's groups from the Bantay Banay Network and the Cebu Women's Coalition presented proposals for inclusion in the budget.

Lihok Pilipina and the DILG trained many barangays on GAD budgeting, so that barangay volunteers are now able to prepare their own GAD budget. For 2000-2003, the barangays' GAD budget allocations amounted to P34M, or an average of P9M yearly. In 2003, P2M was released for the regular quarterly assessment of barangay GAD focal points, and other activities proposed by the Coalition partners.

For 2004, a P15-million GAD budget has been allotted from the annual investment plan. The budget releases are facilitated by the CCWFAC. Funds for some activities proposed by Bantay Banay and the CWC partners are released directly to the partners. The NGO implementer submits reports to the Commission. Since most of the GAD budget comes from the Annual Investment plan, copies of the report are also given to the CDC through the City Development Planning Office and the Committee on Private Sector Monitoring and Evaluation. Private sector groups with unliquidated funds cannot request for the release of more funds.

Results

Bantay Banay has greatly enhanced the culture of collaboration – the mutual contribution of resources and the sharing of gains – among the various stakeholders in the urban basic services program, as well as in other areas of concern. This collaboration has resulted in significant benefits for women and men. The combination of the NGOs' expertise, extensive experience in grassroots work, and dedication, on the one hand, and the government's strong political will, on the other, has yielded major accomplishments in two areas:

- *Mechanisms and structures in place:* The strong Bantay Banay network and convergence of its partner agencies' services has translated into 5,000 trained volunteers who have handled 13,000 cases. Moreover, the Bantay Banay experience has served as an impetus for the creation of GAD structures. The city now has an operational Women's Commission working with GO and NGO groups, as well as a GAD Code that guides annual GAD planning and budgeting. Resources for these mechanisms and processes are provided by the city government. There are also functional GAD focal points in the barangays and the various departments of the city government. These focal points work together with the CCWFAC to ensure sustainability and enhancement of GAD efforts. The city established the CODI for sexual harassment and passed an anti-domestic violence ordinance to further the objectives of gender-responsive governance.
- *Sustained resources for the program:* Through local resolutions and ordinances, and with strong political will, the GAD program of Cebu City is assured technical and financial resources for its sustenance. The GAD budget is regularly provided; and

the training on GST and GAD planning and budgeting ensures the continuing integration of GAD in the city and barangays' regular programs and projects. A very important resource of the city is the tireless and unstinting support of NGO groups that have been working very closely with the city, even taking the leadership in important programs such as the Bantay Banay. This strong partnership with civil society accounts for the city's enduring and fruitful efforts towards gender-responsive governance.

Bantay Banay earned for the city government the Galing Pook Foundation award for gender sensitive governance. In March 2004, the city also received the Women Friendly Cities Award for Asia Pacific sponsored by the UN Habitat and UNIFEM for the same program. Further, Bantay Banay has made the women's program more visible, i.e., it has highlighted women's issues as well as capacities. Many people are now seeing women differently, and have begun to recognize that women constitute a very reliable workforce in barangay operations as well as during elections. Also, a number of barangay and city councilors regard the Women's Committee as one of the committees that they should seek to be part of.

Bantay Banay has been replicated in several cities and municipalities in Cebu as well as other areas in Visayas, Mindanao, and Luzon. These programs feature the same components that have made the BB a success: NGO-GO collaboration, setting up of mechanisms in the local government for more sustained GAD action, passage of resolutions and ordinances for setting up of a task force or interagency partnership, and inclusion of the VAWC effort in the LGU GAD budget.

Outcomes

The efforts of Bantay Banay have brought several notable improvements in the gender situation in Cebu City, both at the institutional and community levels:

- *Reduced incidence of VAW:* Among the public, domestic violence has ceased to be regarded as a private issue but is now seen as a public issue and an issue of governance. There is a considerable increase in the reporting of domestic violence and other VAW cases, probably because women now see that there are institutions that can help them. The Anti-DV Ordinance also serves as a deterrent to more violence. In the areas where VAW incidence was initially reported to victimize six out of 10 women, residents say that the incidence is now down to two out of 10 women.
- *Improved coordination among various stakeholders on VAW:* The representatives of the partner agencies have learned to go beyond their respective turf and not work on parallel lines. They have come to recognize that no single agency can do everything

alone. Among them, the culture of referral has developed. Moreover, government agencies now appreciate that the civil society has a critical role to play in governance.

- *Enhanced understanding of VAW and other gender issues:* Bantay Banay brought into people's consciousness the issue of power relations among partners and family members, which has led to discussions and reflections on one's personal values and lifestyle. Many people have come to realize that the personal is political. A group among men opposed to violence has been formed. Joint parenting is no longer an idea that is out of the blue.

Most of the volunteers have also gained a deeper understanding of gender realities, violence against women, and women's role in society in general. Other issues affecting women are now becoming more visible to barangay leaders and city officials. The need for sex-disaggregated data is recognized as well as the need for assessing the differential impacts of programs and projects on men and women.

- *Increased women's participation in governance and in addressing their own concerns:* The women's active participation in policy advocacy has raised the capability of women's groups to advocate/lobby for the implementation of, and budgetary provisions for, specific programs. More women are now involved in the barangay through the GAD Desks and barangay committees; they also now participate more actively in the implementation and monitoring of projects. After the barangay, the city departments have started to be sensitized and they are now starting to see the importance of having sex-disaggregated data, reviewing projects and programs that might differently impact on men and women, and providing such services as a child-minding center in the city hall.

Lessons learned

Bantay Banay's multi-stakeholder partnerships and community-level action for responding to VAW cases have proven effective in lowering VAW incidence and in assisting abused women and children. The convergence of services maximizes the use of the partner agencies' resources and facilitates referrals and information/feedback sharing. The partnership has also taught everyone concerned several valuable lessons:

- No agency can do the work alone. It is better to refer and engage than work in parallel lines.
- Civil society (NGOs, POs and community groups including the media) have a role to play in governance of a city.
- Partnership develops ownership of efforts among the various stakeholders, thus making these efforts more sustainable. Partnership also generates more commitment and counterpart contributions from individuals and agencies. The more these individuals and agencies get involved and invest their time and selves in a project, the greater their stake to make the effort succeed.

It would benefit any government to recognize the important contributions of the private sector and the civil society to governance. The government can, and should, provide infrastructure support, level the playing field, pass the necessary regulations but in the end it is the people who know their problem best. Thus, the government should support their initiatives in responding to the issues affecting them.

In Cebu, women and their families have shown it can be done.

Acronyms

CCWFAC	Cebu City Women and Family Affairs Commission
CODI	Committee on Decorum and Investigation
DBM	Department of Budget and Management
DILG	Department of the Interior and Local Government
DSWD	Department of Social Welfare and Development
FIDA	Federacion Internacional de Abogadas
NEDA	National Economic and Development Authority
NGOs/GOs/POs	Non-government/government/peoples' organizations
UBSP	Urban Basic Services Program
UNICEF	UN Children's Fund
VAW	Violence against women



Forging Fruitful Partnerships For a Gender-Responsive Municipality: The Story of Daraga, Albay

Maritona Victa Labajo¹

The narrative of Daraga, Albay highlights the long-drawn, continuing struggle of grassroots women's organizations to get their voices heard in their communities, find their place in local government and, ultimately, make a difference in the lives of the women in particular, and the citizenry in general. The case study also illustrates how the local government unit of Daraga, in partnering with these women's organizations, innovated programs and processes in livelihood enhancement, addressed the issue of violence against women and children, and established support structures for employed women.

¹ Ms. Labajo is the former Executive Director of the Institute of Politics and Governance (IPG). She has written a number of case studies on women in the informal sector, in conflict situations, in development work, and in local governance.

Overview

Daraga takes pride in having many active and dynamic women's organizations in its 54 barangays. These women's organizations have been at the forefront of efforts to have an informed and active citizenry participating in local governance and engaging their local bureaucracy in the pursuit of a better life for everyone. They have likewise led the way in institutionalizing and mainstreaming GAD in the local development planning and budgeting process, and in motivating more community women to seek elective posts in the barangay level.

In all these initiatives, the women's organizations have found an able partner in the local government, which took the leadership in bringing together the programs and resources for women and children of the various service departments. Moreover, as part of its administrative re-engineering program of the bureaucracy, the local government worked for the promotion of a more rigorous and outcomes-oriented coordination between and among these service departments, and among the national agencies mandated to pursue the goals for gender and development.

This partnership has resulted in interventions that have greatly contributed to improving the situation of women in the municipality by upgrading their livelihood skills, providing support systems for their productive work, and helping them find their legitimate spaces in policy making in their local government units.

The NGO-GO partnership in Daraga: a brief profile

The various women's organizations in Daraga were initially federated into a municipal-wide organization called the Daraga Women's Development Federation. The Federation was created largely through the efforts of both the leaders of the women's organizations, some of whom were also barangay officials, and of the Municipal Social Welfare and Development Office. The creation of the Federation was one of the concrete efforts the municipality adopted in line with the implementation of Republic Act 7192 (Women in Development and Nation Building Act), as reinforced by EO No. 273 issued in 1995, approving and adopting the Philippine Plan for Gender-Responsive Development.

A serious rift that occurred in the following years severed the ties between the Daraga Women's Development Federation and its LGU counterparts. SAMAKA, or the Samahan ng Mga Kababaihan sa Daraga, was organized and eventually formalized in 2001 to fill the gap left by the Federation. SAMAKA is presently the official municipal-level women's federation. It is composed of seven municipal-wide women's organizations. It sits in the Municipal Development Council as the women sector representative and participates in the overall development planning, providing the women's face in all the development projects proposed.

SAMAKA is a member of the Local Council of Women (LCW), an organization created pursuant to DILG Memorandum Circulars 2001-163 and 2002-108. Composed largely of traditional women's associations with barangay-level affiliations, LCW encompasses varied interests and sectors in the community. The MSWD Officer (LGU representative) and the SAMAKA President (people's organization representative) share the leadership of the LCW, while the Chair of the *Sangguniang Bayan* Committee on Women and Family sits as a regular member of the Council.

As mentioned, RA 7192 and EO 273 provided the impetus for the partnership between the women's organizations and the local government. With the issuance of the NCRFW-NEDA-DBM Joint Memorandum 94-1 and the promulgation of mandates for a GAD budget allocation in the local governments, the women's groups were further emboldened to seek cooperative undertakings with their local government to address women's issues and transform gender relations in their communities.

NGO-GO partnership at the barangay level

Among the most significant NGO-GO initiatives implemented at the barangay level are the various capacity-building efforts undertaken by BIGLEAD and IPG to enable community residents to substantively participate in the local development planning and budgeting process. This greater community participation has facilitated the formulation of more responsive and people-centered development projects.

Equally remarkable are the initiatives to develop gender-sensitive tools for identifying, analyzing, and addressing community problems and concerns. These initiatives were spearheaded by BIGLEAD, a Bicol-based NGO. The group modified and innovated on the participatory resource appraisal instruments used for barangay development planning to be able to gather data that would lead to a more comprehensive analysis of gender and gender relations, and to the formulation of more gender-sensitive development plans. Three of the instruments developed for conducting gender analysis focus on *gender resource mapping*, *gender disaggregated seasonality activities*, and the *gender division matrix*.²

Once these instruments were put to use, it soon became clear that there was a need to conduct, in each barangay, workshops for formulating gender and development plans. A key focus of these workshops is the consolidation of gender-disaggregated data for more

² The *gender resource mapping* instrument is designed to gather information on women and men's access to and control of natural resources of the community; the *gender disaggregated seasonal activities* instrument aims to disaggregate men's and women's work or specific times of the year and types of crop or industry; while the *gender division matrix* is used to analyze the gender divide in assigning tasks and ascribing social roles. These instruments are aimed at surfacing social constructs on what men and women can and should do, at rethinking the concept and value of women's work, and at bringing out the hidden but often compelling difference in the situation of women and men in all spheres of work. These tools presently constitute the whole repertoire of BDP-PRA that the network of Barangay-Bayan Governance Consortium, a national network of NGOs promoting participatory local development planning, use in their organizations.

gender-responsive local development planning. These barangay planning workshops led to the development of a broad GAD plan in some barangays; in others, to the identification of local projects addressing women and gender issues, and the integration of these projects in the broader barangay development plan (contained in their AIP and AOP). Funding for the projects initially came from the barangay development funds, with counterpart funds from the women's organizations or community associations (oftentimes in the form of labor or sweat equity). Later on, other sources were tapped, such as the municipal and/or provincial LGU development funds and the Priority Development Assistance Fund of the district representative. In the recent years, Daraga Mayor Jerry Jaucian has provided financial support for these projects from his discretionary funds.

NGO-LGU partnership as a mechanism to access funds

At the municipal level, the LCW is seen as the best mechanism for facilitating the collaboration between NGOs and GOs because the Council serves as the venue for negotiations between the LGU and the women's associations regarding funding for local projects for community women. The LCW, which is represented by women's groups like SAMAKA, prepares project proposals that are women-targeted, or are gender-focused, and submits these to the Finance Committee of the *Sangguniang Bayan* for endorsement/approval. The LCW also proposes, to the same Committee, projects for GAD funding. The LCW is fortunate to have a strong supporter in Councilor Marlene Requerque Magayanes, who works hard to secure approval for the Council's project proposals during the budget deliberations of the *Sangguniang Bayan*. Another LGU representative, the MSWDO, also advocates for the LCW proposals.

Although not all of the project proposals are approved, the negotiations and deliberations still prove to be productive. This is because these activities can be seen to constitute a claim-making process for the women, who consequently became aware that there are existing government mandates for GAD and gained skills in prioritizing and allocating the limited resources available.

It must be mentioned that a big part of the success of the women's groups in accessing project funds from the local government's executive arm is because they have enough allies in the *Sangguniang Bayan*. In 2003, the municipal government allocated P12.4M for the municipal development funds, and separately allocated P3M as GAD budget for Daraga.

Towards more gender-responsive and participatory local governance

Following the principle of gender-responsive governance, incumbent administrations of Daraga have always played a critical role in mainstreaming gender in local government structures and processes. Their initiatives are the result not only of the national mandates

on gender and development but also of the advocacy of the women's groups in the municipality, reinforced by allies within the local government.

Upon his election in May 2001, Daraga Mayor Jerry Jaucian put forward his program thrusts, one of which is the promotion and practice of participatory governance down to the barangay level. In line with this thrust, the local government conducts intensive consultations with constituents and engages in partnership initiatives with organized groups who share the local government's vision for the municipality. Through these consultations and partnerships, the women and women's organizations of Daraga are getting their voices heard and their contributions to the municipality's development recognized.

As mentioned, one of the staunch GAD advocates in the municipality is Councilor Magayanes. She has played a significant role in pushing for more participatory local governance and in addressing gender issues. She also authored a resolution mandating all barangays and the municipality of Daraga to undertake a participatory approach in their annual barangay development planning. Funds for the implementation of this resolution were taken from the maintenance and operating expenses of the Municipal Planning and Development Office (MPDO). CAPG provided the technology in participatory local development planning and budgeting, while MPDO provided the technical assistance in packaging the priority development projects coming out of the process, and in integrating those in the AIP and AOP of the municipality. This arrangement not only proved the possibility of reorienting traditional development planning to make it more inclusive and participatory but also strengthened collaboration between the government and the NGO.

The municipal government has embarked on three initiatives that aim to improve its constituents' quality of life, broaden community participation in local governance, and promote women's empowerment. These initiatives are best appreciated as collaborative efforts with civil society, and as concrete efforts towards developing sustainable and gender-responsive communities. These initiatives are on livelihood enhancement and enterprise development, the Women and Children Abuse Prevention and Intervention Unit, and the Child Care Centers for local government personnel.

1. *Livelihood enhancement and enterprise development*: Since the 1990s, the municipal government has been promoting enterprise development through skills development workshops, as well as by making available and accessible funds for livelihood enhancement. In 2003 alone, P22.6M was allocated for economic services, most of which was used for conducting training programs on technology and for setting up or up-scaling promising businesses. Because 80% of the target beneficiaries of these services are women, there was emphasis on small-scale businesses that are home-based (e.g., abaca craft making, food processing, candle making, hog raising) and low in capital (e.g. food vending and marketing, retail of consumer goods). The LGU assists in the preparation of the business plans, technology building, and product marketing. The MSWDO lends capital funds – through the SEA-K, a two-tiered lending scheme – and facilitates accessing of support from other national agencies such as the DTI, DOLE, and TESDA.



- Through this initiative, many women were successfully able to set up, or expand and scale up, small businesses, such that they have become major breadwinners in their families or were able to sufficiently supplement the shrinking incomes of their husbands.
- The incumbent administration systematized the process of gender differentiation in the conceptualization and implementation of the projects. This systematization led to greater initiatives in livestock production (through the Animal Health Care and Management Program) and small enterprises development, which consequently expanded the informal sector in the municipality. In response to the growth of this sector, a new public market was built in 2001. Of the 326 stall owners in this market, 216 are women (about 66%). Thus it can be said that the initiatives helped increase women's participation in the economy, particularly in the informal sector, thereby increasing household income. Barangays have also reported an increase in the registration of small businesses initiated and maintained by women in the community, augmenting barangay income from registration fees.

Women and Children Abuse Prevention and Intervention Unit: This unit was created to address the issue of domestic violence and child abuse in the municipality, and to provide the necessary support structures and services to victims. Its creation and maintenance was funded from the GAD budget and the general appropriation of the municipality. Following a multi/interdisciplinary and holistic/integrated approach, its operation and maintenance rely on interdepartmental collaboration and government-private sector cooperation. It is composed of the various national agencies present in Daraga and the departments within the local government unit that constitute the *Five Pillars of the Justice System*, namely:

<i>Law Enforcement</i>	- Philippine National Police (PNP) and the National Bureau of Investigation
<i>Prosecutions</i>	- Provincial Prosecution Office (PPO)
<i>Courts</i>	- Municipal Trial Court, Regional Trial Court (RTC-Branch 9) and Family Court
<i>Corrections</i>	- Bureau of Jail Management and Penology-DILG Municipal Jail, Albay Provincial Jail
<i>Community</i>	- MSWDO, DSWD, MHO, DOLE, Commission on Human Rights, and Department of Education, for the government; and the Social Action Center of Legaspi and Simon of Cyrene, for the NGOs.

With the convergence of the services and programs of the various concerned groups, closer coordination is fostered in both information gathering and service delivery. The Unit offers a “one stop shop” for victims of domestic violence – from the moment of reporting to the conduct of court hearings and prosecution of cases. The cases are handled by gender-sensitized, well-trained, and deeply committed all-women contingency in all the agencies involved, and are closely monitored through a regular multi-sectoral case conferencing. The municipal government provides the full-time services of four social workers, subsidy and assistance for shelter, and medicines and psychological treatment for victims. It also facilitates networking between and among agencies and departments assisting the case. Partner NGOs in the Unit participate actively in the monitoring of the cases, and in the conduct of awareness building seminars.

The Unit undertakes an intensive advocacy program to raise public awareness on domestic violence and abuse of women and children. At the start of each year, partner agencies conduct seminars on women’s and children’s rights and parent effectiveness, with parents, *Sangguniang Pambarangay* officials, *purok* presidents, and barangay volunteers as participants.

- There has been an increase in the number of reported cases of violence against women and children, from 40 in 2001 to 47 in 2002 and 78 in 2003. This could be an indication of a broader public awareness of the issue and a greater resolve among families of victims to seek justice and redress. So far, 18 offenders have been convicted of violation of R.A. 7610 and are currently detained in the regional jail in Legaspi City or in the National Bilibid Prisons.
- When figures on children in conflict with the law significantly climbed up in 2002, a new program was developed and the *Adolescent Center* was set up to focus on the delivery of services for juvenile delinquents. From then on, the barangays where the incidence of juvenile delinquency is high have passed an ordinance instituting a daily curfew from 10 PM to 4AM for children below 18 years old.
- Not long after the creation of the Unit, Councilor Magayanes sponsored a resolution calling for the municipal government’s strict implementation of and compliance to Republic Act 7610. The resolution mandates the Office of the

Mayor, through the MSWDO and the PNP, to further strengthen, mainstream, and institutionalize the campaign against child abuse, many cases of which are found to be sexual in nature and are committed against girl children. A concomitant ordinance was passed by the *Sangguniang Bayan* approving the creation of mechanisms in the various departments for the implementation of RA 7610 and the appropriation of budgets in the various departments to reinforce its local implementation in Daraga.

- With the recent enactment of Republic Act 9262, known as the Anti-Violence Act against Women and Children, the MSWDO plans to further broaden the Unit's services and programs to effectively implement the provisions of the said law.

3. *Child Care Centers*: The first child care center was established in 1998, in response to a need that was identified in a survey conducted among the women municipal government personnel. The Center sought to provide custodial care to children below six years old of women municipal employees. An ordinance was passed providing for the establishment of Child Care Center for the Municipal Government of Daraga, and the appropriation of budget from the general appropriation fund to pay for the building construction and the compensation of four child care workers. Municipal Councilor Neil Montallana, its sponsor, is presently known as the Father of Child Care in Daraga.

The Center draws its yearly budget from the general appropriation fund. This budget has been obligated for the maintenance and improvement of the physical facilities and the play and learning materials and equipment in the Center, and for the salaries of child care workers. A minimal fee is charged from the parents to cover the costs of utilities and maintenance.

- Noting how much help the Center has given to the municipal employees, the women owners of food and retail goods stalls in the public market lobbied at the *Sangguniang Bayan* so that they could avail of the same child care services. These women now also have space in the new public market and funds for its child care workers, learning materials, and equipment. Women and men beneficiaries have consistently supported the program, manifesting a deeper sense of dedication and commitment to their work. They have moved on to encourage other women government personnel from the nearby Regional Offices of national agencies to organize among themselves, and work out a similar project with assistance from both the local and national governments.

Lessons Learned and Challenges Ahead

The partnership of women's groups and government in Daraga has yielded for the municipality and its constituents noteworthy improvements in the delivery of basic services, as well as better quality of women's and men's participation in GAD-related programs and activities. Moreover, GAD concepts and principles have been painstakingly mainstreamed in local governance, not only through the sustainable use of the GAD budget from the annual local budgets, but also through the integration of GAD in the various departmental programs and services. These achievements can be attributed to a number of factors:

- *The presence of well-informed and dynamic grassroots organizations* empowered to take responsibility for their lives and their future, and to engage their local governments in making rightful claims in policies and affairs directly affecting them.
- *A responsive and vibrant local bureaucracy* run by service-oriented and dedicated civil servants able to develop and implement programs to promote sustainable development with women empowerment and gender equality. Consultative leadership and participatory governance can come to nil without an effective administrative re-engineering program.
 - *Effective collaboration and cooperation between local government and the national agencies* in delivering services that address women's practical needs (livelihood and child support) and strategic requirements (VAW center).
 - *An effective interface and cooperation between the executive and the legislative branches of the local government* in the process of institutionalizing and mainstreaming reforms.
 - *Civil society's systematic and sustained effort at establishing more allies in the local elective positions and strategic functionaries in the local bureaucracy*, in recognition of the importance of installing and nurturing allies in all levels of the LGU, who will champion their cause and act as channels for policy advocacy.

For Daraga to move forward and strengthen the gains achieved by the government and civil society, however, there is need to develop a clear system for monitoring and evaluating the impact of departmental programs and services among women in particular and the community in general. This M & E system should include tools for analyzing and re-orienting local budgets so that the mainstreaming of gender concerns into major programs and expenditures may be achieved. The municipality also needs to strengthen and sustain the Local Council for Women's role as the institutional mechanism for implementing gender-responsive framework for local development initiatives, so that it may fully live up to its mandate of promoting women empowerment and gender equality.

Acronyms

AIP	Annual Investment Plan
AOP	Annual Operations Plan
CAPG	Center for Advocacy and Participatory Governance
COMELEC	Commission on Elections
BIGLEAD	Bicol Grassroots Leaders
BDP	Barangay Development Planning
DBM	Department of Budget & Management
DILG	Department of Interior and Local Government
DOLE	Department of Labor and Employment
DSWD	Department of Social Welfare Development
DTI	Department of Trade and Industry
EO	Executive Order
GAD	Gender and Development
IRA	Internal Revenue Allotment
LCW	Local Council of Women
LGU	Local Government Unit
MHO	Municipal Health Office
MPDO	Municipal Planning and Development Office
MSWDO	Municipal Social Welfare and Development Office
NCRFW	National Commission on the Role of Filipino Women
NEDA	National Economic and Development Authority
NGO	Non-governmental Organization
PPAs	Programs, Projects and Activities
SAMAKA	Samahan ng Kababaihan sa Daraga
TESDA	Technical Education and Skills Development Authority



On the Foothold of Empowerment: **The GAD Program of Davao del Norte**

Carol Barrete¹

The provincial government of Davao del Norte employs the Minimum Basic Needs (MBN) approach as its framework for development. The GAD program was integrated into the MBN approach, resulting in an increased appreciation of the role of women and men in realizing the vision of the province. This case provides information and insights that may prove useful for GAD stakeholders looking for alternative approaches to GAD mainstreaming in government programs and projects.

Overview

The Minimum Basic Needs (MBN) Approach, which the provincial government of Davao del Norte has adopted as its framework for achieving meaningful development in the province, is a strategy that converges all the programs of the various provincial government

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agencies towards one goal: the attainment of the Dabaonon's fundamental needs for survival, security, and empowerment. The implementation of this approach is participatory, i.e, the people themselves define what they expect from the government – job security, equal access to opportunities, social justice, and equitable enjoyment of the fruits of progress.

To be faithful to these guiding principles, the gender perspective was incorporated into the MBN approach. GAD mainstreaming was made possible through the enactment of necessary policies, issuance of directives, and creation of mechanisms to coordinate and facilitate the mainstreaming process. All LGUs, from the provincial to the barangay levels, and the civil society are involved in the mainstreaming efforts. Their cooperation and compliance are assured through the provision of support systems such as capacity development, linkages and networks, resources, consultations, and participatory methods.

The implementation of the GAD program has enhanced the local government's effectiveness and responsiveness in dealing with the concerns of its constituents. It also fostered greater appreciation of the role and contribution of both women and men in realizing the vision of the province.

MBN and GAD

An MBN survey conducted in 1999 surfaced a number of pressing problems confronting the women in the poorest sectors of the province. Some of the sectoral gender-related problems that were identified are the following:

- Poverty, with more than 57,000 families living below the poverty line (income of P36,000 or less annually);
- Marginalization of women in agriculture due to stereotyping, low access to technology, and low income;
- Inadequate number and poor condition of day care services for children 3-5 years old;
- High incidence of juvenile delinquency and rape among the youth;
- Inadequate protective services, with one police officer per 1,547 persons (the standard is 1:500); moreover, investigation mechanisms and protective support services at the police stations were not gender sensitive;
- Marginalization of men in the traditionally women-centered health services, which may have contributed to a higher male crude death rate of 64.49% (as against 35.51% for females);
- High maternal and child mortality and morbidity; and a limited and women-focused family planning program;
- Inadequate and inaccessible water supply in many areas, unavailability of power supply in a number of barangays, as well as lack of environment-friendly solid waste disposal system; and

- Insignificant participation of women in governance, with only ten of the 127 elective positions in the municipal and city levels occupied by women. There are only 14 women out of 223 punong barangays and 351 in the remaining 1,990 elective barangay positions.

The survey findings prompted the provincial government to integrate the GAD Program in the MBN program and its components. At the same time, GAD mainstreaming was envisioned to respond to the fundamental concerns of integrating GAD in local planning at all levels, promoting more gender-fair hiring and promotion systems, and undertaking a more gender-sensitive analysis of employees' needs.

Objectives, strategies, and activities of the GAD Program

The GAD Program was integrated into the overall scheme of governance with clear-cut objectives identified by sector, as follows:

- For the *agriculture sector* to adopt practices and technologies that will allow equitable participation of women and men in agricultural work; to encourage women's participation in trainings on less labor-intensive and environment-friendly technologies; and to improve women's participation rate in agriculture from 30 percent to 50% by the year 2005;
- For the *social sector* to enhance the comprehensive and integrated delivery of social services through the MBN Approach; to improve employment opportunities for women and men; to strengthen the youth development and welfare program; and to establish child-friendly day care centers and a Women Crisis Center;
- For the *protective services sector* to promote people's participation in fostering a safe, peaceful and orderly community; to ensure equal access of women and men in the police force to services and benefits; and to ensure the availability of gender sensitive and responsive services.

The provincial government takes the lead in implementing projects/activities that will help achieve the objectives. It has committed to increase awareness of GAD issues in the male-dominated political leadership; build a strong support base for GAD mainstreaming among development agencies, executive and legislative bodies, NGOs, and POs; and mobilize all agencies of government in identifying and developing gender-responsive indicators to be used in planning, programming, budgeting, monitoring, and evaluation systems.

Strategies and activities were put in place taking into consideration the strengths and weaknesses of the organization, as well as the opportunities and threats posed by external factors. The strategies and activities adopted were:

- *Advocacy.* This includes top-level advocacy and GAD orientation for local chief executives; provincial, city and municipal legislators; administrators; and department heads. To institutionalize the GAD program, a series of resolutions, ordinances, executive orders, memoranda, and circulars were passed, adopted, and issued by the legislative and executive branches of the provincial government. A Provincial GAD Team was constituted. Information-education materials were drafted and reproduced. A local GAD radio program was aired and GAD write-ups were published in the local print media. GAD billboards were also installed in strategic areas around the province.
- *Capability building.* The Provincial GAD Team went through a series of trainings and capability-building sessions. They, in turn, conducted trainers' trainings and Gender Sensitivity Trainings among identified key persons in the city and municipal levels. These led to the creation of the City and Municipal GAD Teams all over the province. These GAD Teams then took the forefront in championing GAD advocacy in the barangay, *purok*, and grassroots organizations. The capability-building sessions included a one-day GAD orientation, two-day Gender Sensitivity Training, and one half-day symposium and forum. Strategic Planning sessions for GAD teams, GAD Planning and Budgeting seminars, and seminars on Domestic Violence and Violence against Women were held.
- *Formulation of a gender-responsive comprehensive development plan.* With GAD advocacy entrenched in the overall scheme of governance, Governor Rodolfo del Rosario issued Executive Order No. 10-99 creating the Provincial Task Force for the formulation of the Gender-Responsive Provincial Comprehensive Development Plan. The task force underwent capability-building sessions on the drafting of the GR-PCDP. The draft GR-PCDP was submitted to public consultations. The final draft was submitted to the Regional Office of the Housing and Land Use Regulatory Board and finally presented for approval to the HLURB Central Office. Approved on May 2002, the plan is now being implemented.
- *Production of the GAD Module.* The Provincial GAD Team, with the technical assistance of consultants and other sectoral representatives, formulated a module customized to the Davao del Norte gender concerns. This module is periodically modified based on the changing needs of the target audiences.
- *Conduct of GAD Team meetings and conferences.* The GAD Teams in the different levels regularly hold the *Kumustahan sa GAD*, consultative conferences, and meetings to maintain and sustain their network, and enrich one another with their sharing of their experiences.
- *Monitoring, assessment, and evaluation.* A monitoring team was formed to keep track of the progress of the various GAD teams, monitor the implementation of GAD programs and projects, and check the implementation of GR-CDP in the local government units. The monitoring team regularly holds semestral and year-end assessments and evaluations with the GAD teams in the different levels.

- *Networking and collaboration with GOs, NGOs, and POs.* Resource networks were established. The Municipal/City Councils of Women; Provincial Officials' Spouses Initiatives (POSI); Mindanao Commission on Women; Rotary Club-Golden L.A.C.E.S.; UMBN-DXDN Radio; various cooperatives; local offices of the DPWH, TESDA, DENR, DOLE, DOJ, and NIA; and the Upland Development Program for Southern Mindanao are partners in the implementation of gender-oriented, gender-responsive poverty-alleviation programs.

The Provincial GAD Team was institutionalized through an executive order. Its members come from the following departments and offices: PSWDO, PENRO, PHO, PAGCO, PGO, DECS, DILG, PNP, DNPCW, and *Sangguniang Panlalawigan*. They have been provided with appropriate training to enable them to mainstream GAD in their PPAs. The members are assigned to different committees, e.g. capability building committee, resource and mobilization committee, monitoring and evaluation committee, and advocacy and IEC committee. The present Provincial MBN and GAD Coordinator is the Assistant Department Head of the PSWDO, Ms. Clarita Galagala. She reports directly to the Provincial Governor and is supported by a GAD Secretariat.

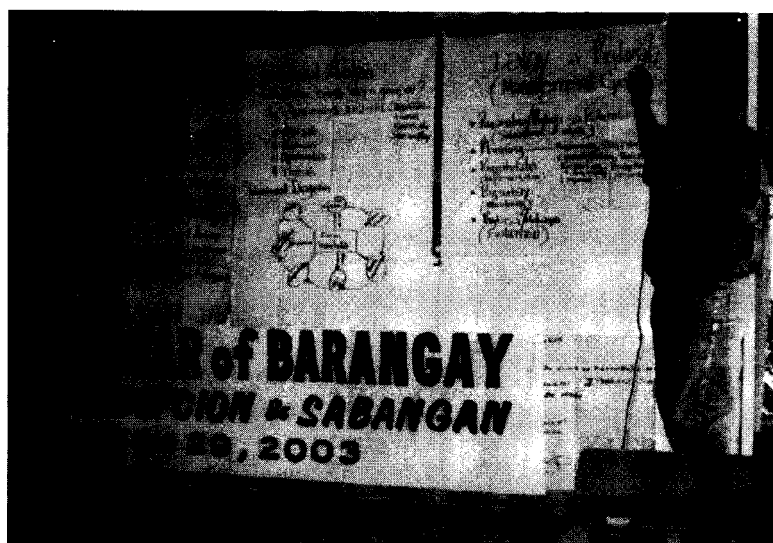
The Provincial GAD Coordinator prepares the GAD budget using needs assessment tools and evaluation results generated by the GAD teams. In addition, women legislators and recognized women's organizations submit program and project proposals to the Office of the Governor for funding. All inputs, plans, and proposals are identified and prioritized as to budgetary allocation and implementation. The budgets of the programs are sourced from the General Fund, 20% Development Fund, and national and foreign funds.

Results

The GAD Program in Davao del Norte has attained significant accomplishments. At the *institutional level*, there are two significant results that ensure the progressive enhancement of GAD mainstreaming in the province:

- First is the institutionalization of the GAD Program in all levels through the issuance of official directives and creation of mechanisms for the purpose. Notable are EO No. 06-97, adopting of the GAD Program and organizing the Provincial GAD team; EO No. 10-99, creating the Provincial Task Force on the Formulation of Gender Sensitive Provincial Comprehensive Development Plan; and MC No. 03-2003, enjoining the component LGUs and provincial departments to take part in the celebration of the GAD Week.

The *Sangguniang Panlalawigan* likewise issued relevant resolutions and ordinances such as Resolution Nos. 96-167, which designated a 2,000 square meter area for the establishment of the Women Development Center; Resolution 96-791-C, which declared that all ordinances and resolutions must be gender-sensitive; a set of resolutions confirming LGU ordinances creating their respective Municipal GAD Coordinating Councils; and Resolution 99-111, which authorized the signing of a memorandum of agreement with NCRFW for GAD Mainstreaming.



Led by the provincial government, the local chief executives issued a pledge of commitment to institutionalize GAD in all cities and municipalities. GAD teams and trainers pools were formed and extensively prepared for the task of gender mainstreaming. A Provincial GAD Coordinating Office headed by the Provincial GAD Coordinator was formed.

- The second result is the institution of the GAD budget as an integral part of the regular budget allocation of the province. In the latest Annual Investment Plan, the following amounts are earmarked for GAD programs: P1.122 million from the General Fund, P11.061 million from the 20 percent Development Fund, and P3.250 million from national and foreign funding agencies..

Results at the *program level* show that GAD has been integrated in programs and projects anchored on the Minimum Basic Needs Approach. These programs include: animal dispersal and other livelihood projects, Food Security Program, Solid Waste Management Project, Adolescent Health and Youth Development Program, Population Education Program, Parent Effectiveness Program, Pre-Marriage Counseling Program, Male Reproductive Health Program, Women and Children's Desk, Women's Sports Program, Women Reproductive Health Program, and infrastructure projects. Some of the results emerging from these gender-responsive programs are:

In the economic sector

- *Increased adoption of technologies that allow fair participation of women and men in agricultural production and marketing.* This was attained through the provision of equal training opportunities for women and men on such concerns as integrated pest management, biological control agents program, and organic and bio-fertilizers production. A total of 1,312 male and 1,141 female

participants have been trained. GSTs were conducted among the officers and members of the various Rural Improvement Clubs, and a gender-based data banking system was put in place.

- *Enhanced capacity of women for income generation.* Aside from farming skills, women have been trained on meat processing, livestock raising; lemon juice processing; agri-products trading; fish processing; peanut brittle, candy and pastries preparation; and coconut midrib plate- and bag-making. The training programs were conducted through the RICs, the Davao del Norte-Technology and Livelihood Development Center, and the Provincial Agriculture and Cooperatives Office.
- *Increased financial resources for women's economic activities.* The local councils of women managed livelihood projects and micro-lending programs sourced through grants and aids from national and international institutions. Recently, Abanse Pinay (a party list group) released a substantial sum for the councils' livelihood and enterprise development undertakings. Managed by the Davao del Norte Council of Women, the amount has significantly improved women's opportunities for capital build-up, savings, and investment potentials.

In the social sector

- *Improved implementation of the day care program* through an accreditation process that ensures the gender- and child-friendliness of day care structures and facilities. There was also a significant increase (additional 39) in the number of day care centers set up in the province.
- *Increased education campaign on and implementation of waste management initiatives.* The Provincial Officials' Spouses Initiatives (POSI), an organization of the wives of elected provincial officials, spearheaded the Ecological Waste Management campaign. Lectures on waste management were conducted, creative means of recycling scrap were identified, and garbage receptacles and hangers were distributed to the *puroks* and *barangays*. The POSI also launched the "*Bangga Sa Kalimpyo Sa Barangay*", a province-wide contest for the cleanest and most livable *barangay*.
- *Intensified implementation of the Special Program for the Employment of Students* and provisions of more opportunities for qualified out-of-school youth to avail of scholarship grants.
- *Refocusing of the reproductive health program to involve the men*, leading to the creation of a Male Reproductive Health Clinic in every rural health unit, city health office, and district hospital. Provincial Ordinance No. 2000-2003 mandated the Provincial Health Office to carry out the program, which has

been widely recognized and cited as the only functional Male RH Program in the Philippines. The DOH and UNICEF have also adopted the program as a model for the implementation of a Male RH Program in the country.

As a result of the male family planning advocacy, the FP prevalence rate in the province increased from 60% to 72% in 2001. Andropause, STD, other renal tract infections, and sexual dysfunctions are now subjects of open discussion in symposia, counseling sessions, and advocacy campaigns. Prostate and testicular problems are diagnosed and treated in the regular medical facilities. Determining family size and child spacing have become the couple's shared responsibility.

- *Presence of more gender- and children- sensitive protective services.* The “Kinder Cop” Program of the Provincial Police Office (PPO) included information-education campaigns in schools to lessen the incidence of child abuse and regain the confidence of the youth on the authorities. The PPO also conducted GAD orientations and GST among its ranks, particularly for the PNP's Women and Children's Desks.
- *Increased attention to ensuring accessibility of basic services* such as water. The women played a crucial role in making this possible. For example, the Talaingod Women's Association, Inc. was instrumental in realizing the establishment of a Level III community potable water project through sourcing a grant from the Government of New Zealand.
- *Availability of comprehensive services for women victims of violence.* The Davao del Norte Council of Women and the Provincial Government established and made operational the Women Development Center to extend shelter, and legal and psychological assistance to women and children victims of violence.

Problems and remaining challenges

The GAD team members and resource networks are confronted with some organizational problems. One is the heavy workload of the GAD focal persons, making it inevitable for the program to take a backseat in terms of prioritization. Finding a mutually convenient schedule for meetings and activities continues to be a challenge for the Provincial GAD Coordinator. Finally, the modules for the gender sensitivity training are not customized to the unique contexts of the Muslims, indigenous communities, and the youth sector.

Lessons and insights

GAD mainstreaming brought together the different sectors in Davao del Norte: the government, civil society organizations, churches, schools, and the grassroots sector. This resulted in their unified commitment to pursue gender equity and equality in their homes and in their communities. A number of these stakeholders have testified to the liberating experience the awareness and sensitivity seminars brought into their personal and social relationships.

Indeed, people are the central force in GAD mainstreaming. Greater awareness on gender and development issues among local chief executives and local officials paves the way for the formulation of policies and legislation responsive to the cause of women and children, and facilitates funding for gender-related plans and programs. Sponsors, focal persons, and GAD advocates play pivotal roles in pursuing GAD endeavors. The earnest effort of the GAD teams to involve men in GAD endeavors bridges the gender gap.

A holistic mechanism for women's participation in problem identification, problem resolution, and local governance, from the provincial to the municipal and city levels, is the turnkey to GAD mainstreaming. Regular capability-building exercises, and constant meetings and conferences enhance teambuilding and provide GAD team members with avenues for mutual learning. An established system for GAD planning, budgeting, monitoring, and evaluation makes possible the coordinated and efficient implementation of gender mainstreaming programs and projects at various levels.

Certainly, GAD ushered in a paradigm shift in conventional governance. In Davao del Norte, local governments have visibly veered away from looking at male and female statistics as mere figures; they now see in these statistics women and men with sensibilities and sensitivities.

More importantly, GAD is contributing immensely to the attainment of the Davaonons' vision for Davao del Norte: to become a globally competitive and economically stable province, where God-loving, synergistically involved, and empowered women and men live in harmony in a gender-fair society and an ecologically balanced environment.

Acronyms

DECS	Department of Education, Culture and Sports (now DepEd, Dept of Education)
DENR	Department of Environment and Natural Resources
DILG	Department of the Interior and Local Government
DOH	Department of Health
DOJ	Department of Justice
DOLE	Department of Labor and Employment
DNPCW	Davao del Norte Provincial Council on Women
DPWH	Department of Public Works and Highways
EO	Executive Order
FP	Family Planning
GAD	Gender and development
GR-PCDP	Gender Responsive Provincial Comprehensive Development Plan
HLURB	Housing and Land Use Urban Regulatory Board
LGU	Local government unit
MBN	Minimum Basic Needs
MC	Memorandum Circular
NCRFW	National Commission on the Role of Filipino Women
NGO/PO	Non-government/peoples' organizations
NIA	National Irrigation Administration
PAGCO	Provincial Agriculture and Cooperatives Office
PENRO	Provincial Environment and Natural Resources Office
PGO	Provincial Governor's Office
PHO	Provincial Health Office
PNP	Philippine National Police
POSI	Provincial Officials' Spouses' Initiatives
PPO	Provincial Police Office
PSWDO	Provincial Social Welfare and Development Office
RIC	Rural Improvement Clubs
STD	Sexually-transmitted diseases
TESDA	Technical Education and Skills Development Authority
UNICEF	UN Children's Fund



Gender Mainstreaming in SRA-MBN PLUS: **Reducing Poverty in Malalag, Davao del Sur**

Michael J. Juban¹

This case documents the process and impacts of the implementation of SRA-MBN PLUS, Malalag's gender-responsive version of the Social Reform Agenda – Minimum Basic Needs program for poverty reduction. The case shows how the integration of gender indicators has enhanced the program's success in addressing the problems of the poor in Malalag.

The SRA-MBN PLUS strategy: An overview

The SRA-MBN PLUS takes off from the Social Reform Agenda-Minimum Basic Needs (SRA-MBN) program that was introduced during the term of President Fidel Ramos as a strategy to address poverty. It is called as such to reflect the innovations that the

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Malalag local government unit (MLGU) introduced into the SRA-MBN to make it more relevant to the conditions in the municipality, thereby ensuring the effectiveness of its implementation in the area.

The SRA-MBN PLUS uses indicators of human development to guide Malalag officials in determining and prioritizing development interventions. The indicators are classified into survival, security, and enabling needs. **Survival** needs refer to eleven (11) basic indicators on health and nutrition, and water and sanitation; **security** needs (13 indicators) look into the number of families living below the poverty and food threshold, and unemployment and housing indicators; and **enabling** needs (10 indicators) refer to literacy, educational facilities and school attendance, child labor, domestic violence, and participation in community organizations and activities (*Please refer to table on p. 6*).

Most of the indicators relate to women's basic human rights needs, and their economic and political empowerment. They deal with women's productive and reproductive condition and roles, such as their need for economic opportunities, better facilities and services for health, housing, education, protection against violence, and increased participation in governance and community organizations.

The SRA-MBN PLUS allows focused targeting and family approach to service delivery. It promotes convergence and complementation of the efforts of GOs, NGOs, and the private sector. It gets funding from the GAD budget and the 20% development budget of the MLGU.

The program has benefited 3,441 families living below the poverty threshold. It has resulted in impressive improvements in the MBN indicators that were measured at the beginning of the program. Overall, it has helped increase income and savings, improve service delivery, and promote peace and order. It has enhanced the capacity of leaders to render better service. It has also provided social preparation for families, enabling them to participate in governance and help sustain the program.

Strategies for mainstreaming GAD in the SRA-MBN PLUS

Identifying unmet needs and gender issues

Guided by the indicators of the SRA-MBN PLUS, the Malalag LGU conducted, in 1997 with the help of women volunteers, a survey of all 5,478 families in the municipality. The survey data were collated and summarized to create a socio-economic and political profile of each family. The data were then consolidated into *purok*, barangay, and municipal level profiles. The profiles surfaced the pressing socio-economic problems in the municipality (*table on p.6*), and these became the basis for drawing interventions, both for present unmet needs and future targets.

Aside from the survey, focus groups discussions (FGDs) were also conducted. The FGDs surfaced the gender issues in the municipality, which include the perceived gender inequality (women are regarded as the weaker sex), unequal decision making (important decisions are made by men), women's multiple burden (which men regarded as women's customary obligations as wives), women's lack of control over economic resources, and domestic violence.

Addressing unmet needs

To address unmet needs, the MLGU primarily taps its regular programs and supplements these, if needed, with special programs. The critical element of these programs is **focused targeting: i.e, families with unmet needs are prioritized in the delivery of services**. The guiding policy is **convergence and complementation**. **People's involvement** is given premium.

1. Setting up the machinery and planning the interventions

The MLGU reorganized its machinery for service delivery to make it more efficient, effective, and self-reliant. In addition to administering government affairs, it also became a resource and people mobilizer, organizer, enabler, and development advocate. Armed with the data on unmet needs and gender issues, the MLGU organized the Integrated Resource Management Teams (IRMT), with the GAD Team as member. Each team is composed of devolved offices to promote a holistic approach in the delivery of services. This makes convergence and complementation the key strategy of the SRA.

The IRMTs serve as technocrats at the barangay level, guiding the formulation and implementation of Barangay Development Plans. The barangay and municipal development plans contain annual investment plans; through these plans, the implementation of interventions has become systematized.

2. Measures to meet survival needs

- The MLGU implements *food and nutrition* and *health* programs for pregnant and lactating women. These programs include iron and iodine supplementation; prenatal, maternal, and postpartum care; immunization; family planning; and control of diarrhea. Special programs and free health services are also provided. Nutrition services for children include operation *timbang* and food supplementation. Food sufficiency programs have been launched in collaboration with the DA; 6,140 families have participated in these programs.
- *Water supply* problems are being addressed through the development, rehabilitation, and modernization of water sources and waterworks, as well as through water chlorination. Potable water system projects have benefited 2,330 families comprising 11,650 members, of whom 6,089 are females and 5,561 are males.

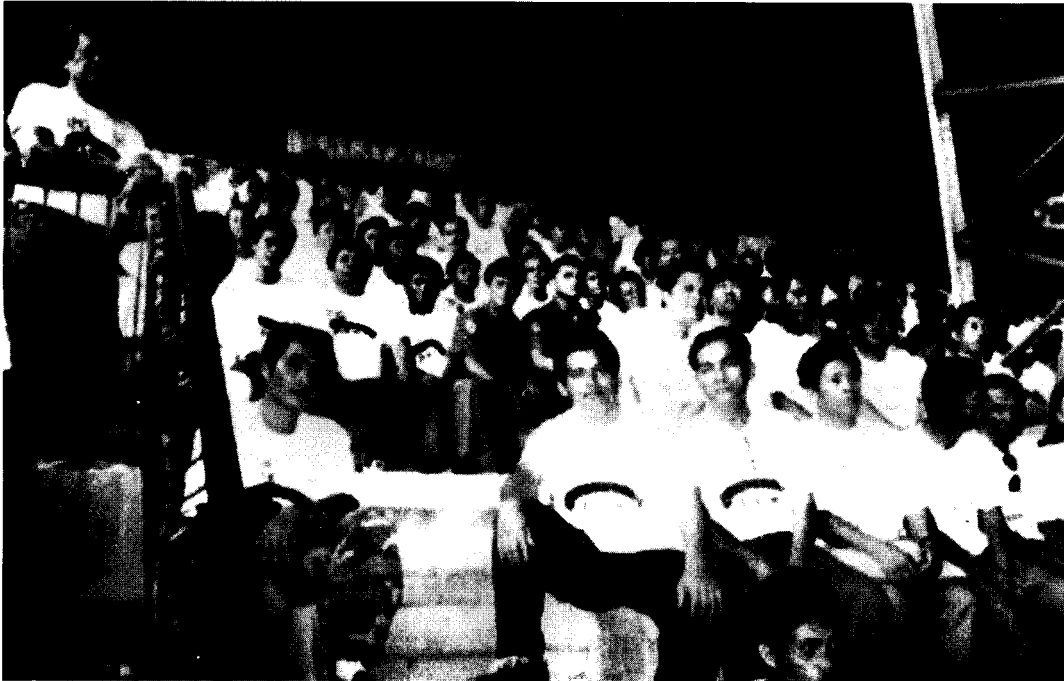
- To address *sanitation* problems, water sealed toilet bowls have been provided to 2,398 identified households. Information campaigns on solid and liquid waste management have been undertaken, because of which 4,605 households have been encouraged to put up compost pit and blind drainage systems in their premises.

3. Measures to meet security needs

- *Shelter or housing* needs are being addressed through socialized housing, purchase of land for resettlement, and linking with concerned GOs and NGOs for support for housing projects. For families without home lots, the MLGU purchased and developed a total of 15.6 hectares as resettlement for 1,050 landless families. DSWD supported the housing improvement project for marginalized families. The Habitat for Humanity Foundation (HHF) erected 78 houses through volunteerism; the beneficiaries have been given 15 years to pay, without interest, for their units. The payments will be reinvested to construct additional housing units in Malalag.
- With regard to *income and livelihood* needs, the MLGU has institutionalized the training cum livelihood program for family enterprise development. This program is being implemented in coordination with the TESDA, DOLE, DSWD, DA, and NGOs. A total of 1,588 women and 313 men have benefited from the program. Specific projects in this program include environmental management to harmonize ecological balance and increase economic productivity, upland and coastal area development, river banks stabilization, water shed rehabilitation, construction and maintenance of roads, rural electrification, agriculture and livestock production, and job placement. Mango planting was implemented on a plant now pay later scheme, benefiting 1,250 families and covering 1,500 hectares. Almost 50% of the areas planted are now productive. Upland development projects include upland farming and farm structure development. These projects have benefited 2,809 families with 14,046 members, of whom 7,578 are females and 6,468 are males. The MLGU also developed a 50-hectare fish sanctuary as spawning area of marine species, to sustain the livelihood of some 1,650 fisher families in coastal barangays.
- To enhance *peace and order*, the MLGU strengthened the *Tanod Brigade* and the *Bantay Banay*, and set up military check-points especially in remote barangays to secure families from crimes against property and against persons, and to prevent and control domestic violence against women and children.

4. Measures to meet enabling needs

- For *basic education and literacy*, additional 14 day-care centers have been constructed to service at least 90% of children 3-5 years old. These centers were established through the joint efforts and resources of the DSWD and barangay LGUs. The MLGU subsidizes the honoraria of 44 day-care workers. The day-care centers have served around 8,316 3-5 year-olds, i.e., 3,244 boys and 5,072 girls. The student employment program has benefited 208 students – 135 women and 73 men. Scholarships were provided to 101 high school graduates who will pursue



technical education. Supporting this program are the TESDA, PESFA, and CHED. The MSSD, together with the DepEd and the Local School Board, initiated non-formal education programs to escalate the educational level of children not attending elementary and high school.

- *People's participation in community development* is being promoted through the monthly *purok* meetings conducted by the IRMTs, wherein issues affecting the community are discussed. Development of PO's, whether community based (e.g. Community Savings Association), occupational (e.g. farmers), or sectoral (e.g. women) has also been prioritized. Other innovative programs are the community savings and mortuary aid mobilization. The *purok* community savings associations include 5,078 families while the barangay mortuary aid associations have 6,117 member families, 70% of whom are represented by women. The consolidated savings have reached P1,745,000; the mortuary aid mobilization contributes about P7, 395.00 per death incidence, averaging annually at P554, 640. The community savings are used as credit for small business, saving the MLGU P1,000,000 it originally intended for the same purpose.
- *Other psycho-social care services* include the *Medicare Para Sa Masa*, which consists of MLGU subsidy and contributions from members; the MSSDO's crisis intervention and referral system for women and children of victims of violence; and parent effectiveness seminars aimed at strengthening the family and preparing family members for livelihood skills. The seminar modules include family legislation, GAD, family development planning, enterprise development, etc. Some 3,462 families have participated in the seminar.

Addressing gender issues

At the outset, the MLGU ensured a gender responsive MBN program. GAD was integrated as early as the program's preparatory phase. A project called "Transformative Approach to Gender Responsive Development" was launched in 1997, where four GST training sessions were conducted with support from the LGSP. The participants were barangay and women leaders, service delivery teams of Malalag especially IRMT members, youth leaders, and the tribal Tagacaulo community. The GAD teams were expanded to include legislators and women leaders. The bigger teams spearhead GST in *puroks*, cooperatives, and POs. The municipal and barangay LGUs' commitment to allocate a GAD budget was secured. GAD became a regular module on pre-marriage counseling, parent effectiveness seminars, cooperative education, family and community development seminars, and reproductive health training.

- Women are being organized at the *purok* and barangay levels. Gender concerns are discussed and some of these have been brought up to the women councilors of the barangays and the municipality. Women are actively participating in the Barangay Development Councils and similar bodies, and in the management of projects through the community-based volunteers structures for development.
- At the municipal level, Ordinance 107 federated women's associations into the Municipal Council of Women. Through the Council and with support from women councilors, gender issues are raised at the municipal level. Women have joined municipal special bodies in accordance with Section 35 & 36 of the Local Government Code.

All the participatory structures mentioned above have allowed women to effectively participate in governance, particularly in participatory research, planning, budgeting, implementation, monitoring, and evaluation. As volunteers in the periodic survey of MBN, women have learned to gather, process, and analyze sex-disaggregated data and their implications for gender responsive programs and budgets. The MLGU set up the Community Based Information System to monitor remaining unmet needs.

The GAD budget and other resources

Resources for the implementation of the program come largely from the MLGU budget, particularly from its development fund. For a number of programs, external assistance augments local resources, obtained either as grants or soft loans. The 5% GAD budget is used for women-focused programs. The GAD budget is determined by computing not less than 5% of the regular income of the MLGU. Over and above the GAD budget, the local government allocates a lump sum amount that provides P100,000 each to the barangays, which they use to finance their top three unmet needs. *Attachment 1* contains a summary of the cost per program area.

Results

The results of implementing the SRA MBN PLUS are summarized in the table below. For each indicator, the number of families with unmet needs in 1997 was compared to the number of families with the same unmet need in 2003. It is evident in the data that Malalag was immensely successful in addressing the problems of the poor, especially poor women.

Summary Results of the SRA-MBN PLUS Program

MBN Indicator	Number with unmet needs in 1997	Reduced in 2003 to:	% change
Survival needs - number of families, out of a total of 5,478 families			
1. with children 0-5 years old suffering from malnutrition	548	59	89.20
2. with lactating and pregnant mothers deficient in iron and iodine	328	6	98.17
3. with children 0-1 year-old not fully immunized	505	22	95.64
4. with pregnant mothers not given exact doses of tetanus toxoid	404	11	97.27
5. with 0-5 yrs. old children suffering from diarrhea causes that are largely preventable	319 298	3 8	99.06 97.31
7. that do not have access to potable water	1,379	62	95.5
8. that have no sanitary toilet	1,758	618	64.84
9. without proper drainage	2,256	69	96.94
10. without proper waste disposal	4,656	127	97.2
11. without three sets of clothing	1,430	0	100
Security needs – number of families, out of a total of 5,478			
1. without home lot of their own	3,441	1,540	55.42
2. without a house of their own	826	54	93.46
3. who live in dilapidated houses or houses not durable for five years	669	26	96.11
4. with members not feeling safe from crimes vs property	140	3	97.85
5. with members who were victims of crimes	85	16	81.14
6. with members who were victims of domestic violence	89	1	98.85
7. with members who were victims of armed conflict	174	0	100
8. severely affected by calamity	1,743	0	100
9. with head of the family unemployed	894	3	99.66
10. with spouse of head of family unemployed	1,816	23	98.73
11. with other members 18 years and over unemployed	1,149	308	73.19
12. with income below poverty threshold of P3,500.00	2,813	1,010	64.09

Enabling needs – number of families, out of a total of 5,478 families			
1. with 3-5 year-old children not able to attend pres- school/daycare	1,456	277	84.40
2. with children 6-12 years old not attending elementary school	780	140	86.48
3. with children 13-16 years old not attending high school	1,054	284	73.06
4. with children 10 years old and above unable to read, write, and do simple computation.	496	76	84.64
5. with spouses unable to read, write, and do simple computation	292	17	94.18
6. not involved in any people's organization	1,133	205	81.90
7. unable to attend barangay assembly	246	*	*
8. with children below 18 years old employed in hazardous occupation	248	26	89.51
9. with children below 7 years old left unattended	246	7	97.15
10. with members not registered in Local Civil Registrar	569	*	*
*no data			

The data point to the following significant results of the implementation of the SRA-MBN PLUS:

- *Increase in income.* The number of families at the subsistence level or below remarkably reduced from 2,813 in 1997 to 1,010 in 2003. Increase in income averaged P4,000 to 4,500+ per month.
- *Increase in savings/capital build-up/investment.* The community savings program, wherein the member-families saved from P5-P10 per month, accumulated P1, 745,000 for providential and livelihood loans. The mortuary aid/assistance mobilization assisted 631 families with death incidences, amounting to a total of P4,664,623.
- *Reduced expenses.* Backyard gardening saved families an average of P10-P20 daily; improved water facilities saved time, specifically an estimated 30 minutes daily, that translates into at least P300.00 savings per month.
- *Economic mainstreaming.* The savings generated at the barangay level provided loans for productive undertakings. As a result, the Upland Development Program was able to help four barangays in setting up the Financial Service Centers similar to grassroots banks. Availability of capital helped farmers adopt better farming system.
- *Entrepreneurial orientation.* Farmers were taught farm planning, marketing, farm recording, and accounting to help them become more enterprising. Women were trained in various livelihood skills to enable them to generate additional income, or to better manage family income.

- *Environmental impact.* The program taught families proper waste disposal and drainage systems, thereby improving the cleanliness and hygiene of households and the community. The Upland Development Program trained and encouraged farmers to adopt sustainable agriculture, ecosystem protection, conservation, and rehabilitation. It supported integrated social forestry, river banks stabilization, watershed development, and establishment of a fish sanctuary.
- *Mechanisms for women's empowerment.* The municipal ordinance creating the Municipal Council for Women increased women participation in various developmental activities that addressed gender issues. The Council provided continuous self-enhancement, and opened access to credit for 75 family enterprise and five women's group projects.

Outcomes

- *Overall improvement in the economic, psychosocial, and political situation of Malalag.* The summary table shows the impressive reduction of the number of families with unmet needs, with some indicators posting 100% success rate.
- *Overall improvement in service delivery and better coordination among government agencies.* Devolved agencies, other national agencies, and NGOs used to work separately and in a fragmented manner. Through the program, they now work together in a more integrated way. Through convergence and complementation of financial and technical resources, they have become more responsive in delivering their services to the constituents.
- *Increased participation of women as beneficiaries and participants in development.* Women participated in all the stages of the program, giving them first-hand experience in governance and with all its ramifications. This has helped negate traditional gender stereotypes about what women can and cannot do. Women have been empowered and capacitated to address their own needs and those of their families and communities. There are now more women in elective posts: three of 10 municipal posts and 34 of 120 barangay posts. Women's representation in various local special bodies now average 20%.
- *Increased awareness of women's rights.* The GAD programs and mechanisms promoted understanding about women's rights and gender issues. This improvement is attributed to incumbent Mayor Givel Mamaril's strong commitment to the GAD program, which she has made a regular priority content of her Executive Agenda and the agenda of all barangay captains and the legislature. The MSSDO has been also been working very hard to implement the GAD program.
- *Increased self reliance and participation of community members.* The consistent implementation, tracking, and evaluation done at the grassroots level helped bring about the transformation of women and men in the families from being largely dependent and having a dole-out mentality into self reliant, participating, and contributing members in the community. The self-help projects and equity driven initiatives created avenues for both men and women to assume certain responsibilities, accountability, and transparency.

Lessons and insights

Malalag's SRA-MBN PLUS owes its success to the following strategies and principles that the MLGU adopted:

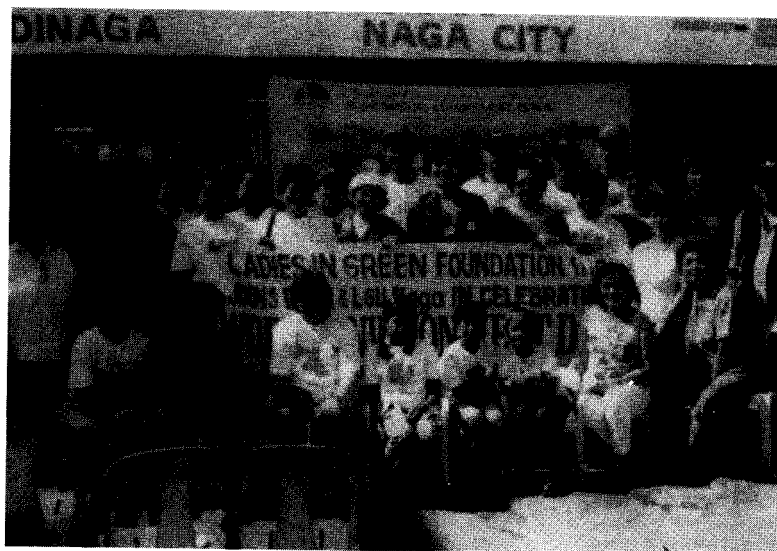
- *Participatory and bottom up process.* People in the barangays, especially women, gave inputs as to the problems and unmet needs that have to be addressed. They also participated in formulating the barangay development plans. Periodic monitoring through FGDs has provided avenues for constructive interaction among various stakeholders in the community.
- *Convergence and complementation of services and resources.* These twin concepts ensured unity of purpose among all the stakeholders, and maximized the use of resources for maximum impact.
- *Use of measurable indicators.* Indicators summarize in terms of numbers the extent to which the government is meeting its targets, and identify the gaps that have to be prioritized. The indicators also help capture the behavioral changes essential in measuring transformation of the mindset, the "heartset", as well as the way people behave towards their families, community, and government.
- *Gender responsive approach.* Ensuring women's involvement during the issue identification and implementation stage enabled women to surface their own needs so that the program may address these.
- *Dedication and commitment of MLGU officials.* Using the SRA-MBN approach per se does not spell success. In the case of Malalag, the government's goal of transforming its constituents from idle to productive, illiterate to literate, unhealthy to healthy, insecure to secure, complacent to participatory citizens was matched with resources, commitment, and determination by its leaders

Attachment I: Summary of cost per program area and sources

Program area/purpose	Cost (Php)	Source/s
Women's health /nutrition	446,745 annually	MLGU GAD budget
special health programs	33,000 annually	MLGU
basic nutrition services	187,000	MLGU
Water and sanitation	17,420,048	From 15 barangays: - P480,448; European Union - 680,000; DSWD - 300,000; MLGU 20% dev't fund - 3,459,600; JBIC grant - 2,500,000; JBIC soft loan - P10,000,000
water & sanitation (toilet bowls)	252,800	MLGU and DOH
Ecol solid waste mgt system	1,099,503	MLGU
Housing - 13.23 has.	2,800,000	MLGU
dev't of fisherfolk restlmt	400,000	MLGU
restlmt for 11 bgys	3,300,000	MLGU
housing improvement	600,000	grant to DSWD
house construction	5,253,000	Habitat for Humanity/mortgaged houses
Income & livelihood training	150,000 annually	MLGU +imputed cost of other agencies aggregate of P2,711,390
credit capital	1,638,500	MLGU
upland dev't program	1, 311,450	MLGU 20% equity contribution
	6, 557,250	EU through DA-UPD
mango planting	3,000,000	MLGU
Peace and order	1.2-1.3M annually	MLGU
Basic education & literacy- 14 day care centers	1,040,000	DSWD
honoraria for DCC workers	300,000 annually	MLGU
student employment	659,850	BLGUs: 237, 660; DOLE: 422, 190
scholarship	805,000	MLGU
Psycho-social/crisis intervention	100,000 ('98-'03)	MLGU
parent eff. Seminars	380,000	MLGU
gender sensitizing seminars	100,000	CIDA through LGSP

Acronyms

BLGU	Barangay Local Government Unit
CHED	Commission on Higher Education
CIDA	Canadian International Development Agency
DA	Department of Agriculture
DepEd	Department of Education
DOH	Department of Health
DOLE	Department of Labor and Employment
DSWD	Department of Social Welfare and Development
FGD	Focus group discussions
GO/NGO	Government/Nongovernment Organizations
GST	Gender sensitivity training
HHF	Habitat for Humanity Foundation
IRMT	Integrated Resource Management Teams
LGSP	Local Government Support Program
MLGU	Municipal Local Government Unit
MSSDO	Municipal Social Services and Development Office
SRA-MBN	Social Reform Agenda-Minimum Basic Needs
TESDA	Technical Education and Skills Development Authority



Women Empowerment and Development: **The Experience of Naga City**

Atty. Mila Raquid-Arroyo¹

Naga City has evolved a system of governance which has been recognized as a model in local government administration. The city has received more than fifty national and international awards² for its innovative approaches to governance. At the core of these innovations is the policy that empowers its constituents to meaningfully and effectively participate in local governance. This case shows how the city government lives up to its commitment to people's empowerment through the implementation of gender-responsive programs and projects. For these efforts, the Naga City government was chosen by the United Nations – Habitat as one of the three Gender-Responsive Local Governments in Asia-Pacific.

¹ Councillor, Naga City and author, Women Development Code of Naga City

² In 1996, Naga City received the Habitat II 1996 Top 40 World Best Practices award for its “Kaantabay sa Kauswagan” Program – the City’s program for the urban poor conferred in Istanbul, Turkey by the United Nations Centre for Human Settlements (UNCHS); in 1998 the City received the 1998 Top 10 Best Practices Award conferred by the UNCHS-Dubai International Award for Best Practices to Improve the Living Environment for its *Naga City Participatory Planning Initiatives* (NCPPI); in 1999, *Asiaweek* cited Naga City as one of the four most improved cities in Asia, in recognition of its participative processes, strong democratic traditions, and commitment to excellence; in 2001, the UNCHS selected Naga City as one of the 2001 Top 15 Most Inclusive Cities in the World; in 2002, the City received the 2002 CyberCity Award conferred by the UNDP-TUGI for its website and ICT initiatives; in March 2004, Naga City was awarded as one of the Three Most Gender-Responsive Local Governments in Asia-Pacific; and in June 2004, Naga City received the UN Public Service Award at the UN Headquarters in New York, USA.

Overview

A country's laws are the hallmark of its people's collective sense of justice. This is true especially when the laws become the touchstone by which inequities and inequalities in society are addressed and redressed. Many laws addressing the concerns of women in the Philippines have been passed, inspired by local issues and by such international developments as the World Conferences on Women, the International Conference on Population and Development, and the Conference on the Social Reform Agenda. Much has been accomplished in terms of policy and institutional responses to gender issues at the national level. However, the same cannot be said of the local level responses, primarily because of the tedious process involved before a law gets passed, and the existence of a gap between the legislative intent or spirit of the law, on the one hand, and the executive interpretation of the same law, on the other.

The passage of the Local Government Code of 1991 (Republic Act No. 7160) has, however, ushered in a new and revolutionary perspective in local governance, and presented local government units with tremendous opportunities for local action. For the Local Government of Naga City, the principles of decentralization and autonomy enshrined in the Local Government Code strengthened its resolve to "seize the day" and innovate on various aspects of local governance in order to accomplish better things for its constituents.

One such innovation is the institutionalization of the city government's partnership with the private sector through the passage of the Empowerment Ordinance (Ordinance No. 95-092) in 1995. This ordinance gave institutional identity to the Naga City People's Council (NCPC) and empowered it to directly participate as member of the different standing and special committees of the *Sangguniang Panlungsod* (City Council) and of the different committees, task forces, councils, and boards of the City Government. The NCPC is composed of the accredited non-government organizations (NGOs) and people's organizations (POs) in the city.

Independent women's organizations form part of the NCPC. As of 2003, there were 10 (out of 105) women NGOs/POs in the NCPC. Moreover, of the present NCPC PO/NGO members, 39 are women-led. In partnership with these organizations and its other constituents, the Naga City government has pursued innovations in addressing the concerns of women. Mechanisms and programs have been put in place, the most recent being the creation of the Naga City Council of Women in 2000, the formulation of the Women's Development Agenda in 2002, and the passage of the Women's Development Code in 2003. Naga City's progressive and innovative approach to gender-responsive governance recently earned for it the UN-Habitat Award as one of the three Gender Responsive Local Governments in Asia-Pacific.

Some gender issues in Naga City

Secondary and primary data on the situation of women in Naga point to the following gender issues in the city:

- *Poverty*, which afflicts 40% of the population, and women and men equally. However, women are more disadvantaged than men because household work hampers their (women's) full participation competency-based occupation, thus their lower labor force participation rate;
- *Gender tracking* for both college and vocational choices;
- *Gender stereotyping*, especially in the media, despite efforts of some women's groups (such as Women Information and Referral Exchange and AN Bikol Women) to address this;
- *Inadequate access to health services* among 38 – 42% of the women in the city. A related health issue is that 95% of the City Health Office's STD clients are women, mostly working as GROs and/or prostitutes;
- *Incidence of violence against women*, such as wife beating, marital conflict, physical maltreatment, inadequate financial/economic support, and rape. Victims claim violence is spurred by their partner's insecurity, such as when the women get a job or refuse to have sex; drunkenness; infidelity; or a mere sense of superior strength or power.

The Naga City government's initiatives for women empowerment and development

Women play a fairly active role in the Naga City government. They occupy about 41% of first-level and 56% of second-level employees. Ten offices are headed by women, in the following sectors: law (PAO, RTC, and MTC), health (Hospital, and Population and Nutrition), finance (Audit and Accounting), information/education (Public Library and Civil Registry), and human resource management.

Of the city's 12 elective officials, three are women, all City Councilors. There are four women, out of 27 *barangay captains*; eight of 27 *Sangguniang Kabataan* (SK) chairpersons; 10 of some 500 *barangay* peace and security officers or *barangay* police; seven of 127 personnel of the City PNP; and 14 of 63 personnel of the Bureau of Fire Protection.

The significant presence of women in the city government, the proliferation of independent women's organizations and NGOs providing services to women, and the city government's openness to people's participation provided a fertile ground for the crafting of the *Women Development Code of Naga City*, and the creation of structures and mechanisms needed for the implementation of the Code's *Women Development Agenda*.

The Women Development Code of Naga City (Ordinance No. 2003-045)

Naga City Ordinance No. 2003-045, otherwise known as the *Women Development Code of Naga City* is a product of the collaborative efforts of the Naga City Government, and women NGOs and (POs). The Code sought to institutionalize existing gender initiatives to ensure their sustainability even with the change in government administration. The 21-page ordinance, authored by SP member Atty. Mila Raquid-Arroyo, was finalized after series of consultations with concerned sectors to ensure that it would be truly comprehensive and that its provisions are implemented faithfully.

The Code includes two provisions that are critical to the implementation of the local women's development agenda and the sustainability of the GAD program:

- *Assurance of resources for GAD.* The Code provides for a GAD budget equivalent to 10% of the City's Annual Budget rather than the minimum 5% provided for in the General Appropriations Act;
- *Institutionalization of the Naga City Council for Women (NCCW) and the other venues for direct women participation in governance.* The NCCW was assured of membership in the Sangguniang Panglungsod's various committees and other committees/boards/councils in the City Government. The NCCW was thus strengthened as a tripartite mechanism to monitor and ensure compliance with the Code's provisions, thereby effectively institutionalizing it as a local version of the NCRFW.

The other salient provisions of the Code are:

- Clearer declaration of the GAD principles and policies that the city government will adhere to in the exercise of its powers;
- Clear declaration of women's rights that the city government upholds, and of mechanisms that will ensure enjoyment of the rights declared therein;
- Provision of greater protection not only for women but also for the youth; integration of a gender framework in the education curricula;
- Holding of the *Annual Women's Summit* to ensure that the *Women Development Agenda* is able to respond to the current and emerging needs of women in Naga City.

Enforcing the provisions of the Code took a big leap forward with the creation of Task Force SAGIP, a multi-disciplinary and multi-sectoral network of agencies against



pornography and commodification of women. The Task Force is authorized to implement immediate measures to prevent or stop the publication of pornographic articles, and the public staging of indecent shows and those that promote commodification of women. It operates under the NCCW and is now headed by the representative of the Naga City People's Council (who is a staunch male advocate of women's rights) with the CSWDO as co-chair.

The Task Force had its baptism of fire during the recent Peñafrancia festivities, when it successfully prevented the staging of a show by a group called Viva Hot Babes on the grounds that it violates the provisions of the Code. This action led the City Mayor to issue an executive order defining the guidelines for the staging of live shows in Naga City.

Naga City's Women Development Agenda

In order to provide the City Government with a defined direction for women's development, the NCCW convened a Women's Summit in March 2002. The Summit identified several problems confronting the women's sector in the city: a) lack of comprehensive plan for women's development; b) lack of access to resources needed to implement women's programs due to poor linkages; c) insufficient data necessary to address women's concerns; d) lack of opportunities to harness women potentials, both economic and political; and e) limited participation of women in NCCW activities.

In response to these problems, the summit formulated the *Women Development Agenda* which tackles such problems as poverty, prostitution, and violence against women, and identifies concomitant activities to support income generating activities, information generation and dissemination efforts, and capability-building initiatives. The agenda focuses on women whose income falls below the poverty line, with the disadvantaged (physically handicapped women and commercial sex workers) and abused women as primary targets.

The NCCW prioritized a set of strategies to address the identified issues, which include:

- Establishment of a data bank on available women skills and services for women;
- Consolidation of past and previous efforts of all women's groups to facilitate monitoring and periodic evaluation of women's activities for complementation and optimum participation;
- Capability-building through continuing information dissemination and education, and skills training;
- Encouraging wider participation of women within the NCCW structure, especially the differently-abled and disadvantaged women; and
- Establishment of mechanisms that will further institutionalize women's participation in governance.

The Naga City Council for Women (NCCW, Ordinance Nos. 2000-012 and 2002-053)

In 1999, the *Sangguniang Panlungsod* Committee on Women initiated a meeting of 13 NGOs and community-based women's organizations to brainstorm on what the City government should do to address women's concerns. The meeting highlighted women's need and potentials to go beyond their traditional roles. It also recognized the efforts of the government and NGOs to respond to gender issues; it was pointed out, however, that there is a need for a mechanism that will coordinate and maximize their delivery of services. The results of this meeting provided the inputs to Ordinance No. 2000-012, which was approved on Women's Day (March 8, 2000), creating the Naga City Council of Women (NCCW). NCCW's vision is to see "women as partners of men to help improve the city through equal access to resources and opportunities, a peaceful family and community, and a development framework sustainable enough to uplift the conditions of the marginal sectors of the community."

The Ordinance was revised and strengthened after the series of consultations and organizational meetings held to formulate the *Women Development Agenda*. The meetings surfaced the need for wider participation and involvement of other women's groups, and for increased institutional and financial support from the city government. The revised Ordinance (2002-053) categorized the Council members based on the

areas of concern they address, and mandated the Council membership of government offices/agencies whose programs and services cater to women. This mandate was envisioned to promote effective coordination and efficient resource complementation among the various stakeholders on women's issues.

The revised Ordinance enabled the NCCW to function as the mechanism for the consolidation and coordination of all efforts, public and private, towards the achievement of the *Women Development Agenda*. The NCCW also effectively became a planning and policy recommendatory body, as well as a feedback mechanism to ensure the expeditious formulation and effective implementation of responses to women's issues.

The NCCW is headed by the Mayor and the SP Chairperson of the Committee on Women. It is a quasi-government body whose lead role is to coordinate with national and local government agencies for sector-specific services. It is politically supported by, and is in consultative status with 41 sector-based NGOs and POs, 18 government support services, and three ex-officio members, the latter ensuring support from barangays and for legislation. The NCCW Board recommends, formulates, and monitors the implementation of policies; ensures resources for GAD activities; and promotes the participation of all Council members.

Gender responsive community action

Consistent with its commitment to empower the people towards meaningful and effective participation in governance, the Naga City government strongly facilitates and supports, through policies and budget, various private sector initiatives in response to the concerns of women. Two such initiatives are the:

- *Naga City Home Care Center*, an NGO facility that serves as a half-way house/shelter for women/children victims of violence. It is funded by the Naga City Government.
- *Naga City Bantay Familia, Inc.*, a mechanism by which the delivery of all public- and private-sector services to women and children victims of violence – from the city down to the barangay levels – are effectively organized and coordinated. As such, these services are delivered in the most expeditious way, at the time when they are needed, and in the right manner. Consequently, there is greater assurance that utmost care is exercised in the treatment of a particular problem, and that proper protection and assistance are extended to the victims so that they can cope with, and survive, their ordeal.

The city government also provides and facilitates access to various forms of financial assistance for the implementation of the NGOs'/POs' programs and projects for women, particularly those pertaining to livelihood and income-generation through TESDA and the

City's MetroPeso, the social credit, microfinance, and manpower development and placement office of the City Government.

Naga City's gender and development budget

From 1999 to 2003, the City's budget for women, excluding the budget items under the different departments with female beneficiaries, was provided under the item called *Kababaihan Katuwang sa Kauswagan* (Women Partners in Development) in the City's Annual Budget. Based on the City's budget record, between 2001 and 2003, both the budget under *the Kababaihan Katuwang sa Kauswagan* item and the budget for NCCW operations decreased. However, this decrease did not mean lower or lesser budget for women. The decrease was only a consequence of the city government's decision to incorporate the GAD budget into the budget of offices charged with programs addressing women's concerns. Besides, the NCCW is not a program implementor (hence, it does not require budget for program implementation) but a policy-formulation and monitoring body tasked to recommend policies to improve the delivery of services of the City's line offices.

In addition to the NCCW budget and the budget for mainstream programs, other expenses charged against the GAD budget (10% of the city's annual budget, as provided for in the Code) are the financial assistance to private groups for the implementation of specific programs for women, and the yearly allocation for the *Kababaihan Katuwang sa Kauswagan*. The NCCW practices the "bottom-up" budgeting process in identifying the priority items for the *Kababaihan Katuwang sa Kauswagan* budget, i.e., it holds consultations with the concerned sectors before submitting the budget proposal to the City Mayor's Office.

Results and challenges

Local legislation in the form of ordinances, executive orders, and resolutions directed more attention to gender issues and enabled the implementation of programs and projects to address them. The increased coordination of efforts by concerned GOs and NGOs within the NCCW structure improved the implementation of gender-responsive programs. The efficiency and effectiveness of inter-agency cooperation has maximized the results achieved, especially in the form of a more coordinated response to violence against women. The availability of a regular GAD budget and the presence of the necessary implementing mechanisms have enhanced the sustainability of women's programs in the city.

In particular, the GAD Budget has become a **means of coordinating** the activities of all City Government offices addressing women's concerns. However, the NCCW is yet to devise a yardstick to measure performance of these agencies and against which the annual planning/review mandated under the Women Development Code will be made. Moreover, sex-disaggregated data are not yet available, and this hampers cost-benefit analysis of the entire GAD budget.

The GAD Budget has also become a **means of ensuring** the implementation of gender-responsive programs faithful to the gender-responsive policies already in place. However, the NCCW still has to establish clear standards of performance and benchmark for the City Government, the NGOs, and the POs. The fact that the GAD budget is spread in practically all programs under the local development fund levels a heavy expectation on NCCW, as coordinator and monitoring body for programs, to ensure that the fund truly benefits women.

The NCCW enjoys the support of women leaders in Naga City. However, a good communication system needs to be installed to encourage participation, particularly from the base membership of its member-organizations **and** from the unorganized portion of the women populace. Along this line, the City's i-Governance Program, which facilitates governance participation by individuals through www.naga.gov and the *Citizen's Charter*, is just waiting to be tapped and maximized.

Finally, both the NCCW and its base organizations and aggrupations need to develop second-line leadership within their ranks. This requires continuing capacity- and capability-building for the members of the different women organizations to prepare and enable them to take on leadership roles in order that leadership will not be concentrated only to a few, thereby ensuring institutional, rather than personal, capability within these organizations.

Conclusions

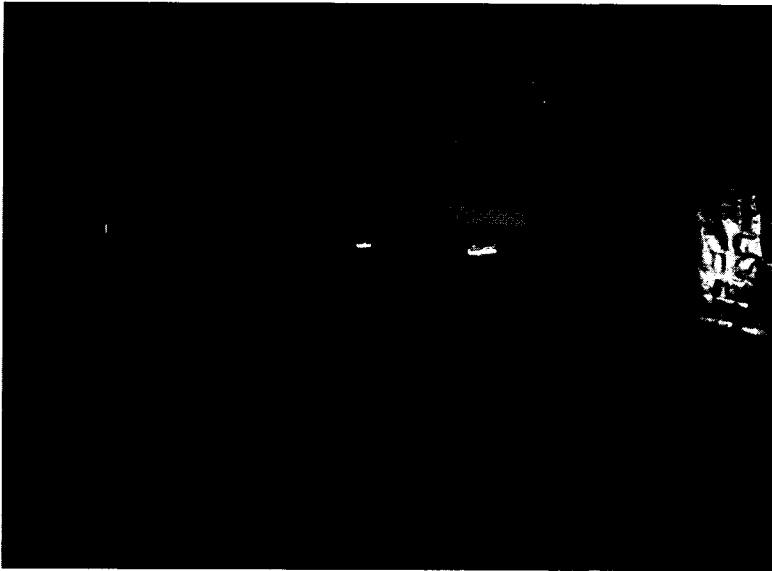
Women's empowerment is indispensable in community development; however, it can only be achieved if there is first economic empowerment. Economic empowerment is an indispensable strategy for ushering in women's effective, meaningful, and sustainable action for a gender-responsive community. With the increasing participation of women both in the political and economic affairs of Naga City, and the concomitant openness and initiative of the City Government, the path towards economic empowerment becomes wider everyday.

Addressing the needs of women as a disadvantaged sector requires efficient and effective mechanisms and interventions supported by gender-responsive legislation and budget commitment. These are all in place in Naga City; they just need to be consistently actualized. Moreover, given the ever-increasing needs vis-à-vis limited resources, it is imperative to set priorities in the right direction and to forge a strong partnership with the private sector. Continually engaging the constituency to directly participate in development work may be a tedious and complicated task for both government and civil society, but it is the way out of poverty and powerlessness. It is truly encouraging to note that in Naga City there are strong and manifest agreement and efforts towards this direction in the government and civil society, both independently and as partners.

Acronyms

CSWDO	City Social Welfare and Development Office
GAD	Gender and development
GRO	Guest relations officer
MTC	Municipal Trial Court
NCCW	Naga City Council of Women
NCPC	Naga City People's Council
NGO/GO/PO	Non-government/government/people's organizations
PAO	Public Attorney's Office
PNP	Philippine National Police
RTC	Regional Trial Court
SK	Sangguniang Kabataan
SP	Sangguniang Panlungsod
STD	Sexually-transmitted diseases
TESDA	Technical Education and Skills Development Authority

*(Permission to publish given to the NCRFW:
HON. JESSE M. ROBREDO, Mayor, Naga City, 26 August 2004)*



Quezon City:

Engendering Quezon City: Gender-Responsive Governance

Mary Ruby Palma²

This case not only documents the Quezon City government's efforts towards gender-responsive governance but also presents lessons and insights about gender mainstreaming that GAD stakeholders could immensely benefit from. Further, Quezon City's experiences in gender mainstreaming underscore the importance of a coordinated and holistic GAD approach, a principle that all stakeholders say they subscribe to, but not all of them are able to effectively implement.

¹ A prequel to this article was published in the Review of Women's Studies Journal, Special Issue on Gender and Governance, Vol.XII, Nos. 1&2, Jan-Dec 2002, also by the same author entitled " Engendering Quezon City ".

² Executive Director, Quezon City Gender and Development Resource and Coordinating Office; Founding President, SENTRO ng Manggagawang Pilipina, and Convenor, Gender Resource Network.

Overview

The Quezon City boasts of many “firsts” in the area of gender and development. It is the first city in Metropolitan Manila to pass a City GAD ordinance allocating for a gender budget; to create a Gender and Development Resource and Coordinating Office (GADRCO); to form a City Gender and Development Council; and, as part of its Gender Empowerment and Mainstreaming (GEM) Program, to enact a citywide Gender and Development (GAD) Code. The city is also the first in MM to institutionalize a localized GAD Focal Point System for the barangays and for the departments/units under the Mayor’s Office, and to initiate the Most Gender-Sensitive Film Award in local cinema through the annual Metro Manila Film Festival. Finally, it is the first local government unit in the National Capital Region to produce a citywide GAD tabloid. The tabloid, titled *We Connect*, to which writers from the city departments, NGOs, media and academe contribute, gets funding from the city government.

Underlying these achievements is the Quezon City government’s sustained commitment to gender-responsive governance, a commitment that goes a long way back in the city’s history.

The initial years: Forming alliances for a unified GAD vision for Quezon City

Moves to address the specific needs of women started when then Vice Mayor Charito Planas established the first women’s desk in the city police force in the mid ‘90s. Later, Congressional Representative for Women Justice Leonor Ines Luciano and Ms. Mary Ruby Palma, SENTRO’s founding president, held coordination meetings with women leaders in the city and negotiated with the city government for the establishment of a GAD mechanism and the passage of a GAD ordinance, which were envisioned to move the city towards gender equality and empowerment. In 1997, then Mayor Mel Mathay, Justice Luciano, and SENTRO entered into a partnership commitment to carry out GAD programs and activities in Quezon City. PROGAD, acronym for gender and development program was born.

SENTRO provided the womb for PROGAD’s birth (such that it became known as SENTRO’s PROGAD) and committed to manage the program for five years to start off GAD activities in the city. During these five years, SENTRO and the TWG of PROGAD would represent and carry out the city’s GAD agreement with the NGOs. It was envisioned that after five years, the city would have passed a GAD ordinance that provides for a GAD budget, a city GAD Council, and a GAD office under the Mayor’s office. It was also envisioned that upon the establishment of the GAD office, PROGAD will be institutionalized.

Initially, there was no formally allocated budget for PROGAD; the Mayor’s office funded the activities related to training and capacity development of employees. It was only in

October 1999, with the passage of Ordinance No. 821 (sponsored by then Councilor Nanette Daza), that the program was provided subsidies. However, only a portion of the fund was released, and this was used mainly for operating expenses, maintenance, and training. Thus, from 1997 to mid-2002, SENTRO was running the program practically on voluntary basis. To support its work, it created a Technical Working Group (TWG) composed of gender and human rights activists residing in the city³ and who became PROGAD's *comadronas* (midwives) and godparents. The TWG members supported SENTRO's work as volunteer trainers, advocates, activists, etc.

SENTRO also looked into an office space where the PROGAD could be based. With the support of a few city officials, it found, renovated, and refurbished a former warehouse and used it as its office. Despite its small physical space, PROGAD struggled to be visible and have its presence felt by city hall. The TWG and other women leaders started a donor-driven GAD knowledge center, for use by student researchers and the councilors' staff members. Soon, abused women and men were knocking at its door, seeking free orientation and referrals for their cases. PROGAD worked with network NGOs, such as the Women's Legal Bureau and Women's Crisis Center. College and graduate students from the University of the Philippines (UP) and the Ateneo de Manila University linked with PROGAD in community immersion activities.

Lesson 1

A physical presence within the city government premises serves well for a visible and sustained advocacy, for cultivating relationships with city departments/offices, and for consolidating GO/PO forces towards the GAD goal.

The campaign for the GAD ordinance

In 1999, the PROGAD-TWG, with a small grant from the Institute for Popular Democracy, undertook a study of ordinances related to gender concerns. This signaled the beginning of PROGAD's lobby for the passage of a GAD ordinance. The campaign with the city council and finance officials took every conceivable form. The TWG called for a series of orientations on GAD. It convened a meeting with then Vice-Mayor Connie Angeles on the need to have a GAD ordinance, hoping to get her as its co-sponsor. However, only her representative and three other councilors attended the meeting. Undaunted by this poor showing, the TWG took another tack: a "person-to-person" lobbying between council sessions, spot visits to the councilors' offices, and endless reproduction and distribution of materials, mostly GAD mandates and statistics on various issues in aid of legislation. The

³ Among them were psychologist and GAD consultant Dr. Amar Torres, former Brgy. Captain La Rainne Sarmiento, urban planning specialist Dr. Zeny Manalo, local governance expert Dr. Chit Tapales, nutrition and health expert Miyen Verzosa, writer-columnist Domini Torrevillas, labor leader Jurgette Honculada, then Councilors Fresca Biglang-awa and Nanette Daza, and SENTRO's Justice Luciano, Chat Mercader, and Sr. Aurice Palma and Mary Ruby Palma.

number of women and men allies in the city's executive and legislative departments slowly increased.

Lesson 2

Pass the GAD ordinance now, and perfect it later –a lesson in guerilla tactics from the veteran councilors.

Councilor Fresca Biglang-awa, then chairperson of the Council's Appropriations Committee and president of Novaliches Soroptimist International, sponsored the GAD Ordinance drafted by the PROGAD-TWG. While the TWG wanted citywide consultations to perfect the draft ordinance, time was running out. The May election in 2001 was fast approaching and the incumbent council was ending its term. The QC GAD Ordinance No. 1030 was finally approved during the last (79th) session of the city council on 30 March 2001. It provided for the establishment of a QC GAD Council, a Gender and Development Resource and Coordinating Office (GADRCO), and a GAD budget.

The present situation: GAD efforts strengthened by legislative and executive support

During the 2001 elections, Justice Luciano, SENTRO, the PROGAD-TWG and POs actively campaigned and mobilized community women to vote intelligently for a leader who would support the GAD vision for the city. They organized political education caucuses and endorsed their candidate, Feliciano Belmonte, Jr., who showed a remarkable management record in the Government Service Insurance System, the Manila Hotel, and the Philippine Airlines. He actively supported the GAD budget provision in the General Appropriations Act when he was in Congress. (Mayor Belmonte would later on bail out Quezon City from being a debt-ridden city to being the richest in the country).

Lesson 3

The pursuit of GAD objectives is political and the GAD and/or womens agenda has to be included in electoral politics. Advocates have to cast their lots with the most likely winning candidate who has the integrity and credibility to implement the GAD ordinance.

The election of Mayor Belmonte augured a more resonant GAD movement in Quezon City. Recognizing the importance of equality and empowerment in his own vision of a quality community, Mayor Belmonte formally established the Gender and Development Resource and Coordination Office (GADRCO) on May 22, 2002 and provided a modest budget for a small staff and operations. GADRCO effectively dissolved PROGAD. However, the appointment of the SENTRO head as the first Executive Director of GADRCO, and SENTRO's membership in the GAD Council, ensured the continuity of the program.

GADRCO serves as the focal point for GAD related activities, doing training and advocacy work and serving as technical and administrative support to the GAD Council. Being under the Office of the Mayor provided GADRCO the formal identity and linkages needed to mobilize human and financial resources and source external support for its programs.

Through EO No. 16, Mayor Belmonte activated the GAD Council as a planning and coordinating body. It is composed of representatives from the City Hall's major departments; and NGO representatives, which the EO provides should comprise 30% of the members. SENTRO is one of these NGOs, and the other six NGOs were elected from among accredited women's organizations or NGOs/POs with gender/women programs. Presently, amendments are being worked out to add several departments and other NGOs to the Council to increase its membership.

In the first month of Mayor Belmonte's term, GADRCO held a dialogue (*NIIGAN*) between him and women NGO leaders, where he pledged his support to the GAD agenda. Later, with the support of the UP National College of Public Administration and Governance and the United Nations Development Program, a pilot training on gender and local governance was conducted for barangay officials to impart the Mayor's GAD policy and elicit their cooperation in his program.

By mid-2002, the GADRCO went full steam. Because its Executive Director sits in the regular executive committee meetings, there is an assured venue for discussing the Council's programs and concerns with city officials. This encouraged the Council to work hard to make Quezon City known for its gender and development efforts. In March 2003, the NCRFW awarded the Mayor a Plaque of Appreciation for the city's pioneering GAD initiatives, and SENTRO for its initiating efforts.

Lesson 4

Government support for NGO-LGU advocates, in terms of specific "push" for GAD PPAs and budget for local governments, is very weak. This weakness is also seen in the absence of feedback and comparative reporting mechanisms, as well as the lack of incentive/recognition measures for GAD. But it is always prudent to keep national government agencies/officials, as well as interested foreign groups/funders, aware of what NGOs/POs and local officials are doing, to give credit where it is due and to acknowledge supporters and implementers.

Some problems and how we addressed them

As a pioneer city in gender mainstreaming in Metro Manila, Quezon City did not have the benefit of learning from the experiences of cities in similar highly urbanized areas.

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Some problems and how we addressed them

As a pioneer city in gender mainstreaming in Metro Manila, Quezon City did not have the benefit of learning from the experiences of cities in similar highly urbanized areas.

Moreover, it did not receive any support from national agencies during the initial years of its GAD operations. More specifically, the GADRCO has had to contend with the following realities confronting gender work:

- weak monitoring and reporting on GAD compliance; limited sharing of GAD experiences and achievements among local governments;
- very little, if any, encouragement and support for advocates and LGUs that have struggled in their GAD work, and lack of incentive or recognition schemes for their innovations and outstanding accomplishments in gender mainstreaming;
- very little attempt to translate GAD materials and/or train users on the application of GAD tools in local planning and budgeting, and integrating these in existing planning and budgeting system in city/departments/barangays;
- limited documentation and sharing of good and bad experiences on GAD in local governance; limited dissemination and verification of reports on LGU GAD plans and budgets collected by NCRFW and DILG as to provide good examples to others; and
- lack of parallel local-level guidelines on the annual GAD budget issued; local guidelines merely mention GAD-related plans, budgets and PPAs with the words “encouraged” or “may” which are not necessarily taken as mandatory instructions.

The GADRCO and the Quezon City government thus undertook efforts to make their work and accomplishments as widely known as possible, and to play up the role of their supporters, particularly the Mayor and the other local officials. In particular, the following were undertaken:

- invited NCRFW officials to advocate for the inclusion of GAD as an agenda of the city government’s ExeCom; NCRFW’s endorsement provided a national “flavor” and mandate for the Mayor’s GAD initiatives;
- awarded a Plaque of Appreciation to Mayor Belmonte during one Women’s Month Celebration in a flag ceremony so that everybody was made aware of his contributions to GAD efforts;
- invited departments heads/officials, the GAD Council, and NGO members to talk about their GAD activities/experiences during briefings for foreign and local delegations inquiring about Quezon City’s GAD; and
- forged informal partnerships with other LGUs (Quezon City also plans to initiate a league of GAD focal points and establish “sister GAD cities” with Angeles and other areas).

Working for the GAD Budget

Upon her appointment as the first head of GADRCO, the author prepared and defended before the new finance committee under Mayor Belmonte and later before

the city council, the GADRCO organizational structure, contractual staff composition, and budget.

Lesson 5

Even if provisions are enshrined in national and local mandates, there are no shortcuts in accessing the GAD budget; creative strategies need to be employed. Sharing resources with all parties in implementing GAD PPAs and reporting such investments, while quietly prospecting entry points and allies in the city government are practices that worked for Quezon City.

In 2002, GADRCO received a budget of Php1.5 million, which was allocated for contractual staff and operating expenses. The budget was slightly increased for 2003 and 2004 (see Table next page). The amounts are definitely small, if reckoned against the 5% provision under the General Appropriations Act. This is because GADRCO is not expected to implement the PPAs but only to influence the gender responsiveness of the PPAs of departments and offices. However, aside from the GADRCO budget, there is still no separate line item budget for GAD in the city's budget plan. This is expected to be addressed by the passage and implementation of the GAD Code, which requires the allocation of a GAD budget for the city's various departments beginning 2005. In the meantime, GADRCO reckons allocations for gender mainstreaming through the following:

- tapping the Mayor's Fund or the General Fund for the implementation of proposals and activities towards capacity building and awareness raising on gender issues and local governance; publication of a quarterly GAD newsletter; Women's Month Celebration; annual Gender Summit; annual QC GAD Awards in the Metro Manila Film Festival; and counterpart NGO-LGU activities on GAD;
- working with the GAD Focal Points of departments and barangays in conducting advocacy work for the allocation of budgets for gender mainstreaming, and for the inclusion of GAD planning and monitoring forms in their respective offices' budget meetings; and
- imputing, as part of the GAD funds, the cost of programs and projects that primarily target women, such as livelihood training under the Social Services and Development Department (Php 1m yearly); loans and training for livelihood ala Grameen banking under the Sikap Buhay Program involving 3,000 women (P59m); and the regular maternal and reproductive health programs of the city (P10 m).

The GADRCO also taps external sources for additional funding, such as those coming from the UNDP, UNICEF and congressional funds of Abanse Pinay and NGOs (e.g. Soroptimists of QC) as seen in the table next page. GADRCO is also proposing the

establishment of a GAD Foundation to supplement its resources in light of present government austerity measures.

Source of Funds	Year I 2002	Year 2 2003	Year 3 March 2004 actual & approved
City Government	P1,553,993.00	P1,713,235.45 60,000.00 (UNICEF counterpart)	P3,435,180.00 1,306,000 (vehicles) 44,000 (stickers, forum)
UNDPNGOs/ POsUNICEF- CPC5Congressional Funds(from Rep. Pat Sarenas)	80,000.00* 100,000.00/1	12,500.00 /2 80,000.00/3	18,000.00 /4 400,000.00 /5
Total as of March '04: City Government and Other Sources	P1,733,993.00 0.14% fr. other sources (NGOs,etc.)	P1,865,735.45 0.54% other sources/stake holders, including	P6,203,180.00 6.7 % other sources and stakeholders (not included, P1M from Abanse Pinay)
<p>Notes: *pilot seminar-Gender and Local Governance1/ operating expenses; volunteers' allowances, repairs by SENTRO2/ videography contribution by Partners Intl.3/ audio-visual4/ forum on anti-trafficking/ anti-VAW stickers contributed by SIQC5/ consultations on and printing of QC GAD Code by Abanse Pinay</p>			

With the approval of the GAD Code, the Mayor allocated a sum for the GAD Council to draft the IRR. Prior to the finalization of the IRR, GADRCO conducted orientation and consultations about the Code with all departments and offices, barangay officials, including the courts and jails based in the city. Abanse Pinay, through a MOA with the city, gave an initial grant of Php400,000 for the finalization and reproduction of the IRR and for the conduct of activities related to sharing information about the QC GAD with national and international groups.

Another step being undertaken is the conduct of a gender budget peer workshop this September to enable departments/offices to include GAD allocations in their 2005 budget. In the coming years, the GAD Code is expected to guide and systematize gender planning and GAD budgeting in Quezon City.

The Quezon City GAD Mainstreaming Program

Quezon City is particularly proud of two major breakthroughs: its gender mainstreaming program and the passage of the Quezon City GAD Code.

The Quezon City five-year GAD mainstreaming program was conceptualized in 2002 and its budget, most of which was incorporated under the capacity-building program and new programs of GADRCO, was approved in 2003. The program hopes to institutionalize and sustain the GAD gains through the second term of the Belmonte administration. The program envisions a gender-sensitive city by year 2007, achieved by building gender-responsive mechanisms in local governance. Its objectives and targets cover mainstreaming entry points in policies, programs and mechanisms, and people. Its main objectives are to:

- Integrate the GAD objectives/values of equality, equity, and empowerment at the policy level;
- Establish and institutionalize mainstreaming mechanisms inside and outside the city government; and
- Develop a gender-responsive workforce and a public which is aware of gender issues and the city's GAD efforts. This includes drumming of support from the media, NGO/PO, and other members of the private sector.

Initial results of gender mainstreaming

The Quezon City GAD Code will henceforth guide gender mainstreaming in the city's programs and projects to ensure that the Code's objectives are achieved in the long term. After two years of implementation, gender mainstreaming is showing some results, made possible by the support of the city government and the synchronized efforts of the gender advocates from the NGO/PO community, media, the academe, and other civic organizations. While it is not possible to measure the impact at these early stages, progress is seen in terms of three mainstreaming entry points:

At the policy level

- *Presence of enabling policies on GAD.* These policies include GAD Ordinance No.1030 of 2001, which created the GAD council, and EO 16, which reactivated this Council. Another landmark policy achievement of the GAD program is the GAD Code. The GADRCO also had some success in advocating for ordinances and resolutions that have influenced the city's other programs, such as the ones on solo parents, nondiscrimination at work on the basis of sexual orientation, and reproductive health.
- *Allocation of GAD budget.* GADRCO has been provided with an operating budget, and some city departments, offices and barangays have started allocating amounts for gender mainstreaming. The City Council also passed a resolution providing funds for a yearly Quezon City GAD Award for the Most Gender-Sensitive Film during the Metro Manila Film Festival, an initiative of the Mayor and the GADRCO. It was the Quezon City government's first mainstreaming outside of the locality. The first award was handed out in 2003, to Teamworks Production and their film *Homecoming*.

At the mechanisms and program level

- *A stable and sustainable GAD mechanism.* The GADRCO is in place to support the vision of a gender fair city. The GAD Council has been actively leading and supporting GAD efforts such as lobbying for gender-sensitive data collection and reporting, working for the formation of department/office GAD focal points, and networking with other NGOs with city officials, thereby increasing the consultative base of accredited women NGOs/POs.
- *A GAD focal system in place.* The city has a localized GAD focal point system involving 38 offices and departments and consisting of 61 focal persons. A resolution urged the *Sangguniang Barangays* in Quezon City to designate GAD Focal Persons and to allot a barangay GAD budget and a yearly budget for a gender capacity-building summit to facilitate mainstreaming in each barangay's planning system and services.
- *Gender mainstreaming in city programs, through such activities as the following:*
 - increased advocacy, by the health department, for males to undergo vasectomy;
 - conduct of gender-responsive public information and community newspaper workshops for editors/writers of departments/barangays with publications;
 - gender analysis of the DTI module on achievement motivation and values;
 - development of a city gender profile and a sex-disaggregated geographic information system; and
 - monitoring, by the PNP Women's Desks, of the incidence of crimes against women/children (said to be decreasing from 2000-2002).

People-based interventions

These consist of interventions aimed to promote greater awareness about gender concerns among the population, and include:

- workshops with 700 personnel from 31 departments and offices on GST and gender responsive governance;
- print (*We Connect* tabloid) and television promotional materials;
- advocacy stickers against violence for 20,000 tricycles in the city;
- seminars and GSTs for school administrators, QC parolees and pardonees; and
- mentoring programs for women NGOs/barangay officials seeking skills in local GAD applications
- inclusion of laws on youth and women, key concepts on gender and gender issues as a regular topic in the counseling sessions for public high school students

The city's gender mainstreaming program is moving forward. With the same vigor of the city government and women advocates, the effects of GAD mainstreaming are expected to be felt on broader and deeper scales in the coming years.



The Quezon City GAD Code

A recent achievement in legislative advocacy is the successful lobby for the passage of a City GAD Code and its approval on 1 April 2004. The Code is very comprehensive in scope and its formulation process is very participatory. Believing in a resource-sharing and a participatory policy, the GAD Council, chaired by the Mayor, mobilized barangay officials, NGOs/POs and the private sector through a series of district consultations – from identifying priority concerns in the city's four districts, adopting a framework, to the drafting of the City GAD Code. Representative Pat Sarenas of Abanse! Pinay provided P400,000 in grant for the cost of the consultations and reproduction.

A second round of workshops focused on the GAD Code and the IRR is being conducted for more than 400 representatives from departments/offices/courts and other sectoral organizations. Both in its formulation and later on in its implementation and monitoring, the Code can thus be regarded as a tribute to the values of community ownership and empowerment.

The Quezon City GAD Code contains a declaration of policy on gender equality, as well as provisions on the basic principles underlying the issues of gender and development and the mechanisms through which these issues may be addressed. Some of the key issues discussed are violence against women, support mechanisms to empower women, political and public sphere participation, labor and employment, health and education rights, and socioeconomic rights. Penal provisions for gender-related violations are likewise set in the Code.

Future Challenges

The Quezon City GAD experience has shown that active civil society participation/advocacy, dedicated and creative executive leadership, and support from the legislative serve are the best ingredients in mainstreaming gender in local governance.

³ Around 18 out of 78 departments/offices/task forces are headed by women.

Despite their many achievements, the GADRCO and GAD Council remain on their toes particularly at a time of changes and scarcer resources, and before a formidable team of mostly male managers⁴ particularly the Finance Committee. Then again, there is always the threat of GAD being misunderstood as “for and by women only”, and of the GADRCO/ GAD Council as meddling if not “usurping” regular department functions such as social services, personnel development, and health matters. Resistance and suspicion are always expected, but these can be erased with the help of capacity-building of department heads and focal points. Another misconception that has to be corrected is that GAD is a motherhood program that does not merit debate and discussion like “breakthrough” or “high-impact, cost-efficient” programs. There is also a tendency and a perception that gender need not be included in budget deliberations and defense, thereby depriving advocates the opportunity to explain GAD to the decision makers as a framework for governance.

In the first city report of the Mayor after his initial year in office, GAD accomplishments were acknowledged under “services for women”. During the second report, GAD accomplishments were mentioned under “personnel capacity-building”. In a recent planning conference composed of top-level executives, the GADRCO was included in the “education and services” cluster. The GADRCO and advocates have to constantly prove that GAD is encompassing as it is unifying and, if it has to belong to only one group, it should be the “governance” cluster.


Budgeting for 2005 is a major challenge, requiring risk-taking and serious commitment from departments/offices. But the DILG Budget circular for LGUs only includes one item for GAD PPA, which in effect glossed over the need to allocate for a separate GAD budget line item. Another gap is the absence of a GAD budget directive for local governments similar to the Joint Memorandum Circular No. 2004-1. This circular serves as mandate and application guide for budget planners in pursuing GAD PPAs, and recommends the forms to be submitted to the DILG, DBM, and OP-NCRFW. If a parallel local-level document is available, GAD budgeting advocacies and application capacities in local governments will be facilitated.

Acronyms

BPLO	Business Permit and Licensing Office
DILG	Department of the Interior and Local Government
GADRCO	Gender and Development Resource and Coordinating Office
PNP	Philippine National Police
PPAs	Programs/projects/activities
PROGAD	Gender and Development Program
SENTRO	Sentro ng Manggagawang Pilipina
SSDD	Social Services and Development Department
TWG	Technical Working Group



Individual Case Matrix of 10 LGUs



Individual Case Matrix of 10 LGUs

Individual Case Matrix of 10 Local Government Units (LGUs)

Parameter	Key information
1. Area /Subject	BULACAN PROVINCE - PKKKB: Region 3
2. Title	Reaching Out to the Grassroots: The Panlalawigang Komisyon para sa Kababaihan ng Bulakan
3. FPW area addressed	Economic empowerment and gender responsive governance
4. GAD initiation	1991 Local Government Code encouraged then Governor Pagdanganan to establish the PKKKB; also in response to RA 7192
5. GAD mandate	RA 7192; EO 94-02 creating the PKKKB
6. GAD mechanism	PKKB as the provincial women’s machinery under the office of the Governor; governed by a Board of Commissioners headed by a Chairperson; has municipal counterparts called Konsehong Pambayan para Kababaihan; works directly with women NGOs for programs and projects; also works in consultation with GOs
7. GAD planning and budgeting	Annual planning consolidates inputs from NGOs and from the assessment of previous and present activities; also in consultation with the Governor regarding provincial priorities; plan is integrated into the provincial development plan. PKKKB does not directly participate in budgeting but works with departments like the DSWD to secure budget for women’s programs. Budget is called budget for women’s programs rather than GAD budget
8. Programs/strategies	Works with women NGOs on programs and projects; coordinates with offices/departments on integration of gender issues in their PPAs; refers feedback on gender responsiveness of programs of departments and LGUs to the Governor who in turn consults with concerned officials
9. Key results	Higher awareness on gender issues; increased number of and financial allocation for women’s programs; mechanisms in place to sustain efforts and programs; increased community involvement; and increased recognition of women’s achievements and contributions to development

10. Insights / lessons	Working with women NGOs expands resources and outreach; executive and legislative support is critical to GAD success; incentives and awards increase interest in gender issues
11. Challenges	Need for monitoring system to determine the extent that funds for women's programs are utilized as intended; sustaining activities towards gender responsive governance; involving younger women and men in the cause
12. Contact person/ writer	Eva Fajardo, Chairperson of PKKB; tel: 044 791 3110 Cecilia B. Gulla, case writer, consultant to PKKB, cellphone: 0917 622 8089

Parameter	Key information
1. Area /Subject	BUTUAN CITY, CARAGA
2. Title	Mainstreaming the Marginalized: The GAD Program for the Lumads of Butuan City
3. FPW area addressed	Economic empowerment; poverty and illiteracy among the Lumads
4. GAD initiation	GAD program established in response to RA 7192 and local circulars; assisted by regional GAD coordinating council
5. GAD mandate	RA 7192; DBM-NEDA-NCRFW circulars; General Appropriations Act; GAD program established and supported by Mayor Plaza
6. GAD mechanism	Butuan City GAD Coordinating Council with GAD focal persons in each of the offices and 86 barangays of the city; strong NGO partnerships and other GO-supported groups like GA-WINGS and CODI
7. GAD planning and budgeting	There is a GAD plan used as basis for GAD-related activities and which is supported by a GAD budget. Based on the GAA and DILG local budget memorandum; for 2001-2003, GAD budget fixed at P500,000. This is augmented by special allotments and external contributions for specific programs; barangays allocate about 7% of their IRA for GAD.
8. Programs/strategies	Strong partnership with regional GAD council and local NGOs; for Lumad program, conducted a survey that surfaced the extent of the Lumads' illiteracy and poverty; trained Lumads on literacy and numeracy and livelihood development and helped them access funds for small business; established a Tribal Demo Park as a venue for community and livelihood activities for Lumads; project was assisted by concerned government offices and NGOs

9. Key results	134 Lumads trained and assisted in their business; they were organized and registered as Tribal Women's Organization; livelihood program increased income and and have increased their involvement in community activities; program is replicated in other areas.
10. Insights/lessons	It is important to go directly to the beneficiaries to know their problems; in addressing poverty among marginalized groups, start with the most basic tools that they need to empower themselves, e.g., literacy, numeracy and livelihood skills; there is power in numbers; organized tribal women have more bargaining leverage; need to respect the culture of the target beneficiaries to make programs more responsive
11. Challenges	Replicating the program in other areas and sustaining this in the face of limited resources
12. Contact person/writer	Lounella Villanueva, Planning Officer III, Butuan City Planning and Development Office; telephone: 085 342 3074; fax: 085 342 9313

Parameter	Key information
1. Area /Subject	CAGAYAN PROVINCE , Region 2
2. Title	The Cagayan Province Love a Victim (LAV) Center: Empowering VAW Victims
3. FPW area addressed	Women's human rights; violence against women
4. GAD initiation	Created in response to RA 7192, EO 273 and the circulars on the GAD budget. The LAV Center started as a component of a UNFPA assisted sub-program on reproductive health coordinated by the PSWDO.
5. GAD mandate	RA 7192; EO 273; GAA
6. GAD mechanism	PSWDO serves as GAD Focal Point for the province; the LAV Center is its response to VAW issues
7. GAD planning and budgeting	There is annual planning and GAD budgeting spearheaded by the PSWDO; aside from the LAV Center, other GAD-focused activities and advocacy, observance of women's month and capacity building. Budget for the LAV center initially came from the UNFPA and the provincial government. Presently, its operation is shouldered by the province; budget for 2002-2004 is P 300,000-P 400,000 +. The whole GAD budget managed by PSWDO ranged from P882,000-P1,000,000 for the same period

9. Key results	134 Lumads trained and assisted in their business; they were organized and registered as Tribal Women's Organization; livelihood program increased income and and have increased their involvement in community activities; program is replicated in other areas.
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8. Programs/strategies	The LAV Center operates 24 hours a day and maintains a hotline; it provides counseling, therapy and maximum of 72 hours of stay for victims who are provided basic amenities while inside; forged a memo of agreement with a task force of GOs and NGOs who have committed to provide a constellation of services such as legal, police, medical, livelihood, and referral services to victims; also conducts advocacy and public information on its services
9. Key results	Handled 437 cases from 2001-2003; has led to increased awareness on gender issues; increased public support on the issue and for victims; increased sharing of experiences through inter-visitation among trainees on reproductive health management
10. Insights/lessons	Close coordination and support among the members of the task force spelled success for the program; standardization of intake and referral forms avoided repetitive questioning of victims
11. Challenges	Slow legal process that forces some victims to withdraw or be subjected to threats from the perpetrators.
12. Contactperson/ writer	Rosario B. Mandac, Coordinator, LAV Center; telefax: 078 846 4683; cellphone: 0917 625 5986.

Parameter	Key information
1. Area /Subject	CAPOOCAN , Leyte, Region 8
2. Title	Capoocan, Leyte: Making a Difference through Gender Responsive Governance
3. FPW area addressed	Gender responsive governance; related basic human rights and economic needs
4. GAD initiation	Strong role of NGO in initiating, with GO, a participatory process in barangay development planning which was followed by a more gender specific study on poverty and governance issues; results led to a more comprehensive GAD program
5. GAD mandate	EO 2001-01 declaring ProGAD Capoocan as GAD program for the municipality

6. GAD mechanism	There is a municipal GAD focal team (as policy making body for ProGAD) with the Mayor as Chair and members from various departments and offices and NGOs; supported by a secretariat composed of GAD and CPID staff; there are also 3 GAD field teams assigned to 7 barangays each; barangay focal persons, assist GAD field teams in bringing GAD to the community level; other mechanisms include Bantay Panimalay, a VAW Quick response team; CODI; and GAD resource center
7. GAD planning and budgeting	Planning and budgeting start at the barangay level with 2 plans simultaneously being prepared- the Barangay Annual Investment Plan, which is based on the 3-year Barangay Development Plan and funded by 20% Barangay Development Fund and GAD Plan funded from the 5% GAD budget; planning is facilitated by planning teams with LGU and GAD teams as members to ensure participatory process is followed; barangay plans are consolidated at municipal level for the municipal GAD planning and budgeting. Combined GAD budget for municipal and barangay estimated at P575,411 in 2001, increasing considerably to P 2,089,000 in 2004.
8. Programs/strategies	ProGAD is the comprehensive GAD program of Capoocan focused on community organizing, education and training, reproductive health services, socio-economic livelihood development, special women's concerns such as VAW, advocacy and networking, and institutional development.
9. Key results	Conferred a high achievement award in the search for most gender responsive LGU by UN Habitat in Fukuoka, Japan; increased women's participation in local planning and decision making; increased access of women to better reproductive health services; increased reporting on VAW cases and 98% reduction the number of VAW perpetrators; improved gender relations among women and men who have gone through GST; presence of pool of trainers and advocates on GAD
10. Insights/lessons	Participatory approach increases program ownership by constituents; political will is important; investing in training and working with NGOs ensures success of the program; need to focus on the community level; focus on gender mainstreaming should be adopted at the earliest stage
11. Challenges	Resistance to GAD and belief among LGU officials that they cannot be dictated upon by the people; need to overcome misconceptions about NGOs as rival/competitors of government
12. Contact person/ writer	Vilma A. Horca, Executive Director, Center for Partnership Initiatives for Development and Overall Coordinator of ProGAD Capoocan; telefax: 053 546 1300/331 6001; cellphone: 0919 360 62 05; email: vilmahorca@yahoo.com ; CPID@eudoramail.com

Key information

1. Area /Subject	CEBU CITY , Region 7
2. Title	Bantay Banay: A Partnership against VAW, A Teamwork towards Gender Responsive Governance
3. FPW area addressed	Women's human rights violence against women; gender responsive governance
4. GAD initiation	Strong partnership between government and civil society; Lihok Pilipina initiated a crisis center for women which developed into a task force called Bantay Banay, later triggering a set of interrelated strategies and activities supported by government with NGOs participating prominently, leading to gender responsive governance
5. GAD mandate	Largely local mandates based on RA 7192, EO 273 and the GAA
6. GAD mechanism	Bantay Banay as a task force against VAW with members from GOs and NGOs; Cebu City Women and Family Affairs Commission as direct link between government and the women sector
7. GAD planning and budgeting	Cebu City has a GAD Code which serves as basis for GAD planning and budgeting; GO and NGO plans are consolidated by CCWFAC as basis for budgeting; barangays also trained on GAD budgeting. City government allocates a GAD budget for BB and related programs proposed by women's coalition; for 2004, P15m was allocated from the annual investment plan; for 2002-2003, barangays allocated P34 m for GAD
8. Programs/strategies	BB organizes and trains community groups in handling VAW cases; a referral system was developed to facilitate provision of support to victims; services for victims include medical and medico-legal, temporary shelter, legal assistance, counseling, food and transportation; interagency councils and committees support management in monitoring cases. Lihok acts as secretariat to BB and consolidates reports. A directory of service providers is provided to partners. It contains contact numbers of partners and volunteers, barangay officials, police stations, hospitals, and schools
9. Key results	Cebu City received the Gawad Galing Pook award for gender responsive governance and the UN Habitat /UNIFEM award as most women friendly city. BB has trained 5,000 volunteers and has handled 13,000 cases; other results include GAD mechanisms and structures in place; sustained resources for the program; reduced incidence of VAW, from 6/10 to 2/10 women affected; improved coordination among stakeholders; increased women's participation in governance

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10. Insights/lessons No agency can do the work alone, everyone's support is important; civil society has a role in governance; partnership develops ownership of efforts among stakeholders, making them more sustainable.

11. Contact person/writer Teresa Banaynal-Fernandez, Executive Chairperson, Cebu City Women and Family Affairs Commission and Executive Director, Lihok Pilipina; telephone: 032 254 8072; 032 256 1341; cellphone: 0916 398 0470; email: tessbf@mozcom.com

Parameter	Key information
1. Area /Subject	DARAGA , Albay, Region 5
2. Title	Forging Fruitful Partnerships for a Gender Responsive Municipality: The Story of Daraga, Albay
3. FPW area addressed	Gender responsive governance
4. GAD initiation	Long history of women's organizing; municipal social welfare office federated women's organizations per RA 7192 and EO 273. New women's federation, SAMAKA, sits in municipal development council representing women's sector; other organizations like BIGLEAD and IPG assist in gender responsive barangay development planning
5. GAD mandate	RA 7192 and EO 273; DBM-NEDA-NCRFW budget circulars
6. GAD mechanism	No formal GAD focal point but NGOs, e.g. SAMAKA and Local Council of Women, push for gender responsive programs and budget through dialogue and constructive engagement with government; a woman member of the legislative body, Marlene Magayanes is a strong advocate in the legislative branch; also, municipal social welfare office pushes for support for NGO initiatives
7. GAD planning and budgeting	Women NGOs participate in local consultations conducted by the local chief executive to ensure integration of women's concerns; an NGO, CAPG, working with the municipal planning and development office, provided technical assistance in the conduct of participatory and gender responsive barangay development planning Allocation of actual GAD budget started only in 2003, but before that, programs for women submitted by NGOs and the municipal social welfare and development office were already being funded, with strong advocacy of Councilor Magayanes. In 2003, GAD budget was P3m

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8. Programs/strategies	Municipal government, with NGO support, implemented 3 programs that address women's concerns: livelihood development, violence against women, and child care centers for municipal employees. All three are inter-agency programs with NGO support
9. Key results	Livelihood enhancement and enterprise development: women were able to set up and expand livelihood activities and had higher incomes; barangays report increase in the registration of businesses owned by women. Women and Children Abuse Prevention and Intervention Unit: closer coordination and networking among service providers; increase in the number of reported VAW cases; improved implementation of relevant laws such as RA 7610 and RA 9262. Child care centers: positive response from beneficiaries such as increased dedication and commitment to their work; replication of the program in other areas
10. Insights/lessons	GO-NGO partnership has been successful because of: well-informed and dynamic women's organizations; a responsive and vibrant bureaucracy; effective collaboration between local and national agencies; an effective interface between executive and legislative in institutionalizing reforms; and civil society's systematic and sustained effort to establish allies in legislative and executive branches.
11. Challenges	Need for clear system of monitoring and evaluating the impact of departmental programs for women particularly the expenditures on the GAD budget; there is also need to strengthen local council of women as mechanism for promoting gender responsiveness
12. Contact person/ writer	Maritona Victa-Labajo, as former Executive Director of the Institute of Politics and Governance was consultant to Daraga and works very closely with the incumbent Mayor and Councilor Magayanes. Cellphone: 0917 833 1125; email: marilabajo@yahoo.com

Parameter	Key information
1. Area/Subject	DAVAO DEL NORTE PROVINCE , Region 11
2. Title	On the Foothold of Empowerment: The GAD Program of Davao del Norte
3. FPW area addressed	Gender responsive governance and basic human rights and economic needs
4. GAD initiation	Davao del Norte's GAD program was created in response to RA 7192 and related laws on GAD.

5. GAD mandate	EO 06-97 adopting the GAD program and organizing the provincial GAD team; EO 1099 creating the provincial task force on the formulation of gender responsive provincial comprehensive development plan
6. GAD mechanism	Provincial GAD Team with members from various departments and the Provincial Council; headed by Provincial MBN and GAD coordinator and Assistant Department head of PSWDO Clarita Galagala; assisted by a GAD secretariat; LGUs also created their own municipal GAD coordinating councils
7. GAD planning and budgeting	Formulation of a gender responsive provincial comprehensive development plan which was submitted for public consultation and approved by the HLURB. Provincial GAD coordinator prepares GAD budget using tools and evaluation results generated by GAD teams; women legislators and women NGOs submit their budget proposals, all of which are consolidated and prioritized. Budgets are sourced from the General Fund, from the 20% Development Fund, and national and foreign funds.
8. Programs/strategies	Integration of GAD into the MBN as a main strategy; gender issues integrated into various sectoral programs such as in agriculture, social and protective services sectors. Province used the following strategies: advocacy, capacity building, formulation of a comprehensive gender responsive provincial development plan, production of GAD modules, team meetings and conferences, monitoring, assessment and evaluation, and networking and collaboration among GOs, NGOs, POs.
9. Key results	At institutional level: institutionalization of the GAD program through legislative and executive issuances and institutionalization of the GAD budget as integral into regular provincial budget. At program level: Economic: increased adoption of technologies that allow women's participation in agricultural production and marketing; enhanced capacity of women for income generation; increased financial resources for women's economic activities. Social: improved implementation of day care program; increased education campaign and improved implementation of waste management program; refocusing of reproductive health program on men through creation of male reproductive health clinics leading to increase in family planning acceptance rate from 60% to 72% in 2001; gender responsive and children sensitive protective services; increased access to basic services such as water; availability of comprehensive services for VAW victims

10. Insights/lessons	GAD mainstreaming brought together various groups and sectors who have testified to the liberating experience gender awareness and sensitivity has brought into their lives; awareness also led to responsive policies and programs; GAD skills, regular meetings and conferences important in mutual learning and sustaining the program; established system of GAD planning ensures coordinated efforts and reaching out to men bridges the gender gap
11. Challenges	Heavy workload of GAD team members tend to lower priority for GAD and make it difficult to convene meetings; modules for GST not customized to unique context of Lumads, indigenous communities, and youth sector.
12. Contact person/ writer	Carol Barrete, Community Affairs Officer I, PSWDO, Davao del Norte Clarita Galagala- MBN and GAD Coordinator, Davao del Norte Tel: 084 217 3810; telefax: 217 2790; cellphone (C.Galagala) - 0917 954 4630

Parameter	Key information
1. Area /Subject	MALALAG , Davao del Sur, Region 11
2. Title	Gender Mainstreaming in SRA-MBN Plus: Reducing Poverty in Malalag, Davao del Sur
3. FPW area addressed	Basic human rights; economic empowerment needs; gender responsive governance
4. GAD initiation	A project “Transformative Approach to Gender Responsive Development” in 1997 conducted four GST training sessions with support from the LGSP. Malalag since then has incorporated gender issues in its plans and programs.
5. GAD mandate	RA 7192; section 35 and 36 of the Local Government Code; Ordinance 107 federated women’s organizations into the Municipal Council of Women
6. GAD mechanism	At the barangay level, the municipality formed GAD teams that spearhead GST in puroks, cooperatives, and POs. They participate in barangay development planning to insure integration of gender issues. The LGU federated women’s associations into the Municipal Council of Women through Ordinance 107. The council, with support from women legislators, raises gender issues at the municipal level.

7. GAD planning and budgeting

Under SRA-MBN, the LGU conducts surveys to determine unmet needs and other issues based on a set of indicators. Unmet needs become the basis for family-focused targeting where services are delivered in an integrated and complementary manner and that taps the resources of related government agencies. Gender issues are surfaced through focused group discussions. Women are organized at the purok level; as a body, they participate in barangay development planning and in project management and as volunteers, and assist in the conduct of surveys and processing of information to form the family, purok and barangay profiles from which service delivery is based. The service delivery teams, called integrated resource management teams (IRMTs), were sensitized on gender issues to ensure that plans and programs for barangay and municipal level address needs of women. The municipality allocates 5% of its regular income for women-focused programs.

8. Programs/strategies

Programs under the SRA-MBN PLUS strategy are designed to meet survival, security, and enabling needs of families. Using its resources supplemented with local and foreign assistance, the LGU implements the programs and monitor them regularly to ensure that unmet needs are addressed as planned. Important strategies adopted are complementation and convergence of services to maximize resources, and putting high premium on people's participation.

9. Key results

From 1997 to 2003, significant reduction in the number of families with unmet needs was achieved. For women-specific needs, the changes are as follows:
Families with lactating and pregnant mothers deficient in iron and iodine: from 328 to 6 Families with pregnant mothers not given exact doses of tetanus toxoid: from 404 to 11 Families with members who are victims of violence: from 89 to 1
Increase in income, savings and capital among the beneficiaries; economic mainstreaming; increased entrepreneurial orientation; environmental impact and institutionalization of mechanisms for women's empowerment. The LGU also noted improved coordination in service delivery, increased awareness of women's rights, and increased self-reliance and participation in community affairs.

10. Insights/lessons

The implementation of the program using the MBN-SRA PLUS strategy was successful because of: participatory and bottom up process; convergence and complementation of services and resources; use of measurable indicators; gender responsive approach; and the dedication and commitment of MLGU officials.

II. Contact person/ writer

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Parameter	Key information
1. Area /Subject	NAGA CITY , Region 5
2. Title	Women Empowerment and Development: The Experience of Naga City
3. FPW area addressed	Gender responsive governance
4. GAD initiation	People empowerment and participation in governance are institutionalized through the Naga City People’s Council. Women’s participation is prominent. Of the 109 council members, 39 are women-led, and women NGOs/POs form about 10% of total membership.
5. GAD mandate	Based on RA 7192 and related laws, local mandates have been issued to ensure women’s participation and integration of their concerns in development. City ordinances created the Naga City Council of Women and approved the Women Development Code
6. GAD mechanism	The Naga City Council of Women is a quasi-government body tasked to coordinate with national and local government agencies for specific sector services related to GD; its Board recommends, formulates, and monitors the implementation of policies, and ensures resources for GAD activities. It is headed by the Mayor and the SP Chairperson of the Committee on Women and is in consultative status with 41 sector-based NGOs/POs, 18 government support services, and 3 ex-officio members. Naga City also passed a Women Development Code to institutionalize and strengthen GAD initiatives.
7. GAD planning and budgeting	NCCW led the formulation of a women’s agenda that identified priority gender issues and adopted a set of strategies to address these. Planning for GAD is based on the agenda and on the provisions of the GAD Code. The GAD Code provides that 10% of the city budget be allocated for GAD. This 10% is distributed among budget items for the operation of the NCCW, the Kababaihan Katuwang sa Kauswagan, programs that primarily address women, financial assistance to women’s groups, and gender mainstreaming in PPAs. NCCW practices bottom-up budgeting process by consulting with concerned sectors before submitting the budget proposal to the Mayor.
8. Programs/strategies	Priority strategies of NCCW are establishment of a data bank on women skills and services; capacity building and promoting women’s participation in governance and within the NCCW. The city created TASK FORCE SAGIP as a mechanism to address VAW and supports private initiatives that address gender issues. It also provides and facilitates access to resources for the implementation of NGO/PO programs particularly those on livelihood.

9. Key results	Local legislation that directed attention to gender issues and made possible the implementation of responsive programs; increased coordination and cooperation among GOs/NGOs improved program implementation and maximized results; institutionalized GAD budget and mechanisms ensure sustainability of efforts.
10. Insights/lessons	GAD budget has become a means of coordinating the activities of city government offices addressing women's concerns; it has also become a means of ensuring the implementation of gender responsive programs in accordance with policies in place.
11. Challenges	Need for: mechanism to assess the performance of agencies in implementing target programs per the GAD Code; sex based data to do this better; means to measure effectiveness in the use of GAD budget; improved communication among NCCW members.
12. Contact person/ writer	Councilor Mila Raquid-Arroyo, Member, Naga City Council; cellphone: 0920 926 3053; email: msdrarroyo@yahoo.com

Parameter	Key information
1. Area /Subject	QUEZON CITY, NCR
2. Title	Quezon City: Evolving into a Gender-Sensitive City
3. FPW area addressed	Gender responsive governance
4. GAD initiation	Strong advocacy of women NGOs (led by SENTRO) and the Congressional Representative for Women led to an agreement in 1997 to implement a GAD program.
5. GAD mandate	RA 7192; local city council resolutions, ordinances and executive orders
6. GAD mechanism	GAD Resource and Coordination Office to coordinate, provide training and technical assistance, conduct advocacy, establish linkages for GAD; directly under the Mayor's Office; GAD Council with members from key executive departments and NGOs integrates all department GAD plans; there is also a localized GAD focal point system from 38 offices and department consisting of 61 focal persons.

7. GAD planning and budgeting

QC developed a 5-year GAD mainstreaming plan in coordination with the various departments and the GAD council. It also passed a GAD Code to guide planning and mainstreaming efforts. GADRCO is provided a regular budget by City Hall: P1.5 m in 2002; P1.7m in 2003 for its operations. Funds for GAD programs, particularly for capacity building, are accessed from the Mayor's Office; GADRCO works with barangays for the allocation of budget for gender mainstreaming; external sources are also tapped. Total resources for gender mainstreaming also include funds for regular city hall programs that primarily address women, such as health and livelihood. Also not estimated is cost of mainstreaming gender in regular programs of offices and departments.

8. Programs/strategies

Focus GAD program on integrating GAD at the policy level; establish and institutionalize mainstreaming mechanisms inside and outside the city government; and develop gender responsive work force and community, including the media, NGOs/POs, and private sector.

9. Key results

Presence of enabling policies on GAD; allocation of resources for GAD; stable and sustainable GAD mechanism including a GAD focal system in place; gender mainstreaming in city programs; a GAD Code.

10. Insights/lessons

Active civil society participation/advocacy, dedicated and creative executive leadership, and support from the legislative are best ingredients in mainstreaming gender in local governance.

11. Challenges

GADRCO needs to remain vigilant in the face of changes, scarce resources and a male dominated team; threat of GAD being misunderstood as 'women only'; GADRCO/council being misunderstood as usurping or meddling in regular department functions; need to counter perception that GAD is a motherhood program that need not be discussed in the same way as "high impact" or "breakthrough" programs; need to change the treatment of GAD as a sector rather than as an overarching theme of good governance.

12. Contact person/writer

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