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BREAKING NEW GROUNDS FOR WOMEN'S EMPOWERMENT AND GENDER EQUALITY

Experiences and insights
in implementing the
GAD budget policy

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MESSAGE

The Beijing Platform for Action (PFA) recognizes that the amount of resources allocated for the implementation of gender equality policies is an important measure of the State's commitment to the advancement of women.

It is in this light that the Philippine government endeavors to sustain and implement the GAD Budget policy. Over the years, we have taken pride in making gender part of the national and local budgeting processes, thanks to the Department of Budget and Management (DBM) and the Department of Interior and Local Government (DILG). If the Philippines is recognized for this pioneering thrust, it is because of the commitment and hard work of the officials and staff of these two departments who have been actively espousing the use of at least five percent of agency and Local Government Units' (LGU) total budgets for the advancement of women's status.

We are aware of the many difficulties that implementors of this policy encounter. This publication is therefore dedicated to all of you. The case studies show that there are as many options and possibilities as the problems are. They also show that gender budgeting is not just about amounts. More than anything else, it is about results — positive results on the lives of women and their families. The experiences also show that gender budgeting is both a technical and a political process. The roles, therefore, of decision makers, advocates and technical staff of agencies and LGUs take center stage in the whole process of allocating, accessing, spending and accounting for the gender budgets. More than anything, the experiences in this publication show that investment in women is a sound governance strategy.

To all our supporters, we commit to stay beside you in this arduous but important task of making the GAD budget policy work for women. Move on, carry the message of optimism. No amount of challenge could weaken our advocacy because our dreams are far greater than all the challenges along the way.

AURORA JAVATE DE DIOS
Chairperson, NCRFW

MESSAGE

Recognizing the indivisibility of human rights and sustainable human development, UNDP continues to work towards developing the capacity for democratic governance as the foundation to address poverty. Democratic governance ensures that political, social and economic priorities are based on a broad consensus, and that the poorest and most vulnerable members of society are heard in decision-making. Strengthening governance at the local level empowers communities to improve access to services and employment, increase people participation and enhance government responsiveness.

But we should also ensure that decentralized governance fully considers gender issues. We are one with the National Commission on the Role of Filipino Women in working to promote the rights of both women and men, to have equal opportunities, participation and access to resources to contribute to and benefit from development. We support the implementation of the Framework Plan for Women for 2001 to 2004, upon which policy and decision-making, resource allocation and programming for women's empowerment is being built.

UNDP is committed to supporting the creation of an enabling environment where the legal, social and economic status of women is improved, and more gender responsive local governance policies and plans are implemented. Towards these ends, Breaking New Grounds for Women's Empowerment and Gender Equality promotes gender priorities in the government budget process. Mainstreaming gender in budgeting draws more coordinated and strategic interventions appropriately matched by resource allocations. Moreover, the impact of gender mainstreaming on organizational structures, operations, productivity and morale among the targets of change may be identified, analyzed and shared.

UNDP is proud to collaborate with the National Commission on the Role of Filipino Women in its efforts to strengthen gender responsive local governance. It is our hope that the models and lessons cited here would be adapted and replicated for gender to be fully mainstreamed at the local level in the Philippines.

TERENCE D. JONES
Resident Representative
United Nations Development Programme

FOREWORD

The GAD budget policy is probably one of most controversial policies ever adopted by the Philippine government to promote the advancement of women. It is ignored or appreciated, depending on which side of the fence you stand. Some government agencies and local government units say it is cumbersome, meaningless, and runs contrary to planning principles. Women, on the other hand, say it is a very powerful and helpful instrument in their quest for social, economic and political empowerment.

Despite noted difficulties in implementing the GAD budget policy, the National Commission on the Role of Filipino Women (NCRFW) will continue to stand by our women in pushing for its retention and making it work as an instrument for institutional transformation and women's empowerment. We will not allow the demise of a policy that is recognized as a model of institutionalized approach to resource allocation for gender concerns, and has become part of the national budgeting system. The difficulties should serve as a challenge to innovate and make it work, not as a reason to give up and abolish it.

The GAD budget policy envisions to make government agencies more concerned and responsive to the needs of women. Everyone who is vested with the power to spend public funds is equally vested with the responsibility to ensure its positive effects on the lives of the people, half of whom are women. More importantly, the GAD budget policy rests on the bedrock of a sacred commitment to help protect and defend women's human rights, promote their economic empowerment, and attain gender responsive governance.

When a policy fails to deliver its intended results, it does not always mean that it is a failure. The experiences in this publication show a host of factors that hinder implementation. Fortunately, the stories also show that hindrances are not unbeatable. This compilation of case studies is an initial step to document the processes and benefits derived from implementing the GAD budget policy. The cases show the importance of the GAD budget and how they could be accessed and utilized.

To the case owners who unselfishly shared their experiences, we salute and thank you for illuminating a rather thorny and dim path to gender planning and budgeting. Reading your articles was like having a first hand

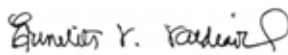
experience of your excitement, boldness and optimism. We apologize that we had to cut your articles by 50 percent because we ran short of budget for publication.

To the readers, we hope that the cases will give you inspiration and ideas on how to access, allocate and account for your GAD budget.

To decision and policy makers, we thank you for using your power to make life a little bit better for half of our population, to whom this nation owes so much.

To our women, the GAD budget policy is yours to use. Make the most out of it and carry on the campaign to promote its appreciation and effective use.

We encourage every reader to enrich the body of knowledge on gender planning and budgeting by documenting and submitting your stories to us, using the outline provided at the last few pages of this handbook. We are looking forward to another publication of this kind in the future. Please be assured that you shall be properly recognized. Move on, keep our advocacy alive!


ERMELITA V. VALDEAVILLA
Executive Director, NCRFW

EXECUTIVE SUMMARY

Introduction

Since 1986, the Philippine government has been actively promoting gender equality, a policy that aims to eradicate gender based inequalities and enable women and men to equally contribute to and benefit from development.

The strategy for implementing gender equality is called gender mainstreaming. It is defined as a strategy to integrate women's concerns and experiences in the design, implementation, monitoring and evaluation of policies, programs and projects in all political, economic and social agenda. It is an approach that situates gender equality issues at the center of broad policy decisions, institutional structures and resource allocations, and includes women's views and priorities in making decisions about development goals and processes. It is about making government work for the advancement of women. It is about enabling women and men to develop their human potentials and enjoy mutually fulfilling relations.

Gender mainstreaming largely depends upon sufficient and stable resources. It was for this reason that a companion policy, the Gender and Development (GAD) budget policy, was adopted under the term of former President Fidel V. Ramos. This policy provides that all instrumentalities of government shall allocate a minimum of five percent of their total budgets for the implementation of policies, programs, projects and activities that will improve the status of women in accordance with the Women in Development and Nation Building Act (RA 7192).

The GAD budget policy started as a Presidential Memorandum addressed to the Department of Budget and Management. It subsequently developed into a regular provision under the Annual General Appropriations Act, an effort that was championed by then Senator Leticia Ramos Shahani. This policy is now part of the Local Budget Memorandum which the Department of Budget and Management issues annually to Local Government Units (LGUs).

There have been failures, but there have also been learnings. More importantly, there are significant breakthroughs which now constitute a rich source of inspiration and ideas for others. This publication is an initial effort to put some of these experiences together.

Over the years, the GAD budget policy has become the focus of intense lobbying of women's organizations, many of which actively work for its implementation. It has been serving as a powerful instrument for women to negotiate with government agencies and LGUs for better programs, projects and services.

The implementation of the GAD budget policy has been beset by numerous political and technical difficulties. Yet, many agencies and LGUs continue to move on and confront the challenges. There have been failures, but there have also been learnings. More importantly, there are significant breakthroughs which now constitute a rich source of inspiration and ideas for others. This publication is an initial effort to put some of these experiences together.

Process

The preparation of this publication was seriously hindered by lack of time and budget. It was completed in less than three months and the contributors barely received a token for writing their own experiences.

NCRFW began by releasing an invitation for national and regional line agencies LGUs, colleges and universities and NGOs to nominate the experiences to be documented. The response was encouraging, particularly from LGUs. From the nominations, which briefly described each story, 11 were selected. The case of Balayan, Batangas, a Galing Pook Awardee, was also included with permission from the Galing Pook executive director. Then, the selected LGUs and agencies were asked to find their own case writers who know their experience enough to be able to write the case in two weeks. The drafts were validated by the agencies and organizations concerned before they were submitted to NCRFW.

NCRFW had to make a difficult decision of shortening each write up because of inadequate budget for printing. Copies of the shortened version were returned to the writer for revalidation.

This publication was almost like a whirlwind project. It has to be rushed in view of the escalating debate on whether the GAD budget policy is serving the purpose for which it was adopted or not. To those who say it does not, we invite you to read the cases, and perhaps, visit the areas and organizations

personally before you make a judgement. To those who say it does, you can do the same and you will find another reason to continue supporting our stand to keep and strengthen the GAD budget policy.

Overview of the Case Studies

The compilation is made up of 12 experiences from a national agency, a regional line department, a women's organization, a state university, and LGUs.

The stories showed the struggles, difficulties and breakthroughs of GAD advocates in the field. They may not be phenomenal and could not be regarded as models. Yet, they share insights and lessons that would ignite the reader's inspiration and creativity.

Many of the stories show that the interests and needs being presented by women, mainly practical in nature, serve as the main determinant of the types of programs and projects implemented through the GAD budget. Some of them, however, tried to move beyond the practical level by introducing components that promote gender equality and women's empowerment. Women's participation in the promotion of their own well being is a showcase in itself.

Each case was made unique by the distinct setting and circumstances within which the implementation of the policy occurs. Yet, it was clear that the hindrances were almost the same - lack of information and clear guidelines, resistance from decision makers, absence of clear plans and purposes for expenditures, weak absorptive and technical capabilities of women, lack of knowledge and skills for participating in the regular planning and budgeting systems of government, and difficulty in dealing with political manipulations of public officials, among others. Any similar policy would probably experience the same implementation problems.

The facilitating factors were also strikingly similar. The cases showed that women themselves serve as the primary facilitating factor. When they are organized and active, their voices are being heard by decision makers. Women within the chambers of decision making also serve as powerful agents for championing the interests of women in policy debates. It should be noted likewise that a number of male decision makers helped significantly in facilitating women's access to the GAD budget.

The roles of top officials, particularly in making public pronouncements of support to the gender equality policy, is still one of the most important facilitating factors. Many of the cases showed this. One interesting case, however, demonstrated how they moved without top level support. Eventually, their indifferent officials were converted when they delivered accomplishments that boosted the image and public acceptance of the entire organization.

Continuing awareness raising is important, both in the public and domestic fronts. The women, the leaders, the men, the family members - all of them have to understand what the advocacy is for and how their lives would be affected by its outcomes. Self-help approaches to training and awareness raising works. This means that resources should be invested in building local capacities. Dependence to external consultants may soon become an anachronism.

Learnings and Insights

The insights offered by the experiences were so rich that it was not easy to synthesize all of them in this summary. However, we tried to capture at least 10 of the most helpful learnings that could be drawn from them.

1. **Purpose of the GAD Budget** - The GAD budget, as the experiences showed, is not just about "how much". More importantly, it is about "what happened". The benefits are more important than how much were actually spent. It is therefore essential to have a GAD plan (long term and annual) before securing the GAD budget.

Likewise, advocates should not forget that the GAD budget is an instrument to make the existing policies, programs, activities and services of government gender responsive. It should never be viewed as a "cookie jar" that may be disbursed without clear and planned purpose. Using GAD budget for separate or "special projects for women" should be done only in circumstances where there is a clear gap or need that could not be addressed by existing programs and projects. Along this line, care should be taken to ensure that the separate approach does not lead to further marginalization of women's concerns. Coming up with a "basic standard programs and services", for which the GAD budget would be spent in the medium term, is a step in the right direction.

2. **Content and form of the law or policy** - Policies and laws, such as the GAD budget, should be written (or re-written) in non-technical, understandable terms. It should be accompanied with clear guidelines that would enable women to map out their implementation strategy. A popular version of the law and policy, as well as its implementing rules and regulations, should be developed and disseminated. As much as possible, women should endeavor to draft the policy they need and submit the same to policy makers and legislators.
3. **Policy and legislative orientation** - Women should also be educated on the nuances of legislation and policy making. This should include orientation on the various forms and types of policy and their relative strength, particularly local policies. For example, while an executive order or a Sanggunian Resolution may instantly serve an interim purpose, it cannot take the place of an ordinance because the latter is more enduring and binding than the former. They should also be able to work effectively with the people who are in charge of legislation and policy making. A training on lobbying, assertiveness and advocacy for women leaders would be helpful.

4. **Mechanism for policy dissemination** - Gender advocates need to get hold of a hard copy of the policy because this is indispensable to effective lobbying. They need to get it at the right time, preferably before budgets are prepared and deliberated on. Relying on the existing dissemination mechanism of government may not always be the best option since there are officials who may not be supportive and may choose to withhold the information from their constituents. Along this line, government agencies that issue gender policies may forge tie-ups with women NGO networks to serve as alternative dissemination channels. Internets and the trimedia should also be increasingly used as a means of dissemination.
5. **Budget literacy** - A sound understanding of the principles and processes of budgeting, including its timing and procedures, are needed by women leaders in order that they could be more effective as advocates and champions. A module on this should be developed, piloted and disseminated to professionals and organizations who could conduct training at the field level. Likewise, posters or calendars containing information on the schedule of planning and budgeting may be produced and distributed to women NGOs.
6. **Accountability** - Heads of LGUs and agencies should render an annual gender and development report, preferably on March 8 (Women's Day) or in any similar occasion. This will help strengthen the public's awareness of how the GAD budget is being used. Periodic updates on the status of programs and projects on GAD should also be contained in regular reports, newsletters or in public statements of the agency or LGU heads. Women may think about developing a "report card" on GAD that they could use as a mechanism for assessing the performance of their agency or LGU. Recognition and fitting gestures of gratitude should be given to those who made significant contributions to the GAD agenda.
7. **Participatory mechanisms** - Mechanisms for expanding the support base on GAD should be built. The formulation of GAD plans should therefore involve as many sectors of the women population (such as girl children, poorest women, differently-abled, indigenous groups, etc.) and their concerns should be reflected in the identification of programs and projects to be considered for budget allocation. Other stakeholders such as NGOs, GOs, and academe should also be involved to share perspectives and coordinate their actions in support of the GAD plan.
8. **Representation** - In instances where representation of women in decision making bodies is weak, women should work toward: (a) forging alliances with potential supporters, (b) fielding and preparing their leaders for future assumption of a decision making post; and (c) putting persuasive pressures on decision makers. Remember: it is the right of women to be heard in the processes of making public decisions.

9. **Expanding the advocacy** - Helping other LGUs and agencies with their own gender agenda is a healthy and commendable approach to the expansion of the overall GAD campaign. This does not only multiply and strengthen the base of GAD advocacy. It also enables the one who is helping to think through and process the strategies that make her/his program work.
10. **Networking** - Knowing where and how to get support is important to the strengthening of gender programs and projects. You need to build your own data base about similar or related work of other agencies, LGUs, and organizations. It would be helpful to get a copy of their tools and build an information and resource corner about it. Conversely, active promotion of information about the work of your agency or LGU should be done on a continuing basis. Whenever possible, inexpensive "learning exchange missions" among agencies and LGUs should be explored.

Conclusion

In conclusion, it is clear that public policies, such as the gender equality and GAD budget policies, serve as potent vehicles for promoting healthy engagement between government and the civil society. The engagement allows women to freely navigate the fields of governance and politics, and eventually input their perspectives in its directions and outcomes. The benefits are manifold -- for government, the women and civil society. The experiences in this compilation show that the GAD policies are breaking new grounds - for women's empowerment, gender equality and good governance. It could be said, therefore, that gender responsiveness is key to good governance, an insight that justifies even more the continuity of GAD budget policy as instrument of social and institutional transformation.

The Case Studies



BARANGAY BASED GAD PROGRAM

The case of Cagayan State University

By Lilia M. Tamayo, DPA

The GAD budget policy also applies to State Universities and Colleges (SUCs). The case of Cagayan State University (CSU) demonstrates a commendable way of making GAD an agenda of SUCs.

The Cagayan State University

The foundation of the Cagayan State University (CSU) was laid by Presidential Decree No. 1436, signed into law by former President Ferdinand E. Marcos on June 11, 1978.

As a state-owned University, it is committed to provide the disadvantaged and underserved sector with access to relevant, quality and affordable education. CSU pursues an effective, efficient and responsive administration of academic, research, extension and production programs. Its main mission is to provide advanced instruction in arts, agriculture and natural sciences, as well as in technological and professional fields. In support of these, the goals of the University are:

- a) Development of human and natural resources through strong curricular offerings, development oriented and pro-poor extension programs;

- b) Cultivation of arts and preservation of the culture of the region and the nation;
- c) Promotion of Science and Technology (S&T) and the development of S&T culture in rural communities;
- d) Development of a viable system of agribusiness production; and
- e) Fostering and strengthening the values of honesty, simplicity and industry in our people.

CSU vigorously pursues academic, research, extension and business affairs programs addressing the four-fold thrusts of quality higher education, which are: relevance and responsiveness, access and equity, service and excellence, and effectiveness and efficiency. Its organizational values are loyalty, pride in our work, and cooperative spirit.

The University is headed by a President with three Vice Presidents, four Program Directors, eight Campus Deans with two Assistant Deans each; and various Discipline Chairpersons. Of these positions, half are held by women. The second Vice President of the University was a woman.

BINHI: A Gender responsive approach

BINHI stands for "Barangay based Integrated Network of Home Based Industries". It is the flagship program of the CSU inspired by the Grameen Bank Model.

The program was born in response to a concern articulated by people in the communities served by the University. "We have lots of seminars and trainings and we have learned so many technologies, but we lack capital to adopt a technology and start a livelihood project", according to a client who summed up the

"We have lots of seminars and trainings and we have learned so many technologies, but we lack capital to adopt a technology and start a livelihood project."

Teaching the Poor Thru Grameen Bank Approach for Agricultural Productivity Enhancement



sentiment of the community. From here, BINHI harnessed three major stakeholders, namely:

- a) CSU - to extend technical assistance in terms of seminars;
- b) LGUs - to identify the pilot barangays and extend technical, financial and material assistance; and
- c) Micro-financing institutions - to extend micro credit to the marginalized poor women.

In pursuance of the GAD budget policy under the General Appropriations Act (GAA), the CSU Office of the Director of Extension designed and packaged a program which addresses the welfare of the rural and urban poor women. It targets the marginalized poor women of Cagayan with future plans to expand to lower Kalinga and Apayao provinces.

BINHI envisions a "program catering to the empowerment of rural poor women towards the establishment and institutionalization of network of home-based micro-agrienterprises to serve as vehicle in improving their socio-economic conditions". One of the critical goals of BINHI is "to organize the marginalized poor women into economic institutions that they understand, own, control and manage to attain socio-economic strength through mutual support".

The vision, mission and goals are summed up in the following slogan: "Serving with a HEART". The HEART stands for: H - honesty in dealings; E - excellence in service; A - adaptive to the changes in the environment; R - responsive to clients' needs and that of our own people; and T - technology oriented to improve service delivery.



BINHI Development Framework

Development Framework

The above figure illustrates BINHI's development framework, an adaptation from a Barangay Integrated Development Approach. The outer layer of the circle shows the involvement of agencies composed of GOs, NGOs and academic institutions.

The role of the academic institution, represented by the CSU, is to extend technical assistance through trainings, seminars and research. The LGUs, on the other hand, identify the pilot barangays and extend financial assistance by way of integrating the project in their Annual Investment Plans. Government organizations are to supplement the services rendered by the CSU. LGUs and NGOs shall extend micro credit facility to the self-help groups.

The second layer of the circle indicates the major programs, services and concerns, namely: food security, nutrition improvement, good governance and poverty alleviation.

To implement the major concerns of the project, the third layer of the circle reflects the subsidiary services, namely: (a) institution building, education and training; (b) physical infrastructure services; (c) health and sanitation; (d) justice and peace; (e) youth sports and development services; (f) micro credit; and (g) agriculture and food.

The operational framework involves six interdependent phases, namely: Phase I - Social Preparation; Phase II - Organizational Building and Strengthening; Phase III - Capability Building; Phase IV - Project Development and Alliance Building; Phase V - Localization and Institutionalization; and Phase VI - Process Documentation.

BINHI has evolved a three-pronged approach to serve the community. The steps are described as follows:

- Identification of a set of criteria for selecting the poorest, specially women** - The criteria is composed of five requirements: (1) must have passed the housing index; (2) with a monthly per capita income of P10,000 or below; (3) with a total marketable asset of P50,000 or below; (4) no regular job; and (5) within the age bracket of 18-65.
- Conduct of poverty mapping** - The poverty mapping is done both at the municipal and barangay levels.
- Conduct of critical activities** - The activities include: (1) projection meeting and orientation; (2) means-testing, using the criteria for identifying the poor; (3) compulsory group training; (4) group recognition test; (5) weekly center meetings; (6) loan application, processing, approval, release, utilization, check up collection and remittances; (7) quarterly partners' meeting; and (8) retraining, enhancement training and technical backstopping.



Schematic Presentation in Community organizing as an approach to BINHI-Gramen project

The Micro Credit Component

The micro credit component of BINHI is collateral-free, and adopts a progressive loan schedule. It also promotes capital build up which includes voluntary individual savings, mandatory individual savings, and group fund. The component provides benefits and services to the members by way of loan redemption benefits, mutual aid benefit, and emergency loans. The

repayments are made weekly, in small amounts, and within the capability of the payer. Disciplinary actions and sanctions are part of the component.

The projects eligible for funding include agri-enterprises, buy and sell, sari-sari store, "talipapa", ambulant food and non-food vending, and seasonal livelihood projects.

Highlights of Gains and Benefits

Project Performance

The program is now benefiting the provinces of Cagayan and Isabela with an outreach of 20 municipalities. It has 64 active centers and 1,650 active members and borrowers. Recent data shows that it has disbursed a total of P14M, of which P13M remains outstanding.

The most impressive aspect of its accomplishment is the repayment rate of 99.71 percent. The past due rate is 2.9 percent, while the drop out rate is only 2 percent, composed of 36 beneficiaries.

Social Consequences

One of the most important benefits of the project is that it made available a stable credit facility, resources, services and opportunities for economic productivity of poor women in the areas covered by the project.

In the area of women's empowerment, the program established the fact about women's bankability as clients of financing institutions. This, in effect, help neutralize the perceptions that women, particularly if they are poor, are incapable of being credit-worthy. It also created spaces for women to participate and contribute in the conceptualization and decision making, particularly in the areas of: selecting the livelihood project to be implemented; family expenditures; fines and penalties; interests and loans; benefits and privileges; sanctions and disciplinary actions; remedies and assistance regarding problems and difficulties; endorsement of loan applications; and enactment of necessary policies and guidelines.

There are other benefits enjoyed by women who participate in the program. They become more aware of their rights and have acquired the capability to assert them. The quality of relationships among borrowers and lenders, has greatly improved, providing women with new sources of emotional

In the area of women's empowerment, the program established the fact about women's bankability as clients of financing institutions.



and moral support. The community also became more aware of their needs and potentials as economic agents. Decision makers began to consider women's needs in their decisions and planning.

In the economic side, the program provided employment and income to the women. It also helped build up their economic capital for the scaling up of their livelihood projects. They also get additional money through the mutual aid benefit scheme and the loan redemption benefit services.

Helping factors

There are at least four factors that helped make the program successful. These are as follows:

- a) As a convergence program, the tripartite partnership approach in implementing barangay-based project is effective. It brought together resources and commitments producing a synergy that bolstered the program's implementation.
- b) The self-help groups and the centers are strong economic institutions that serve as conduit for the delivery of basic services.
- c) Recovering big amounts from a large number of borrowers in small weekly installments is an appropriate strategy that assures high repayment.
- d) The orientation, approach and human qualities inculcated among the project assistants, bank staff and member-borrowers were key to the success of the program.



Problems encountered

As in any other undertaking, the program also experiences a number of difficulties. It has to deal with convergence-related problems such as the balancing of interest among concerned groups. There were also problems about group center membership, the traditional attitudes of local chief executives, how to enhance the mobility of project assistants, and accessibility in areas that have peace and order problems.

There are also critical issues that the program has to confront. For example, should the program be profit-oriented and increase its interest rate? Should the program continue to be limited to women or should it strike a 50-50 involvement of men? Will the program be able to guarantee substantial impact in the economic lives of the marginalized poor?

Such problems were recognized as a normal part of the challenges that the program management had to confront. Solutions were generated and implemented in consultation with the stakeholders of the program.

Learnings and insights

There have been a lot of biases and misconceptions that reinforce the marginalization of the poor. This program debunked some of them.

The bankability of women, particularly the poor women, is established. The program showed that targeting women from the marginalized households and helping them become economically productive is an approach that works. Bringing down the services of banks and other financial institutions to the barangay level greatly motivate the marginalized poor and needy to be economically productive. Forming them into self help groups and centers ensures high rate of loan recovery. It also showed that the genuinely poor will accept the discipline required to run a financially viable credit program.

Credit, as an entry point for enhancing agricultural productivity induces progress among marginalized poor and needy sector. Given in small amounts to a large number of borrowers and collected in small weekly installments ensures high repayment rate.

On program management, the experience show that a collective approach through tripartite partnership, where everyone shares responsibility and accountability and where commitment is mandatory, creates greater impact. The key to the success of the program is the orientation, approach and human qualities inculcated among the project assistants, bank workers and member-borrowers. Management by "tutok" and reward is most suited to this kind of program for the marginalized poor.

Finally, the program successfully demonstrated that building collective funds with aids, and loan redemption funds are sound steps to the development of a strong people's organization.

Conclusion

Considering its special concern for marginalized women, a Micro-enterprise Training and Development Center shall be created and established in collaboration with partner agencies, including the Peoples' Credit Financing Corporation, Coop Bank of Cagayan, local government units and the CSU. As a center, it will exist as separate academic unit of the University, performing Training Research, Micro Financing and Marketing Programs.

The BINHI-Grameen model showed that the marginalized poor women are capable of enhancing their agricultural productivity and income through small but progressively increasing loans that are paid in small weekly installments. The program could now be adopted as an Extension-based Income Generating Program by any university or LGU.



GENDER PERSPECTIVES IN DEVELOPING A GLOBALLY-COMPETITIVE WORKFORCE

The TESDA experience

By Ma. Angelina M. Carreon

This is a story about TESDA's effort to position gender concerns in its core agenda. It is an example of how a government agency may help improve women's life by institutionalizing gender into its planning and budgeting systems.

The Birth of TESDA

On July 24, 1989, Congress passed a Joint Resolution establishing a Congressional Commission to review and assess the educational system in the country. In its report submitted on December 28, 1991 entitled "Making Education Work: An Agenda for Reform", the Commission singled-out the problem of mismatch between the needs of the employers and the skills of the workers seeking jobs, among others. To resolve the problem, the Commission proposed the following:

1. Local government and private industry to be in control of technical and job-related training;
2. Reforming the Apprenticeship Program;



3. Shifting some costs of training to industry;
4. Creating a single national agency for technical education and skills development to eliminate overlapping responsibilities; and
5. Developing a National Employment Plan

The report became the bases for the creation of Technical Education and Skills Development Authority or TESDA. Its creation is supported by Republic Act 7796, also known as the TESDA Act in August 25, 1994. The new TESDA integrates the functions of the National Manpower and Youth Council (NMYC) of the Department of Labor and Employment (DOLE); the Bureau of Technical and Vocational Education (BTVE) of the Department of Education, Culture and Sports (DECS); and the Apprenticeship Program of the Bureau of Local Employment of DOLE.

TESDA is the national agency that plans, sets standards, coordinates, monitors and allocates resources for technical education and skills development in the country. It is primarily responsible for formulating policies, which afford equal participation of industry groups, trade associations, employers and workers in the development and implementation of skills development programs. It is also responsible for the devolution of training functions to local governments, reforming of the Apprenticeship Program, participation of employers in skills training, formulation of a skills development plan, development and administration of training incentives, organization of skills olympics and management and administration of a skills development fund.

Mandate, Vision, Mission and Goals

TESDA is mandated by law (Section 2 of RA 7796) "to provide relevant, accessible, high quality and efficient technical education and skills development in support of the development of high quality Filipino middle-level human resources responsive to and in accordance with the Philippine development goals and priorities". This is further translated to TESDA's vision, mission and goal statements, which reflect the equal participation of women and men in the development of middle-level human resources in the technical vocational education and training (TVET) sector.

Vision

TESDA is a leader and catalyst in the development of world-class, technically-skilled and educated workers with positive work values, acting as the vital force in building a prosperous Philippines where citizens enjoy a life of security, social well-being and personal dignity.

Mission

TESDA is responsible for the provision of relevant, high quality technical education and skills development supportive of the needs of enterprises and the country's goals through enabling policies, responsive programs, and quality standards. TESDA integrates and orchestrates multi-sectoral and market-oriented efforts among its stakeholders to respond to the changing demands of the domestic and global environments.

Goals

TESDA goals are: (a) to establish policies and plans for the technical vocational education and training (TVET) sector; (b) to increase gainful employment; (c) to increase productivity; and (d) to provide quality administrative and support services.

Organizational structure and leadership

TESDA is made up of the TESDA Board and the Secretariat. The Board is the highest policy-making body. Its members come from both the public and private sectors, which have stakes in the technical education and skills development system. The Director General, who heads the Secretariat, is also a member of the Board.

TESDA is committed to advance the cause of women. In its Board and top executive level, there are a number of women executives holding critical positions. In the Board, 8 out of 20 or 40 percent are women. The TESDA Board and the Secretariat are both headed by women — DOLE Secretary Patricia Sto Tomas as Chair of the Board and Director Lucy Lazo as Director

General. The two deputy director general positions are also held by women. There are as many female executive directors as male in the central office.

Among the regional directors, 3 out of 15 are women. Among the provincial directors, there are more men (65%) than women. TESDA also inherited some public technical vocational institutions from DECS. As of to date, there are a total of 59 TESDA-administered schools headed by a Vocational School Administrator (VSA) or Officer-In-Charge (OIC). A little less than 20 percent (18.6%) of the 59 VSAs or OICs are women where one manages an agricultural school and another a fishery school. At the middle-level management, there are more women chiefs (54%) while there are more male (62%) supervisors.

At the middle-level management, there are more women chiefs (54 percent women and 46 percent men) and more male supervisors (62 percent men and 38 percent women).

Growth of Gender and Development (GAD) concerns

During its NMYC days, TESDA pioneered WINT, a training program that promoted equal access to training and employment for women. The then NMYC encouraged all its regional and provincial training centers to ensure that at least 10 percent of the graduates in hard trade courses were women. WINT produced 615 women graduates of basic industrial fields which prepared them for higher level of employment, responsibilities and pay. WINT demonstrated that women could be equally productive as industrial workers as shown by the experience of Region IV where female welders employed in Bobcock-Hitachi were sent to Japan for further training. Nena Escueta of Batangas was also named



TESDA has been engaged in ensuring women-friendly technical vocational institutions and training facilities, social marketing and advocacy so that women can be informed of their rights and opportunities, and gender sensitivity trainings for both women and men clients.

Worker of the Year in 1995, became a plate welder at the Engineering Equipment Inc., and is now a supervisor-trainer in the same company. Nena topped the welding skills competition at the regional and national skills Olympics (1994-95), then represented the country in the 1st ASEAN Skills Competition in Malaysia.

GAD concerns began to flourish in TESDA in 1999. In this year, a series of Gender Sensitivity Training were conducted for TESDA management, officers and members of the regional and provincial TESD Committees (R/PTESDCs) nationwide. TESDA also initiated Community-based Leadership and Entrepreneurship Training for women leaders in all 17 regions. A lot of significant researches also came out since 1999, including a Gender Analysis of TVET Delivered by TESDA, and an Analysis of the National Policies and Legal Framework on the Economic Empowerment of Filipino Women.

Since then, TESDA has been engaged in ensuring women-friendly technical vocational institutions and training facilities, social marketing and advocacy so that women can be informed of their rights and opportunities, and gender sensitivity trainings for both women and men clients. TESDA also improves its system of collecting sex-disaggregated data for policy and program formulation and adopts innovative strategies in the delivery system to make its content, course methodologies, curriculum and instructional materials more gender-friendly.

The TESDA Women's Center

It was also in 1999 when the TESDA Women's Center was established to promote women's economic empowerment. It seeks to provide market-oriented education and training for women and to engage in gender-sensitive policy-and action-oriented research. Through the center, doors to non-traditional occupations like welding, automotive, and electronics were opened to women. It was built with the support of the Japan International Cooperation Agency (JICA) and "parliamentarian friends" of then Senator Leticia Ramos-Shahani.

A National Conference of Stakeholders on Genderizing TVET was conducted through the initiative of TESDA Women's Center and funded by JICA in March 9 to 11, 1999. It served as mechanism to inform the stakeholders on the situation of GAD in the TVET sector and to share experiences and best practices of implementers of Gender-Responsive TVET (GRTVET) in the Philippines, Japan,



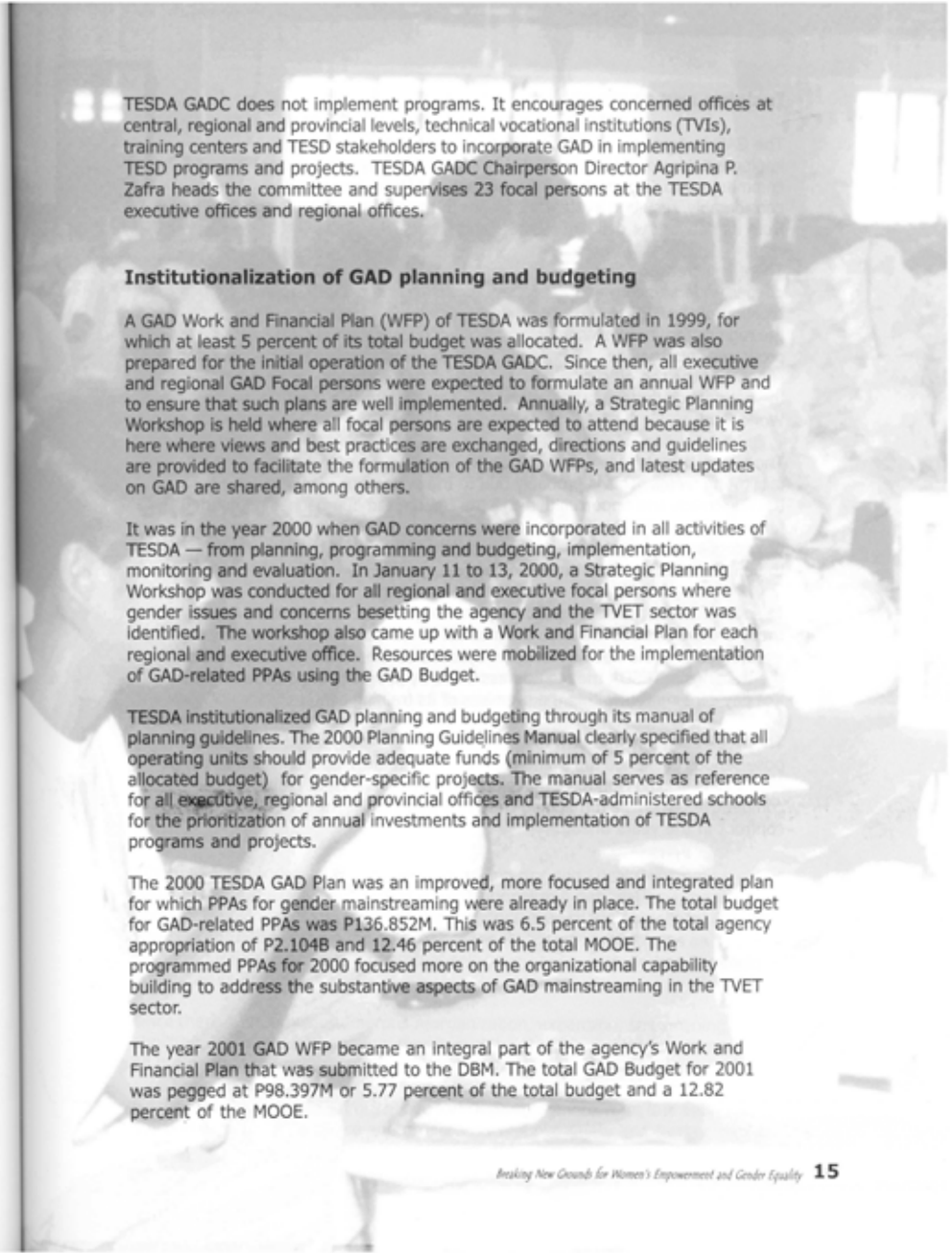
Cambodia and the Asia Pacific. An Agenda for Action for GRTVET was drawn up in this Conference.

The GAD Committee of TESDA

Under the stewardship of then Director General Edicio dela Torre, the TESDA GAD Committee (TESDA GADC) was created in 1999 to serve as its lead institutional mechanism for GAD. Its purpose is to facilitate the mainstreaming of gender concerns at the policy and program levels and determine the contribution to and benefits derived from development by both women and men. The GAD-related programs include advocacy, gender-sensitivity, and policy analysis.

The TESDA GADC is one of the primary users of the GAD budget. It was provided with an initial budget of P164T that was used for capacity building of GAD focal persons and the overall strengthening of the GADC. With these, the committee was able to generate awareness and support from all stakeholders at different degrees and levels in the TVET sector.

TESDA GADC serves as a catalyst, which ensures that gender issues are addressed in the formulation of policies, programs, and projects for TESDA. It looks at three levels of clients in the sector: (a) internal management; (b) wo/men constituency within the TVET sector; and (c) wo/men employees of TESDA. As such, there are two levels by which GAD-related programs could be implemented in the TVET sector. One, is through organizational transformation that primarily aims to create a gender-sensitive environment within TESDA. Another is through client-directed interventions, which promote GAD in the TVET programs and make all stakeholders of TESDA aware of gender issues in the TVET sector.



TESDA GADC does not implement programs. It encourages concerned offices at central, regional and provincial levels, technical vocational institutions (TVIs), training centers and TESD stakeholders to incorporate GAD in implementing TESD programs and projects. TESDA GADC Chairperson Director Agripina P. Zafra heads the committee and supervises 23 focal persons at the TESDA executive offices and regional offices.

Institutionalization of GAD planning and budgeting

A GAD Work and Financial Plan (WFP) of TESDA was formulated in 1999, for which at least 5 percent of its total budget was allocated. A WFP was also prepared for the initial operation of the TESDA GADC. Since then, all executive and regional GAD Focal persons were expected to formulate an annual WFP and to ensure that such plans are well implemented. Annually, a Strategic Planning Workshop is held where all focal persons are expected to attend because it is here where views and best practices are exchanged, directions and guidelines are provided to facilitate the formulation of the GAD WFPs, and latest updates on GAD are shared, among others.

It was in the year 2000 when GAD concerns were incorporated in all activities of TESDA — from planning, programming and budgeting, implementation, monitoring and evaluation. In January 11 to 13, 2000, a Strategic Planning Workshop was conducted for all regional and executive focal persons where gender issues and concerns besetting the agency and the TVET sector was identified. The workshop also came up with a Work and Financial Plan for each regional and executive office. Resources were mobilized for the implementation of GAD-related PPAs using the GAD Budget.

TESDA institutionalized GAD planning and budgeting through its manual of planning guidelines. The 2000 Planning Guidelines Manual clearly specified that all operating units should provide adequate funds (minimum of 5 percent of the allocated budget) for gender-specific projects. The manual serves as reference for all executive, regional and provincial offices and TESDA-administered schools for the prioritization of annual investments and implementation of TESDA programs and projects.

The 2000 TESDA GAD Plan was an improved, more focused and integrated plan for which PPAs for gender mainstreaming were already in place. The total budget for GAD-related PPAs was P136.852M. This was 6.5 percent of the total agency appropriation of P2.104B and 12.46 percent of the total MOOE. The programmed PPAs for 2000 focused more on the organizational capability building to address the substantive aspects of GAD mainstreaming in the TVET sector.

The year 2001 GAD WFP became an integral part of the agency's Work and Financial Plan that was submitted to the DBM. The total GAD Budget for 2001 was pegged at P98.397M or 5.77 percent of the total budget and a 12.82 percent of the MOOE.

Insights and Challenges

The GAD budget is a potent enabling instrument to ensure the implementation of GAD-related PPAs within TESDA and the sector. The commitment to GAD as a priority concern of TESDA has grown considerably, resulting in steady increase in the awareness and support from its network of delivery systems and clients.

There is increased awareness and sustained action on GAD, as well as deeper understanding and appreciation of GAD in the TVET sector. The creation of the TESDA GAD Committee with the focal persons lodged at the regions facilitated the promotion and implementation of GAD-related programs countrywide. This would have not been possible without the full support of the top officials. TESDA is also privileged to get the support of the national government, international financing agencies like JICA, and the World Bank.

The supportive attitude of target beneficiaries of training programs is also a facilitating factor. This is probably due to the systematic identification of training needs and opportunities and the customized approaches adopted for each client. TESDA has already established its network of training providers and stakeholders and this is another factor that helps facilitate the implementation of its gender objectives.

In spite of these, there are still many challenges to be confronted. Among these are the need to enhance the interest of women in the civil society to get trained and the need for support systems to those who actually attend the trainings. TESDA tries to address these by providing support facilities like day care centers within the premises of its training centers.

The weak economy and adverse consequences of globalization continue to pose serious challenge to Filipino women. How to develop a critical mass of high quality Filipino workforce that would make the Philippines globally competitive remains a formidable challenge that TESDA will continue to confront in the years ahead.



GAD ADVOCACY IN REGION I

The experience of DILG, Region I

By Dr. Ma. Rosalinda M. Lacsamana

How does a department mainstream gender into its agenda? This story shares the insights of a regional office which tried to bring down gender perspectives at the regional level through networking and partnership with regional agencies and local government units.

Profile

What is known today as the Department of Interior and Local Government (DILG) is a product of many efforts to institutionalize a national governance body that would meet the needs of the country's ever-changing political life. It was conceptualized during the outbreak of the Philippine revolution as an organized effort to achieve a degree of self-governance, with Andres Bonifacio himself as its first director.

Since then, it underwent numerous reorganization, expansion, streamlining, abolition, re-creation, re-naming, merging, strengthening and reform, depending on the need of the political era in which it existed.

Finally, Republic Act 6975 reorganized the Department into what it is now. Its function is to promote peace and order, ensure public safety and further



strengthen local government capability aimed towards the effective delivery of basic services to the citizenry.

Very recently, the Department focused on a more specific objective of becoming the catalyst of excellence in local governance.

Breakthroughs on Women's Concerns

From its creation up to the present, very few women landed in the list of the department's decision-makers. The limited number of women in prestigious posts may point toward women's limited participation in electoral politics from where most of the heads of the Department are usually recruited. Although the Department's turf offers a wide range of areas, these are related to the culturally male-dominated sphere such as policing, legislation, management of tribal communities and local governance.

Eventually, the playing field was unlocked to the women. During the 90's, some made it to the rank of Assistant Secretaries, Bureau and Regional Directors. For Region I, it is very fortunate that two female Regional Directors, Ligaya Barcinas and Isabelita Abcede had handled it, in 1997 and in year 2000, respectively. Both of them proved that women could be effective decision makers as well. At present, two of the Division Chiefs at the Regional Office are women.

Pushing GAD to the doorsteps of agencies and Local Government Units (LGUs)

The role that DILG Region I played was largely in relation to gender training and awareness raising of regional line agencies and local government units in the area. While it receives guidance and mandate from the central office, its roles in gender mainstreaming in the region was shaped by the regional mainstreaming campaign orchestrated by NEDA Regional Office (NRO I).

In 1994, the NRO I conducted a series of training for Gender and Development (GAD) Focal Points and Trainers. This was done as part of the Institutional Strengthening Project (ISP I) of the National Commission on Role of Filipino Women (NCRFW) and the Canadian International Development



Agency. DILG Region I sent at least seven (7) prospective trainers for the activity. This opened the gate for strong partnership between NEDA and DILG in GAD activities. But DILG management at that time was not yet convinced about GAD.

Over the years, the regular networking between the NEDA and DILG resulted in the approval of the Community-based Women's Desk, with funding from the second phase of NCRFW-CIDA ISP. The program gained popularity in the Province of La Union. CIDA even featured it in its newsletter.

Impressed by the outcome of the project, the DILG Regional Director created the Regional Gender and Development Unit and assigned a GAD Regional Focal Point Officer. This effort enhanced the public's appreciation of the DILG.

Conversely, the appreciation of gender by the DILG management also increased. Even when there was a change in the Regional Management, the GAD unit was retained, this time as one of the major thrusts of the department.

In the central office, a top ranking woman official was assigned as GAD Focal Point. This gave a lot of impetus to the work of DILG Region I because of the numerous policy and program initiatives on GAD that cascaded to the regions. It showed that the presence of strong GAD advocates among top officials at the central office is an important factor in pushing GAD agenda down to the local levels. Regular meetings were conducted among the GAD Focal Point and the Chairperson. The regional focal points also became involved in the GAD initiatives of the central office, such as the development of a manual for GAD planning and budgeting and the module on Gender Responsive Local Legislation.

GAD advocacy is now a regular program of the Department, and part of its key result areas under the management of Secretary Joey Lina.

The GAD Budget Policy

At the Regional level, DILG Region 1 had already been conducting training and orientation on GAD even without waiting for funding allocation. Coordination with local officials and other focal points in the area made it possible to conduct various activities through pooling of resources.

During the incumbency of Undersecretary Ronaldo Puno, Memorandum Circular No. 98-148 was issued, calling for the intensification of GAD campaign at the



LGU level and urging local officials to allocate funds for GAD programs and projects in local government units.

With this development, the DILG regional office intensified its efforts, particularly in line with providing technical assistance, training and monitoring of GAD efforts in the provinces, cities and municipalities. The experience, network and learnings acquired by DILG in working with NEDA I and other agencies provided the needed priming for the more difficult job of local level advocacy.

So far, DILG had conducted gender sensitivity trainings to nearly all women government employees in the region. There is also a continuing education program for local officials, to ensure that the GAD agenda will not be discontinued during political transitions. Community organizing, fora, GAD orientation and integration of gender in the design and

implementation of important projects and many other GAD related activities are on-going. An hour of gender and development lecture was incorporated in all training activities for local officials and functionaries of La Union and Pangasinan.

The implementation of GAD may be more difficult in huge agencies such as the DILG where issues of urgency such as politics and peace and order rank highest in the order of priority. In these instances, lateral alliances greatly help. For example, getting involved in the campaign of the NEDA and other agencies in the region helped considerably in this case. It is also important to focus on responding to very concrete issues that the Department finds to be relevant, such as the women's desks in the barangays. The best way to get support from top management is to show that doing GAD will make the Department look better and able to serve well.

The presence of committed and dedicated staff is very important. These, however, should be coupled with competence in the areas in which they are looked up to for advice and direction. Thus, the need for GAD Officers to be constantly updated in skills, knowledge and tools is a component of GAD advocacy that could not be dispensed with.



GO-NGO Collaboration in Mainstreaming GAD through Local Legislation

The IMA Foundation's Experience

By Ma. Jesusa T. Pineda

The IMA Foundation's experience in Angeles City showcases an approach to gender mainstreaming through partnership between and among government and non-government gender advocates. The partnership may not always be pink and rosy but, on the whole, it served as the biggest driving force for the mainstreaming of gender into the city's development agenda.

Women's Situation in Angeles City

Angeles City, first a town of Pampanga, was chartered in January 1, 1964 by virtue of Republic Act 3700. A year before the eruption of Mt. Pinatubo in June 1991 and the pullout of American troops following the rejection of the extension of the 1947 Military Bases Agreement in September 1991, the service sector comprised the bulk of employed persons. This included some 18,000 prostituted women and some 5,000 others in the restaurant and hotel business. The service sector also included direct and indirect hired base workers who counted nearly 35,000. Half of these were women, employed as office workers, domestic helpers or maintenance workers. The agricultural sector covering less than 2,000 hectares, were mostly planted first with sugarcane, then with rice, and lastly, with root crops by lowland farmers and Aetas.

The American-run military facility impeded the development of a self-reliant local economy specially women who, to survive the limited productive opportunities in the urban setting, were bound to sell their bodies, engage in illegal trading or contend with cheap wages. While economic support fund was emanating from Clark in millions, newspapers were replete with reports of rent-seekers in local government.

For a city extremely dependent on the base, the twin tragedy of the eruption and the pullout debilitated Angeles City and its nearly 300,000 residents.

The attempt by various women's groups to mainstream the women's agenda was evident in its strong lobbying for a base conversion. While the agenda was high up on the Abueva Commission's final base conversion plan, the actual conversion processes were not undertaken. Former base workers, including women, were again relegated to maintenance work as their skills hardly suited the labor requirement of garments and electronics firms in what is now the Clark Special Economic Zone (CSEZ).

While the women's movement in the city was for long involved in the anti-dictatorship and anti-imperialist struggle, the post-eruption and post-pullout years saw it equally tackling the difficult challenges of community rehabilitation and base conversion. At the national level, the change of leadership opened up fresh challenges for women in local governance and in community development programs. In the city, these translated into the assumption into office of progressive politicians and women engaging in politics.

Still, the city had not weaned itself from its "Sin City" image. Prior to Mt. Pinatubo's eruption in 1991, there were 160 bars. Four years later, the number even rose to 170. The rush of foreign locators at the CSEZ and the city government's continued promotion of the rest and recreation (R&R) industry continued to enliven prostitution. Sex tourism and internet ads on prostitution aggravate the commodification of women.

Toxic waste contamination inside the former US military base continues to be a health and political issue. It has taken 99 lives of people (mostly women and children) who once lived temporarily inside the base. Service providers in health are lacking. There are only eight midwives in 1995 for 46,862 households. Incidences of mildly underweight children were recorded in three (3) identified growth centers of the city. Violence committed against women and children ranged from wife battering, rape, incest, child support, and sexual harassment.

The labor participation rate was low at 55.49 percent for the city's total labor force of 173,000 in 1995. Angeles City is the highest sender of Overseas Filipino Workers (OFW) in Central Luzon with 13,035 OFWs from 1991-1997. In the same way, the 4,871 women OFW are also the highest in the region. This is despite the presence of an economic zone and its being a first class and highly urbanized city.

The Emergence of IMA and ACWCC

Amidst this grim reality of development failure, grassroots and professional women pioneered in advancing women's rights and well being in the city.

In 1994, these women, spearheaded by the Kapisanan para sa Kagalingan ng Kababaihan sa Angeles (KKKA), a grassroots women organization, successfully lobbied for the creation of the Angeles City Center for Women's Affairs and Concerns (ACCWAC). It was created under the City Mayor's Office through Executive Order No. 17 Series of 1994. The ACCWAC had not proven to be a sufficient mechanism. While it indicated the potential of the city government to respond and work with women's grassroots organizations, it was still a government creation lacking in support and funding. So IMA Foundation, a regional feminist organization, developed a comprehensive women's development program and continued the efforts started by ACCWAC. It positioned itself as the core of the Women's Development and Resource Center (WDRC), raising funds mainly from national legislators and from the city local government.

On the other hand, the Angeles City Women's Coordinating Council (ACWCC) began by being at the core of the women's month committee, and IMA as its convener. It transformed the city's commemoration of the women's month into an activity for forging unity among women and highlighting the sector's issues. Likewise, as part of its consciousness raising activities among the coalition members and other women's groups, it conducted a women's month education festival. ACWCC and IMA were able to conduct an orientation on the different women's frameworks. A compendium of the Women And Development (WAD), Women In Development (WID) and Gender and Development (GAD) frameworks were provided as input for the network to understand women and gender perspective.

By 1997, IMA in partnership with ACWCC held two women's summits focused on prostitution and sectoral women's issues. By the end of the year, the summits produced the Women's Agenda and Action Plan. Likewise, organizational strides were made. ACWCC became a regular body with 32 organizations from the government and non-government sectors. It co-drafted, edited and held public hearings on the GAD ordinance. At the forefront of this policy advocacy at the City Council is the city's lone woman councilor, who was also IMA's Executive Director.

On March 17, 1998, the GAD ordinance was passed. Its passage pioneered local legislation on GAD throughout the

The number of people supporting a particular agenda often and easily convinces politicians.



Philippines. Through this, the city government set aside the mandated minimum 5 percent GAD budget from its general fund for gender responsive programs, ending the vacuum left by the General Appropriations Act which do not directly mandate LGUs to implement the GAD budget policy. This was founded on the right of LGUs to enact local laws that support and strengthen national laws.

Milestone Events

The women's movement in the city has produced valuable victories. Aside from the recognition gained, it has concretely delivered various services for women who have been deprived before.

Likewise, the Angeles City Council adopted through Council Resolutions the Women's Agenda and Action Plan of the Women's Summits as part of its Medium Term Development Program. The National Commission on the Role of Filipino Women (NCRFW) encouraged the replication of the experience in all cities and municipalities of the country.

LGU Politics: A test for GAD

The "changing of the guards" at the city government delivered blows on the GAD program. The incoming administration attempted to introduce amendments to the GAD ordinance without the privilege of piloting the desired changes.

The leadership of the women's committee, then led by Pineda (author), was taken over by a male councilor belonging to the ruling party. Worse, some GO partners of ACWCC based in the city withdrew their membership as a way of pledging loyalty to the new administration.

Funds, which in the past were channeled to the programs of women's organizations, were eventually diverted to the city mayor's office, disbursing these in a dole-out manner to government run and initiated women non-government organizations (GRINGOs) and in activities that have not really alleviated the plight of women.

To be assured that the composition of the GAD Council will come from NGO delegates that are supportive of the new administration, the LGU maneuvered the selection of women NGO representatives to the GAD Council. Despite such effort, two (2) ACWCC member NGOs made it to the five (5) NGO memberships in the GAD Council. Despite the blows, the remaining NGO members reaffirmed their commitment to continue the local struggle.

Strengths and Weaknesses of the GAD Legislative Advocacy

The strength of the GAD Legislative advocacy lies on the active women's movement and involvement on the affairs of the city. Broad coalition of women and the "show of force" of women through attendance to public hearings, pickets, rallies and other forms of mobilization have influenced the passage of the ordinance. The number of people supporting a particular agenda often and easily convinces politicians.

On the other hand, the attempts of LGU to unbind and usurp the will of the group fostered closer ties among NGO members. The campaign also gained active support of tri-media.

But change in leadership and lack of gender awareness among local officials, as well as political dynamics, hindered previous gains of the women's groups.

Strategies

Being a pioneering experience, Angeles City adopted homegrown strategies. The following are not steps to be followed in linear order but points to consider when engaging in legislative advocacy at the LGU level.

1. A strong organization to serve as the voice for the women's agenda

Any legislative agenda, especially those directly affecting women and children, should be backed up by strong women's groups. Women's groups should serve as lobby and pressure groups to support and validate the legislative agenda of government officials. Their presence will provide a check and balance in the process of legislation which will safeguard the people's interest.

A broad coalition is necessary to cover a wide spectrum of concerns on issues being articulated in the proposed legislative tool/action. The coalition must have a common understanding of the issues being forwarded and concrete commitment must be forged among them to support the coalition's undertaking.

2. Consultative mechanism and people's participation to develop stakeholder's sense of ownership

The series of consultations on the problems confronted by women and children gave way to a sense of ownership on the ordinance passed. More than this, the drafting of the Women's Development Agenda laid the foundation for long-term intervention of the sectors concerned on the plight of women and the city

development in general. The continuous lobbying of women further improved the sense of ownership (among its coalition members) of the legislation.

3. A common framework must guide key advocates in advancing the legislative advocacy and action

The series of Women's Summits in the city highlighting the major issues of women and children and defining plan of action, served as the common framework of the coalition.

Legislative advocacy must not be seen as the sole solution to the situation of women but as a tool only to bring particular change in their plight.

4. Women advocates directly working in the local government units (LGU) or local officials may serve as key players in legislative advocacy

Key officials in the LGU may hasten the process of coming up with local ordinances and resolutions. The support of local officials to the women's agenda and having a woman city councilor, who had been in the forefront of the whole consultative and legislative process, gave way to the passage of the GAD Ordinance.

The knowledge and skills in drafting local policy measures is crucial for key players to be able to expedite the legislative process. The principle and commitment of key players in advancing the status of women and children are also important.

5. Continuous consciousness raising, organizing, mobilization and advocacy for women's issues in all social sphere

Continuous consciousness raising, organizing, mobilization and advocacy for women's issues in all social spheres will recoup lost gains.

Headship of the Sanggunian Committee on Women and Family is now one of the most coveted positions in the Angeles City Council.





Credibility must be established, numbers must be mustered and strength had to be demonstrated to win the uninitiated and the skeptics. Allies in the government and non-government sectors are not developed through sheer words. They have to see the face of women's sufferings, needs and potentials.

Reflections

The national policies on GAD and the broad formation of ACCWC had been well in place. However, the local women's movement would have not gotten through it without the integrity and organizational unity demonstrated in lobbying for the ordinance. Credibility must be established, numbers must be mustered and strength had to be demonstrated to win the uninitiated and the skeptics. Allies in the government and non-government sectors are not developed through sheer words. They have to see the face of women's sufferings, needs and potentials.

Partnership does not start in the mere recognition of the roots of women's exploitation, oppression, subordination and marginalization. The partnership will have to be translated into actions and sought in full transparency. Partners have to be assisted in transcending their weaknesses and in transforming their mechanism from reactive to pro-active ones.

While there was an overwhelming expression of appreciation for its passage, the value and relevance of the GAD ordinance can only be tested by its implementation and the attainment of its vision for gender equality and equity. Patriarchy must be addressed too and policies must be transformed to guarantee women's empowerment.



Challenges and Recommendations

IMA and other members of the ACWCC continue to defend the victory of having the GAD legislated and the action plan framed by implementing these in their own spheres of work. At the same time, it continued to strongly lobby for the integrity of GAD and its implementation in order to uphold the mandate it draws from the women's constituency.

Resistance to change should not weaken the struggle but serve as a challenge. The greater the obstacles are, the stronger the commitments should grow.

Both at the micro and macro-level, continuous conscientization and organizing of women are necessary for them to be empowered and be actively involved in gender mainstreaming activities and in addressing the roots of their plight.

Women should be provided with skills to participate in political processes like joining alternative and transformative politics and other decision-making bodies. Women in positions of power and decision-making should be constantly influenced to champion concerns of women. However, majority of women must be organized and trained to lead in advocacy concerning their rights, welfare and issues.

Global, international and national policy developments on the advancement of women must be popularized and monitored by NCRFW. Concerned government bodies should come up with strong policies to make LGUs accountable for their actions in violating mandatory provisions for women's agenda and gender mainstreaming.

With or without the government support, women NGOs should continue conducting women's summits and other related activities to confront the issues at hand. A Medium Term Development Plan for Women must be pursued to serve as blueprint of action in the future.



THE GAD CODE AND PROVINCIAL GAD CENTER

The case of Misamis Occidental

By Cherubic C. Viña

The case of Misamis Occidental is an example of how mechanisms for gender mainstreaming could be set up at the provincial level. The province is one of the first few local government units that adopted a GAD Code. It is also a pioneer in the setting up of a provincial GAD Center which is currently managed by 13 full time women and men staff.

Our province

Misamis Occidental is located near the narrow strip of land linking northwestern Mindanao to the northcentral part of the island. It is bounded on the northeast by the Mindanao Sea, east by the Iligan Bay, southeast by Panguil Bay and the west by Zamboanga del Norte and Sur. It has a total land area of 2,024.18 square kilometers and is made up of 14 municipalities, namely: Aloran, Balliangao, Bonifacio, Calamba, Clarin, Concepcion, Don Victoriano, Jimenez, Lopez Jaena, Panaon, Plaridel, Sapang Dalaga, Sinacaban, and Tudela. It also has three cities: Ozamiz, Tangub, and Oroquieta, the capital of the province.

The province has relatively good highways which connect it with the provinces of Zamboanga del Norte and del Sur. The most common means of transportation is by passenger buses from the nearby provinces of the region. The Ozamis

City Airport, the only airport in the province, is small and can only accommodate turbo-prop aircraft. The seaport of Ozamis has established trade and transportation connections to Cebu and Manila markets. Travel by sea is a major mode of transportation, which calls for the continuing modernization of its port facilities. Both the airport and the port are undergoing expansion to cope with the demands of the modern time.

The power need of the province is serviced by the Misamis Occidental Electric Cooperative I and II, under the National Power Corporation in Iligan City. It's main power source is the Maria Cristina Falls in the said city. All municipalities in the province have been energized and about 78.1 percent of the total barangays and 72.8 percent of the households are actually supplied with electricity in 1997. As of 1997, only 69 percent of all households in the province are served with potable water from all level sources.

The province has access to basic telecommunication services through the PLDT, which covers the major cities and its subsidiary, CRUZTELCO, which serves some of its municipalities. Other leading phone companies, such as PT&T and Piltel, also operate in the province. Cellular services such as GLOBE and SMART are the growing business in the locality. Internet services are also provided by local internet service providers and are expanding to many households in the cities (and hopefully to the municipalities soon).

Social, economic and political life

As of 2000, the estimated population in the province is 496,386. Out of the total 97,597 households, according to the National Statistics Office (NSO), 51.6% in 1994 are living below the poverty line. These are mostly composed of farmers, landless workers, fisherfolks, indigenous cultural communities and other disadvantaged groups.

The literacy rate is in an ascending pattern from the School Year (SY) 1993-94 to SY 1996-97. SY 1995-96 has a literacy rate of 81.02% in which there is an increase of about 2.56% compared to the previous school year. An increase of about 1.19% is reached in the SY 1996-97 in which the literacy rate was 82.2%.



The local government departments as well as the local agencies are implementing socio-economic programs for women and men residents like capital assistance and/or subsidy to women using community bank approach. Other activities like livelihood trainings for women and out of school youth are

also active in the locality. Examples of these livelihood trainings are home gardening (FAITH- Food Always At Home) and other non-formal education trainings. Community based projects are also implemented with the partnership of the LGU's and the NGO's. One of its pioneering projects is the access to safe water in all barangays of Misamis Occidental in which measures will be adopted to provide easy access to safe water supply. Appropriate systems shall be installed to ease women's workload. Another project is the Community-Based Referral System which helps empower and organize local residents of the province.

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Politics

The province of Misamis Occidental is composed of 14 municipalities and three component cities. The Provincial Government is headed by the Governor, the Vice Governor and 11 Board Members. Three of the board members are women. Of the three cities, two mayors are women and of the 14 municipalities, four have women mayors. A good number of women are in the city and municipal councils.

Our Gender and Development (GAD) story

Gender and Development only became an agenda of the provincial government during the late 90s, under the administration of former governor Ernie D. Clarete.

During this time, Board Member Rosario "Inday" Balais, who was then new in politics, committed to promote GAD as a way of advancing her priority concern - women and health. Through her initiatives, awareness raising on GAD was intensified. Her earnest efforts convinced Governor Clarete, then Vice Governor Ocampos and her colleagues in the Sangguniang Panlalawigan to allocate GAD funds initially from the 20% development fund. Alongside, GAD Focal Teams were created through an Executive Order. Provincial GAD Focal Team members were sent to series of trainings and workshops to develop their capability to oversee the GAD program of the Province.

Under Executive Order 8-98, the GAD Focal Teams were mandated to execute the following functions: (a) formulate and implement the Local GAD programs, projects and activities particularly those involving protection of women's rights,



prevention of violence against women and the provision of sustainable livelihood projects; (b) undertake seminars/trainings to ensure that gender equality is mainstreamed in the local government units and the population as a whole; (c) monitor programs, projects and activities involving gender and development; and (d) perform such other functions as may thereafter be provided or as may be necessary and incidental for the performance of its mandate. Its initial members were the Provincial Governor's Office (PGO), Provincial Planning Office (PPO), the Provincial Social Welfare and Development Office (PSWDO) and the Sangguniang Panlalawigan (SP).

After these, the members expanded in the various agencies of the provincial government. The GAD Focal Team members showed their interest and commitment. They were sent to trainings on GAD initially through the Local Government Support Program (LGSP). Needs and plans were identified, thus emerged a more comprehensive approach to the program. Among these were the construction of the GAD Center and the formulation of the GAD Code. Hindering factors include resistance from other municipalities and a few chief executives to the GAD Program and the diverse religion and culture in the province. To overcome these, Gender Sensitivity Orientation were conducted in each municipality and, in some areas, down to the barangays.

In 1998, the province became a beneficiary of the European Union (EU) funded Women's Health and Safe Motherhood Project, Project-Partnership Component under the Department of Health. The overall purpose of the project is sustained improvement in health of target beneficiaries by means of improved access, knowledge, skills and services, obtained through close cooperation and integration of DOH and LGU services with women in the communities. With the integration of GAD in the project, a deeper participatory implementation process emerged. The project became instrumental in advancing the provincial concerns on GAD. It supplied the financial and technical assistance needed by the province in conducting GAD awareness and skills training for GAD implementers, beneficiaries and other stakeholders.

A monitoring body on women's health was created under "E 001-2000 Health Coordinating Team". Various activities on Gender and Development and Women's Health were conducted by the Provincial Women's Health Coordinating team (PWHCT). First was a GAD Code, then a GAD Development center. The idea of formulating a GAD Code surfaced during a workshop on identifying sustainable measures on GAD implementation. A technical working group (TWG) was organized to draft the Gender and Development Code of Misamis Occidental. It was a tough job for the TWG. "Sleepless nights and lengthy arguments" among the members characterized the process. They attended Gender Sensitivity Training to equip them with the knowledge that would enable them to do the responsibility. After weeks of brainstorming, they have prepared the draft of a GAD Code that will empower women. The lessons they learned from trainings and the experiences of a few local government units (that have adopted a similar Code) enabled them to withstand the challenges of the process.

The GAD Code of Misamis Occidental was officially approved on November 10, 2000. This will be the instrument to uphold the rights of women and the belief in their worth and dignity as human beings and full partners in development and nation building. The Local Government of Misamis Occidental shall actively contribute to the establishment of a national and international economic order based on sustained, equitable growth and balanced ecology, and that any development effort it undertakes should enhance women's full potentials, uplift their status and lead to the improvement of their lives, their families and of the

The idea of formulating a GAD Code surfaced during a workshop on identifying sustainable measures on GAD implementation.



intervention and all activities that involve women/GAD. Nowadays, the center is serving the residents of the province, especially the women and children. Handling cases of violence against women and children is one of its main functions. It also works in coordination with other offices of the provincial government.

The center's vision is to attain "a peaceful and progressive province achieved through women empowerment and gender equality". At present, the center's staff is on its initial capability building in handling VAWC. It conducts advocacy in all barangays regarding the center's services and functions. It also conducts Gender Sensitivity Trainings provincewide. The center facilitates the organization of women coalition in the province and undertakes Monitoring and Coordinating on Gender Sensitive Watch, Legal Aide Services Check, Advocacy and Campaign Management, Sustainable and Gender-Sensitive Project Development, Violence in Media Check and Regulatory on Education and Training Benchmark, Psychosocial Support Program and Early Childhood Care and Development Program and Services as mandated by the provisions of the GAD Code. The budgetary allotment of the center's operation is taken from the GAD Operationalization Fund. The center serves as Temporary Shelter Facility and has rooms to cater to VAWC victims. It is complete with top of the line audio-visual facility which enables this establishment to conduct seminars and trainings. It also strengthened the support systems for the implementation of the GAD Code through seminar/workshops for women and officials of the province. It is open to everyone who needs its services and assistance. The center had handled several cases on violence against women and children and had helped a number of VAW survivors obtain justice for the abuses committed against them.

The GAD Budget policy is institutionalized in the province by virtue of Article 1, Sec. 2 of the GAD Code.

Making the GAD budget work

The GAD Budget policy is institutionalized in the province by virtue of Article 1, Sec. 2 of the GAD Code. However, while awaiting the Code's IRR, which clarifies the specific mechanisms and roles of budget allocation, the strong commitment of the present chief executive, Governor Loreto Leo Ocampos ensures its implementation.

Under the governor's centerpiece agenda, gender is treated as a cross-cutting concern. Using the acronym "CHAMPS" (Competence, Health, Agriculture, Maintenance of Peace and Order, Preservation of Environment and Social Services), all department heads and the people are informed of the administration's support to GAD within the context of the aforesaid areas of concern.

The GAD budget implementation is largely facilitated by active lobby group and the commitment of local chief executives and the legislative body. The commitment of the Gender and Development Center Staff, who continuously come up with effective strategies and sustainable mechanisms for GAD, is another important factor. Presently, the center has 13 staff whose salary comes from the regular budget of the province.

The women of the province play an important role in decision making and advocacy. It is envisioned that after the adoption of the Code's IRR, the women's coalitions will eventually be represented in the provincial legislative body.

The initial release of the GAD budget was done in 2000. A total of P1.6 million pesos was allocated, the bulk of which was spent for the construction of what is now known as the GAD resource center of the province. To run the program of the center, an amount of P1.3 M was appropriated in addition to personal services. A counterpart fund to foreign funded women's projects (P500,000.00 for WHSMP PC and P1M for Phil. Australian Local Sustainability Project) was provided. The GAD Budget this year is appropriated mainly for the operation of its temporary shelter facility, capability building of staff, skills trainings and livelihood, and information and advocacy on the GAD Code. Advocacy on anti-illegal drugs and early childhood care and development program are also included in the services of the center because these issues also affect women considerably.



Moving forward

Although more and more residents are beginning to recognize the benefits derived from GAD, the campaign is still beset with problems that normally go with pioneering. Skepticism and negative attitudes still exist among co-implimentors and other stakeholders. Fear over duplication of services is strong, for which coordination schemes need to be drawn up.

On the whole, however, the GAD initiatives of the province are commendable. With the operationalization of the Provincial Gender and Development Center last January 29, 2001 and the approval of the GAD Code in November 10, 2001, there are visible changes that are worth noting among the people. With the provision of the Code, Gender Sensitivity Trainings changed the patriarchal stance of some men and had brought about empowerment on the women's sector. It had made women realize their worth as individual and have become active partners in the projects of the province.

The presence of the center and the implementation of the GAD Code provide an assurance that GAD will remain central to the provincial development agenda. Hopefully, services would be accessible to women, an environment conducive to gender equality would be nurtured, opportunities and capacities would be expanded, and mutually fulfilling gender relations would be promoted.

In summary, the Gender and Development Program helps in enhancing the political, economic and social life of the province. Political leaders are now aware of the importance of women's roles in society and are more sensitive to their needs. The hardships that the GAD advocates experienced continue to serve as a challenge in moving forward to the province's vision of gender equality.



**MUNICIPAL CENTER FOR WOMEN:
AN INTEGRATED GENDER SENSITIVE HEALTH PROGRAM OF
BALAYAN, BATANGAS**

The Balayan experience is a winner of the Galing Pook Award. This case demonstrates how a municipality could adopt an integrated program for women using its own resources. This case was reprinted "as is" with permission from the Executive Director of Galing Pook, to whom the publisher is very grateful. Artistic photos were supplied by the Philippine Information Agency.

Balayan at a glance

Balayan is famous for Bagoong and Parada ng Lechon. It is the centermost town in the western part of Batangas and is inhabited by 62,103 constituents. Located at geographic coordinates 14053 latitude and 120043 longitude, this first-class municipality is bounded in the north by Tuy, in the west by Lian and Calatagan, in the east by Calaca and in the south by Balayan Bay. A sugar-producing municipality and now a prime producer of Galvalume 55 (G.I. sheets), Balayan is 107 kilometers from Manila via the scenic route in Tagaytay Ridge and about 48 kilometers from Batangas City which is the capital of the province.

This lowland town in the western region of Batangas has a total land area of 10,773 hectares apportioned to 48 barangays (villages). The poblacion (town center) comprising 12 barangays covers 42.69 hectares and the remaining 36 rural barangays occupy about 0,730.31 hectares. This first seat of Christianity in Southern Tagalog and birthplace of national luminaries has a total of 12,089 households.

The Program

In 1992, Benjamin E. Martinez, Jr. was pushed in the political arena after the death of his father. He was a neophyte politician and the youngest mayor in the Philippines. He thought he was fortunate to be given the chance to manage the seemingly prosperous town of Balayan. But like any other local chief executive, he was beset with numerous problems.

Learning from observations and experiences, Mayor Martinez or Benjie, as he is fondly called, developed a broader perspective of his role as a service provider. He is convinced of treating his constituents in a holistic view, allowing them to make decisions and providing them with high quality gender-sensitive services in order to enlist community participation in health and development plans. Most significantly, he realized that women being in the mainstream of society could bring about change and reform in the local government.

Since 1993, when the municipality became the pilot area of a project sponsored by the Japanese Organization for International Cooperation in Family Planning (JOICP) called Sustainable Community-based Family Planning/ Maternal Child Health. Mayor Benjie has been actively addressing women's health and reproductive concerns. It was in the same year when he met Attorney Geraldine Berberabe, a board member of the Sangguniang Panlalawigan (provincial council) who has a program addressing demands for legal assistance, livelihood, and continuing education for women. She later on became his active partner in the Center.

Towards the end of 1996, Balayan was alarmingly characterized by high infant and maternal mortality rate, malnutrition among children, increased incidence of violence against women and the presence of gender biases, early marriages, poor health facilities, unemployment and meager income that contribute to poverty, lack of concern for the women sector, and indifference towards community responsibilities. To make matters worse, some agencies and their officials thought that women-related problems are purely domestic affairs. Despite these problems, Mayor Benjie saw the overwhelming participation of several groups particularly in the implementation of health projects at the barangay level.

The municipality of Balayan, which was awarded in 1999 as the Most Child-Friendly Local Government and Best Police station, felt the need to uplift the plight of women. Evaluating the situation and looking at a better way of addressing it, Mayor Benjie decided to converge all efforts of government offices under his jurisdiction into one coordinating body. His personal advocacy led to the establishment of the Balayan Municipal Gender-Sensitive Maternal Health Program.



The idea is to make them aware of their individual rights and capacities to allow them to make intelligent decisions, eradicate gender biases and discrimination, elevate women as equal with men as nation builders, enact progressive legal and moral change for women, and utilize women's potentials as equal partners in progress.

Program Implementation

Founded in 1997, the Center takes pride in being the first of its kind among local governments in the country. Its objectives are to recognize the significant role of women in the family and community, uphold the dignity of every individual, particularly the women, and diminish women's right abuses, and empower women through education, training and seminars. The idea is to make them aware of their individual rights and capacities to allow them to make intelligent decisions, eradicate gender biases and discrimination, elevate women as equal with men as nation builders, enact progressive legal and moral change for women, and utilize women's potentials as equal partners in progress.

The convergence strategy adopted by Balayan gave rise to various programs involving not just women but the different communities in the municipality.

Health Assistance

Health assistance is given to women through health awareness seminars which educate them on proper hygiene and enhanced reproductive system. An anti-drug campaign is also conducted. Coordination is done regularly with Rural Health Units I and II and other appropriate national offices on matters pertaining to health and reproductive rights of women.



At present, 332 registered indigents receive medical, hospital, and funeral cash aid. The local government expenditures for this purpose are as follows: P174, 000 (1997); P15, 000 (1998); P160, 000 (1999); and P200, 000 (2000).

Legal Assistance

Women are empowered through legal education, acquainting them with substantive and procedural forms of law. Women who are victims of domestic violence are assisted by informing them of their legal options and non-legal

alternative. If they choose to file a formal case in court, they will then be given assistance and coordination with appropriate judicial agencies undertaken. If necessary, linkages and referrals with other female lawyers will be made. Women organizations in the barangays are given legal information; eventually, they give paralegal training to facilitate legal actions when needed.

Education and information dissemination

As part of its continuous education advocacy, training on Violence Against Women (VAW), Gender Sensitivity Training (GST), and paralegal counseling are given. Publication and laws protecting women and appearance on local television for purposes of information dissemination form part of their setup. These were made possible in the early years of the Program with the assistance of the Institute of Social Order of the Ateneo de Manila University.

Its realization that reproductive health is not only for women prompted the inclusion of the male sector through education and training. High incidence of contraceptive prevalence rate (CPR) has been recorded as an effect of the Program.

Economic and Livelihood Assistance



Two sources of funding helped the marginalized women get a chance to augment their meager household income through micro-financial loans. The JOICP provided the amount of P185, 795 in 1999 as well as in 2000. Thirty-two groups availed themselves of economic loans under this fund ranging from P45, 000 to P60, 000. On the other hand, the amount of P200, 000 was made available for the same years under the Self-Employment Assistance Program (SEAP). Each program beneficiary is able to loan an amount ranging for P3, 000 to P10, 000 which they used for small businesses such as poultry raising meat

processing and vegetable raising. To date, there are 334 individual beneficiaries. Two women from the grassroots level were hired and detailed at the Center.

Legislative Advocacy and Research

Sex disaggregated data are collected and included in the planning, design, implementation, monitoring and evaluation of programs. The same data are used in coming up with a national and municipal profile and status of women and in formulating and lobbying for laws, resolutions and ordinances designed to enhance the full development of their potentials.

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Women's Counseling

This involves providing counseling services to women, informing them of the options available under certain circumstances such as wife battery, physical injuries, and seeking financial support and custody of the children.

Three staff members in the Center offer counseling during office hours. Peer counseling is made part of the Center's activities. Peer group consultation can be considered the turning point of the activities of the Center concerning adolescence through the youth program in collaboration with the DOH and SK. As a result, the incidence of early marriages decreased by 20%.

Community Organizing

All operations were centralized, utilizing existing programs and resources of the government and resulting in the formation of task forces, women's and male's clubs and other organizations down to the barangay and purok (zone) levels. Women's organizations and associations as well as the existing Barangay Health Workers (BHWs) are actively involved. Before the creation of the Center, there were only 100 health volunteer workers. Through consistent and continuous education and training, a revitalized volunteer women's organization was born. The number of BHWs mushroomed in every barangay: 259 volunteers were added to the master list increasing the number to 359. The Minimum Basic Needs/Human Ecological Security/Social Reform Agenda semestral survey conducted by the BHWs greatly helped in providing the minimum basic needs of the less privileged. The perspective of the municipal government gradually changed based on the result of the survey.

The organization of both women and men gave rise to the active involvement of the community in the inter-barangay Clean and Green Contest which resulted in the institutionalization of waste management, maintenance of public places planted medicinal and ornamental plants, availability of trash receptacles in public places and to some extent along barangay roads, and absence of uncollected garbage.

Women's Networking

In implementing women-related programs, coordination was done with various organizations, including government agencies, non-government organizations, and people's organizations. Linkages with international and local organizations, other local governments and the private sector to further improve the welfare of women were also strengthened.

Monitoring and Evaluation

This involves overseeing the conduct of municipal-wide activities promoting gender sensitivity among the public. Guidelines that will determine the extent, to which gender concerns have been addressed by the programs and have been mainstreamed, were issued. A bi-annual evaluation of the different gender sensitivity activities and its impact within the municipality is conducted by the Center.

The installation of a community-based monitoring system has become truly relevant and effective. Participation of civic groups and government organizations are enjoined in community activities and more barangay folks are involved, resulting in their empowerment especially in identifying their health and other needs. The women become committed because they know what they are fighting for.

Program Outcome

Now on its fourth year, the creation of the BMCW has produced significant results. Convergence, networking, mobilization, and continuous monitoring of cases are among the strategies adopted by the local government. Women's effort and participation has been recognized as an integral part of the community's development. To the joy of the women, the mindset of some officials and agencies that women-related problems are purely domestic affairs have been changed. Family relations underwent crucial changes in the last three years. The GST became the instrument to effect changes in family relations at the barangay level. Abot-Kamay (within reach), an annual gift-giving every December for disadvantaged women, also helped in the success of the Project.

The commitment of BHWs greatly improved due to empowerment, continuing education, and advocacy. Innovative projects were not only encouraged but also successfully implemented resulting in participative governance.

The most significant effect of the Center's establishment is the alarming number of women who flooded the Center to refer cases some of which had been concealed for quite a long time because of existing societal dictates or ignored for being seemingly insignificant or evaded for societal reasons.

Table 1. TYPE AND NUMBER OF REPORTED CASES

TYPE	NUMBER
1. Violence Against Women and Incidence of Gender Biases	201
2. Acts of Lasciviousness	158
3. Financial Worries	96
4. Separation	80
5. Emotional Harassment	70
6. Unjust Vexation	18
7. Oral Defamation	16
8. Drug-related	10
9. Rape-related	10
10. Incest-related	2
11. Attempted Homicide	1
TOTAL	662

In politics and leadership, the culture of silence among rural women has been broken. Locally, women have become more confident of their potentials. Before, there were only 10 women leaders in both elective and appointive posts. The 1.8- percent rate of women leaders jumped to 2.5 percent.

The Program showcases the ability of its staff to handle domestic and criminal cases. Of the 662 cases ranging from rape to slight physical injuries, 608 or 91.84% have been resolved. Thirty-six or 5.44% are awaiting the court's decision and 18 or 2.72% are still in progress, which means that the concerned parties have not reached a final decision.

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The center's three-year operation has resulted in increased participation in government projects. The Center has gained popularity and credibility even among kababayans (town mates) in other countries who make use of the Center's services, especially those couples having marital problems with one spouse working abroad and the other partner left in the country. The program staff serves as mediators and conciliators.

The program promotes people empowerment because education has enabled them to realize their untapped potentials. People need projects that they can trust and count on. It is proactive because it does not merely respond to legal health or financial needs but promotes social awareness which is an essential component for assertion of rights. The local government does not want the

people to go to them. They go to the people. They always tell them to be vigilant of their rights and assure them that the local government will assist them whenever necessary.

Why should the Balayan Municipal Center for Women be chosen as one of this year's Galing Pook awardees? First, it is the most comprehensive, most concrete, most cogent and most ambitious program in transforming our society and citizenship. It is effective because the services are concrete. Its being non-partisan gained respect of the constituents. It is efficient because it responds immediately to the needs and demands of the beneficiaries. When the people of Balayan need legal advice, it is given to them immediately. Health assistance is instantaneously provided through the Barangay Health Centers and Barangay Health Workers. Given a few days of processing needed documents, financial assistance is given without delay.

Program sustainability

The Program is deemed sustainable since it is supported by an ordinance and is integrated in the annual budget. In 1999 and 2000, the Program appropriations for administrative services, maintenance, and operation were P161, 392.40 and P315, 588.28, respectively. The annual budget for health purposes was P4, 373,540.39 in 1998, P4, 847,208.56 in 1999, and P5, 747,018.55 for 2000.

The Program has developed a sense of pride among Balayaños and even among their neighboring municipalities. Putting up of such a unique facility with a comprehensive Program catering to the needs of local residents and nearby municipalities makes them proud. Both local and foreign educators and social workers visit Balayan with the intent of establishing the same program in their own areas. In fact, the other municipalities in Batangas, such as Lipa City, Bauan, Tuy, and Calatagan, have recently established their own centers for women with Balayan's assistance.

The Program undeniably embraces a whole gamut of integrated yet ambitious pro-women programs, the present provision for livelihood funds may not be sufficient for the continuously growing population. Despite the availability of paralegals, the center is in dire need of the services of a permanent legal counsel. However, even with these constraints, women Balayaños have much to cheer about as far as their struggle for equal rights and development is concerned. The Center has been a blessing to them.

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PROMOTING EMPOWERMENT AND GENDER EQUALITY

The Orani Experience

By Lourdes S. Pagtalunan

Orani's experience show that the problems of women are experienced in many forms and spheres. Therefore, the gender advocacy should be waged at all fronts - in the offices, homes and communities. The story shows how government could respond to these problems by providing the policy framework and allowing the women to lead and move towards their own empowerment.

Our town

The Municipality of Orani is one of the 12 municipalities of Bataan Province in Region 3. It lies in the 1st Congressional District and is located on the eastern coast of the Bataan Peninsula. Orani is bounded on the east by Manila Bay, on the north by Hermosa, on the south by Samal and on the west by Dinalupihan.

It is about 115 kilometer north of Manila and can be reached by daily bus trips from Manila and neighboring provinces. The road network of the municipality is vital to the delivery of goods and services to and from the other municipalities and provinces. Being surrounded by rivers and channels, Orani has a total of 14 bridges.

The main source of potable water supply is the Orani Water District (OWD), while the upland areas rely on deep wells managed by the National Irrigation Authority (NIA). The Peninsula Electric Cooperative (PENELCO) services the electric need of the municipality.

The total population as of May 2000 is 52,501. The sex ratio indicates a predominance of the male population, although females also tend to outnumber males in the age groups of 30 to 34 years old and 55 years old. Orani has a literacy rate of 97.94 percent. It has a higher percentage of the school-going age in the pre-school and high school levels.



Women play a very important role in the municipality. They are also involved in economic activities and agricultural production

Economic and political life

The annual income of the municipality is P69,916,867.11.

The municipality is primarily an agricultural and coastal area, large tracts of which are devoted to aquaculture, permanent crops, farming, fishing, livestock and poultry production. The municipality also encourages the establishment of cooperatives by providing financial and technical assistance. Commercial establishments thrive more than the manufacturing activities, except for garments, jeep assembly and home industries. Public market and fish port are among the economic capitals present in the locality.

The executive and legislative bodies formulate policies and programs on how they can best serve the community. Women play a very important role in the municipality. Members of Bantay Tahanan, which help maintain harmonious relationship within the community are predominantly women. They give assistance to victims of domestic violence and sexual harassment.

Facing the concerns of Women

Women issues gained more attention in our place when the Public Employment Officer (PESO), Department of Social Work and Development (DSWD) Officer and the President of the Association of Barangay Captain (ABC) attended the launching of DAW (Delivery of Justice to Disadvantaged Women). The launching provided them with initial orientation on gender concerns.



The fundamental principles of equality, respect for the dignity and rights of every human being regardless of sexual orientation, race, color, ethnicity, religion age, ideology and socio-economic class became more clear to them. Recognition that women's disempowerment are manifestation of structural inequities and unequal power relation between men and women increased.

The Municipal Mayor and the Sanggunian Bayan members acted on this issue by passing Resolution No. 29, on domestic violence and sexual harassment. Through this, CODI was created, along with Bantay Tahanan or BATA, a family watch group within the barangay, which aims to prevent domestic violence among women and children.

The enactment of laws against sexual harassment and prohibition of discrimination against women is a positive step. Nevertheless, women still hesitate to report incidents mainly for fear of humiliation and retaliation of superiors. It can be understood that women may refuse at first to come out in the open and report their cases because of lack of support mechanism.

Because of the support given to women, the constituency became cooperative to pursue the objective of having a happy and peaceful community through the elimination of violence, especially among members of the family.

Our GAD Budget Policy

There is a policy that institutionalized GAD budget in the municipality. The decision makers of the municipality understand that equal contribution of women and men must be recognized. So, the municipality set aside a minimum of five (5) percent from its general appropriations. The budget for GAD are appropriated for programs, activities and projects identified as gender responsive.

Initial gains

Aware of their rights, women are now able to take action that would improve their living standard. Many are engaged in livelihood projects, able to protect themselves from domestic violence and sexual harassment, and have the courage to freely express their ideas.

Support from the government serves as a key factor that strengthens the implementation of the program for women. Livelihood is one of the specific needs of women, so trainings were conducted to help start their projects. Likewise, counseling and education were done to raise their awareness of their rights and privileges. This enables them to access basic services, reduce women's multiple burdens, improve their health and increase their productivity and income.

Women are now enlightened on what role to play, particularly in influencing the development processes. Many problems had been encountered in helping men understand the implication of gender issues in their life. Presently, there is an increasing recognition that relationships work better in an atmosphere of partnership and gender equality.

Aware of their rights, women are now able to take action that would improve their living standard. Many are engaged in livelihood projects, able to protect themselves from domestic violence and sexual harassment, and have the courage to freely express their ideas.



MAKING GAD BUDGET WORK FOR WOMEN

The case of Mlang, North Cotabato

By Maricel A. Vigo

With the support of local line agencies and the municipal council, Mlang instituted a Municipal Women's Development Council. The council organized the women, developed their capabilities for economic productivity and political participation, and provided livelihood assistance to women's organizations in its 37 barangays. These were made possible through the GAD budget.

A Snapshot of Mlang

Mlang derived its name from the Maguindanaon word "tamlang" which means bamboo. It has a land area of 38,920 hectares and a total population of 71,970 individuals. Of this, 48 percent are female.

The average household size is 5.0, lower by 0.5 from its 1990 population. The 1995 survey of the National Statistics Office (NSO), showed that 55.78 percent of its population were of reproductive age. Of this, 20,596 were male and 19,483 were female. Eighty percent of the population live in rural areas. Only 9,633 individuals are in the urban center. More than half of the population are in the working age bracket. However, the labor force totaled only 26,441 or a labor participation rate of 66 per cent. Most of the population are Ilonggos or Hiligaynon-speaking.

The major source of living in the municipality is rice farming, which covers more than 15 thousand hectares. The Mlang farmers practice multi-crop farming with

rice, corn and sugar cane as main crops. Other commercial crops are rubber, coconut, banana, fruit trees and vegetables. Two irrigation systems, the Mlang Irrigation System and Malasila Irrigation System, supply an approximate area of 8,412 hectares. Other sources of livelihood are livestock and poultry. Some farmers integrated fish culture into their farms, covering more or less 160 hectares. There are quite a number of commercial establishments in the urban center. Wholesalers and retailers top the list. Only five banking institutions are present in the area. The municipality has 113 rice and corn mills.

According to the Municipal Planning and Development Office (MPDO), more than 80 per cent of the population live below poverty level, with an average annual income that is below P72,000. Most of the men in the area are involved in farming or agriculture-related activities. The women on the other hand, take part in agricultural production like planting, harvesting of crops and livestock raising. These back-breaking activities are undertaken by women aside from childbearing and household chores.

In 1995, the municipality posted an income of P20.3 million and was subsequently classified as a first class municipality effective July 1, 1996. By the year 2000, the municipality posted an income of P53.6 million. With this development, the municipality has increased its total income by 5.25 percent as compared to last year's income. Significantly, the municipality has not incurred any deficit for the year 2000.

The birth of women's organizing in Mlang

There are a number of women's organizations in Mlang. There is a Rural Improvement Club, women's welfare organizations, groups organized by the Catholic Church women's program, and the women's group organized by Councilor Adelfa Dalumpines.

During the administration of then Mayor Manny Piñol, now the governor of Cotabato Province, a new position for women's

The municipal women's program envisions a democratic and sovereign society where women and men enjoy equal rights in opportunities and share responsibilities in the home, in the community and in the society as a whole.



concerns was created under the Mayor's office through an executive order. Mrs. Mary Estampador, a former GABRIELA organizer, was appointed to handle the women's organizing and education in the municipality in June 1997. Just after this year's elections, the new mayor renewed Manang Mary's appointment by issuing another executive order with similar provisions.

The municipal women's program envisions a democratic and sovereign society where women and men enjoy equal rights in opportunities and share responsibilities in the home, in the community and in the society as a whole. Along this line, the program serves as a service center for advocacy, education and organizing of women for their rights, welfare, development and empowerment. It aims to help establish a progressive community and democratic family through the provision of responsive support mechanisms to women and children's problems, issues and concerns. Among its goals are to: (a) educate the women on their rights and opportunities; (b) enhance women's capacity to organize; (c) enable them to attain economic empowerment and development; (d) awaken consciousness for the need and practice of male social responsibilities in parenting; and (e) forge greater unity among various sectors in responding to issues affecting women and children.

The program has the following components: (a) machinery building; (b) training and education; (c) gender advocacy program; (d) support services for women and children survivors of violence; and (e) livelihood assistance.

At the Municipal Council, a resolution creating a municipal women's development council was revived and implemented. An organization of all elected and appointed women officials was formed to assist the women's organizations at the local level. All these municipal level formations serve as consultative bodies that oversee women's organizing, education and other related activities at the municipal level.

At the barangay level, a women's development council is created after a women's group is formed. All barangay level women's groups are affiliated with KALIPUNAN NG LIPING PILIPINA (KALIPI). So far, 35 barangays are already organized with more than 2,500 members. A municipal federation was formed last November 11, 1998 with Mrs. Ofelia Deslate from Barangay Poblacion, as the first president.

Accessing and managing the GAD budget

The rising consciousness of women's groups on the GAD budget propelled several policies that were sponsored by women councilors and subsequently passed by the municipal council.

In 1995, a resolution was passed by Councilor Adelfa Dalumpines, creating the municipal women's development program. In 1997, an amount of P200,000 was allocated for women's livelihood projects. These funds were managed by Councilor Dalumpines herself, with full authority from the local leadership. Some



projects were started by women's groups, but these were short-lived.

With the appointment of Mary Estampador as the Special Program Assistant to the Mayor for Women's Affairs, the women's organizing and education components of the program were fast-tracked. Aside from the Municipal Government, there are women's organizations in Mlang that are ready to give technical and financial assistance to women's groups.

According to Manang Mary, her operational expenses comes from the Mayor's allocation. In 1998, livelihood assistance was allocated for projects of various women's organizations. Releases of the municipal

government for the women's livelihood projects since 1998 are shown in the table below. These amounts are managed by the women's program.

1998	P150,000
1999	P100,000
2000	P100,000
2001	P155,000

These amounts were utilized for women's projects at the barangay level. In 1998, each women's organization was given P5,000 as initial capital for any economic project determined by the women's groups themselves. This year's livelihood assistance serves 15 women's organizations.

Sustaining the allocation and use of the GAD Budget

What are the processes for accessing the GAD budget?

For Mlang, it is not too complicated. The MPDO prepares the budget for the livelihood assistance for women. The MPDO submits the budget to Finance Committee for review and is subsequently deliberated in the Sangguniang Bayan or municipal council for approval. The approved budget is forwarded to the executive branch for implementation. Since 1997, Manang Mary manages the disbursement of the GAD fund to finance the different projects of the women's groups. Manang Mary evaluates the project and takes charge of the project monitoring with the help of the local project officers.

In 1999, a resolution was passed creating the Municipal GAD team. However, it was only last year that team w-9861 was formed and led by the MPDO as the

GAD point-person. Also last year, resolutions allocating 5 per cent of the total internal revenue allotment at the barangay level were passed in a number of villages. It should be noted that women's groups in these villages actively lobbied for these funds. This also helped the women in Buayan, Dugong, New Esperanza, New Barbaza and Liboo.

The women's groups themselves are empowered to determine the project to be collectively or individually undertaken. Mechanisms are installed at the community level after proper consultations are made. Manang Mary ensures that all systems are in place before approving and releasing financial assistance for their projects.

"Social preparations are really necessary to ensure that any undertaking will succeed. My experience in GABRIELA organizing taught me how to be keen to education and installing better systems for the women's organizations to go on, especially now that there is an urgent call for cost-recovery scheme for any livelihood assistance. In this way, we are trying to inculcate co-responsibility and accountability for any project", stressed Manang Mary.

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Insights and Benefits

Manang Mary stressed that having a gender sensitive and supportive local chief executive is a key factor that facilitated their advocacy. Getting the support of other public officials, agencies and organizations is hastened when it is clear that the chief executive of the LGU is openly championing the agenda.

The women of Mlang have noted a number of benefits that are already worth sharing. The women's program is now institutionalized and is serving the women's organizations in the municipality. Women's needs and interests have taken centerstage in the town's development agenda as more and more agencies and NGOs consider GAD in their programs and projects. Awareness raising and gender sensitivity trainings are now part of the services they provide.

Some changes are also happening within the family. Sharing of domestic responsibilities is fast becoming a norm, particularly when women are attending trainings and other activities of their organizations.

In the economic aspect, the initial funds from the program that were augmented by the barangay GAD fund enabled the women's organizations to set up their livelihood projects with a projection that this will expand to other women

members. There are also livelihood and credit assistance coming from other NGOs in the area. This broadened the women's access to credit and other sources of technical assistance. For most women's groups, it is already an achievement that they are able to access funds either from the municipal government, the barangay government or other agencies.

Due to the involvement of women in agricultural activities, it could be said that women of Mlang have now greater access to farmlands, credit, labor and other services. Likewise, a greater number of women have increased awareness of their rights and strengths as individuals.

Raising the women's consciousness and giving them opportunity for economic autonomy provided them with stronger leverage in the political decision-making. The political empowerment of Mlang women was manifested in the women's vote during the 2001 elections. They have successfully placed three women in top positions of the municipal councils. They did this, not only by voting for the women candidates but by convincing their family members to vote for the candidates whom they think can help the women sector. Truly a sign of political empowerment!

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Challenges

The women's program has created more conditions and opportunities that led to women's empowerment and the blossoming of their personal and organizational capabilities. Availment of credit and government funds is but a small step towards greater access and control of women over resources, benefits and decision-making in the household, community and the society as a whole.

Nevertheless, there is a need for coordination and integration of services by concerned government agencies to improve the quality of programs and projects. The women's development council and the municipal GAD team can cooperate and develop some mechanisms for a more effective mainstreaming of gender perspectives into the local government's work.

It is an advantage that there is a focal person for women's concerns in the municipality. However, the focal person should have a team, to unload her of so many tasks and to ensure continuity and efficiency of services.

A more progressive, radical and liberating gender-fair education should be integrated into the community organizing and livelihood assistance aspects of the program. Training should also be given to more men from the community and the Sanggunians. This will enable the municipality to expand and sustain the implementation of the GAD framework as a vehicle for women's empowerment and gender equality.



GETTING GAD GOING IN THE BARANGAYS

The case of Makilala, Cotabato

By Maricel A. Vigo

The case of Makilala, showed that difficulties at the municipal level need not be a hindrance to the implementation of the GAD budget policy in the barangays.

The Municipality of Makilala

Makilala derived its name from the first syllables of its three big barangays, namely: Malasila, Kisante and Lamitan. It lies in the second Congressional district of Cotabato and is made up of 38 barangays.

As of the 1999 census, Makilala has a total population of 61,125 and a total household of 11,578. Of these, 31,389 are male and 29,736 are female. The average household size for the period is 5.23. Based on the annual growth rate of 1.98%, it is projected that its population will increase to 75,333 by the year 2005.

The economy of Makilala is largely agriculture-based. Rubber production is capable of producing an estimated output of 11,551.2 metric tons per year. Coconut plantation occupies 8.65 percent of its total land area whose production ranks second among commercial crops. Corn ranks as number one among the food crops in the area. Other agricultural crops are banana, with 281 hectares (1999), and coffee, which covers 184.5 hectares. However, crop conversion to banana has tremendously increased with the expansion of DOLE-Stanflico, a giant banana multinational company in the upland villages of Makilala. Aside from commercial crops, fruit trees also abound in Makilala, with an average annual production of 576.12 tons.

The municipality has 5 physicians, both public and private practitioners, giving a ratio of 1 doctor for every 12,225.375 persons. The corresponding ratios for other health personnel are 1:20,375 for nurses, 1:3,820 midwives, 1:61,125 for dentists, and 1:30,562 for sanitary inspectors. It has only one private hospital with a capacity of 25 beds giving a ratio of 1: 2,445 persons. There is one rural health center located at the Poblacion. It also has 45 day care centers covering 32 barangays and serving 1,112 day care pupils.

As of December 31,1999, senility ranks highest among the causes of death, followed by cancer of all forms and hypertensive disorder. Other leading causes of death are pneumonia, heart disease, peptic ulcer, accidents, tuberculosis, and chronic renal failure. Nutrition, a priority program of the local government, reported 47 severely underweight children.

The beginning of Gender and Development (GAD) concerns

Gender was introduced in the area as early as 1996.

Trainings on gender sensitivity and mainstreaming were conducted for the local officials and agencies during this period.

In 1999, Municipal Councilor Rene Molina, chair of the Sanggunian



The implementation of the GAD budget policy was more successful in the barangays. The women of Barangays Sta. Filomena, Luna Norte, Kawayanon and New Bulatukan were able to press for a GAD fund from their own barangay council. The funds were spent for gender awareness raising, women's capability building and livelihood projects.

Committee on Gender and Family Relations, pushed for a P1.2M GAD fund. This was approved by the Municipal Council, but not a cent was spent. It flowed back to the general fund. According to Councilor Molina, this was due to the lack of clear guidelines and mechanisms on how to spend the fund. "There were so many women's groups, all claiming to be legitimate. We wanted to make sure that the fund will be utilized wisely", he said.

In 2000, he again pushed for a GAD fund of P1.7 million. The women's groups in the municipality were challenged to unite and federate at the municipal level, with the prospect of accessing the funds for livelihood projects, trainings and other activities. However, the efforts to federate were disrupted by intrigues, lack of resources and political bickering. The GAD fund flowed back to the general fund again. But it should be noted that even though the GAD fund was not spent, then Municipal Mayor Romualdo Caparida extended financial assistance to the women's activities and celebrations. This year, the GAD fund is around P2.3 million. Under the new municipal leadership, the women are hopeful that they would eventually benefit from the fund.

More successful in the barangays

The implementation of the GAD budget policy was more successful in the barangays. The women of Barangays Sta. Filomena, Luna Norte, Kawayanon and New Bulatukan were able to press for a GAD fund from their own barangay council. The funds were spent for gender awareness raising, women's capability building and livelihood projects.

Several women's organizations exist in these barangays. The barangay councils were also apprehensive about releasing the amount to only one organization. Thus, leaders of women's organizations met and federated into one. Subsequently, they developed a GAD plan for which the GAD budget was allocated. The plan was submitted to the Barangay Development Council and the Sangguniang Barangay for appropriate action.

Now, the women's organizations in these four barangays enjoy the funds, which they utilize for trainings, seminars and entrepreneurial projects. What follows is an account of how they made the GAD budget policy work for them.

The women's organization makes the plan. Then, it is presented to the barangay council. The barangay council deliberates on and adopts the GAD budget. Then, it is forwarded to the Municipal level. The municipal budget officer releases the amount by quarter.



NEW BULATUKAN: Gateway to local planning and budgeting process

Mrs. Patricia Pangan is president of both the 70-member New Bulatukan Women's Organization and the Makilala Women's Federation. "Quite a great task!", exclaimed Manang Pat, as she is commonly called.

While the struggle for the release of GAD allocation at the municipal level is far from over, in her barangay, the women's organization has been benefiting from the GAD fund since last year. She said that the barangay allocated almost P20,000 for GAD fund.

A small amount of the GAD fund is allocated for travelling and representation allowance. Part is also used in improving the old barangay hall, which has been converted into a women's center. This year, the P31,000 GAD fund will be utilized for livelihood trainings and purchase of equipment for entrepreneurship. Part of this will be used in improving the old barangay hall, which shall be converted into a women's center.

In New Bulatukan, Manang Pat said that GAD budgeting is quite a long and tedious process. "The women's organization first conducted a dialogue with the barangay officials and filed a resolution for accreditation as a legitimate women's federation of the barangay. The women's organization makes the plan. Then, it is presented to the barangay council. The barangay council deliberates on and adopts the GAD budget. Then, it is forwarded to the Municipal level. The municipal budget officer releases the amount by quarter".

The GAD budget, no matter how small, will go a long way in improving their well being. After all, the GAD budget is not only about amounts, it is also about results.

The New Bulatukan women are just beginning. Fortunately, the women's group find allies in the barangay officials -- their barangay captain, a few "kagawads" and the barangay treasurer. But, with a women's center, entrepreneurial skills and equipment, and a secured place in the decision-making and political processes in their barangay, the GAD budget, no matter how small, will go a long way in improving their well being. After all, the GAD budget is not only about amounts, it is also about results.

LUNA NORTE: A dynamic woman barangay captain

Having a woman barangay captain who is sensitive to women's needs is the primary facilitating factor for the women of Barangay Luna Norte. Lobbying for a GAD budget was without constraint. She even served as a prime mover who encouraged the women in her barangay to consolidate.

Barangay Captain Anatalia S. Caraballe expressed deep concern for the women's situation in her village. When she learned about the GAD budget policy, she encouraged her women constituents to formulate a GAD plan in coordination with the barangay council. This was a smart maneuver because the council is the same body that would approve the GAD plan and budget.

Last year, the council allocated more than P8,000 as GAD fund. It was used for livelihood projects of women. This year's council allocated about 5 percent of its Internal Revenue Allotment (IRA) of P510,000. The GAD fund will serve as counterpart for the construction of a women's training center. Largely, the cost of construction would come from the Congressional Office.

Barangay Captain Caraballe said that the GAD mandate is helpful in translating her vision for women into concrete projects. "The women in my barangay still need a lot of trainings, education and capital to become more skilled, more productive and more effective participants in local governance", she concluded.

Ma. Socorro Nigos, president of Luna Norte Women's Organization, confirmed the release of the GAD budget last year. The fund was used to pay a trainer for a dressmaking project and the purchase of two sewing machines. The fund is too small to serve some 128 members of the women's organization. However, the fact that their needs are part of the barangay's priority gives them a lot of inspiration.

KAWAYANON: GAD fund as motivation to move on and consolidate

The Kawayanon Women's Organization (KWO) was organized last 1999. Mrs. Evangeline Alaba, its current president, said that the group is fortunate to be a beneficiary of a women's center from the Congressional Office. Hence, the GAD fund, more or less P22,900 which was allocated last year, was used as the barangay's counterpart for the construction of the center. The center is being used as women's meeting hall and as venue for training and other activities. The assurance of a counterpart fund made it easier for the women to access more funds from the Congressional office.

The process of getting the approval and release of the GAD fund was smooth. The women's organization determined what projects to undertake utilizing the GAD fund. They presented the plan to the barangay council, which approved it through a resolution entitled, "A RESOLUTION ADOPTING THE 5 PERCENT GENDER BUDGET FOR PRIORITIZING PROJECTS FOR CALENDAR YEAR 2000, AS IDENTIFIED AND PRIORITIZED BY THE BARANGAY COUNCIL OF BARANGAY KAWAYANON, MAKILALA, COTABATO. This year, the GAD fund will be used to finish the construction of the building, buy office supplies for the women's organization, conduct trainings and seminars, support goat dispersal, and provide medical assistance to women and children survivors of violence. The total GAD fund for 2001 is P22,913.50.

Alaba, whose husband is a member of the council and sponsor of the resolution on GAD allocation, said that the fund is a great motivation for the women to move on, consolidate and expand their ranks. "The GAD fund is one of the main reasons why we should pursue higher goals for women's empowerment", added Alaba. "With meager income from tapping rubber trees, raising goat or swine is already a big help to the family's economy. I am hoping that all women in the barangay will get involved and be benefited by the GAD fund, most especially in raising their awareness about their basic rights as women, and eventually, make a niche in local governance", Alaba concluded.

STA. FELOMINA: Increasing income of the family

Mrs. Nicostrata Chato, or Nanay Chato, is the current president of Sta. Felomina Women's Association (SAFILWA). This is the barangay federation of all-women's organizations in Sta. Felomina. Already in her mid-50s, she pushed for the formation of the federation.

The GAD fund, no matter how small, inspired our women to be more enterprising. If they will manage the money judiciously, this will eventually have significant impact in increasing the income of their family.

Asked to comment on the possibility of scrapping the GAD mandate, the upset Loquinte replied, "The government is like a neurotic (buang), so fickle-minded in its rules and laws. This can cause discouragement and outrage from our women".

Kagawad Avelino Loquinte was the barangay councilor who sponsored the resolution for the allocation of GAD fund to the women's organization. He said that in 2001, the barangay council allocated around P21,000 out of the economic development fund. Last year, part of the fund was used to finance the labor for the construction of the women's center.

This year, the women's group proposed for a P29,000 GAD fund. Kagawad Loquinte stressed that, "The GAD fund, no matter how small, inspired our women to be more enterprising. If they will manage the money judiciously, this will eventually have significant impact in increasing the income of their family. It is good that the advocacy for GAD fund in the province is very strong. The Population Division of the province helped in elucidating some points on the GAD mandate. "Having understood the plight of women's group in our barangay, wherein my wife is also a member, I was inspired to sponsor this GAD resolution", added Loquinte. Asked to comment on the possibility of scrapping the GAD mandate, the upset Loquinte replied, "The government is like a neurotic (buang), so fickle-minded in its rules and laws. This can cause discouragement and outrage from our women".

On the other hand, Kagawad Dominador Segovia said that, "the fund could be translated into better basic services for our women and children and the whole family". Nanay Chato concluded that, "Our goal in the organization is primarily to help strengthen the economic condition of the family. However, we also want our women to be educated in order that they can claim and defend their rights at home and in the community". Certainly, what is good for the women will be good for their family.

... while women are involved in the projects or attending important meetings, a system of mutual help and sharing of responsibilities among other family members emerges.

A reflection on the experience

For the upland rural women of Makilala, the crux of their active involvement is primarily economic - to increase the meager income of the family. This is a key factor that encourages women to join organizations.

Essential to the GAD budgeting and implementation in Makilala is the relatively high level of awareness of the Makilala women and barangay officials on GAD. It was also helpful that the women have strong and capable leaders who are able to influence local officials. The presence of various actors working for GAD, as reflected in the presence of church-based women's program, non-government organizations, cooperatives, and women in enterprise development program is also a facilitating factor. The GAD related work of government agencies, such as the Population Division and Department of Social Welfare and Development of Cotabato Province is a big help.

The income derived from the project is not that huge. However, the success that women experience in lobbying, the bonding and sense of achievement that they feel, contribute a lot to their growing empowerment. In the household, while women are involved in the projects or attending important meetings, a system of mutual help and sharing of responsibilities among other family members emerges. The advocacy of the women also awakens, among local leaders, a sense of responsibility and commitment for the women constituents. There is also increasing respect for women's capabilities.

Challenges

The barangay women's organizations of Makilala still need to develop their organizational capabilities and entrepreneurial skills. This is very important in upscaling their projects and getting a niche in the local market. All these necessitate political will and support from the municipal government, local agencies and NGOs, using the GAD fund.

At the municipal level, a GAD development council must be created to look into the effective use of the GAD fund. It would be better if the municipality would create a position or designate a GAD coordinator who will be the focal person of the programs, projects and activities of the women's groups.

There is also a need to enhance the capacities of the women leaders of the federation, especially on leadership, networking, negotiation and advocacy. In the municipal and provincial or district levels, they still need to hone up their skills for mobilizing assistance. There is also an urgent need to elevate the economic struggle of women to other thematic areas such as political decision-making and reproductive self-determination.



BREAKING GROUNDS FOR GENDER MAINSTREAMING

The case of Barangay Labangon, Cebu City

By Maria Majorie R. Purino

Gender and Development or GAD is a very new development in our barangay. Our story shows how we started and the lessons we are learning in the process. It also provides a picture of how we made gender a cross-cutting perspective in the various projects that our people see as important.

So much remains to be learned. So much remains to be done. The important point, however, is that we have started and we could improve along the way.

Revisiting Barangay Labangon

Barangay Labangon, is a fast developing barangay in Cebu City. It has a land area of 109.5 hectares and is populated by over 29,000. Its name was taken from a Cebuano term "labanganon" or "crossing from creek to creek" which, in the past, was the only possible way to get to our barangay. Today, our



a growing number of our women are beginning to secure paid employment outside the home.

barangay is among the most accessible places in Cebu City which could be reached conveniently by any form of transportation at any given time.

Being host to at least six major schools, two worship centers and a number of commercial establishments, our place appears busy and congested during the day. The presence of numerous schools in the area confirms that majority of our population are within the school-going age bracket and that education is high in our priority.

Domestic life is a typical reflection of most barangays in the country. The father is the breadwinner and head of the family. As such, he is expected to provide for the needs of its members. The mother's role is that of the stereotyped wife and homemaker. However, a growing number of our women are beginning to secure paid employment outside the home. Other than business establishments, there are other ways of earning a living such as tricycle driving, small retail store operation and employment in the schools. Security in our area is commendable. We have two "tanod" outposts, 20 barangay "tanods", 25 handheld radios and even a patrol car.

Our barangay's total budget for the year is P5.7M. Its allocation and expenditure follows the existing government guidelines. Nowadays, we are trying to learn how to operationalize the GAD budget with mixed excitement and apprehension.

Beginnings of our Gender and Development (GAD) agenda

GAD as a governance agenda is a fairly recent development in our place. Our Sangguniang Barangay has only one female councilor, Zenaida Amores, who is our lead champion of women's agenda. A very dedicated and responsible councilor, she has been instrumental for a number of projects that involve and benefit women, the family and youth. Our interest in GAD was nurtured by her passion and commitment.

Our advocacy was not altogether free of obstacles. First, we have to deal with a largely traditional culture in which stereotyped notions of women and men's roles and relations are strong. Second, there is a need for us to understand, explain and convince our leaders and people on what gender is all about and the benefits that it could bring to the barangay. Lastly, the official assignment of our lead advocate (as chairperson of the committee on social services and women's concerns) generally limits her influence over other areas that are non-traditional for women, such as infrastructure and peace and order.

Nevertheless, there are a number of factors that facilitate our campaign. Our lead advocate, being head of the barangay committee on social services and women, is given the full powers that we need to move forward the gender agenda. Another helping factor is the presence of peoples' organizations such as the tricycad and the vendors' associations. The support of the homeowners, NGOs, and the city's Department of Social Work and Development's Women's Crisis Center are also important facilitating factors.



Our attempt to implement the GAD budget policy

We know little about GAD and the GAD budget policy. However, there are NGOs and government personnel, who provided us with orientation.

Before the introduction of the gender concept in the area, there are projects that are funded from the barangay funds in which women are among the participants and beneficiaries. For example, there is a livelihood project on production skills that targets 500 residents. Among these, 200 are women, 150 are senior citizens, 100 are youth, 24 are vendors and 25 are tricycle drivers. There were also trainings that focused on how GAD could improve the leadership and decision making skills of the barangay officials and the people's organizations.

In the area of GAD planning and budgeting, it could be said that the barangay is still in its early infant stage. There is a proposal to have a committee on women's concerns, to conduct gender awareness, and hold a women's consultative assembly that would tackle housing needs and alternative means of livelihood. The GAD plan of the barangay was submitted to the Department of Interior and Local Government for technical guidance and approval.

The total GAD budget of the barangay for the current year is P288,300. Aside from what have been mentioned, the GAD plan of the barangay gears at making gender a cross-cutting perspective in all its major projects. The following components illustrate this:

- a) *Advocacy on Children's Rights* - This is in line with the government's policy on the protection and promotion of the rights of the child. Under this, awareness raising would be intensified to educate the residents on children's rights, including the rights of the girl child, and the duties and responsibilities of adults in the protection and promotion of these rights. It will be directed at Parents, Teachers and Children's Associations (PTCA), out of school youth, and parents.
- b) *Organization of Students Against Violence* - This will help minimize the use of force, aggression and violence in all relations, particularly in the family, schools and community. It will be implemented in partnership with the school administration and the barangay officials.
- c) *Domestic Violence Prevention Workshops* - The workshops are aimed at preventing the occurrence of violence in the home and enabling the neighbors and community to effectively respond in case violence occurs.
- d) *Livelihood and Development of Productive Skills* - To enhance the employability of its residents, tie-up with the Technical Educational Skills Development Authority (TESDA) will be made in order that the prospective trainees from the barangay could be trained.



- e) *Counseling Sessions* - This will consist of counseling sessions for abusers. It aims to modify violent behavior against women and children by helping the person understand the root causes and effects of such behavior on others.
- f) *Children and Parents' Summit* - This is a family enrichment intervention in which children and parents identify their needs and expectations and come up with alternative strategies for conflict resolution.
- g) *Family Day* - To strengthen family relationships, a special day will be designated for parents and other family members to be together and cherish the value of solidarity and "togetherness".
- h) *School based Child Protection Teams* - Since the barangay has 6 schools, this project will be established to have a school-based mechanism that would help in the early detection, prevention and solution of abuses committed against children.
- i) *Spiritual Development* - Spiritual upliftment for children and youth will be done through various religious groups.
- j) *Medical Clinic for Senior Citizens* - The barangay will encourage local medical practitioners to provide free medical check up and other services to the older persons of the area, many of whom are women.
- k) *Senior Citizens Week* - This is a week-long celebration to honor and attend to the needs of senior citizens of the area.

The plan and its components were prepared in consultation with our people and the organizations concerned. Detailing the process of implementation and the mechanisms that would support the components have not yet been totally settled. This is expected to be done when we go into implementation planning.



Since we don't have much access to the decision making processes of the barangay council, it was crucial to have a champion whose decision making power is on equal footing with the rest of the barangay officials.

Preparing for greater challenges

Reflecting on what we have done so far, we recognize the importance of having a champion like Councilor Amores. Since we don't have much access to the decision making processes of the barangay council, it was crucial to have a champion whose decision making power is on equal footing with the rest of the barangay officials.

The consultative process used in determining the thrust of the GAD program is also important as it generated awareness, ownership, and commitments among the stakeholders.

Our greatest challenge at the moment is how to ensure that the introduction of the gender perspective in the projects abovementioned will result in benefits that the people would find meaningful. This will necessitate support from concerned government and non-government agencies. In this regard, we have to coordinate with the city Committee on Women on Family and the city council on women.

Another challenge is the continuing awareness raising of our partners and community leaders. We have to build our own capacity as gender advocates and establish the mechanisms that would sustain gender advocacy in the barangay, beyond the term of the current incumbents.

At present, there may be few insights and experiences to share. However, there is much to share in terms of determination, commitment and vision to improve women's lives.



GAD BUDGET FIGHTS VAW

The Case of Barangay U.P. Campus

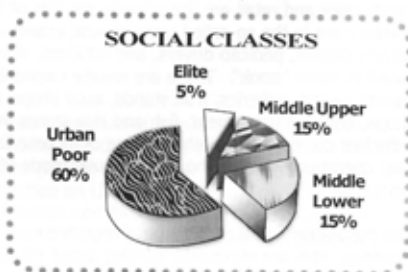
By Laniza R. Lacsamana

The case of Barangay U.P. campus demonstrates how violence against women could be addressed in an urban barangay. In the process, it shows the role of local leaders in managing a center that serves as a primary vehicle for improving gender relations within the family.

The Barangay U.P. Campus

The University of the Philippines' (U.P.) Campus became one of the fastest growing urban communities in Quezon City during the seventies when relatives of employed residents of the university started to migrate inside the campus. This led to the founding of the Barangay U.P. Campus in June 25, 1975.

Barangay U.P. Campus is one of the biggest in the 143 barangays of Quezon City. It is subdivided into 16 political jurisdictions known as "pook". At present, it has a total population of approximately 33,000. The graph shows the social class composition of the barangay.



Inward migration contributes a lot to the continuous swelling of the population in the area. Based on the unpublished survey conducted by the University Center for Women's Studies last May 2001, majority of the population belongs to the age bracket 21-40. At present, the Barangay is planning to conduct a comprehensive profile of its population.

Community Life and Political Participation

Majority of the residents are "concerned individuals". They are organized and able to participate actively in the development planning of the barangay. With the help of the present Punong Barangay, these groups continue to act on issues affecting the community.

There are various people's organizations and non-government organizations (NGOs) that are based in the barangay. Among the active organizations are: Samahan ng Kababaihan para sa Kaunlaran ng U.P. (SKPK-UP), SAMAGKADAUP,



Ugnayang Magkakapit-bahay sa Pook Ricarte (UGKAPOR), U.P. Shopping Center Stall Holders' Association (UP-SCSHA), Ricarte-Palaris-Dagohoy (RIPADA), Ugnayang Magulang-Kabataan Laban sa Droga (UMAKAD), Ginintuang Samahan ng Mamamayan sa U.P. Campus, Health Workers and Kabataan para sa Bayan at Kaunlaran (KABAKA). Religious organizations are also active in the community. These are the Church of the Risen Lord (protestant), Church of the Holy Sacrifice (catholic), and Church of Praise (pentecostal).

The Punong Barangay builds partnership with NGOs outside of the barangay such as the Philippine Association of University Women (PAUW), Women's Health Care Foundation (WHCF), University Center for Women's Studies (UCWS), U.P. College of Social Work and Community Development (UP-CSWCD), and the Institute for Social Studies in Action (ISSA).

Livelihood and Economic Opportunities

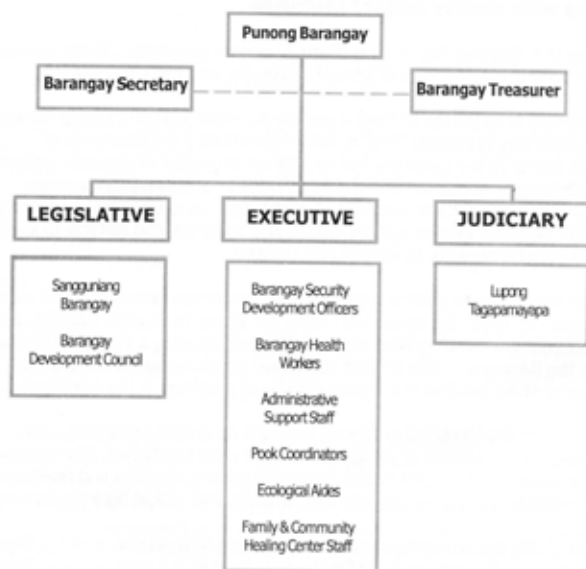
Office work and retail are the primary sources of income in the barangay. Majority are in the so-called underground economy composed of sewers, laundypersons, pedicab drivers, and retailers. A number of sari-sari stores are found in every "pook". These are mostly owned by women. Also included are beauty salons, bakeries, fruit stands, auto shops, electrical shop, auto repair shops, barber shops, meat, fish and rice stores, making the barangay a self-sufficient community. Another source of income for male residents is the "Ikot" jeep operation, which is the most popular mode of transportation within UP Campus.

The population has a wide range of reported monthly individual and family incomes. Half are reportedly earning about P5,000 a month or more, and the

other half are earning less than five thousand pesos for a household of 1-4 and 5-8 members, respectively.

The Barangay Administrative Mechanism

The Sangguniang Barangay is the primary administrative mechanism of the barangay. It is headed by a woman Barangay Captain who acts as the local chief executive. She is the peace officer, chairperson of *lupong tagapamayapa* and considered as a person in authority under the law. She is part of the Sangguniang Barangay, of which she is the presiding officer. There are seven regular members of the Sanggunian. An additional member is the Sangguniang Kabataan chair. Below is the barangay structure, which consists of over one hundred personnel, including volunteer workers.



The Sangguniang Barangay members are divided into different committees of which they serve as chairs. These are: Committee on Infrastructure, Transportation and Communication (CITC); Committee on Education, Culture and Sports (CECS); Committee on Livelihood and the Cooperatives (CLC); Committee on Health, Sanitation and Beautification (CHSB); Committee on Appropriations, Ways and Means (CAWM); and Committee on Youth and Sports (CYS).



Dealing with gender related problems

Barangay U.P. Campus has its own share of gender problems. These include violence against women, lack of gender sensitivity, and domestic violence.

The barangay is fortunate to have a gender sensitive woman Punong Barangay. Punong Barangay Humiliada "Mel" E. Advincula initiated the setting-up of women's corner in the barangay hall to address the cases of domestic violence and violence against women and children (VAWC). She integrated gender-responsive services for the survivors of VAWC such as counseling, temporary shelter for battered women and children at the barangay and referral to various agencies offering services to women and children.

With the help of active partner organizations, awareness raising sessions were conducted. In 1999, the University Center for Women's Studies (UCWS), piloted a project entitled, "Healing Wounded Families and Creating a Peaceful Community" in the Barangay. The project conducted simultaneous focused group discussions which resulted in the identification of problems in the community.

In response to the identified problems, trainings on gender sensitivity, crisis counseling, and extension of para-legal services were conducted. The trainings built the capability of women in mainstreaming gender concerns and facilitated gender-sensitive programs, projects and activities that would help the barangay.

In March 2000, the women's corner was converted into what is now the Family and Community Healing Center (FCHC). It is located in Amorsolo Civic Complex, Ed Lares Hall, C.P. Garcia Rd., U.P. Dilliman, Quezon City.

The Family and Community Healing Center

Responding to the identified gender issues, the Sangguniang Barangay allocated P150,000 from its supplemental budget. This was made possible through the GAD budget policy which authorized LGU's to allocate and spend at least five

The FCHC envisions a community which is free from all forms of violence, supports gender equality and encourages women's social, economic, political and spiritual empowerment.



percent of its funds for the effective delivery of programs, projects, activities and services on Gender and Development (GAD).

The FCHC envisions a community which is free from all forms of violence, supports gender equality and encourages women's social, economic, political and spiritual empowerment. The FCHC's programs has five components, all of which are designed to be implemented in a gender responsive way. These are the: (a) Kalinga: Adopt a Malnourished Child Project; (b) Program for the Elderly; (c) Parent-Youth Movement Against Drug Abuse; (d) Child and Youth Center; and (e) Counseling and Referral System for the Survivors of Violence Against Women.

FCHC addresses VAWC through one-on-one counseling by trained local peer counselors, referral to NGO/GOs, and by providing medical services to the survivors through the barangay health center. It further aims to share its experience to other barangays within the country.

The FCHC counseling service has twenty-one staff, including the Punong Barangay. This is made up of nine gender-sensitive youth and adult counselors (2 males, 7 females), and twelve visitor's information personnel (VIPs) - 5 males and 7 females. The VIPs disseminate information on the services of the FCHC, give referral to the counselors and Punong Barangay, open and close the office, and get the basic information from clients. Counselors are the ones who interview and document the clients' case. They follow-up and monitor cases, and act as educator. The basic functions of the counselors are listening to the clients' story and facilitating solutions to the clients' problem. The program also serves as a venue for men's gender sensitization and for providing support towards the empowerment of women.

To effectively deliver its services, FCHC formed committees for Community Programs, Education and Research, and Advocacy and External Linkages. The over-all coordinator, assigned by the Punong Barangay, supervises these com-

Barangay planning benefits from perspectives of women and are able to provide space for their participation and influence.

mittees. The Coordinator works with the Punong Barangay in the implementation of projects, plans and activities. S/he supervises the different committees, collects reports and prepares the monthly report of the FCHC. S/he also facilitates staff meetings/case conferences, assists in writing of project proposals, conducts monitoring, assessment and evaluation of FCHC's programs and services, and coordinates with the heads of other FCHC components on its activities.

In addition, the barangay has fully integrated gender into the katarungang pambarangay's system of settling disputes. Parties to the case undergo counseling if the case involves violence against women/children. Domestic violence is the most frequent case reported at the Family and Community Healing Center.

The benefits we now enjoy

The barangay benefits from the services of the center in a lot of ways. Its leaders are mostly gender sensitive and are able to discharge their responsibilities with due consideration of women and men's differential interests. Barangay planning benefits from perspectives of women and are able to provide space for their participation and influence.

Families are able to understand the factors that push them to commit violence. Conflicts are better managed within households and those who need mediation to settle conflicts have an available recourse right in their own community. Women are more able to assert their right and more positive attitudes toward women are evolving.

Conflicts are better managed within households and those who need mediation to settle conflicts have an available recourse right in their own community.

Our Main Challenge

While there are visible gains from the project, there are a number of challenges that have to be faced. One of these is the possible change of leadership due to the forthcoming elections at the barangay level. The change in leadership would imperil the sustainability of the project in the event that non-supportive leaders are elected. There is a need, therefore, to campaign for candidates who have clear agenda on women, would sustain the initiatives of the administration and who will work toward the institutionalization of the existing program on Gender and Development.



Ang Women's Desk sa Aming Barangay

Karanasan ng Barangay Mapulang Lupa,
Lungsod ng Valenzuela

By Gregoria F. Vengano

Ang karahasang nararanasan ng mga bata at kababaihan sa loob ng tahanan ay hindi problemang personal lamang kundi problemang dapat tugunan ng lipunan. Dito nagsimula ang pagtatayo ng women's desk sa Barangay Mapulang Lupa.

Ang kasaysayan ng Barangay Mapulang Lupa ay nagpapakita ng iba't ibang pamamaraan kung paano matutugunan ang karahasan sa tahanan. Ipinakikita dito kung paano makapagsisimula ng isang women's desk sa barangay at kung ano ang mga serbisyong maibibigay sa pamamagitan nito.

Simula ng programa sa kababaihan at Gender and Development (GAD) Budget

Nagsimula ang usaping GAD sa Lungsod ng Valenzuela ng magpalabas ang Department of Budget and Management (DBM) ng local budget memorandum noong 1998 na nag-atas sa lahat ng pamahalaang lokal na maglaan ng hindi bababa sa limang porsyento ng kanilang pondo para sa mga proyektong tutugon sa usaping "gender", ayon sa Women in Development and Nation Building Act o Republic Act 7192.



Bilang pagtalima sa memorandum, ipinasa ng Lungsod ang Ordinance No.12 Series of 1998, na naglalayong magbuo ng isang kinatawan tungkol sa usaping GAD sa ilalim ng tanggapan ng Punong Bayan at naglaan ng kaukulang pondo para sa taong 1999.

Sa panahon ding yaon, nagsasagawa naman ng Minimum Basic Needs Survey o MBN ang Barangay Mapulang Lupa. Base sa resulta ng survey, napag-alaman na may mga

tao, karaniwa'y kababaihan, na dumaranas ng karahasan sa pamilya o "domestic violence". Napatunayan ito mula sa mga bilang ng kaso na naitala at naidulog sa Tanggapan ng Punong Barangay o Lupong Tagapamayapa.

Sa taon ding ito, dumalo ang ilang volunteer leaders sa mga pagsasanay at programang ipinatutupad ng TUCP (Trade Union Congress of the Philippines), isang NGO. Dito napag-alaman ng mga volunteer leaders na ang mga problemang nangyayari sa loob ng pamilya ay problema rin ng lipunan at hindi isang personal lamang na suliranin. Ito ay dapat tugunan ng barangay. Ibinahagi nila ang kanilang natutunan sa mga opisyal ng Barangay. Dahil dito, nagsagawa ng mga oryentasyon at pag-aaral ang DAW (Delivery of Justice for the Disadvantaged Women), sa tulong ng TUCP, upang ganap na maunawaan ang mga isyu ng karahasan sa loob ng tahanan lalo na sa kababaihan.

Nakita ng mga namumuno sa barangay, sa pangunguna ng Punong Barangay na si Domingo R. Liwanag, na kailangang bigyang pansin ang isyung ito ng karahasan. Kaya isang kagawad, si Marina M. Pabaya, ang nagsulong ng resolusyon upang magkaroon ng isang women's desk na tutugon sa isyung nabanggit. Itinayo ang Women's Desk sa Barangay sa bisa ng Kapasyahan Big.99-19. Mula sa kabuuang pondo ng barangay, naglaan ang konseho ng limang porsyento bilang "Barangay Gender and Development Fund". Sa taong 2001 ay may halagang P277,401.00 ang pondong nailaan para sa operasyon ng women's desk.

Ang mithiin at misyon ng aming women's desk

Mithiin ng aming women's desk na magkaroon ng pantay na karapatan ang kababaihan at kalalakihan upang maiwasan at mabawasan ang karahasan sa loob at labas ng tahanan para sa isang mapayapa, masayang pagsasamahan ng bawat pamilya.

Ang aming misyon ay magbigay ng kaalaman at kamulatan sa mga tao tungkol sa pagkakaroon ng pantay na karapatan ng babae at lalaki, at magkaroon ng pang-unawa na "Walang sino man ang may karapatang gumawa ng karahasan

Para sa mga nakaranas na ng karahasan,
misyon naming maghilom ang kanilang
masakit at mapait na nakaraan.

kanino man". Misyon din namin na matulongang lutasin ang sakit na nararamdaman ng mga nakaranas at dumaranas ng karahasan at mabigyan sila ng katarungan. Para sa mga nakaranas na ng karahasan, misyon naming maghilom ang kanilang masakit at mapait na nakaraan.

Papel ng Kababaihan

Sa pagtatayo ng women's desk, napagkasunduan ng pamunuan ng barangay na maging coordinator si Felisa Liwanag, maybahay ng punong barangay. Kasama ang mga kababaihan, gumawa sila ng taunang GAD plan na siyang pag-uukulan ng pondo. Nabigyan sila ng pagkakataon na makalahok at makapagbahagi ng mga opinyon at mungkahi sa pagbuo at pagba-balangkas ng mga plano.

Naging aktibo rin ang kababaihan sa pagpapalaganap ng kaalaman sa programa ng DAW. Dumaan sa maraming pag-aaral ang may 20 volunteer workers na nagmula sa iba't ibang samahang pangsimbahan.

Pagkatapos ng pag-aaral, ang kababaihan ay naging ganap na crisis workers. Sila ay naging tagapamagitan sa mga pamilyang dumaranas ng karahasan, nagbibigay ng mga paliwanag upang makagawa ng tamang pagpapasiya at makamit ang katarungan. Sila din ang tumatao sa women's desk sa loob ng 24 oras.

Patuloy ang pagpapadalo ng mga crisis workers sa mga pag-aaral upang magkaroon ng sapat at malawak na kaalaman upang magamit nila sa pagtulong sa mga nangangailangan. Patuloy din ang pagbibigay ng impormasyon tungkol sa layuning magkaroon ng pantay na karapatan ang kababaihan at kalalakhian na naninirahan sa nasasakupan ng barangay.

Ang tuwirang tulong o "direct services" na naibibigay ng women's desk ay counselling, referral (medical, legal), accompaniment, temporary shelter at iba pa.

Mahusay at epektibong nagagampanan ang mga itinakdang gawain at tungkulin, dahil sa pagkakaroon ng maayos na plano at paglalaan ng pondo. Naging aktibo at mulat ang mga kababaihan sa kanilang mga karapatan at nagkaroon ng lakas ng loob upang maipahayag ang mga ito.

Sa pagdaan ng panahon, ang mga naabuso ay nagkakaroon ng
lakas ng loob upang ipaglaban ang kanilang karapatan,
matamo ang katarungan at maibalik ang tiwala sa sarili. Dahil
dito, nabuhay rin ang pagsasa-alang alang ng kalalakhian sa
karapatan ng kababaihan at mga bata.



Mga positibong pangyayari sa kababaihan at komunidad

Isang mahalagang benepisyo na naidulot ng women's desk ay ang pagkakaroon ng "karamay" ng mga inaabusong myembro ng pamilya. Sila ay natutulungang pag-isipan ng malinaw at mahinahon ang nagyayari sa kanilang buhay upang maayos silang makapag isip ng solusyon. Naging malaking tulong sa bahagi ng Katarungang Pambarangay ang pagresolba sa mga usaping "Domestic Violence" dahil sa intervention na ginagawa ng mga crisis workers.

Hinahadlangan din ng proyekto ang paglala ng suliranin sa pamamagitan ng pagbibigay ng pansamantalang tuluyan sa mga nagrereklamo at, kung kinakailangan, sa kanilang mga anak. Sa pagdaan ng panahon, ang mga naabuso ay nagkakaroon ng lakas ng loob upang ipaglaban ang kanilang karapatan, matamo ang katarungan at maibalik ang tiwala sa sarili. Dahil dito, nabuhay rin ang pagsasa-alang alang ng kalalakhian sa karapatan ng kababaihan at mga bata. Nababawasan ang paggamit ng dahas kung mayroon mang suliranin ang pamilya. Umuusbong ang magandang relasyon o pagsasamahan ng mga miyembro ng pamilya, at kung may problema man, kaagad itong napag-uusapan upang hindi na humantong sa karahasan.

Patuloy ang ginagawang pagbibigay kaalaman ng mga crisis workers tungkol sa "Delivery of Justice for Disadvantaged Women" partikular sa "Domestic Violence". Halos buong nasasakupan ng Barangay ay naging mulat tungkol sa programa para sa kababaihan. Ang mga dumaranas ng karahasan ay nagkaroon ng lakas ng loob na idulog ang karaingan sa Tanggapan ng Women's Desk, kasama ang mga katulad na pangyayari sa kanilang kapitbahay.

Kung ang mga problemang idinudulog ay may kahirapang malunasin o matugunan ng crisis worker o Tanggapan ng Women's Desk, ang mga ito'y dinadala sa kaukulang Tanggapan ng Pamahalaan, tinutulungan ang biktima na lumapit sa mga ahensya ng gobyerno na magbibigay ng tuwirang serbisyo dito.

Pinahalagahan at kinilala ang kakayahan ng mga kababaihan na makibahagi sa mahahalagang gawain para sa ikauunlad ng pamayanan, sa larangan ng kaayusan at pangkapayapaan.

Naglunsad ng mga programang pangkabuhayan na tutugon sa pangangailangan ng kababaihan na maiangat ang antas ng kanilang pamumuhay. Nagkaroon din ng mga pag-aaral o pagsasanay katulad ng High Speed Sewing Machine Training, Automotive & Small appliances repair, Stuff Toys Making, Candle Making, Food Processing at iba pa.

Patuloy din ang pagpapalaganap ng kaalaman ukol sa isyung pangkababaihan at usaping gender sa bawat Purok ng Barangay Mapulang Lupa. May mga samahan na nagpahayag ng pagnanais na malbahagi at maipaabot sa kanilang mga kasapi ang kaalaman sa mga isyu at programa ng GAD.

Dahil alam na rin ng mga kalapit barangay na mayroon nang Women's Desk sa Mapulang Lupa, minsan ay humihingi sila ng tulong para sa kaukulang pagtugon sa mga problemang idinudulog dito. Kaya't hinihikayat ng pamunuan ng Barangay Mapulang Lupa ang ibang mga Punong Barangay at Kagawad na maglaan ng hindi bababa sa limang porsyento ng kanilang pondo at magtayo rin ng Women's Desk sa kanilang barangay. Dahil nakita ang kagandahan ng programa ay humiling ang mga barangay na magkaroon din ng pag-aaral tungkol sa usaping GAD.

Sa pamamagitan ni Ms. Patricia "Tish" Vito Cruz, Project Coordinator ng TUCP, Domestic Violence Component, DAW Coalition Project, ang mga sumusunod na pag-aaral ay naganap: Orientation Workshop on Crisis Intervention, Legal Literacy Training on Violence Against Women, Study Session on the Local Government Code at Trainer's Training. Nagkaroon din ng "Gender Sensitivity Training with GAD and Women's Desk Formation" na dinaluhan ng mga kinatawan mula sa 13 barangay ng Valenzuela. Isang Training of Community Leaders, Volunteers and Barangay Officials on National Family Violence ang idinaos sa pamamagitan ng DSWD, at Training on Gender and Development sa pamamagitan ng DILG.

Mula sa sariling pondo ng Women's Desk, naisagawa ang mga sumusunod na pag-aaral: Violence Against Women's Threat to Women's Development, Responsible Parenthood, First Aid Medication to Equip Crisis Workers with basic knowledge on First Aid Treatment, Values Formation, Case Conference, Counseling at stress management.

Sa kasalukuyan, patuloy ang pakikipag-ugnayan ng Barangay Mapulang Lupa sa iba't-ibang ahensya ng pamahalaang kinauukulan, upang mapabilis ang pagbibigay ng tulong at serbisyo sa mga taong nangangailangan.

... hinihikayat ng pamunuan ng Barangay Mapulang Lupa ang ibang mga Punong Barangay at Kagawad na maglaan ng hindi bababa sa limang porsyento ng kanilang pondo at magtayo rin ng Women's Desk sa kanilang barangay.



Balak ng grupo na magsagawa ng "Men's Support Group" upang makatulong na mahadlangan ang ganitong uri ng problema sa lalong madaling panahon.

Mga balakid at hamon sa aming kakayahan

Bagama't ikinagagalak namin ang pagkakaroon ng proyektong ganito, marami ding mabibigat na suliranin ang aming kinaharap at kakaharapin pa.

Isa dito ay ang hirap sa pagpapatawag sa mga ipinagsusumbong. Sa mga pagkakataong ganito, ang mga Crisis Workers at tanod barangay ay nagtutulong upang himukin ang ipinagsusumbong na humarap sa pagdinig ng kaso. Sa mga mabibigat na kaso na nakakarating sa hukuman, ang mga Crisis Workers ay nakakatanggap ng banta o "threat". Ibayong pag-lingat ang naging tugon dito.

Ang pondo ay hindi sapat. Una, walang sasakyan na magagamit sa pagtugon sa dagliang tawag o kaya'y sa paghahatid ng mga ugnay sa kaso, lalo na sa alanganing oras. Dahil dito, humiling ng pondo sa barangay ang grupo para makabili ng sasakyan. Ang mga boluntaryong naglilingkod man ay nararapat ding magkaroon ng benepisyo tulad ng insurance o kaya'y honorarium.

Mayroon ding problema hinggil sa mga mag-asawa na mayroong ibang karelasyon o "kalaguyo" bukod sa tunay at legal nilang asawa. Bilang tugon dito, balak ng grupo na magsagawa ng "Men's Support Group" upang makatulong na mahadlangan ang ganitong uri ng problema sa lalong madaling panahon.

Sa pamamagitan ng pakikipag-ugnayan o "NETWORKING" sa ibat-ibang ahensya ng Pamahalaan, nagiging mabilis ang pagbibigay ng tulong at serbisyo sa mga taong nangangailangan. Dahil dito, makatutulong kung mayroong kumpletong listahan ng ibat-ibang samahan o grupo na nagkaloob ng parehong serbisyo para sa isang mabilis at epektibong pagtugon.

Annexes

The GAD Budget Policy

R.A. 8760 General Appropriations Act

Section 27. Programs/Projects Related to Gender and Development (GAD)- In consultation with the National Commission on the Role of Filipino Women (NCRFW), all departments including their agencies, offices, bureaus, state universities and colleges, government-owned and controlled corporations and other instrumentalities, shall formulate a GAD Plan, designed to empower women and address gender issues, in accordance with R.A. 7192 and the Philippine Plan for Gender-Responsive Development (PPGD), 1995-2025. The cost of implementation of the GAD Plan shall be at least five percent (5%) of the agency's total FY 2000 budget appropriations.

All concerned government entities shall submit their GAD Plan to the NCRFW for review. They shall likewise submit annual reports to Congress, the Department of Budget and Management (DBM) and the NCRFW, indicating the accomplishments and amounts utilized to implement programs/projects/activities addressing gender issues and women empowerment. The evaluation of agencies' utilization of the GAD budget shall be performance-based.

In addition to Joint Circular 99-4 issued by the National Economic and Development Authority (NEDA), DBM and NCRFW, additional sets of guidelines, as deemed necessary, shall be formulated, for the implementation of GAD-related programs/projects/activities.

Local Budget Memorandum No. 2000-34 Department of Budget and Management

9.8 A minimum of 5% out of the CY 2001 appropriation shall be set aside for projects identified in the Gender and Development Plan to be formulated by LGUs designed to address gender issues in accordance with RA No. 7192.

Meet the Writers



Ma. Angelina M. Carreon TESDA

Lemy is a Regional Program Manager, Senior TESD Specialist at TESDA Region 4. She is also the GAD Focal Person in the region. She served as member of the Technical Working Group for the Subcommittee on Education, Training and HRD during the preparation of the drafting of the country report in Beijing in 1999.

Laniza R. Lacsamana Barangay U.P. Campus

Wanet is a researcher at the University Center for Women's Studies (UP-Diliman) who focuses on women's issues such as violence against women, gender responsive planning and reproductive rights. She is an active member of a youth organization in UP Campus called Kabataan Para sa Bayan at Kaunlaran (KABAKA) and a member of Samahan ng Kababaihan Para sa Kaunlaran ng UP Campus. She finished her masters degree in Women and Development at the College of Social Work and Community Development, University of the Philippines, Diliman.



Ma. Rosalinda M. Lacsamana, MPSA, DPA DILG REGION I

Alo is the GAD Focal Point Chair of the DILG in Region I and concurrent president of the Regional Advocates for Gender Equality (RAGE) in the region. She is a lecturer on Gender and Development, a college professor at the Don Mariano Marcos Memorial State University in San Fernando City and instructor at the Regional Training School of the Philippine Public Safety College in Aringay, La Union.

Lourdes S. Pagtalunan Orani, Bataan

Lourdes is the current head of the Municipal Social Welfare Department of Orani, Bataan. She is involved in community development programs such as organizing, counseling, alliance building and networking.



Ma. Jesusa T. Pineda Angeles City

Susan is a former student activist, feminist and human rights advocate. She is a graduate of BS Psychology and Bachelor of Laws and a founder of the Ing Makababaying Aksyon (IMA) Foundation, Inc.. Susan served as the lone woman legislator of Angeles City from 1995-2001 during which she authored the first GAD ordinance of the country. She has been a recipient of various national and local awards for being an outstanding public servant, outstanding kapampangan, outstanding citizen given by national and local government agencies, media and service organizations.

Maria Majorie R. Purino Brgy. Lobangon, Cebu City

Maje used to write in The Freeman Newspaper's Youth Section. Currently a news staff and disc jockey in 93.1 Crossover FM, she is a Bachelor of Philosophy graduate of the University of San Carlos, and has taken Masters unit in the same discipline. A great advocate of little things, taking pleasure with the details, she hopes to be able to teach in one of the universities and inspire students.



Dr. Lilia M. Tamayao Cagayan State University

Lilia is a permanent representative of Cagayan State University (CSU) to the Social Development Committee of the Regional Development Council 02 where advocacy on gender and development issues are usually undertaken. As a Director of CSU Planning and Development Office, she spearheaded the integration of GAD Programs and projects in the CSU Medium Term Development Plan. She integrates GAD concepts along Development Planning, Local Government Administration and Administration of Political Development.



Gregoria Francisco-Vengano Brgy. Mapulang Lupa, Valenzuela City

Neeneng is a crisis worker at the Mapulang Lupa Women's Desk. She is also the Secretary of the Barangay Council of this place since 1994. A graduate of St. Louis College, she is also an active member of various civic and religious organizations, Board of Director of SJDC Multi-Purpose Coop., Sales Consultant of East Asia Plans, Inc., and President of PASKA-Catechist of the SJDC Parish.

Maricel Alave-Vigo Mlang and Makilala, North Cotabato

Maricel is a social activist. A graduate of BS Chemistry at the University of Southern Mindanao, Kabakan, Cotabato, her work on women started in 1994. She is currently an Area Coordinator of WomanHealth Cotabato and a columnist of Headliner, a local newspaper managed by the Federation of Reporters for Empowerment and Equality (FREE) wherein she is serves as a member of the Board. She also works as Program Development Officer of Rep. Ermylou Talilo-Santos of the first district of Cotabato and co-anchors the representative's weekly program in the local radio station.



Cherubic C. Viña Misamis Occidental

Chay works as the Administrative Officer-Designate of the Provincial Gender and Development (PGAD) Office of Misamis Occidental and is a member of the Provincial GAD Focal Point. She is concerned with the promotion of gender equality within families.

Meet the Editorial Team

Enrique L. Capiral Jr. Technical Assistant

Joy is a staff of the National Commission on the Role of Filipino Women (NCRFW) who could be tapped for nearly all tasks involving computers and visual presentations. Working in the executive director's office, Joy is aware of the issues confronting women and the many challenges that his office has to confront.



Honey M. Castro Planning Officer, NCRFW

Honey is a planning officer at the Office of the Executive Director of NCRFW. A BS Commerce graduate at the University of Sto. Tomas, she is included in the pool of talents of the Civil Service Commission known as "Brightest for the Bureaucracy". Among the projects she handles is Women Against Graft, a silent movement of women executives who fight graft and corruption by "cleaning their own backyards".

Fe C. Manapat Editor

Fe, an advocate of woman's health and environmental protection, is a member of WomanHealth Philippines, acting as Regional Representative for Luzon and Council Member. She is also the Executive Director of the Angeles City Women's Coordinating Council (ACWCC), the coalition that is instrumental in the passage of GAD Ordinance in Angeles City.



Ermelita V. Valdeavilla Editor

Ermie is a veteran gender advocate having been in the movement for nearly two decades. The first to rise from the ranks, she serves as executive director of the National Commission on the Role of Filipino Women and has since been at the forefront of national campaign for gender equality. She also serves as Expert to the Capacity Building Project for National Women's Machineryes of the African Region under the United Nations Division for the Advancement of Women.

CASE WRITERS' GUIDELINES

I. PURPOSE

The purpose of these guidelines is to help the case writers systematically collect and package the information that are needed in preparing the case study on successful strategies in implementing the GAD Budget policy of the government.

The purpose of the case study is to put together the learnings and successful approaches in Gender and Development (GAD) planning and budgeting. By doing so, NCRPW would be able to come up with a material that could be used by other government agencies, local government units, State Universities and Colleges, and other organizations in implementing the government's GAD budget policy.

II. DESCRIPTION OF FINAL OUTPUT

The final output is a 5-10 page textual write up, single spaced, on the experience of the concerned agency/SUC/LGU. It will highlight, among others, the successful strategies on GAD planning and budgeting.

III. ANNOTATED OUTLINE

A. GENERAL PROFILE

The writer may select Profile A if the subject of the case study is an LGU or Profile B if the subject of the case study is an agency, SUC or an organization.

PROFILE A - Describe the barangay/municipality/city or province

GEOGRAPHIC PROFILE:

Where is it located? What is the land area? What are the means of transportation? Are there roads and bridges? What infrastructures are available? Are there water and power utilities?

SOCIAL PROFILE:

What is the population size? Describe the population by sex and age. What is the literacy rate? Describe the in and out migration pattern. Describe the socio-economic and political activities of the women and men residents.

ECONOMIC PROFILE:

What is the average per capita income? What is the annual income of the place and from where are these incomes derived? Are there industries in the area? What economic capital are present in the locality?

POLITICAL PROFILE:

Describe the political structure, functions and activities in the community. How are women involved? Describe the overall fiscal situation and its management. How is budgeting done?

PROFILE B - Describe the agency or organization

BACKGROUND:

Describe the historical background of the agency/organization. How and why was it created? What is its mandate, vision, mission and goal? Describe the role of women in the evolution of the agency/organization.

ORGANIZATIONAL STRUCTURE AND LEADERSHIP PROFILE:

Describe the organizational structure. How are decisions made and how do women influence these decisions? Discuss the leadership structure. Who are the leaders and how are they selected? What roles do women play in leading the organization/agency?

PROGRAMS, PROJECTS AND ACTIVITIES:

What are the main programs of the agency/organization? How are they formulated? How are they funded? How do they affect the lives of women and their families?

B. BEGINNINGS OF THE CONCERN FOR WOMEN/GAD

How did the concern for women/GAD evolve? Who were the prime movers? Describe the facilitating and hindering factors. How were the hindering factors solved? What are the insights and lessons learned? What have been the significant breakthroughs and accomplishments so far?

C. THE GAD BUDGET POLICIES:

Is there a policy that institutionalizes the GAD budget policy in the area/organization i.e. ordinance, circulars, memoranda? Describe all related policies supporting the allocation of budget for women/gender related programs, projects and activities. Are the decision makers aware of these policies and do they understand their roles in making it work?

MECHANISMS:

Describe the mechanisms in charge of allocating the GAD budget. Are they efficient and effective in their roles? Why? What are their strengths and weaknesses? How could the strengths be maximized and the weaknesses addressed? What are the roles of women in these mechanisms?

UTILIZATION:

How much is the total GAD budget? How are the budgets used and appropriated? For what programs, projects or activities are they used? Are they able to help women improve their lives? What specific needs of women and/or their families are being addressed? What are the mechanisms for monitoring and feedback? What are the strengths and weaknesses of the utilization processes? What have been done to address the weaknesses?

D. ASSESSMENT

Summarize the overall accomplishments relative to the implementation of the policy. What benefits were derived by the women in terms of:

- improvement of their welfare
- access to resources, services, opportunities, etc.
- awareness of their rights and strengths as individuals
- participation in decision making and in other spheres of life
- control over decisions that affect their life, including positive changes in the quality of their relationships

Summarize and describe the positive developments or changes in the political, economic, and social life of the community in terms of:

- awareness of and support to women's concerns by leaders/managers
- greater focus of programs and policies on women
- increase in the number of individuals and mechanisms that actively promote gender concerns
- improvement in the quality of programs, projects and activities due to sharper focus on peoples' needs
- more resources for women's needs

Synthesize the learnings in terms of:

- more resources for women's needs
- the approaches and mechanisms that promoted success
- the strategies for solving the problems and obstacles encountered
- other insights that are not covered in the above but could be helpful to their agencies/organizations in implementing the GAD budget policy

E. ANNEXES

Attach relevant information such as copy of the GAD budget policies, structures, etc.

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OFFICE OF THE PRESIDENT
National Commission on the Role of Filipino Women
(NCRFW)

*National machinery for the advancement of women and
Policy-making body of the President and the Cabinet on women's concerns*

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