

# Gender in Good Governance

*Examples of Local Innovations  
in Gender Responsive and  
Results Oriented Budgeting*

BY JURGETTE A. HONCULADA



UNIFEM is the women's fund at the United Nations. It provides financial and technical assistance to innovative programmes and strategies to foster women's empowerment and gender equality. Placing the advancement of women's human rights at the centre of all of its efforts, UNIFEM focuses on reducing feminised poverty; ending violence against women; reversing the spread of HIV/AIDS among women and girls; and achieving gender equality in democratic governance in times of peace as well as war.



The Women's Action Network for Development or WAND is a broad-based national and multisectoral coalition of civil society organizations in the Philippines which advocates women empowerment and gender equality by enhancing, sustaining, expanding its efforts and supporting its affiliates in mainstreaming gender concerns in national and local development issues and programs.

The views expressed in this book are those of the author and do not necessarily represent the views of UNIFEM, the United Nations or any of its affiliated organizations.

#### **GENDER IN GOOD GOVERNANCE:**

Examples of Local Innovations in Gender Responsive and Results Oriented Budgeting  
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# Contents

Acknowledgments	
Foreword	i
Preface	iii
Acronyms and Abbreviations	vi
Executive Summary	viii
BARANGAY CENTRO, DAVAO CITY	
A gender lens in budgeting	1
BARANGAY COMMONWEALTH, QUEZON CITY	
Gender budget addressing violence against women and children	13
BARUGO, LEYTE	
Increasing and optimizing gender budgets	23
HILONGOS, LEYTE	
Challenges the second time around	40
HUNGDUAN, IFUGAO	
An interface of culture and gender in governance	54
SAN FERNANDO, CAMARINES SUR	
Non-traditional politics paves the way for gender budgeting	65
ESCALANTE CITY	
Critical collaboration between government and non-government organizations	76
MALAYBALAY CITY	
Winning half the battle with a reliable database	90
SORSOGON CITY	
Sustaining the gains in health service delivery	102



# Foreword

Fifteen years ago, the Beijing Platform for Action gave women hope for change.

It gave them hope for greater say in policy planning and decision making, greater access to vital resources and services, and a life free from violence and discrimination. Indeed, the world has seen significant change since then; in policies, legal frameworks and programmes that benefit women; in gender-responsive national plans and strategies adopted by most countries, and in policy directives issued at the highest levels of government in ASEAN countries. Yet, despite commendable progress within the normative and policy environment, there remains a wide gap in the implementation of gender equality measures. In particular, the lack of resource and budget allocation requires urgent attention as the primary obstacle to achieving the goals laid out in the Beijing Platform for Action.

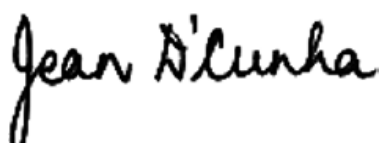
Against this backdrop of slow and uneven implementation, UNIFEM makes women's economic security and rights a core priority. Since 1997, UNIFEM has engaged in gender-responsive budgeting (GRB) initiatives worldwide, partnering with other UN agencies and multiple stakeholders to influence governments' accountability to women in their budget processes. At the country level UNIFEM activities have enabled increased availability of knowledge resources and increased stakeholder capacity to advocate for and implement gender budget analyses. New practices and policies have been introduced as a result, leading to the growing recognition of GRB as a powerful tool for accountability.

In 2004, UNIFEM and WAND entered a partnership on Gender Responsive and Results Based Budgeting (GRRB), working initially with two pilot sites and expanding to seven more sites by 2007. The project aimed to influence the Local Government Units (LGUs) to adopt a gender-sensitive and results-based budget framework for their development plans. This was achieved through intensive capacity-building, advocacy and partnership-building with the LGUs as well as civil society organizations (CSOs).

The GRRB project has yielded measurable success. At least two cities have increased their gender budget allocations, Escalante from 3% to 5.4% and Malaybalay City 12.9% to 14.4%. Some municipalities have even doubled their gender and development expenditures, like Barangay Commonwealth in Quezon City, whose GAD budget increased by 150% in 2009 and Barangay Centro in Davao City, which has mobilized 250% more funds to its GAD livelihood project. Overall, the project has enhanced the awareness and capacity of LGUs and their partner

CSOs to further engender their governance, and encouraged the adoption of the Millennium Development Goals (MDG) framework in targeting LGU outcomes. As a result, there is now improved transparency, accountability and efficiency of the LGUs to deliver basic social services; and increased participation of women and other CSOs in planning, budgeting, implementation, monitoring and evaluation of LGU programs and projects.

This publication documents the challenges and the successes of this WAND initiative in engendering the LGU budget process. Within these pages lies the clear evidence of an alternative approach to budgeting, one that addresses gender needs and is rigorously based on results. It is a testament to the power of women's organizations and civil society partnerships at the local level to make a difference in the lives of women, their families and communities. Ultimately, this publication is a contribution to the global knowledge base on gender-responsive-budgeting, highlighting both the multiple responsibilities and possibilities of translating commitment into action.



Dr. Jean D'Cunha

Regional Programme Director

UNIFEM East and Southeast Asia Regional Office



# Preface

As I seek to gather my thoughts this quiet October morning, the glistening sunshine warms the air, our first full hour of sun after a major typhoon flooded low-lying areas in Metro Manila a fortnight ago with an aggregate population of nearly a million remaining in harm's way, living proximate to swollen lakes, rivers, creeks and canals, and dams filled to overflowing. A second lingering (or malingering) typhoon has exacerbated the loss to life, homes, property and livelihood unparalleled in recent history.

I cite the deluge and the devastation in its wake as backdrop to this volume which records the implementation of the "roll-out" phase of the Gender Responsive Results Oriented Budgeting project (GRRB 2) in 2007-08, sequel to the first local level gender budget initiative (GBI) in 2004-05 that UNIFEM has supported.

This GRRB 2 account bears witness to the paradox of triumph and deficit, gain and loss, in nine areas that constitute the second venture in gender responsive results oriented local government budgeting in the Philippines. The gains are real and non-reversible, the shortfalls have helped build a road map for a more determined and realistic essaying of GRRB in these pilot sites.

The following chapters highlight the plus factors: dynamic local chief executives and committed LGU executive staff; vibrant women's groups, NGOs and community organizations; technical expertise and political savvy on the part of key players; and the irresistible, undeniable pull and convergence of good governance and gender equality in these areas. At the same time, the roadblocks seem resilient and nearly-incorrigible: polarizing partisan politics; bureaucratic malaise and overweening self-interest on the part of some public officials; a failure of will, nerve and understanding among grassroots constituents defeated by lethargy and grinding poverty.

But GRRB promises change, initially modest but nonetheless real and lasting. And GRRB has started to deliver on the promise of local planning and budgeting that makes a difference in the lives of women and their communities. Sorsogon City's health program is no more a house divided but an efficacious vehicle for health service delivery with stress on women and children's wellbeing, husbanding its human resources wisely. The decade-long quarrying in Hilongos and its high socio-economic costs will require the gentleness of doves and serpentine cunning to overcome but GRRB has become a rallying point for a campaign that will hopefully stay the long and arduous course to bring new life to countless devastated ricelands.

GRRB is a strategy that marries gender and good governance, covering all bases of the gender project cycle starting with a gender analysis of the socio-economic situation and of LGU budgets and expenditures; moving on to gender planning and budgeting to ensure that planners put money where their mouth is; monitoring implementation with concrete gender and related indicators; and finally, capped by evaluation, undertaking gender audits to assess gender impacts.

GRRB is a gender mainstreaming strategy that uses the 5% (GAD budget) to prime the 95% of an LGU's budget and genderize it. Wishful thinking? Not at all. The modest gains scored by all pilot sites attest to GRRB's soundness as tool and strategy. Weaknesses in implementation have only served to pinpoint gaps in the GRRB road map that is a product-in-progress, a technology in the process of fine tuning.

But as the executive summary stresses, there are preconditions to ensure that the map does not become a maze leading nowhere. Sustained CSO participation is one; committed LGU personnel is another; vibrant women's organizations yet another; and always, the bottomline of counting women and making women count in local governance.

Yet another road map is the Magna Carta of Women (MCW) which passed after a long and bruising battle in Congress. The MCW is a comprehensive women's bill of rights ensuring women's rights to protection from all forms of violence, protection and security in times of disaster and calamities, participation and representation, equal treatment before the law, equal access to and elimination of discrimination in education and training, equal participation in sports, non-discrimination in employment in military and police services, non-discriminatory and non-derogatory portrayal of women in media and film, comprehensive health services and health information and education, and equal rights in all matters relating to marriage and family relations.

The MCW passage is a milestone in gender and governance with Filipinas in awesome numbers organizing, strategizing, lobbying and negotiating, to seek their rightful due in law and in deed. GRRB promises to be no less, its twists and turns bringing it closer to the desiderata of women being both bearers and beneficiaries of change.

The Philippines has a penchant for legislation and policy making without regard to the wherewithal necessary to breathe life into laws and policy. How to make sense of the alphabet soup of gender legislation and policy — long on promise but short on performance? GRRB is not a magic wand, but GRRB is a tool that can help show the way.

GRRB is a gender mainstreaming strategy but it requires huge investments in political will, community organizing, women's nurturing and resilience, and public resources, to work.

As the storm clouds lift and the floods ebb, leaving rural and urban poor communities in greater shambles than before, the pairing of gender and governance becomes more urgent—so that government calamity funds are not squandered in political junkets, so that long-overdue radical and costly land use reforms are put in place, so that social and environmental imperatives are privileged over short-sighted and high-budget economic development schemes.

As an NGO worker, wife and mother to eight, I seek to ensure that each peso earned in my household is a peso well spent. I demand no less from my government, local and national, so that children's futures are not crushed by poverty or calamity; so that farms are not despoiled forever by floods; so that homes and communities do not vanish overnight from a force majeure that, in fact, can be tamed; so that women can stand fair and free as men's equals in this beloved country.



Florencia Casanova Dorotan  
GRRB Project Director and  
WAND National Chairperson

October 9, 2009  
Quezon City

# Acronyms and Abbreviations

ABC	Association of Barangay Captains
AIP	annual investment plan
BDF	barangay development fund
BHS	barangay health station
BHW	barangay health workers
BNS	barangay nutrition scholars
BPO	barangay protection order
BCPC	Barangay Council for the Protection of Children
CBMS	community-based monitoring system or survey
CDC	city development council
CP	capital outlay
CPDC	city planning and development coordinator
CPDO	city planning and development office (or officer)
CSO	civil society organization
DA	Department of Agriculture
DBM	Department of Budget and Management
DENR	Department of Environment and Natural Resources
DILG	Department of Interior and Local Government
GAD	gender and development
GAF	gender appraisal forum
GAD FP	gender and development focal point or person
GBI	gender budget initiative
GerRL	“Gender-responsive LGU <i>ka ba?</i> ” or “Are you a gender-responsive LGU?”
GO	government organization
GRRB	gender responsive and results oriented or (based) budgeting
GRRB2	GRRB project phase 2 (roll-out to 7 new LGUs)
GST	gender sensitivity training
IEC	information, education and communication
IRA	internal revenue allocation
KRA	key result area
LCE	local chief executive
LCW	local council of women

LDF	local development fund
LGU	local government unit
LSB	local special body
MBO	municipal budget officer
MCW	Magna Carta of Women
MDG	millennium development goal
MFI	micro-finance institution
MOOE	maintenance, operating and other expenses
MSWDO	Municipal Social Welfare and Development Officer
MTWG	Municipal Technical Working Group
NCR	National Capital Region
NCRFW	National Commission on the Role of Filipino Women
NEDA	National Economic and Development Authority
NGA	national government agency
NGO	non-government organization
NSO	National Statistics Office
OSY	out-of-school youth
PhP	Philippine pesos
PIME	planning, implementation, monitoring and evaluation (cycle)
PO	people's organization
PPA	programs, projects and activities
PS	personnel services
PWD	person with disability
QRT	quick response team
RH	reproductive health
RHU	rural health unit
RIC	Rural Improvement Club
SB	<i>sangguniang bayan</i> (municipal council)
SK	<i>sangguniang kabataan</i> (youth organization)
SP	<i>sangguniang panlalawigan</i> (provincial council)
SP	<i>sangguniang panglunsod</i> (city council)
TWG	technical working group
UNIFEM	United Nations Development Fund for Women
VAWC	violence against women and children
VMG	vision-mission-goals statement
WAND	Women's Action Network for Development
WEB	women empowerment in the barangay©

# Executive Summary

## ***Introduction and background***

In late 2004 a motley and sizeable group of local public officials and department heads, representatives of peoples' organizations (POs), officers and staff of the Women's Action Network for Development (WAND) and two of its affiliated organizations, and project consultants met at a downtown Manila hotel to brainstorm and undertake initial planning on what would be called the Local Level Gender Budget Initiative in the Philippines (GBI).

As national lead organization for the project, WAND had designated WELFARE and LIKAS<sup>1</sup> as local partners for the two pilot sites, Hilongos in Leyte province and Sorsogon City in the province of Sorsogon, respectively. Funded by UNIFEM, the GBI project was a fresh approach to gender budgeting in the country which had taken the form of a mandate to set aside 5% of the internal revenue allocation (IRA) component constituting the bulk of local government budgets (see section on local government budgeting).

The GAD budget, as it came to be called, had stalled for various reasons: incomprehension and confusion over what constitutes the 5%, an absence of strong local women's groups as a lobbying force, bureaucratic indifference, political partisanship and marginalization from mainstream budgeting.

And so the GBI project came to pass in both pilot sites, harnessing GO-NGO partnerships, undertaking a gender analysis of budgets and the roles of women in farming and fishing, providing gender sensitivity workshops and training in such skills as planning, monitoring, implementation and evaluation, formulating health and agriculture plans replete with targets, time frame, resources needed and persons/entities to be mobilized, and drafting an action plan to jumpstart the process now called GRRB or gender responsive and results oriented budgeting.

A full account of that yearlong experience appears in *The Local Level Gender Budget Initiative in the Philippines: Strengthening the Results Orientation of Local Gender Budgeting in Hilongos, Leyte and Sorsogon City* published by WAND and UNIFEM in 2006.

Although many gaps remained, initial gains were remarkable: integration of two parallel health programs in Sorsogon City and the launching of an anti-quarrying campaign to confront what was widely perceived as key to declining incomes among Hilongos farming communities. Greatly heartened, WAND decided to up the ante by proposing an expanded second phase that would cover seven new sites in addition to the two original areas.

### ***Seven new sites***

These sites included three rural municipalities (Hungduan, Ifugao in the Cordilleras, San Fernando, Camarines Sur in the Bicol region and Barugo, Leyte in the Visayas), two cities (Escalante City, Negros Occidental and Malaybalay City, Bukidnon) and two urban villages (Barangay Commonwealth in Quezon City and Barangay Centro in Davao City).

As with the original pilot areas, these sites were chosen based on certain criteria: an LGU leadership open to innovation; accessible information; local partner NGOs with strong gender advocacy; and community groups engaged, or willing to engage, in issues of local governance.

### ***Partner NGOs***

WAND affiliates all, local partner NGOs included Northern Luzon Foundation, Inc. (NorLu) and Igorota Foundation in Hungduan; Camarines Development Network (CADENET) in San Fernando; Runggiyan, a Tacloban-based NGO in Barugo; Developing Alternatives for Women Foundation, Inc. (DAWN) in Escalante City; Pilipina in Malaybalay City; Pilipina and PINASAMA, an urban poor organization providing day care programs in Barangay Commonwealth; and Managing Alternatives Group, Inc. (MAGI) in Barangay Centro.

### ***Millennium Development Goals***

The United Nations' Millennium Development Goals (MDGs) have been adopted by the Philippine government as top priority goals, affirming its commitment to address the basic needs of poor and marginalized sectors of society. Thus the MDGs provide the framework for social commitments of the government's Medium-Term Philippine Development Plan (MTPDP) and in identifying projects and programs in the plan.

The MDG goals are:

- eradicate extreme hunger and poverty
- achieve universal primary education
- promote gender equality and empower women
- reduce child mortality
- improve maternal health
- combat HIV-AIDS, malaria and other diseases
- ensure environmental stability
- develop a global partnership for development

As well, specific MDGs have been used by GRRB sites to provide over-arching goals for its GRRB efforts and activities. Among the more common development goals

adopted by LGUs are eliminating extreme hunger and poverty, promoting gender equality and women's empowerment, and ensuring environmental sustainability.

### ***Socio-economic profiles and comprehensive database***

The various socio-economic profiles yielded a common and composite picture of poverty and malnutrition, rising school drop-out rates and lack of safe water and sanitary toilets, a significant proportion of the population living below the poverty threshold (74.5% of households in Escalante City), subsistence farming and poor folk entrapped in a cycle of debt (to Chinese traders in San Fernando and "loans to pay loans" in Barangay Centro).

Three areas in particular stood out with their comprehensive community-based monitoring systems: Malaybalay and Escalante cities and San Fernando, the latter still in the process of consolidating survey findings. The Malaybalay City Integrated Survey System (MISS) initially covered 26,000 households in 2007 and is being updated to track the rise in population. Barangay health workers and midwives were trained by the city planning and development office to undertake data generation and encoding. Eighty computers were mobilized for the massive effort including 60 new computers purchased at PhP1 million which will be farmed out to the LGU's 14 department heads and 46 barangays. Escalante City's 2007 Community Based Monitoring Survey has gender indicators interfacing with 14 core poverty indicators and its data-rich survey report is a model for other LGUs which wish to firmly ground their planning and budgeting in accurate data that underscore gender issues.

Like Malaybalay City, San Fernando invested in computers, purchasing 13 desktops at PhP.5 million later to be passed on to department heads. Map digitizing and sex-disaggregated data will ensure not only graphic visual presentation but also gender-based information ready to hand. No less commendable is the example of Hungduan which, hobbled by lack of funds, has nevertheless made judicious use of scarce equipment and personnel to produce its own database.

### ***Gender appraisal forum and GeRL tool***

Research findings and recommendations, shared in a Gender Appraisal Forum (GAF), are usually eye-openers. Gender stereotyping of women in farming in San Fernando became obvious; women's vital roles in Barugo's coconut farms were highlighted; and a gender analysis of the LGU's programs and budgets in Barangay Centro uncovered the reality of a pronounced gender pay gap among its staff.

Also of vital importance is the GeRL tool through which an LGU evaluates the gender-responsiveness of its programs and services. The GeRL tool was jointly



formulated in 2004 by the National Commission on the Role of Filipino Women (NCRFW) and Department of Interior and Local Government-Local Government Academy (DILG-LGA).<sup>2</sup> GeRL tool findings in Barugo spurred and pushed a number of gender-related initiatives including the creation of a women's desk in the police precinct, reformulation of the executive-legislative agenda, women's livelihood interventions and reconstruction of toilets to be more user-friendly.

### ***Training workshops***

GRRB 2's training workshops covered, among others, gender sensitivity sessions, the project development cycle of planning-implementation-monitoring-evaluation (PIME), and the intricacies of planning and budgeting from a gender perspective. Many LGUs say they learned the basics of GAD planning as well as counting GAD-related PPAs as part of the GAD budget. As the Barugo budget officer said, "[In the past] we didn't know what to do with the GAD thing." Gender training is also credited with making Commonwealth's barangay captain and other barangay officials supportive of GRRB 2. Training workshops helped hasten the budgeting process in San Fernando.

In many areas, GRRB training was echoed at lower levels (e.g. Malaybalay and Commonwealth) and interfaced with or fed into training components of other projects (e.g. Hungduan, Barugo, Escalante and Commonwealth). In Barangay Centro, for instance, MAGI also provided training in business proposal making, household family budgeting and financial management. However, there is a need for sustained gender training, an observation made by a local woman leader in Commonwealth and an NGO staff member in Centro.

### ***Gender issues and gender programs***

The various research efforts surfaced a host of gender issues such as domestic violence (Escalante City and Barangays Centro and Commonwealth); an inequitable production-reproduction divide (Barugo); and invisibility of women's work (San Fernando). At the same time, research also showed how culture can be an equalizing factor in terms of work outside and within the household although the gender gap in wages remained resilient (Hungduan).

Boosting the GRRB project were a number of gender and related programs in the pilot areas which sought to address basic gender problems and their interface with poverty and its consequences. These pioneering efforts included anti-VAW and VAWC programs including men's support groups and paralegal training in landmark gender laws (e.g. anti-domestic violence and anti-trafficking), women's organizing and women's empowerment including economic empowerment through micro-credit, and earlier gender budgeting initiatives.

### ***LGU leadership***

The critical role played by the local government units, particularly its leadership, is highlighted in the fact that the sites that have gained the most ground in implementing GRRB are those with dynamic and visionary local chief executives including Malaybalay City and Barugo. As well, San Fernando's mayor is forward-looking and with a few more components in place, can push GRRB farther.

Equally critical is the role of the municipal or city planning and development officer who, along with various department or office heads, can retrofit the LGUs' mechanisms and instrumentalities along a gender and results-oriented trajectory. Escalante City's CPDC and Malaybalay City's CPDO have a firm grasp of the daunting but rewarding task that lies ahead of them. Part of this is echoing gender training to the middle and lower levels of LGU staff including technicians and janitors who are thus enabled to internalize gender issues as these impact on their daily life and work.

On the downside is the fact that GRRB gains made by highly-placed gender champions can be undermined or reversed in the absence of essential and functioning support structures when they move on (or down) to other positions, as is the case with Hilongos and Sorsogon City.

### ***The local government budgeting process***

The local government budgeting process partakes of three stages: budget preparation, budget authorization or legislation, and budget review.

*Budget preparation* starts with a budget call from the local chief executive, in June or earlier, for heads of departments and offices to submit proposed budgets for the ensuing fiscal year (or budget year) for their departments or offices on or before July 15 of the current fiscal year. These proposals include objectives, outputs and cost estimates of department or office PPAs. Local treasurers are also asked to submit a statement of income and expenditures for the first half of the current fiscal year on or before July 15.

During the second quarter of the year the Department of Budget and Management issues IRA estimates for LGUs. The local finance committee,<sup>3</sup> particularly the budget officer, helps the local chief executive (LCE)<sup>4</sup> in consolidating the executive budget which is based on the aforementioned IRA estimates, financial statements and department proposals.<sup>5</sup>

The local executive plan covers a three-year period (past year, current year and budget year) and is prepared for submission to the appropriate local council as part of the appropriation bill. The budget document also includes the executive

budget (including fund sources and expenditures) and a budget message through which the LCE provides a rationale for the executive budget within the context of the local development plan.

*Budget authorization* or legislative authorization of budget starts with the Oct. 16 deadline for submission of the budget document to the local council or legislature (*sanggunian*) which the latter must enact (as part of an ordinance authorizing the budget for the ensuing year) on or before the end of the current fiscal year. Once approved by the local sanggunian, the ordinance is posted in the LGU and copies are forwarded to the *sanggunian panlalawigan* (provincial council) which is the reviewing authority. The ordinance shall take effect at the beginning of the budget year.

*Budget review* is the process by which the *sanggunian*, assisted by the finance committee, evaluates the executive budget to determine compliance with budgetary requirements and general limitations.

Changes in the annual budget are disallowed once the executive budget is submitted by the LCE to the council. However, supplemental budgets are allowed in times of public calamity and take effect immediately or on a specified date.

As part of budget preparation, the LCE calls department and office heads to a budget forum after which they draft and submit budget proposals for their respective departments and offices. After the mid-July submission of these budget proposals, consultation with community and women's groups and NGOs may take place through budget hearings, local development council meetings and workshop sessions. This consultative process varies from LGU to LGU with the practice of people's participation in local government planning and budgeting still the exception.

If the local council or *sanggunian* fails to pass the ordinance authorizing the annual budget of the ensuing fiscal year 90 days after the start of the budget year, the ordinance authorizing the past year's budget shall remain in force until the pending ordinance is passed. (See Annex A for a more detailed discussion on LGU budgeting.)

Preparation of barangay budgets follows a similar pattern as shown thus:

*Submission of budget estimates for budget year*—on or before Sept. 15 of current fiscal year the barangay treasurer submits to the *punong barangay* estimates of income and expenditures for the budget year based on a certified statement from the city or municipal treasurer on local income estimates for the barangay

*Preparation and submission of barangay budget for budget year*—by the *punong barangay* based on treasurer’s statement; submitted to the barangay council or *sangguniang barangay* for legislative enactment

*Effectivity of barangay budget*—an ordinance enacting the annual budget shall take effect at the start of the budget year; an ordinance enacting a supplemental budget shall take effect immediately or on a specified date.

*Execution and accountability*—the barangay captain executes annual and supplemental budgets, and is accountable for the same

*Review of barangay budget*—copies of said ordinance shall be submitted to the *sangguniang panlungsod* or *sangguniang bayan* (city or municipal council, respectively) for appropriate action. If the *sanggunian* concerned fails to take action within 60 days after receipt of the ordinance, it remains in force and effect. (See Annex B for more details.)

### ***LGU budgeting in practice***

Many local governments tend to carry over current budget allocations into planning for the next year’s budget, adding say, 10% for inflation, a practice also known as “lump sum” budgeting. This is a matter both of inertia and expediency: inertia because this is how things have always been done, and expediency dictated by fixed deadlines as indicated in the foregoing section. Thus it is not uncommon for the traditional budgeting process to start with figures, backtracking to activities and programs, and finally, if it does, working out rationales.

Seeking to reverse this process, GRRB necessarily begins with research and local consultations (what is the situation, what are the issues), the information gathered helping develop strategies and programs, devising indicators, pinpointing persons and structures responsible, and, finally, drawing up budgetary requirements.

GRRB rests on a firm research base starting with a socio-economic profile of the city, municipality or *barangay* (or village, the smallest politico-administrative unit) including a gender analysis of women’s roles in the productive and domestic spheres. It also does a gender analysis of the programs, projects and activities (PPAs) of the department focused on (e.g. agriculture or health) as well as a budget and expenditure analysis of the same. Unfortunately, not all pilot areas had full data ready to hand (e.g. Barangay Commonwealth) and, often, available data were not sex-disaggregated.

While GRRB 2’s training phase sought to fully equip the LGUs with planning and budgeting skills with a gender and results-oriented framework, local governance

is indubitably a political process. This means that absence of other components such as support structures (viable technical working groups and gender and development or GAD councils), wholehearted understanding and commitment on the part of LGU executive and staff, and a determined push by women's groups and CSOs, GRRB will come piecemeal and operate in fits and starts.

### ***The GAD budget***

GRRB ultimately seeks to wean gender budgeting away from focus on the 5% GAD fund in LGU budgets<sup>6</sup> to encompass the 95% as well, that is, to 'genderize' the entire budget. But in the interim it must deal with the reality of the 5% as benchmark or target. For many women's organizations, the 5% GAD budget had become a rallying point, a negotiating tool to gain the wherewithal for worthy and pioneering programs such as women's centers, campaigns against gender violence, micro-credit with a women's perspective, mainstreaming gender in the bureaucracy starting with gender sensitivity training.

To the extent that LGUs took cognizance of the GAD budget, this concern was reflected in local budgets. Sadly this was true of only a handful, or less, of the LGUs that signed up for GRRB. Honest-to-goodness gender budgeting was undermined in two ways. For one, the Department of Interior and Local Government had issued a memo sanctioning gender budgeting "for compliance" or GAD by attribution. Thus all programs, projects and activities (PPAs) that related to women, even those lacking a gender perspective, automatically merited the label of GAD expenditure. One local budget officer classified repainting of the municipal hall as GAD because both women and men complimented the freshly-coated building.<sup>7</sup>

For another, implementation of the GAD budget has been stymied by conflicting interpretations of what constitutes the GAD fund. In one barangay, the GAD fund was computed as 5% of the barangay development fund which was 20% of the barangay's internal revenue allocation (IRA), in effect reducing it to 1% of the IRA. Similarly, one municipality had no fixed GAD budget and the GAD focal point (GAD FP) had to lobby for the GAD plan which was integrated into the economic (or municipal) development plan totaling 20% of the LGU's IRA.

In another barangay, women had insufficient access to and control over GAD benefits; in one city, the GAD budget had become a "catch all" fund providing resources for patently non-GAD related activities. Hostility to the GAD budget was evidenced in the comment "What will be left of the budget [after 5% is allocated for GAD]?" Yet another issue was the lack of absorptive capacity reflecting weak women's organizing and other gaps: in one LGU allocations for specific GAD activities remained unspent or not fully spent after three years.

All this indicated that if the GAD fund, set at a minimum of 5%, had not yet made its mark in many LGUs, including most of GRRB's nine pilot sites, the ambitious task of genderizing the entire budget of LGUs through GRRB would meet with much rougher sailing. One remarkable exception is Barugo whose total GAD allocations (direct and GAD-related) have exceeded 5% not only of IRA but of the entire budget. A number of other LGUs, such as Malaybalay and Escalante cities, make similar claims which need painstaking item-by-item validation for gender-responsiveness. At the end of the day (or fiscal year) the true test of gender-responsiveness lies in how much allocation matches up with actual expenditure, that is, whether good intentions indeed translate into good deeds.

### ***GAD and other support structures***

GRRB requires vital and viable structures to sustain it beyond a limited project period. These can take the form of new or reactivated GAD councils, a GAD focal point or person (e.g. Malaybalay's CPDO and a full-time officer in Commonwealth), or a GAD committee. Other existing structures can be harnessed for GAD purposes such as the city health office and barangay health centers for gender concerns in health (as in Sorsogon City during GRRB's first phase). Other auxiliary structures are a women's desk (newly reactivated in Centro's barangay hall) and a women's desk in the police precinct (newly established in Barugo).

Many pilot sites had one or more of such structures but absent other crucial components such as grassroots push and executive pull, the GRRB effort can easily become half-hearted or token. Budget officers of Hilongos and Sorsogon City included GAD in their yearly budget calls but this did not stave off a declining GAD allocation in Hilongos and later marginalization of the GRRB core team in Sorsogon City.

A number of LGUs have engaged in efforts to promulgate a GAD code (Malaybalay City and Hungduan, for instance) either predating, or as part of, GRRB. Barangay Centro has Davao City's women development code as guide. These codes are invaluable in that they are a platform for gender equality and women's empowerment, identifying gender issues and proposing corollary programs to address these issues. GRRB can plumb these codes as latent how-to guides in translating issues into PPAs.

At the same time, there must be vigorous and ongoing advocacy among their prime constituents, the LGU women, to become true stakeholders. This is the case, for example, with Hungduan's GAD code, as comprehensive as any, which however needs to be brought down to the level of community women and to provide a gender framework for the LGU's programs.

### ***CSOs and women in the community***

Yet another *sine qua non* for GRRB are alert and active civil society organizations, particularly women's groups, which will serve as both prod to and watchdog of GRRB. There is a delicate balance in the roles of critic and collaborator, summed up as critical cooperation, which best describes civil society's stance *vis a vis* local government. San Fernando has sought to institutionalize NGO participation in governance through its NGO-PO council; and Malaybalay City has doubled NGO representation in the city development council from a minimum of 15 to 31. The dynamic of critical cooperation is never an easy one, oscillating between the poles of partnership and criticism. Escalante City's local partner organization has learned over time to tread this fine line guided by the principles of autonomy and mutual respect.

Democratic governance recalls that famous pineapple advertisement "The bottom is the top" (the bottom being a pineapple's prime section). In GRRB half of that "bottom" is women and their issues and demands, and they themselves cannot rise to the top without basic women's organizations.

Women's organizing in the pilot sites ranges from weak or incipient, to viable and, finally, vibrant; but most of women's organizing in the pilot sites fall within the first two categories. The growth of vibrant grassroots women's organizations is marked by support and active organizing on the part of the LGU (particularly female executive and staff) and/or a women's NGO. This is evident in barangays Commonwealth and Centro, and Escalante City, among others.

Straddling the spheres of government (GO) and civil society (CSO) is a critical mass of women, the overwhelmingly female barangay health workers (BHWs). Their modest monthly allowance, drawn from local government funds, approximates part-time pay for work that often goes beyond eight hours daily. Coming from the poor communities they serve, BHWs are well-placed to play vital roles in basic women's organizing, as leaders or supporters, as indeed is happening in at least two pilot sites.

### ***Gains***

Given limitations of time, scope (focus on training) and resources (spread over nine pilot areas), the project's gains are remarkable, foremost of which are: increasing women's visibility and space, spurring more comprehensive and systematic database building, developing the "value chain" approach to budgeting, and democratizing the budgeting process.

First: making women count and ensuring their issues are addressed has been achieved in at least three ways: through gender sensitivity training (GST); through

the more technical means of sex-disaggregated data and gender analysis—of women’s work, and of government budgets and programs; and through the more political process of women’s organizing. All pilot sites started with GST and gender analysis but not all have reached the goal of sex-disaggregated data and a lesser number has committed, openly or unofficially, to gender equality and women’s empowerment through organizing.

Nevertheless spaces have opened up for women, whether as a women’s desk or through the granting of tenure to female GAD staff (and thus making the gain non-reversible). Noteworthy, too, is an increase in the GAD budget in several LGUs. Gender consciousness raising in GRRB has emboldened women, in a few pilot sites, to make formal complaints on domestic abuse and, in others, to do so in increasing numbers.

Second: GRRB has spurred or reinforced the need for a current and comprehensive database within the various LGUs, three among which have exemplary databases employing state-of-the-art formats and technology. GRRB does not necessarily take sole, or chief, credit for this, but its stress on starting with reliable statistics and sound analyses has served notice that past practice of “guesstimates”, slipshod analysis and warmed-over budgets simply won’t do. As one planning officer said, use of a database makes it difficult to say No to proposed programs, projects and activities (PPAs). In the words of another planning officer, “If you have accurate data, you have won half the battle”.

Third: GRRB has pioneered a “value chain” approach to local government planning and budgeting. The value chain is manifested in the logical sequence of: facts→analysis→planning-and-programming→implementation→monitoring without one phase preempting or bypassing another. The value chain emphasizes the interconnections between each phase and how one builds on the other. A break in the chain weakens the entire process with adverse effects on outputs and outcomes.

Fourth: GRRB has helped democratize the planning and budgeting process inherent in the Local Government Code (LGC).<sup>8</sup> Although the LGC and subsequent legislation and executive policy have provided for such mechanisms as local development councils (LDCs) and local special bodies (LSBs) to enlarge people’s participation in governance, local governments have generally kept close to tradition and convenience particularly in matters of budgeting which very much remains a closed door process. This is understandable in a culture where political partisanship remains resilient and largesse is a means of sustaining political bases. But GRRB has tapped into a deep yearning for political reforms by instituting means of governance truly of, by and for the people.



Two gains, specific to two pilot areas, must be mentioned here. In Sorsogon City where GRRB seems to have run out of steam, the health budget continues to rise reflecting the fact that GRRB's main achievement of integrating two competing health systems and enhancing health service delivery (in GRRB phase 1) cannot be undone. For local NGO partner MAGI in Barangay Centro, the gender lens in budgeting is a "missing link" that ties together its diverse strategies of gender advocacy, capability building, organizing and livelihood resting on NGO-GO partnership.

### **Gaps**

Over-all, however, too many gaps remain which put at risk the present and future viability of the GRRB project in many pilot sites.

The first gap is the continuing lack of a comprehensive and sex-disaggregated database in most pilot sites without which there can be no sound socio-economic analysis from a gender perspective. The three LGUs with such a database have made huge investments of time, resources and energy on them.

The second weakness is the lukewarm, or lack of, support for GRRB on the part of LGU executive leadership a consequence of which is that LGU staff have not engaged in the GRRB process, or have only shown sporadic interest in it. Without executive championship, it is well-nigh impossible for GRRB to take root, much less, flourish.

The third shortfall is the lack of stakeholder participation indicating weak or inactive community and/or women's organizations. The most enlightened, dynamic and forward-looking LGU leadership cannot make up for the lack of vibrant community groups which serve as goad and gadfly, base and buttress at various turns of the GRRB process.

The fourth gap ensues from the foregoing, namely, the weakness or non-viability of GRRB's coordinating and support mechanisms once the project term lapses. These include GAD focal points or persons, GAD councils or committees and multi-sectoral core teams. While staff turnover (in both LGU and NGO) accounts for membership loss in such bodies, the deeper causes for such weakness lie in causes already cited above.

The fifth gap is a lack of greater coordination among NGOs and POs partly attributable to weak GO and CSO support for GRRB, or weak community organizations. However other factors do come into play as, for instance, the LGU's refusal or hesitance to open governance mechanisms to NGOs including budget hearings and consultative budget workshops.

The sixth gap is the minimal or declining GAD budget/allocation, both cause and consequence of poor GRRB practice. Related to this is non-passage of proposed plans and budgets through benign neglect (in at least two pilot sites) or the downgrading of GAD and GAD-related programs in one pilot site (due largely to poor performance of a flagship department). One LGU's budget reflected a yearly increase over-all and in key programs but a decrease in social development allocations (traditional matrix for GAD initiatives) and in the GAD fund.

Corollary to the foregoing is a seventh factor, the prioritizing of infrastructure programs over social services which has been decried by a few LCEs in GRRB pilot areas who ask "Of what use is a grand structure if its residents are in ill health?" Nevertheless the penchant for highly visible (and high-cost) projects is shared by many Filipino politicians (more male than female) wishing to leave a "lasting legacy".<sup>9</sup>

An eighth shortfall results from the lack of LGU and CSO support for GRRB, namely absent or weak technical mechanisms such as monitoring of the GAD budget and continuous training in gender sensitivity and GRRB skills.

### ***Challenges and recommendations***

The experience of essaying GRRB in seven new pilot sites, and sustaining it in two areas, has thrown up a host of challenges. But let us focus on one challenge—surviving change in political leadership—which is key to understanding the impasse GRRB has come to in its two original pilot sites.

GRRB is a technical process that must grow in a political milieu, thereby partaking of a political character as well. In a highly-polarized political culture<sup>10</sup> the survival and continuity of programs and projects may hinge less on their soundness and relevance and more on the political standards borne by their implementers. Put more bluntly, the life and death of PPAs depend on which side of the political fence their advocates are perceived to be on.

In one municipality, for instance, there was a failure to submit and enact an ordinance authorizing budget appropriations for the budget year resulting in the LGU's operating on a minimal budget until the lapse of the 90-day prescriptive period after which the budget would take effect. Thus budgeting, and efforts to reform it, became part of the political battlefield between polarized forces.

Given this exclusionary or conflictual (rather than consensual) mode of politics, how does GRRB ensure its survival beyond the seismic upheavals or subtle shifts signified by leadership change?

Experiences from the nine pilot sites point to three strategies for ensuring GRRB's continuity: sustaining structures through the interface with other projects, establishing gender bases or beachheads in the LGU, and developing a critical mass of community women's groups.

Many of the pilot LGUs have benefited from past gender-related projects introduced by or through women's NGOs (frequently their local partners) and international development agencies such as the Canadian International Development Agency or CIDA and German GTZ. Majority of these LGUs continue to benefit from new or ongoing gender and/or governance projects which have objectives parallel with or related to GRRB goals. Where there are such projects, GRRB can tighten the interface through more deliberate planning thus ensuring that GRRB gains are fed into these projects, as indeed, they are.

A second strategy concerns gender base building within the LGU starting where there is least resistance (among staff and middle management), moving on to the legislature or local councils and, finally, tackling the formidable redoubts of executive positions. Each of these three bases is essential. When a female mayor moves down (by becoming vice mayor) or up (by becoming governor), she loses precious ground, if not her clout—unless gender beachheads, if not bases, have been established among the staff and within the council. The gender parity in numbers of one city council is instructive in terms of needing to translate these numbers into a more potent and self-conscious force for gender programs.<sup>11</sup>

A third strategy focuses on the ground on which all gender initiatives ultimately stand: the *terra firma* of grassroots women's organizing. Within the LGU, the impetus and support for women's organizing and empowerment springs from three sources—the executive (usually, but not necessarily or automatically, female), the legislature or council, and LGU staff. Apart from being gender champions, women LCEs become role models for younger women and women in lower echelons of governance. Female department heads and executive staff can execute policy and push programs that develop and harness women for leadership as in agricultural and entrepreneurial training programs.

Outside the LGU, women's organizing is fuelled by at least two sources: PO-NGO women leaders operating in the community, and barangay health workers (and their confreres, the barangay nutrition scholars), overworked and underpaid public health servants the best and brightest of whom invariably become barangay *kagawads* (council members) themselves, if not barangay captains.<sup>12</sup> GRRB in ways big and small has helped raise the ante for women in public service, emboldening a municipal administrator to apply for the position of department head in one pilot site, and helping inspire a female barangay captain to consider a run for the city council in the 2010 elections in another.<sup>13</sup>

Women as a critical and organized force at the base (as constituents and electorate), in the middle (as LGU executive staff) and at the top (as legislators and local chief executives) is GRRB's best chance at survival beyond the project term, ensuring that gender does not become mere "flavor of the month", here today and gone tomorrow.

From these challenges emanate three recommendations: addressing both the technical and political, revisiting pilot sites, and women's organizing.

GRRB must address both the technical and political demands of its mandate. The former means that a pilot LGU must start with comprehensive and sex-disaggregated database building as a condition *sine qua non*; that a rigorous interpretation of the GAD budget (as 5% minimum of total budget) supplants the *bonsai* or greatly-diminished interpretation of GAD as 5% of the 20% local development fund; and that more stringent limits are set on the policy of "GAD by attribution" whose abuse has made GAD a catch-all fund ("GAD is good"), if not a laughingstock.

At the same time GRRB must develop political savvy to survive political tsunamis such as leadership change and electoral upsets. Partisan politics leaves many victims and programs in its wake and unless surmounted, one can kiss GRRB goodbye. One pilot site is still reeling from its after-effects, down but not out; the NGO partner in another pilot site has learned through hard experience to deal with the LGU from a position of parity. Although no manual carries this political expertise ready to hand, experiences and lessons learned in the various pilot sites can be sifted and collated as a rudimentary guide to navigate the maze of local politics.

A second recommendation is that provision be made for a yearly visit to pilot sites by a GRRB expert for assessment and clinic-ing, the process to end in a consultation where gains and gaps can be tracked, insights shared, and proposals made to help bolster the GRRB effort. Without this post-project mechanism, it will be difficult, if not impossible, to determine whether GRRB is a mere fluke, a flash in the pan without long-term sustainability; or whether it can indeed change the course and lives of LGUs and their constituents through a different approach to budgeting.

The third and final recommendation—women's organizing—has been discussed at length earlier.

Suffice it to add that women's organizations take care of the gender agenda from start to finish: by institutionalizing gender in PPAs, budgets and through women in public office; by calling these programs, budgets and public officials to account; and by nurturing a young generation of women leaders through education, advocacy and campaigns to ensure that political power remains a means to an end and does not become an end in itself.

## **Conclusion**

GRRB (and GBI in its earlier phase) set out on the ambitious task of changing an LGU's way of planning and budgeting in nearly a dozen pilot sites in the country. Gender and results were to be the hallmarks of this fresh approach to gender budgeting: did it count women and did it impact on the lives of people in the community?

WAND prepared for both initial and follow-up phases through a program that combined research and gender analysis with capability building and action planning, harnessing local women NGOs to serve as LGU partners. In the course of the two project phases, the project partners LGU and NGO alike gained a treasure trove of experiences and insights that form a beginner's road map to the heretofore uncharted path of gender responsive and results oriented budgeting in local governments.

By no means a finished product, the road map is a work-in-progress that features the dynamic interplay between the technical and the political, taking hits and misses but also scoring solid gains by which each step can build on the next.

By way of summing up, GRRB is, in the first instance, all about changing the rules of the game and, by this token, changing the perspective, changing the content, providing entry to new players and, ultimately, changing the game itself. As it was famously said by One with profound knowledge about changing lives, pouring new wine into old wineskins will only burst the wineskins, new wine must be poured into new wineskins.

GRRB is initially about technique—how to plan and budget in a new way. But by recognizing the political character of local government planning and budgeting, GRRB goes into the heart and soul of local governance: for whom and for what is local governance? By what tools and with what principles will governance proceed? If traditional methods of governance have grown corrupt and irrelevant, how are they to be transformed?

This account bears witness to changes that GRRB has helped to usher in: growing numbers of women rising to the call of leadership at home, in the community and in local government; local chief executives, male and female who eschew traditional politics and venture into innovative programs; small but steady increases in local GAD budgets; and LGU executive staff committed to a GRRB that interweaves the imperatives of culture, ethnicity and environment.

GRRB cannot co-exist with politics that is business as usual. The business of GRRB is to turn politics on its head, even as it has turned the planning and budgeting process on its head, making politics more accessible to non-politicians, making

sure that politicians are accountable to the people in real ways, making certain that every ordinance passed and every peso spent serves the poor and marginalized, especially the women.

GRRB is not about gender and results as ends in themselves. GRRB is about new ways of governance and of living in community; GRRB is about new ways of relating between men and women. The changes compelled by GRRB are fundamental and far-reaching, new wine crying out for new wineskins.

### **Annex A. The Local Government Budgeting Process<sup>14</sup>**

Local government units (except for barangays) follow a standard budgeting process which starts with a definition of terms as follows:

- *annual budget* - a financial plan with estimates of income and expenditures for one fiscal year
- *appropriation* - the authorization through an ordinance for payment of goods and services from local government funds for specific purposes
- *budget document* - the comprehensive financial plan presented by the local chief executive (LCE) to the concerned *sanggunian* or local council or legislative body; the document centers on the executive budget
- *capital outlay* - an appropriation for the purchase of goods and services whose benefits extend beyond the fiscal year and add to the LGU's assets (e.g. public markets)
- *continuing appropriation* - an appropriation for an item or project whose obligation may be incurred beyond the budget year (e.g. real property or equipment)
- *current operating expenditures* - appropriations for the purchase of goods and services for normal government operations within the fiscal year
- *fund* - a sum of money and/or assets convertible to cash allocated for a specific purpose or activity constituting an independent fiscal and accounting entity
- *income* - aggregate of revenues and receipts collected or received by the LGU
- *internal revenue allocation* – or IRA, an LGU's share of total revenues or taxes of the national government based on criteria that include land area, population and the principle of equal sharing
- *obligation* - an amount the LGU commits to pay for a lawful act made by a local official in behalf of the LGU

- *personnel services* - appropriations for payment of salaries, wages and other compensation to all LGU employees whether permanent, contractual or casual
- *receipts* - the LGU's income from services rendered, goods sold, as well as loans, contributions or aid from other entities
- *revenue* - income derived through taxes per law or ordinance

A local government budget consists of income estimates and total appropriations covering current operating expenditures and capital outlays.<sup>15</sup>

DBM issuance of IRA budget estimates. The local government budgeting process begins early in the current fiscal year when the Department of Budget and Management issues its estimates for internal revenue allocations to local governments with municipalities getting over a third of total share (34%), provinces and cities receiving nearly a fourth (23%) each, and barangays drawing a fifth (20%). The DBM issuance sets in motion the local budgeting process because the IRA constitutes bulk of LGU incomes and is the basis for executive budgets of LCEs.

Submission of income and expenditure statements and budget proposals. On or before July 15 of each year, the local treasurer shall submit to the LCE a certified statement covering the income and expenditures of the preceding fiscal year, actual income and expenditures of the first two quarters of the current year, and estimated income and expenditures for the last two quarters of the current year. Similarly, on or before July 15, department or office heads submit to the LCE proposed budgets for their departments or offices for the next fiscal year.

Local finance committee. At the same time the local finance committee shall draw up income estimates for the ensuing fiscal year, recommend to the LCE appropriate tax and revenue measures as well as budgetary ceilings for annual expenditures including capital outlay. The finance committee is composed of the planning and development officer, budget officer and treasurer. The provincial finance committee shall assist the *sangguniang panlalawigan* (provincial council) in the review and evaluation of budgets of component cities and municipalities. The city or municipal finance committee shall perform the same function for barangay budgets. The finance committees will recommend action it deems appropriate.

Budget preparation by the LCE. The local chief executive shall prepare the executive budget for the next fiscal year based on the foregoing documents for submission to the concerned *sanggunian* or council on or before Oct. 16 of the current fiscal year. (Failure to do so will subject the LCE to criminal and administrative penalties.)

Legislative authorization and effectivity of budgets. On or before the end of the current fiscal year, the local board shall enact, through an ordinance, the LGU's

annual budget for the next fiscal year on the basis of income and expenditure estimates submitted by the LCE. This ordinance shall take effect at the beginning of the next calendar year.

Supplemental budgets. However an ordinance enacting a supplemental budget shall take effect upon its approval or on a date fixed by the ordinance. Execution of annual and supplemental budgets shall be vested in the LCE who shall also be accountable for the same.

After the LCE submits the executive budget to the local council no ordinance shall be enacted providing for a supplemental budget except when the local treasurer, or new revenue sources, certify that funds are available for said budget. Supplemental budgets may also be enacted in the event of public calamities through budgetary realignment.

Reversion of unspent balances. Unexpended balances of appropriations authorized in the annual appropriations ordinance shall revert to the unappropriated surplus of the general fund at the end of the fiscal year and shall not be available for expenditure except by subsequent enactment. But capital outlay appropriations shall continue until fully spent, reverted or until the project is completed. Reversions of continuing appropriations shall be disallowed unless obligations have been fully paid or settled.

Failure to enact annual appropriations. If the local council fails to pass the ordinance authorizing annual appropriations at the beginning of the ensuing fiscal year, the board shall continue to hold sessions without additional remuneration for its members until the ordinance is approved. If the board fails to enact the ordinance after 90 days from the start of the fiscal year, the ordinance authorizing appropriations for the preceding year is deemed in force and effect until the pending ordinance is passed.

Following is a tabular presentation of the local budgeting process:

STAGE	DEADLINE	DETAILS
The Department of Budget and Management issues IRA budget estimates for LGUs	Second quarter of current fiscal year, around June	IRA estimates are the basis for drawing up the executive budget, a process which starts in July.
Submission of statements of income and expenditures	On or before July 15 of current fiscal year	To be submitted by local treasurer to local chief executive
Submission of proposed budgets for departments/offices	On or before July 15 of current fiscal year	To be submitted by heads of departments or offices of LGU to LCE



STAGE	DEADLINE	DETAILS
Determining incomes, tax revenues and budgetary ceilings for ensuing fiscal year; assisting local boards in review and evaluation of annual and supplemental budgets	Prior to Oct. 16 deadline for executive budget submission, and end of fiscal year deadline for legislative authorization	The local finance committee (planning and development officer, budget officer and treasurer) assists the LCE in budget making, and local councils in budgetary review.
Budget preparation and submission by the LCE	Submission on or before Oct. 16 of current fiscal year	LCE bases executive budget on documents submitted by the local treasurer and department and office heads.
Legislative authorization of budget	On or before end of current fiscal year	Local board shall enact ordinance authorizing LGU annual budget for ensuing fiscal year.
Effectivity of budget	Beginning of ensuing fiscal year	The ordinance enacting annual budget shall take effect at the start of the next fiscal year.
Changes in annual budget		Disallowed once LCE submits executive budget to board; but supplemental budgets allowed in times of public calamity

### Annex B. Barangay budgets<sup>16</sup>

All income of the barangay from whatever source, unless otherwise stated, shall accrue to the barangay's general fund. The barangay has the option to keep said income as trust fund in the custody of the city or municipal treasurer or have it deposited in a bank, preferably government-owned, located close to the barangay. Ten percent (10%) of the barangay's general fund shall be allocated to the *sangguniang kabataan* (youth organization).

The barangay budgeting process proceeds as follows:

Submission of statements of income and expenditures. On or before Sept. 15 of each year, the barangay treasurer submits to the *punong barangay* (barangay captain) a detailed statement on estimates of income and expenditures for the ensuing year based on a certified statement from the city or municipal treasurer on local income estimates for the barangay.

Preparation and legislative enactment of barangay budget. The barangay captain prepares the budget for the ensuing fiscal year upon receipt of the statement of income and expenditures from the treasurer. The same is submitted to the *sangguniang barangay* (barangay council) for legislative enactment.

Effectivity of barangay budget. The ordinance enacting the annual budget shall take effect at the beginning of the ensuing calendar year. However an ordinance enacting a supplemental budget shall take effect upon approval or on a fixed date. Execution of and accountability for the budget rests primarily with the barangay captain.

Budgetary review. Within ten days from approval of the ordinance enacting annual appropriations, copies of the same shall be submitted to the city or municipal council through its budget officer, for appropriate action within 60 days from receipt of ordinance. If the *sanggunian* concerned finds that the budget does not comply with budgetary requirements in part or in its entirety, it shall return the ordinance for proper adjustments and the ordinance authorizing annual appropriations of the preceding fiscal year shall remain in force. If the *sanggunian* fails to act on the ordinance within 60 days after receipt of the ordinance, the latter shall come into force.

Following is a tabular presentation of the barangay budgeting process:

STAGE	DEADLINE	DETAILS
Submission of budget estimates for ensuing fiscal year	On or before Sept. 15 of current fiscal year	Barangay treasurer submits to barangay captain estimates of income and expenditures for ensuing fiscal year based on certified statement from city/municipal treasurer on local income estimates for barangay.
Preparation and submission of barangay budget		Barangay captain shall prepare budget for ensuing fiscal year based on statement from treasurer; said budget shall be submitted to the sangguniang barangay (barangay council) for legislative enactment.
Effectivity of barangay budget	At the start of the ensuing calendar year	The ordinance enacting the annual budget shall take effect at the start of the ensuing calendar year; but an ordinance enacting a supplemental budget shall have immediate effectivity, or upon a specified date.
Execution and accountability		The barangay captain is responsible for executing annual and supplemental budgets; and is accountable for the same.
Review of barangay budget		Copies of said ordinance shall be submitted to the sangguniang panlungsod (city council) or sangguniang bayan (municipal council) for appropriate action. If the sanggunian concerned fails to take action within 60 days after receipt of the ordinance, it remains in force and effect.

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## Notes

- 1 WELFARE stands for Western Leyte Foundation for Agro-Rural Entities, Inc. and LIKAS, *Lingap Para sa Kalusugan ng Sambayanan* (Care for the Health of the People).
- 2 The acronym is drawn from “Gender-Responsive LGU *Ka Ba?*” (Are you a gender-responsive LGU?). The tool has three parts: the first identifies GAD-related socio-economic data of the locality, the second is the LGU’s assessment of the gender-responsiveness of its basic services and strategies, and the third consists of open-ended questions that enable the NCRFW and LGA to draw ideas and strategies on making LGUs more gender-responsive. The GerRL tool appears on pp. 137-163 of *The Local Level Gender Budget Initiative in the Philippines: Strengthening the Results Orientation of Local Gender Budgeting in Hilongos, Leyte and Sorsogon City* (2006, WAND-UNIFEM).
- 3 Consisting of the budget officer, treasurer and planning and development officer
- 4 LCEs are governor for a province, mayor for a city or municipality or chairperson (*punong barangay*) for a barangay (village).
- 5 Constituting the bulk of its income source, the IRA of local governments is made up of 40% of the national internal revenue taxes based on the third year preceeding the current fiscal year. This amount is divided thus: 23% to provinces, 23% to cities, 34% to municipalities and 20% to barangays. In turn, allocations to LGUs or local government units are based on population (50%), land area (25%) and equal sharing (25%).
- 6 All local governments are mandated to set aside 5% of their total budgets for a gender and development (GAD) fund.
- 7 Similar examples from LGUs outside the pilot sites included attributing GAD to the vaccination of carabaos because this benefited both male and female carabaos; and to the construction of public highways because these benefit both men and women.
- 8 Enacted in 1992, the Local Government Code grants autonomy to local governments over programs, personnel and finances.
- 9 Often accompanied by a banner singing the local politician’s praises
- 10 Alternatively described as “punitive” and “winner-take-all”
- 11 See the annex on gender and governance in Escalante City’s case study.
- 12 A striking number of BHWs have become *kagawads* with little effort, their records of unstinting public service making them hands-down winners during barangay elections. This phenomenon merits deeper sociological study.
- 13 See vignettes in the Barangay Centro, Barangay Commonwealth and Sorsogon City case studies.
- 14 Culled from *The Local Government Code of 1991 Annotated* (5<sup>th</sup> edition) by Rufus B. Rodriguez, Quezon City, 2003, pp. 369-382
- 15 *Current operating expenditures* are usually tagged as *maintenance, operating and other expenditures* (MOOE) in local government budgets.
- 16 Culled from *The Local Government Code of 1991 Annotated* (5<sup>th</sup> edition) by Rufus B. Rodriguez, Quezon City, 2003, pp. 386-389





Barangay Centro, Davao City

# A gender lens in budgeting

## ***Socio-economic profile***

Barangay Centro is a coastal barangay in the urban-poor populated Agdao district of Davao City in Mindanao, arguably the world's largest city with a total land area of 244,000 hectares. Barangay Centro has a population of 12,535 constituting 2,518 households, occupying 59,440 hectares of land or nearly a fourth of the city's land area. It has 11 *puroks* or *sitios* (localities).

Population is dense because only 28.11 hectares of total land area are categorized as residential in the city's land use and classification scheme. The barangay has only 2.5 kilometers of concrete roads, reflecting a lack of basic infrastructure.

Average household size is six and female-headed households constitute 25% of total number<sup>1</sup>. Massive poverty characterizes life in Barangay Centro as evidenced by cramped housing of light materials. Many barangay residents are trapped in a "cycle of debt" (loans to pay loans) aggravated by the presence of loan sharks in the

area. As a research study (cited below) succinctly put it, “Barangay Centro is home to one of the city’s biggest aggregation of urban poor communities” where the daily struggle for survival supersedes all other concerns.

### ***MAGI and Barangay Centro as GRRB pilot site***

Managing Alternatives Group Inc. (MAGI) is a two decade-old NGO based in Davao City that provides training and consultancy services to NGOs, POs, LGUs and church groups, more recently venturing into gender mainstreaming programs in urban poor areas including Barangay Centro. According to executive director Lucita Rodriguez, MAGI welcomed the opportunity to interface gender with governance to make its efforts more efficacious and self-sustaining. Thus it signed up Barangay Centro as one of seven new areas of an expanded GRRB in 2007.

### ***Politics and protocol***

It is a truism that the budgeting process is as much political as technical, if not more so. Barangay election results in October 2007 threatened to undo painstaking advocacy and preparatory work for GRRB when the barangay captain, an early champion, failed in his re-election bid. A smear campaign was launched against the barangay chief, his partymates and MAGI as well. Only two incumbent council members won.

MAGI decided to meet head-on the red-baiting tactic; otherwise GRRB would be dead in the water. MAGI and other affiliates of the Women’s Action Network for Development (WAND) initiated an Inter-Agency Protocol through which the newly elected barangay council formally pledged cooperation with and support for CSOs and GOs operating in the area. Other signatories to the protocol included government agencies that dealt with the barangay.<sup>2</sup> MAGI demanded an official disclaimer from barangay officials through a resolution categorically stating as baseless the allegations against MAGI. In mid-December 2007, MAGI received the resolution signed by both outgoing and incoming barangay officials.

The protocol served to restore the community’s trust in MAGI. It has also served to enhance relations between the barangay council and government line agencies so that the former could go directly to the latter for problems within their purview, e.g. the social welfare department for family problems and the urban poor commission for land issues.

### ***Assessment in 2007***

Earlier in mid-2007 MAGI undertook a three-part research study which included a gender analysis of the barangay’s health PPAs, a health sector budget and

expenditure analysis (2004-06), and an assessment of the gender responsiveness of Barangay Centro (using the GeRL tool). A gender appraisal forum was held in July 2007 to validate research findings.

A number of support structures exist to facilitate gender concerns in health: the city health office, two barangay health centers, the Women Development (GAD) Code of Davao City, the city's Integrated Gender and Development Office (IGDO) and the city social service and development office (CSSDO).<sup>3</sup> But these are not put to maximum use given the fact that there is no clear GAD plan nor are there gender policies (at the time of research), according to the GAD focal person, also a barangay *kagawad* or council member.

Although Centro was the first city barangay to have a *pro forma* GAD program, its women's desk remained inactive until the advent of GRRB. The Men's Support Group project assisted 24 female victims of domestic violence (physical, psychological and economic) during the three-year period, in coordination with the women's desk in the latter part.

### **Addressing domestic violence**

Noteworthy were initiatives to address the growing problem of domestic violence:

- ♀ in 2004 a series of fora on RA 9262 (Anti-Violence Against Women and Children Act) leading to a local Family Watch program (*Bantay Pamilya* program or BPP) in 2005 which duly became barangay-wide and harnessed local "quick response teams" or QRTs to report and act on domestic violence cases
- ♀ paralegal training in anti-violence against women and children by the NGO Saligan
- ♀ the formation of a "Men's Support Group" or MSG to rehabilitate perpetrators of domestic violence in the community (in late 2004 the barangay was named pilot site of a program of the social welfare department entitled "Community-Based Rehabilitation Program for Perpetrators" or CBRPP). It was acknowledged that BPP was a timely anchor for CBRPP and that, moreover, coordination with the women's desk facilitated MSG interventions such as psychosocial peer and family group counseling.

The family group conference (FGC) emerged out of the national Anti-Family Violence program with families gathered for reconciliation, affirming such bottom lines as a ban on violence within the family to settle disputes. The approach worked in 80% of such cases.

### ***'No clear GAD plan or policies'***

A three-person GAD committee consists of the GAD focal person as chair (also a barangay council member), a woman in charge of the women's desk, and the MSG coordinator. The committee works with the barangay captain in implementing the GAD plan. In 2005 and 2006, PhP30,000.00 and PhP28,000.00 were allocated for the GAD budget, respectively. However, it was observed that funds largely went to assemblies conducted by the Integrated Gender and Development office.

The report says that according to the GAD focal person "there is no clear GAD plan or policies yet, but funds are allocated for [what are perceived to be] GAD-related activities" which usually go to medicines, feeding, and honoraria of day care center teachers and BHWs.

The barangay's GAD budget is drawn from the barangay development fund (BDF) which is 20% of the internal revenue allotment (IRA) extended by the national government yearly to all LGUs. Thus, PhP28,000.00 was allocated for GAD yearly in the period 2004-06 constituting 5% of the PhP535,486.00 BDF (except in 2005 when it dipped to PhP446,200.00). But records of the barangay treasurer show that PhP28,000.00 was budgeted for GAD only in 2005. Truth to tell, the 5% was considered an "eyesore" with barangay officials asking "What will be left of the budget [if 5% is allocated for GAD]?"

This explains the barangay's past inaction on GAD as well as lack of counterpart funds for joint GAD projects with NGOs working in the area. The MAGI report underscored the issue of "women's insufficient access to and control over resources and benefits" in reference to the GAD budget. Women were discouraged and deterred from accessing GAD funds by outright refusal ("we have no budget for that'), lack of information on existing resources, and lack of monitoring mechanisms.

### ***Gender issues within the LGU***

The report also cited the unconscious perpetuation of women's subordination in the leadership, staffing and pay structures of the barangay. Among eight legislative council members, only one was female. Among hired staff, men outnumbered women nearly four to one (2004-05) and two to one (2006) with men taking the positions of treasurer and secretary while women were relegated to utility and clerical tasks.

Gender pay inequity was evident in the health and social services sector which employed the greatest number of staff who are female (19 BHWs and three BNSs) but which has the lowest paid workers (PhP700.00 to PhP1,000.00 monthly). In contrast, their male counterparts in other sectors get PhP5,000.00 monthly (drivers



and sweepers) with standard work hours. From Monday to Wednesday BHWs assist health personnel in the two barangay health centers; Thursdays and Fridays they go on home visits.

Yet BHWs are involved in many other barangay concerns (e.g. taking surveys which task properly belongs to *purok* or area leaders) and serving as frontline in barangay activities, thus making them the most “over-tasked” community workers.

Livelihood projects for women constituents likewise suffered from stiff bureaucratic requirements which deterred them from accessing barangay funds. About 15 gender-related training activities during the three-year period were largely funded by NGOs and civic organizations. This unwittingly encouraged delayed implementation on the part of the barangay of its planned GAD activities. Unused budgets reverted to the barangay’s general fund which could be allocated for other ends. The LGU had no follow-up activities to the gender training thus making it difficult to assess its impact.

### ***Top three concerns of barangay women***

Emerging as barangay women’s top three concerns were domestic violence, health-related issues (e.g. lack of or insufficient medicine or health care services), and economic difficulties (e.g. debt cycle, unemployment, inadequate family income, unschooled children and drop-outs, juvenile delinquency). All this aggravated women’s multiple burden as they engaged in livelihood activities to augment family income without support for their reproductive tasks.

### ***Gender consciousness raising and economic empowerment***

In 2004 MAGI undertook a three-year women’s project in the barangay in partnership with the LGU and local parish church. Two-pronged, the project targeted organizational strengthening with the building of a *purok*-based women’s federation and capability building through individual lending. PAGKAPROPA (acronym for Women Empowerment through Micro-Lending Program) was organized in 2005 with PhP100,000.00 in loan funds, expanding to social lending and opening up to non-members as well (see vignette for a fuller account).

### ***Recommendations***

The MAGI research study made six recommendations:

A barangay development plan based on a comprehensive land-use plan cum gender analysis to identify gender issues, thus identifying new GAD interventions and improving existing initiatives. GAD interventions should come with a budget formalized through a resolution.

Mechanisms that address gender issues in the community including non-traditional roles and occupations for men and women, gender balance in barangay staffing, family-based livelihood assistance involving men and women, boys and girls, and continuing gender education.

Sustaining the activities of structures that respond to cases of violence against women and children, such as the *Bantay Pamilya* cum quick response team (QRT), men's support group (MSG) and counseling for victims of domestic violence.

Continued linkage with NGOs, GOs, civic organizations and the private sector to sustain GAD-related activities to interface with barangay development plans for clearer direction and focus.

Improved monitoring mechanisms on mainstreaming of gender concerns in planning and implementation.

Building the barangay's GAD expertise to help other barangays mainstream gender concerns.

### ***The LGU's millennium development goals***

In dialogues with CSOs, Barangay Centro chose as its development goals universal primary education and environmental sustainability (MDG 1 and 7, respectively). Three kinds of activities have been projected for the first MDG: gender sensitivity training and GAD orientation among seven day care teachers and 140 parents/guardians and teachers associations, improvement of day care center facilities (e.g. sanitary toilets), and providing primary and secondary school scholarships. Funds are to be raised from the city and barangay governments, and other sources.

The second MDG, as well, has three targets: solid waste management, enterprise development using recycled waste, and building a fish sanctuary to regenerate coral reefs and restore sea life in the area. Solid waste management will entail a comprehensive information and education campaign given the propensity of some coastal residents to use the beach as garbage dump (and toilet). Turning recyclable waste into a community enterprise is a laudable albeit ambitious target. The fish sanctuary project (covering six to nine hectares) has languished for lack of funds. Its implementation has become more urgent with declining fish catch and growing destruction of coral reefs from illegal fishing.

### ***Training and capability building in 2008***

Apart from the national-level training workshops conducted in various parts of the country, MAGI undertook six training activities in 2008 to prime both the LGU and barangay constituents for project implementation. These included:

- ♀ a two-day gender sensitivity training workshop in February for 21 barangay council members, staff and other functionaries especially because most of them were newly elected or appointed in or after the October 2007 barangay elections
- ♀ a one-day training workshop in May in business proposal making for the barangay council of women with 110 female participants
- ♀ a two-day household family budgeting and business financial management workshop in May for 85 participants (including ten males)

MAGI plans to assist 36 families in accessing micro-credit for livelihood in the course of the year. In addition MAGI initiated a yearlong information education campaign on the relevance of couples' participation in prenatal and family activities. Targeting 75% of the population (1,400 women and 1,100 men), the campaign is being undertaken by BHWs. As well, MAGI co-facilitated a two-day reproductive health and rights workshop for 33 BHWs and BNSs.

Participants realized that women's health and reproductive rights cannot be divorced from the larger socio-economic-political and cultural context: the continuing shackles of poverty and patriarchal domination will also block the attainment of women's health rights.

In April, MAGI co-facilitated a paralegal workshop for 35 members of quick response teams in the barangay's *Bantay Pamilya* (Family Watch) program. This has helped build awareness that the rights of women and children are human rights and therefore stopping violence against women and children is a community responsibility. The training workshops (a number undertaken with WAND's help) have shown that government and CSOs can work together.

### ***What difference does GRRB make?***

MAGI executive director Rodriguez says that GRRB has lent a "gender lens" to the process of budgeting. GRRB has opened MAGI's eyes to a more holistic understanding of the GAD budget not just tied to 5%. Hopefully this enlarged understanding will be embraced by the LGU itself and other stakeholders. GRRB has shown that meaningful allocations for women's activities can qualify as GAD budget and therefore, that GAD need not be limited to 5%.

The May 2007 gender appraisal forum (GAF) was an eye-opener, e.g. to the fact that many homes had no toilets, and to the need for separate toilets for boys and girls in elementary and high schools. GRRB also underscored the vital role played by NGOs without which the real meaning of the GAD budget policy could not have filtered down to those below who need it most because, MAGI observes,

government (i.e. its budget for training) only reaches department heads, not those below.

***What are the gains thus far?***

For MAGI, GRRB has provided a “missing link” that ties together its advocacy, capability building, organizing and livelihood approaches by mainstreaming gender in governance through the challenge to put your money where your mouth (or heart) is.

GRRB has developed, or is developing, ardent supporters (and potential champions) of GRRB in the LGU and hopefully, in national government agencies (NGAs) and civil society organizations (CSOs). GRRB is a linchpin in the convergence of gender issues and local governance which, if consolidated and institutionalized, cannot be arbitrarily withdrawn or revoked.

GRRB has changed ways of doing things. To start with, the non-existent women’s desk was activated after three years in limbo with a paid coordinator (albeit in need of gender training) and construction of a PhP50, 000.00 counseling room (also housing the women’s desk). Women were teary-eyed at the December 2008 general assembly announcement that the barangay hall would have room for a women’s desk, GAD concerns and the MSG project.

The provision for adequate and private space for the women’s desk and family counseling means that gender issues and marital conflicts can be threshed out without the embarrassment of gratuitous comments from an eavesdropper or bystander.<sup>4</sup>

The multi-purpose women’s space, as well as a new breezy rooftop, has made the barangay hall gender-friendly. The latter has become a favorite for women’s meetings and caucuses

Another consequence is the planned provisioning of separate girls and boys toilets in the barangay’s elementary school and eight day care centers.

***But the gaps remain***

That the concept and practice of GRRB still has a long way to go is evident in the following statistics culled from the LGU’s 2007 and 2008 budgets:

YEAR	TOTAL INCOME	IRA	BDF	MOOE	PS	GAD BUDGET
2007	P 3,427,722.00	P 2,758,722.00	P 551,144.80	P 1,323,249.61	P 1,162,956.00	P 28,000.00 (1%)
2008	3,853,724.00	3,422,724.00	686,544.80	477,220.60	1,343,232.00	34,327.00 (1%)

IRA stands for internal revenue allocation given by the national government to the LGU; BDF means barangay development fund which is 20% of IRA; MOOE stands for maintenance, operating and other expenses; and PS means personnel services, i.e. salaries. The GAD budget is fixed at 5% of the BDF (and not of the IRA as it should be), hence the measly sums.

Note that MOOE commands the lion's share of the budget with over 38% in both years, with PS coming a close second, nearly 34% in 2007 and nearly 35% in 2008.

At the same time, two specific budgets, borne out of the GRRB process, have been submitted to the LGU and still await approval, namely:

a GRRO health plan and budget for fiscal year 2008 totaling PhP96,000 for activities that include capability bldg for health service providers, policy support, and support structures; and an MDG-focused sector plan and budget for fiscal year 2009 totaling PhP575,000

Thirdly, there is need for sex-disaggregated data within a comprehensive barangay database. BHWs undertake weekly family visits equipped with a questionnaire (from the city health office) that is not sex-disaggregated, making for an incomplete analysis of the causes of illness, and a possibly inadequate course of treatment.<sup>5</sup>

Absent a full database, it is not possible to determine what impact elementary and high school scholarships have on the problem of school drop-outs, and whether the problem of non-schooling is more pronounced among girls or boys. Such a database would help answer these questions: how many children are of school age? how many are out of school, how many have dropped out and for what reasons (e.g. the need to augment family income, no money for fare and/or projects)?

### ***What are the remaining and emerging challenges?***

First, there needs to be more rigor in the understanding and practice of the GAD budget to move from the notion that activities, just because they apply to both men and women, automatically qualify as GAD—to the affirmation that PPAs must qualitatively change women (and men's) lives to qualify as gender-responsive. Relatedly, there must be a shift from the minimalist 5% approach which encourages *pro forma* budgeting for compliance to the more generic GRRB approach which looks at the entire pie, how each piece benefits women, and how women can have a say in carving up the pie.

Second, there needs to be a critical mass within and outside the LGU for gender to come into its own and flourish as an operating principle. Within the LGU: all

*kagawads* are male except for the *sangguniang kabataan* or SK (youth organization) chair who is female<sup>6</sup>; and the gender profile of barangay staff show men occupying executive positions and outnumbering women 2:1. This indicates the need for a more thoroughgoing gender sensitizing process for the *kagawads* et al.

Third, it also means that the organizing and empowering process that has started among two groups of women (the BHWs and BNSs, as well as grassroots women in livelihood programs) must be carried farther and deeper. The logic of empowerment will draw the best and the brightest of them to the interface of gender and governance. Corollarily empowered and active women's groups will monitor programs and budgets to ensure they benefit women.

It is to the credit of the BNSs and BHWs that the barangay has scored zero maternal and infant mortality rates in 2007 and 2008. And barangay women anchor such programs as coastal development and clean-up and solid waste management.

Fourth, it might also compel a review of the project's focus on the MDG goals of universal primary education and environmental sustainability given the fact that great strides have already been made in gender consciousness raising and women's empowerment (anti-VAWC advocacy and education, formation of male support group, family approach to domestic violence, grassroots women's economic empowerment through sustainable livelihood, etc.) which bring together GO and CSO in partnership.

This is not to deny or diminish the importance and urgency of primary education and the environment (MDGs adopted by LGU), but rather to build on the clear gains in women's advocacy and empowerment and to consolidate these and use these as jumping boards to other targets.

**VIGNETTE**

*Emotional and economic empowerment for poor women*

Painstaking organization building marked the growth of *Pagkapropa*, the Barangay Centro women's group founded by MAGI. Training sessions ranged from GST, ecology workshops, paralegal and anti-VAWC (violence against women and children) sessions to purok-based solid waste management and gardening (including herbal gardens), budgeting and business management,



At the start women turned to seven lending programs as well the ubiquitous *Bombay*<sup>7</sup> with high interest rates for credit. A year after, these credit sources were gone, rendered irrelevant by MAGI's micro-credit programs that provided fair terms with social collateral. But the road to women's autonomy and empowerment has not been easy. Husbands used to quarrel wives over meetings and training sessions that ran to late hours in the evening. Later, husbands were invited to the sessions.

The socialized credit fund had risen from PhP50,000.00 to PhP90,000.00 but still proved inadequate. So a revolving fund was started with group savings of PhP2,500.00 which doubled in a year.

Income goes to the general fund for continuing training, honoraria and incentives for volunteers. Net income reverts to members (if a member invested PhP500.00 and income is PhP500.00 per member, she gets PhP1,000.00).

Women's earnings help out with tuition fees, school supplies, medicines. Husbands used to make snide remarks about the women's organizing efforts. Now, one wife says, "my husband has to entertain me". She adds "I like the program; it is the only time I can laugh." Another member recalls how her husband felt slighted by his lack of involvement, so she converted her income-generating project into a family enterprise: he buys and orders, she records. Members are in consensus that if husbands are excluded, the venture will not prosper.

Husbands also join in other training sessions, for instance, anti-VAWC workshops have opened their eyes to the violence they unconsciously perpetrate or perpetuate within the family.

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## Notes

- 1 Statistics are from a 2005 Participatory Resource Appraisal study
- 2 such as the City Social Services and Development Office (CSSDO), Department of Social Welfare and Development (DSWD), Department of Interior and Local Government (DILG) and Integrated Gender and Development Office (IGDO) of the Davao City government
- 3 The Women Development Code (WDC) contains various legislative measures which provide a comprehensive approach to gender issues and concerns. IGDO coordinates and monitors implementation of the WDC. Barangay Centro is able to harness the resources and expertise of the CSSDO in relation to VAWC victims and other barangay concerns.
- 4 Individual counseling used to be done in an open corner of the barangay hall, and family counseling, in a nearby chapel. The patent lack of privacy inhibited women from speaking up. When a complainant once reported "My husband boxed me", a bystander remarked "You asked for it!"
- 5 According to the MAGI study only the nutrition feeding report is sex-disaggregated. "Most reports submitted to the city health office lacked gender analysis and do not reflect the real health condition of the people."
- 6 An informal survey shows that SKs are largely egalitarian with equal numbers of male and female chairs, losing the gender balance with male elected officials predominating as they grow older and the stakes grow higher.
- 7 Generic term for local money lenders with high rates who are turbaned Sikhs of Indian descent.





**Barangay Commonwealth, Quezon City**

## Gender budget addressing violence against women and children

### *Socio-economic profile*

Barangay Commonwealth, Quezon City has a population of 176,000 within a 1,000-hectare area making it the most populous barangay in the city, if not in Metro Manila. It has seven units or satellite barangays.

In 2006, women constituted 51% of the population (70,541 female, 67,720 male, total 138,261). The population growth rate is 2.31%. Children with ages between three to six constitute nine percent of the population (12,571) but only 11.4% of this number avails of day care services. The day care centers in Barangay Commonwealth average 50 children, some reach over 100.

Due to absent barangay-level data, the following figures are available for Quezon City as a whole:<sup>1</sup>

- 38% of the population is engaged in productive work (of which one out of three is female)

- Monthly household income in Quezon City in 2001 was PhP7,292.64.00. Thus, 55.37% of the city's population was below the poverty level.

It is relevant to note that Quezon City hosts a great number of urban poor and is unofficially tagged the "squatter capital" of Metro Manila. With a population of 2.68 million (as of December 2008), it is the most populous city in the country.

Noteworthy too is the increasing rate of infant mortality in Barangay Commonwealth: 26 in 2004, 32 in 2005 and 30 in 2006.

### ***Local GRRB partners and past gender training***

The local GRRB implementing partners in Quezon City are *Pilipina*, the first feminist women's organization in the country with chapters nationwide, and *Pinag-isang Samahan ng mga Magulang (PINASAMA)*, an urban poor organization of day care givers founded in 1986 which now runs 22 autonomous day care centers in five Quezon City barangays. PINASAMA's network includes about a thousand parents many of whom are active in day care concerns. PINASAMA focuses on child care, and children and women's rights.<sup>2</sup> Both organizations are affiliates of the Women's Action Network for Development (WAND).

In the past ten years, NGOs such as HASIK and SALIGAN<sup>3</sup> have given various kinds of gender-related training including anti-VAW (violence against women), gender sensitivity trainers training, paralegal, and caregivers training.

### ***GRRB 2 in Barangay Commonwealth***

When WAND initiated GRRB phase 2 in the National Capital Region (NCR) in early 2007, *Pilipina* partnered with three PO affiliates in implementing the project. However, one PO had adversarial relations with the LGU and another had a very weak people's organization, leaving Commonwealth as the lone qualifying area for the training phase of the project.

In 2007, *Pilipina* undertook a women's empowerment in barangay (WEB) project that involved capability training for grassroots women leaders both in the LGU and people's organizations (POs). Thus WEB and GRRB 2 proved complementary.

A full contingent attended the early 2008 GST workshop in Baguio City that included the barangay treasurer, secretary, women's committee chair and two PINASAMA representatives one of whom was its president Estrella (Kang) Soriano.

The three-part GRRB training workshop in Leyte in mid-2008 was attended by the barangay captain, secretary, treasurer, women's chair, GAD focal person and PO representative. Ordinarily barangay captain Jose Gaviola would not attend

gender workshops but decided to come to the Leyte workshop so he could also visit his home town. In the course of the workshop, he witnessed the earnestness and credibility of WAND and other participating organizations, thus deepening his interest in GRRB 2.

The GRRB 2 training workshops served to open the minds of barangay officials who hardly had any gender awareness. Council member and BCPC chair Amelita Atienza says that gender training taught men to value women and gender equality—“what men can do, women can” and, in fact, she adds, “women do more work than men”.

### ***GAD mandates***

Quezon City passed a GAD Code in 2004 which mandates training workshops in GST and on the laws penalizing violence against women and children (VAWC) and sexual harassment for LGU officials and employees. As well a barangay resolution on domestic violence mandated the creation of a VAWC council and a VAWC desk.

Plans are in place to hold GAD training for all barangay council members. Other *kagawads* (council members) wanted to learn more about VAWC given its high incidence in the barangay. One among seven council members is female. The training will also include gender equality and the value of women’s roles and women’s work.

### ***Barangay budget***

In 2006 the barangay had a budget of PhP26.205 million allocated thus:

*Table 1. Barangay Commonwealth 2006 budget allocations*

ITEM	AMOUNT	%
Personnel expenses including salaries	P 10,749,000.00	41.02
Capital outlay (infrastructure)	4,583,922.00	17.49
Local development fund	4,534,802.00	17.31
Maintenance and other operating expenses (MOOE)	2,407,000.00	9.18
Sangguniang Kabataan (youth organization)	2,620,717.00	10.00
Calamity fund	1,310,358.00	5.00
Total	P 26,205,799.00	100.00

A barangay council member explained that because the barangay has seven units, personnel expenses and supplies constituted a big part of the budget. Apparently, health and education of barangay children did not figure prominently in the budget.

More recent statistics in the table below indicate where the barangay's priorities lie budget-wise (note that these are budget estimates rather than actual expenditures).

Table 2. Allocation of 2008 and 2009 budgets of Barangay Commonwealth

CATEGORY	2008		2009	
	AMOUNT	%	AMOUNT	%
Personnel services	P 13,455,920.00	38.81	P 16,614,836.00	33.61
Non-office expenditures	11,380,529.42	32.83	16,348,994.40	33.08
Capital outlay	6,960,012.00	20.07	8,118,327.53	16.42
MOOE	2,874,424.10	8.29	8,347,846.08	16.89
Total	P 34,670,885.52	100.00	P 49,430,004.01	100.00

Note several things. First, "non-office expenditures" includes the *sangguniang kabataan* (SK) fund (10% of total general fund); development fund (20% of IRA) and calamity fund (5% of estimated revenue from regular sources). PILIPINA national coordinator Beth Yang says that these allocations scrupulously follow provisions of the Local Government Code. This is not the case with other LGUs.

Second, the GAD budget of PhP200, 000.00 and PhP500, 000.00, respectively, in 2008 and 2009, is part of the MOOE (maintenance, operating and other expenses) allocation. The budget for the GAD focal person and VAWC volunteers is part of "personnel services" and could be regarded as GAD-related.

### GAD budget

What is Barangay Commonwealth's GAD budget in relation to the total budget? The following table takes into account GAD-related expenses such as remuneration for GAD personnel.

Table 3. Barangay Commonwealth GAD budget in 2008 and 2009

YEAR	TOTAL BUDGET	GAD FUND	GAD-RELATED <sup>1</sup>	TOTAL GAD AND GAD-RELATED	GAD/GAD-RELATED AS % OF TOTAL BUDGET
2008	P 36,670,885.52	P 200,000.00	P 238,800.00	P 438,800.00	1.20
2009	49,430,004.01	500,000.00	262,680.00	762,680.00	1.54

While the percentages for GAD and GAD-related items fall below the 5% minimum mandated by law, they give some hope as a starting point. Fresh from the Leyte GRRB workshop, barangay captain Gaviola committed PhP1.2 million for the 2008 GAD budget and PILIPINA national coordinator Beth Yang drew up a budget proposal for the same amount upon the request of GAD focal person Evelyn Abagao. Due to various circumstances, the proposal was approved for 2009, and

in the reduced amount of PhP500, 000.00 on the behest of the Department of Interior and Local Government unit in the city government.

Nevertheless, Yang says, the question needs to be asked, what happened to the PhP200,000.00 yearly GAD allocations in 2007 and 2008? At a focus group discussion in mid-2007, it was learned that the 2006 GAD plan submitted by the GAD FP was not followed because funds were released late. To make use of the funds, GAD training was undertaken outside of Manila which entailed a lot of expenses. In 2006, some amount was allocated for GAD and two barangay personnel were assigned to take care of VAW cases. But there was no GAD plan.

The GAD budget for 2009 covers, among others, a private room for women's concerns including VAWC, an orientation session on GST, anti-VAWC law and anti-sexual harassment law, and a study tour of pioneering gender programs: *Bantay Banay* (anti-VAW community program) in Cebu City and community based monitoring system (CBMS) with poverty, gender and other indicators, in Escalante City.

### ***Initial steps on the VAWC issue***

Barangay Commonwealth records show 318 reported VAWC cases in 2005, 205 in 2006, and 196 cases from January to June 2007. Thus VAWC cases nearly averaged one daily in 2005 and two cases every three days in 2006. In comparison, a total of 337 VAW cases were directly filed with the Quezon City police department in 2006.

More recent barangay statistics show that there were 112 cases of VAW (including child abuse) in a three-month period (Nov. 20, 2008 to Feb. 23, 2009). In an eight-month period, there were 200 reported cases of abuse including physical, psychological and economic—averaging nearly one case a day.

To address the problem, the barangay has formed a barangay council for the protection of children (BCPC) and has established a women and children's desk on the ground floor of the barangay hall. The barangay also issues a barangay protection order (BPO) for VAWC victims. For instance, a businessman (who had a *kabit* or mistress) beat his wife apparently in a fit of jealousy. The wife filed charges; the husband was jailed on a PhP10,000.00 bond. Wife was issued a 15-day BPO (barangay protection order).

The barangay also funded a training workshop on the anti-VAWC law for barangay officials and employees, as well as an orientation session on the anti-sexual harassment law.

There also is a barangay protocol on how to respond to VAWC cases, thanks in large part to past engagement with NGOs and POs. Thus, a functioning system

is in place in terms of hearing VAWC cases. According to PINASAMA president Soriano, in 1996 D2Ka was formed in Quezon City District 2 with the support of the NGO HASIK. D2Ka is a coalition of women's organizations that seeks to address the problem of gender violence. Some VAWC volunteers are D2Ka trainees.

### ***What difference has GRRB made, thus far?***

The changes may not be dramatic but they represent progress nonetheless:

#### *Heightened gender awareness among barangay officials and employees*

Pre-GRRB 2, gender awareness and training was largely targeted at women's groups. GRRB 2 deliberately focused on LGU executives and staff, seeking to frame gender concerns and good governance within the planning and budgeting process. Although not yet full-fledged champions, a number of these LGU trainees now view barangay projects and activities with a gender lens.

#### *Gender advocacy and training*

Gender awareness has thus opened the way for gender advocacy and training as part of the LGU's programs, as well as training in the entire planning cycle (planning-implementation-monitoring-evaluation or PIME).

#### *Engagement by the PO - PINASAMA*

Pre-GRRB 2, involvement of NGOs and POs in the barangay remained on the level of projects and activities. GRRB thrust PINASAMA and PILIPINA in the role of partners and though this is not something automatically granted or guaranteed, the process of engaging the LGU at a deeper level has started. GRRB training workshops had NGO participation and PINASAMA is looking forward to the day when the processes of planning and budgeting become more participatory and transparent.

#### *Increase in GAD budget*

In 2007 and 2008, the LGU allocated PhP200,000.00 for GAD - thanks to gender advocacy efforts. The amount more than doubled to PhP500,000.00 in 2009 (1% of total budget) as a direct consequence of a PhP1.2 million budget proposal for GAD (as already mentioned, later reduced at the instance of the local DILG unit). But this is only half of the battle. Monitoring and ensuring that the GAD fund is spent wisely and well is the more difficult task.

Already PhP100,000.00 from the GAD fund has been committed for weekly WEB seminars to be facilitated by PILIPINA starting in late August 2009. The seminars

will include paralegal training and among the participants are unit heads of area monitoring offices. GST workshops have also been committed for volunteers as barangay safety protection officers (BSPOs) who number 120 in Unit 7 and 300 in Unit 6 (Unit 7 has nine *puroks* or communities with 200-300 families per purok). This training is vital for BSPO volunteers who serve as frontline in cases of domestic violence. A number of married BSPOs have taken gender principles to heart and have broken with their girlfriends.

As well, a 12-person team will go on an aforementioned study tour in November to Cebu City (for its pioneering program to combat domestic violence) and Escalante City (for its comprehensive CBMS program). Abagao and Soriano will join the team which includes the barangay captain and other LGU officials.

#### *Tenure and increased budget for GAD staff*

The GAD focal person and VAWC volunteers have been promoted from casual to regular status. Moreover their budget has increased nearly 2.6 times from P92,400.00 in 2007 to P238,800.00 in 2008, and nearly threefold to P262,680.00 in 2009. This item boosts the GAD fund because it is distinct from the latter.

#### **Challenges**

The GRRB project in Barangay Commonwealth faces a host of challenges, key among which are:

##### *Need for a database*

Barangay data are available piecemeal such as statistics on VAWC cases and infant mortality. But there are no data on basic concerns such as employment, household income, livelihood, numbers of out-of-school youth and the like. GAD FP Abagao asks “how can the barangay plan for out-of-school youth when there is no baseline data on them?”

##### *Need for analysis and continuing training*

PINASAMA president Soriano says many things need to be done on the part of the barangay including training. She adds that one training session is not sufficient, follow-up training is needed as well as monitoring. She notes that the (socio-economic) analysis has to come from the PO and/or NGO; one cannot expect this from the LGU. Soriano further underscores the need for training that is not too conceptual but down-to-earth.

### *Need for rigorous monitoring of the GAD budget*

While allocations for the GAD fund and GAD-related PPAs are encouraging, they still fall short of the 5% mandate. And the danger of “GAD by attribution” remains. A case can be made for barangay projects (e.g. street lights and pathways, health and prenatal care) as being GAD-related, as *kagawad* and BCPC chair Mely Atienza maintains, but the rationale must be clear.

### *Need for greater openness on the part of the LGU*

GRRB requires transparency in the LGU’s functioning; for instance, PINASAMA president Soriano says that monitoring should apply not only to the 5% GAD budget but to the entire barangay budget. She rues the fact that, notwithstanding a verbal invitation from the LGU, so far budget deliberations have not been open to the NGO.

### *Need for structural clarity and greater coordination among NGOs and POs*

Soriano asks who is primarily responsible for the GAD plan and budget: the GAD focal person, the PO PINASAMA, the NGO PILIPINA or WAND, the latter’s network? While there is a need for structural clarity, the approach need not be either/or but inclusive, harnessing all groups that can push GAD in the barangay.

## **Conclusion**

Like Barangay Centro in Davao City, Barangay Commonwealth’s constituents are largely urban poor. But it has 14 times Barangay Centro’s population (176,000 to Centro’s 12,535) occupying 1/59<sup>th</sup> of Barangay Centro’s space (1,000 hectares to Centro’s 59,000 hectares). Barangay Commonwealth’s logistics and demographics are daunting but it has several factors working in its favor including gender advocacy and training that now encompasses not only community women but also LGU executive and staff, tremendous financial resources that can be channeled to GRRB purposes, and potential champions within the LGU and committed leaders of women’s groups.

But the gaps are numerous starting with a comprehensive database and other shortfalls outlined above. With GRRB 2 having officially ended in October 2008, how will the LGU sustain the GRRB process that has now begun? A beachhead has been established within the LGU in the form of the GAD FP and VAWC volunteers who now enjoy tenure. They and partner NGOs can lead in the effort to increase, and to monitor, the GAD budget. The LGU must lend greater weight to its partnership with NGOs and POs in governance, particularly in planning and budgeting. And the LGU can take a page from other pilot sites, notably Escalante



City, Barugo and Hungduan, which have parlayed GRRB gains as building blocks for similar projects such as GREAT women and GTZ's "plan-budget link".

Transforming local governance is not an easy task and doing it from a gender perspective is doubly difficult. But the dividends are manifold and lasting if Barangay Commonwealth's LGU and its NGO and PO partners are equal to the task.

**VIGNETTE**

*Grandmother and gender advocate Evelyn Abagao*

A college nursing drop-out, GAD focal person (GAD FP) Evelyn Abagao started as a barangay volunteer worker in 2004, lobbying the LGU for a PhP200,000.00 GAD fund the next year. Through over two decades as urban poor leader, she chaired *Dampa*, an urban poor organization with member groups in



various regions, until her work as GAD FP drew her full energies. Her days then were filled with meetings, protest actions and tactic sessions to prepare for demolitions to the point that her supportive spouse virtually raised two of their five children.

*Dampa* helped spread awareness of the Quezon City GAD Code of 2004 through sessions particularly in remote areas, concentrating in Units 2 and 7 (two of Barangay Commonwealth's seven satellites or units). Participants included volunteer barangay safety and protection officers (BPSOs) and barangay *tanods* (patrols). It became evident that VAWC existed in all urban poor areas. Abagao says, when a couple quarrels, the children stop schooling. Husbands beat their wives because they were drunk and/or jealous and/or complained about food not ready on the table. Wives, in turn, complained about husbands not providing for household needs.

With growing awareness among barangay folk came a rise in reported VAWC cases. Abagao warned the men, "Once your wives decide to file formal charges and have you jailed, it is out of our hands." She observed that only wives with alternative income sources, or alternative partners, could muster enough courage to break away from abusive husbands.

Abagao considers the Leyte training workshop a breakthrough because of the participation of barangay captain Gaviola. One consequence of the Leyte training was the council's decision to focus on women and children: to reduce, if not eradicate, the number of barangay out-of-school youth (OSY), and to make women aware of their rights. Abagao notes that children nine years of age and older roam the streets. If left unattended for a year, they become OSY. At least one girl, at 14, has two children. Abagao underscores the need for a barangay database with statistics on OSY.

Another consequence is the fact that the barangay captain has become more sensitive to gender concerns, informing Abagao about the existence of a PHP200,000.00 feeding fund (which she will endorse to the barangay council for the protection of children) and consulting her on the installation of street lights. Her reply: who benefits? The bottom line, for her, is that projects benefit everyone.

GST and GAD training in the communities has helped reduce the number of VAWC cases. Yet much remains to be done, she says; for one, first-term barangay officials have little or no gender awareness. Meanwhile, barangay GAD focal persons in Quezon City's District 2 (which includes Commonwealth and 29 other barangays) meet monthly at the city hall GAD RCO (resource coordinating office) but only a handful of barangays have gender awareness programs. Some barangays complain of non-release of GAD funds, others say the fund, coursed through the barangay captain's wife, is used for ballroom dancing.

This 53-year old grandmother of four continues to push for GAD activities, undeterred by diabetes, and envisions a barangay halfway house or haven for wives and children fleeing from abusive husbands/fathers, teenagers involved in hazing (as victim or victimizer) who need a refuge for healing and/or discipline, and others.

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## Notes

- 1 From presentation of Dr. Lorraine Abad-Sarmiento, director of Sikap Buhay in Quezon City
- 2 *PINASAMA* originated from the urban poor organization *Samasama*—one of the biggest urban poor organizations in Quezon City—and is now autonomous from the latter.
- 3 HASIK focused on concerns of women and urban poor through advocacy, training and research studies; SALIGAN provides paralegal training and paralegal services for marginalized sectors including women and the urban poor.
- 4 Salaries and honoraria of GAD focal person and four VAWC volunteers



Barugo, Leyte

## Increasing and optimizing gender budgets

### ***Socio-economic profile***

Barugo is an agricultural fourth class municipality in Leyte province in the Visayas region. Its 37 barangays (nine coastal, 28 non-coastal) occupy flat and rolling terrain. Over 6,000 households constitute a population of nearly 29,812 (CBMS 2007).

In the barangays, the average family size is six and the population is made up mostly of landless tenants and farm workers who hire out their labor during the planting season. Rice, coconut and root crops are the leading agricultural products with rice lands covering 973 hectares and coconut farms 1,236 hectares. Fishponds constitute 147 hectares. Ninety eight percent of farmlands are less than three hectares.

Over 60% of households live below the poverty threshold; malnutrition affects 17% of children seven years and below.<sup>1</sup> Municipal planning and development officer Judith Borrel says that widespread poverty is manifested in the fact that what is earned today is spent

today, nothing is saved for tomorrow. Many families skip breakfast, sometimes lunch as well, subsisting on bananas.

Forty percent of children of secondary school age are not in school. Many children drop out after Grade 6 to help parents, daughters seek work in Manila as housemaids, sons help out in coconut and rice farms. Others look after younger siblings. Although education is free, requirements such as paper, pencil and notebooks are not. Barugo has sufficient teachers and classrooms for its school age population but poverty forces the children to drop out.

Over 18% of households are without safe water. Only a few barangays have access to a level 3 water system (tap water within the household dwelling).<sup>2</sup> Nearly a third of households have no sanitary toilets.<sup>3</sup> A number of rural families grow to 12 and even 16 in size for various reasons: lack of leisure activities which means rural folk go to bed early, traditional Catholic sanctions against family planning methods other than natural family planning, and lack of family planning services and information.

Calamity-prone Region 8 (where Leyte is located) experiences 8-13 typhoons yearly. During the typhoon months of November to January, farmers choose not to plant and wait for more stable weather in January. If a rice crop is hit by a typhoon, it will take three croppings for farmers to recover.

### ***Focus on agriculture***

The Barugo LGU views agricultural development as having the greatest potential for addressing MDG 1, 3 and 7: eradicating extreme hunger and poverty, promoting gender equality and empowerment, and ensuring environmental sustainability. The LGU seeks to reduce by half the numbers of impoverished people using the following indicators: increase in income of women entrepreneurs, increase in number of men and women in agri-based enterprises, increase in number of rural women participating in consultations, reduced number of subsistence farmers and increase in number of registered people's organizations participating in local special bodies (LSBs).

The LGU provides subsidized *palay* seeds (rice grains) and, on occasion, free vegetable seeds. But *palay* subsidy has dropped from PhP1,000.00 to PhP400.00 per farmer. Farmers' training has been minimal because of inadequate funding for such items as office supplies, snacks, etc. Since devolution, Barugo has been slow to provide capacity building and has not revitalized women's Rural Improvement Clubs (RICs).

A farmer solely dependent on rice is in financial difficulty because all daily expenses are drawn from the twice-yearly harvest. After rice planting in the lowlands, farmers

till the uplands. Children become out of school youth (OSY) to turn to full time farm labor, including girls. Using family labor rather than outside labor maximizes income.

A farmer who has both rice and coconut, with fishing besides, has a comfortable income. Rice is used for consumption and sale (if possible), pigs serve as *alkansiya* (piggy bank) for school matriculation. Both men and women have no control over land and agricultural facilities.

Of four irrigators associations, only one is headed by a woman because women are perceived as too weak to negotiate irrigation issues which can be conflict-filled. As one interviewee observed, “*Ang mga lalaki halos magtinigbasay*”. (The men turn violent and nearly hack each other with *bolos*, *i.e.* bladed weapons).

Meetings called by the agriculture office draw half male and half female participants, also true for pest management training. Still there is a lot of ground to cover. At the onset of GRRB, there was no agricultural development plan, only yearly targets. There was a lack of involvement of agricultural staff in planning and beneficiary identification, and lack of people’s participation in planning and budgeting.

### ***NGOs and community organizations***

Local NGO partner for the GRRB project is *Runggiyan*, a Leyte-based social development organization that has, in over two decades, pioneered in wide-ranging concerns that span gender and children’s advocacy and education, youth leadership training, women’s reproductive health and responsible parenthood, support for domestic violence victims, poverty alleviation, relief and rehabilitation for marginalized communities, and many others. A WAND affiliate, *Runggiyan* started its engagement with the Barugo LGU in 2004. *Runggiyan* executive director and staunch gender advocate is Pauline Lawsin Nayra.

The other organizations involved in GRRB are Barugo Roscas Producers Association (*roscas* is a local biscuit), Barangay Bukid Native Chicken Producers, Barugo Fisherfolk Cooperative, *Kalipunan ng mga Liping Pilipina*, and Day Care Workers Association.

*Runggiyan*’s engagement with Barugo started in mid-2004 when it pushed for *roscas* as the town’s product under the government’s “one town one product” (OTOP) scheme. The partnership was formalized through a road infrastructure project that provided livelihood opportunities for poor communities in barangays covered by the project. The LGU chose *Runggiyan* to handle the livelihood component.

The *roscas* project started with the formation of the *roscas* producers association which, in turn, led to the poultry project (because eggs are needed for *roscas* production). Initially the husband of one successful chicken raiser was not

supportive but the wife's perseverance won him over. Support was raised for *roscas* product standardization and other business development activities; and a joint gender sensitivity training session were undertaken for *roscas* and chicken producers who planned to access social protection.

### ***Gender appraisal forum***

During the mid-2008 gender appraisal forum, gender analysis of coconut farming showed women to be as equally engaged as men:

- In *tuba* making – climbing short hybrid coconuts, occasional “*sanggut*” or tapping, dyeing and selling *tuba* (fermented drink from coconut sap)
- In copra making – clustering nuts after harvest, extricating meat, and helping in drying and sacking the *copra* (dried coconut meat)
- In making by-products – fashioning and selling brooms from palm ribs, and selling *palwa* (leaf base of coconut frond) for firewood

Nevertheless, the production-reproduction divide is evident in agriculture. Women do bulk of the housework and undertake unpaid farm work. Men have better access to land and production resources as tenants and shareholders. Men have control over farm income; women are responsible for backyard pig-raising and its attendant income.

### ***GRRB training***

According to Fe Reyes, social welfare development officer and GAD focal person, the various GRRB training workshops served to enlighten LGU personnel including budget officer Teresita Badiable who had been lukewarm to the concept of a GAD budget. LGU participants to the three-part planning workshop in 2008 included the municipal planning and development officer (MPDO), budget officer, municipal agriculture officer (MAO), and departments heads for social welfare, health and population office, as well as the local government operations officer (MLGOO). Other department heads (accountant, treasurer, human resource management officer) attended the GRRB orientation session.

The LGU learned how to formulate the GAD plan and how to count gender-responsive PPAs in the various departments as part of the GAD budget. Thus, the LGU managed to exceed the 5% GAD fund requirement in its 2009 budget. Gender issues in the LGU's regular services were identified and count was taken of the number of women and men who would participate or benefit. Thus, the LGU belies the charge of budgeting “by attribution” or automatically classifying a project or activity as GAD-related because it benefits both men and women

The budget officer admits that GRRB training had a huge impact on her, leading to the realization that “we trivialized GAD”. All in all, as another LGU officer put it, GRRB deepened everyone’s level of awareness: “In the beginning, we didn’t know what to do with that GAD thing.”

### ***Planning and budgeting***

The standard LGU planning and budgeting process is discussed in detail in the executive summary and its annexes. Suffice it to add that department plans include proposals both old (that is, continuing) and new drawn from the local development and investment plan and the executive-legislative agenda (ELA). Prioritizing of projects is done in consultation with the municipal planning and development council (MPDC). The role of the municipal development council (MDC) in planning and project prioritization is very limited because there was not enough time for deliberation of the annual investment plan (AIP). Civil society participation was also wanting,

### ***GAD budget***

In the past, the mayor and budget officer paid scant attention to the 5% GAD budget. GAD was equated with GST training and no GAD orientation was provided. Such programs as day care were not considered GAD-related. According to one department head, “We used to be unthinking and Runggiyan helped open our minds”.

The budget officer recalls that the LGU allocated token sums, for example, PhP30,000.00 when the Department of Budget and Management first issued its GAD budget memo circular. She wonders, “How could 5% be allocated when there was no proper GAD plan?”

In another instance, the sum of PhP60,000.00 was added to the social welfare department budget for GAD activities, yet some funds remained unspent and were carried over on to the next year. Echoing a common concern among LGUs, the budget officer asks what would be left of the regular budget after the mandatory allocations were made: 5% calamity fund, 5% GAD fund, 20% economic development fund of the IRA. Five percent of Barugo’s PhP40 million IRA is PhP2 million, not an insignificant sum.

Also, there is a lack of congruence between Barugo’s mission and goals statements, and its activities and budgets. For instance, agriculture is prominent in the vision-mission-goals (VMG) statement but drew less than PhP200,000.00 in the 2004 budget (in contrast, MOOE or maintenance, operating and other expenses was allocated PhP1.8 million).

### ***A caveat on GAD budgeting by attribution***

A more careful perusal of Barugo's 2009 GAD plan and budget (Annex A) is instructive because many LGUs have adopted the practice of GAD budgeting by attribution. It may be argued that PhP40,000.00 for the purchase of a computer and digital camera (under "organization-focused" items) is not necessarily a gender responsive allocation. However, the GAD focal person reasons that increasing numbers of GAD activities have necessitated the purchase of said equipment. The sole computer servicing GAD and the sole camera servicing all departments are clearly inadequate.

Nevertheless, there are at least five items under the "client focused" category which cannot be automatically deemed gender responsive:

*Social services*—emergency assistance PhP100,000.00, elderly PhP10,000.00 and family welfare (PhilHealth cards) PhP147,800.00

*Health services*—nutrition for under-5 children PhP70,000.00 and micro-nutrient supplements for children 1-6 years old PhP138,000.00<sup>4</sup>

*Population services*—adolescent health and youth (environmental awareness) PhP20,000.00

*Public employment services*—work appreciation program PhP10,000.00, SPES (students) PhP72,000.00, youth employment PhP100,000.00 and job fair PhP20,000.00

*Agricultural services*—PhP1 million for farm-to-market roads

Equipment for procurement is to be drawn from the GAD budget while the rest are regarded as "gender related" and allocated under the annual investment plan (AIP). However, "gender related" is loosely defined as anything that pertains to, or benefits, both men and women. This definition dilutes or undermines the meaning of gender and development as something that empowers women or enhances or equalizes gender relations.

As for roads, while they can and do benefit both men and women, there is an ongoing debate on gender and infrastructure which recognizes that men value roads more for their economic benefits while women associate roads with social needs such as schools and health clinics.<sup>5</sup>

### ***Exceeding the 5% GAD budget***

All the five foregoing items under question add up to PhP1,727,800.00 (or over a third) of the total sum regarded as Barugo's 2009 GAD budget—PhP4,634,600.00.



But the more rigorous review brings up a reduced amount of PhP2,906,800.00 as the LGU's GAD budget. Nevertheless, this reduced sum constitutes nearly 7% of the total 2009 budget of PhP41,583,891.00. Barugo LGU has passed muster, subjected to a strict item-by-item examination to determine whether, indeed, the target has been met. Thus, the LGU ranks very high among the nine GRRB sites in that it has exceeded the 5% GAD fund mandate for the entire budget and not just the IRA (PhP35,983,891.00).

Still the test of the pudding is in the eating: "allocated" does not necessary translate into "expended" or spent. The real GAD budget test will come at year's end when a review will determine the quantity spent on GAD and GAD-related PPAs, and on the quality of these PPAs.

### ***GeRL tool***

The GeRL tool<sup>6</sup> seeks to assess the gender responsiveness of an LGU through its various programs, projects and activities (PPAs) and is part of the GRRB process. The LGU scored high marks for availability of day care centers in over 75% of barangays, accessibility to such health services as maternal care, family planning within a reproductive health framework and counseling for women, and separate male and female toilets in public places.

Nevertheless, the GeRL report recommended the establishment of a women's multi-purpose center, provision of lying-in facilities at the rural health unit, development of crisis intervention programs for women and youth, development of women's enterprises and encouraging women in non-traditional skills such as plumbing and electricity, orientation on the anti-sexual harassment law, implementation of the provincial GAD ordinance, and the development of sex-disaggregated database.

The process of answering the GeRL tool has spurred a number of gender-related initiatives:

- In 2007 a women's desk was installed in the police station encouraging women rape victims to speak out with the assurance of privacy.
- GeRL tool findings were used to help formulate the LGU's executive-legislative agenda. For instance, orientation sessions on violence against women (VAW) were conducted for all LGU female employees and female barangay council members.<sup>7</sup>
- Intervention programs for women and youth have been initiated because GeRL tool findings revealed the lack of women's livelihood activities.

- Toilets in the municipal hall have become more user and gender-friendly. There are separate male and female toilets, four altogether, and a long spacious *lababo* (sink) facilitates dish-washing for employees who bring packed lunches.

### **Database**

There is an urgent need for a database: no data are available on the agricultural sector and data gathered lack sex-disaggregation. Moreover, data reportedly exclude prisoners, students (in schools outside the municipality) and people not from Barugo. The matter of exclusion-inclusion needs to be clarified.

### **Interface with other projects (GTZ and GREAT Women)**

GRRB has the fortuitous interface with two other projects: “Plan-Budget Link” project of the German development agency GTZ Decentralization Program and the GREAT Women (Gender Responsive Economic Actions for the Transformation of Women) project of the National Commission on the Role of Filipino Women.

In May the GTZ project will have had about half-a-dozen training workshops.<sup>8</sup> At the GTZ planning, implementation, monitoring and evaluation (PIME) workshop among the questions raised were “How is people’s participation in PIME?” Participants did an inventory of people’s organizations (POs) as to whether they were active or inactive. They also discussed how to further motivate and energize the POs.<sup>9</sup>

The GREAT project started with a training workshop on local economic development and women economic employment in Cebu in March. Barugo participants included ten men and women, nine from the LGU and one NGO representative.<sup>10</sup> Nevertheless, capability building of LGU officers and employees is still wanting. The GAD implementation mechanism is weak and the GREAT project seeks to address this gap.

The GREAT women project fits hand-in-glove with GRRB, clearly building on the latter’s gains, as does the GTZ project. Without GRRB, the LGU would not have pushed gender sensitization. As someone has observed, the *roscas* (livelihood) intervention would have been “*pitsi-pitsi*” (piecemeal), with GRRB it became “*buo*” (whole).

The Barugo LGU has also parlayed its initial gains with GRRB as building blocks for the GTZ project. GRRB spurred the LGU’s development of an agricultural plan whose precondition, however, was building an agricultural information system. This falls within the scope of the GTZ project which provides technical assistance

to local governments. As well, the PIME input plan, an output of GRRB, has fed into GTZ's decentralization project.

### ***Post-GRRB***

Horizons have broadened for those who participated in gender and other GRRB-related training workshops; and gender was mainstreamed in activities in a number of offices. Prior to GRRB, the LGU's GAD budget only went to travel and registration expenses of LGU participants to GAD workshops outside Barugo. A limited sum was allocated for awareness raising during Women's Month.

After the Sept. 2008 workshop in Alang-Alang, Leyte, the LGU had a one-day planning session followed by another day to refine the 2009 budget in time for presentation to the municipal council for authorization and, later, to the provincial council for adoption.

As well, the LGU allocated funds for a combined GST-VAWC (violence against women and children) training for women legislators in March 2009. In 2008, the LGU funded a two-day anti-VAWC training workshop for community volunteers which included barangay health workers, barangay nutrition scholars, barangay service point officers (BSPOs) and day care workers. Later this year, GST training will be extended to municipal employees.

Most remarkably, this laidback municipality has quietly exceeded the 5% mandated GAD allocation based on the entire 2009 budget (and not just the IRA). Even if the budget allocation will have to be judged against actual expenditures at year's end, exceeding the GAD fund lower limit is a feat in itself.

### ***Conclusion***

Much remains to be done to secure and sustain the GRRB effort in Barugo: a comprehensive and sex-disaggregated database, planning and budgeting that engages LGU staff (including those in agriculture) and community organizations, crafting of an agricultural development plan (and not simply setting yearly targets), activating people's organizations, and bridging the disconnect between the planning and budgeting process with the LGU's VMG statement, among others.

But, as elsewhere, people remain Barugo's greatest asset: a dynamic and visionary local chief executive, LGU executive staff committed to both theory and practice of GRRB, an NGO partner with a solid record of advocacy, organizing and helping the LGU deliver on socio-economic targets, grassroots groups with the first stirrings of women's empowerment and people's participation. All this plus a supportive interface provided by two other projects bids Barugo fair to continue on its three-year journey of gender responsive and results oriented budgeting.

**VIGNETTE**

*Barugo's non-traditional chief executive*

Not yet 40, genial Alden Avestruz tried politics to “legalize” or rationalize his mostly *pro bono* legal practice. Topping Barugo’s municipal council race in 1998, Avestruz joined the ranks of public servants and has not looked back since.

Avestruz ran for the vacant vice mayor’s seat in 2001, not content with his “four days lawyering, one day politics” work schedule as *kagawad* (legislator or council member). Thus began his five-day workweek as public servant. Avestruz relishes going around the barangays asking people about their problems and heartened by the fact that his profession enhances his capacity for public service.

Observing how the legislative process can be subject to executive influence (and intervention), Avestruz vowed to affirm the principle of separation of powers in government—by building a separate legislative hall. (As vice mayor, Avestruz chairs the municipal council which is the local legislative arm.)

A municipal building does not come cheap or easy: Avestruz first raised PhP329, 000.00 in 2002, adding PhP300, 000.00 from the provincial governor in 2003. With PhP400,000.00 from the mayor and additional funds from a senator, Avestruz started building a separate structure in 2005.<sup>11</sup> Avestruz chaired his last five council sessions (during his second and last term as vice mayor) in the new building aptly called “Legislators Zone”.



The legislative building aside, Avestruz says “I don’t go for buildings ... (You must) first improve your place and its residents.” He asks “of what use is a hospital or roads (or any public infrastructure) if the people are not educated and lack basic services?”

The young mayor also has the street smarts to tackle social problems in new ways. To check, if not eradicate, growing drug use, Avestruz summoned known drug dealers in the municipality and ordered them to close shop. After a few months, he ordered the jailing of the remaining dealer, a woman, who defied his order.

Avestruz fiercely guards family time, with week-ends sacrosanct for his family starting late Friday afternoon when he travels home to Tacloban City to early Monday morning when he returns to Barugo. His executive aide has been charged to take care of any problems that arise during the week-end. His openness to gender concerns manifested itself early when, soon after being sworn in as mayor, he received a briefing on the gender appraisal forum and, notwithstanding the short notice, approved its holding five days later.

Avestruz typifies the growing breed of young politicians who mean what they say and say what they mean, seeking to blend private persona with public image, creative, resourceful and a *sine qua non* for GRRB.

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## Notes

- 1 However, social welfare department head Luz Raagas says that the malnutrition rate is as high as 50% for children five years and below.
- 2 Nine coastal barangays have salty water; others have to dig very deep to draw water.
- 3 The LGU offers free toilet bowls but constituents want spoon-feeding, demanding housing (for the toilets) and water for flushing.
- 4 This can be categorized as gender-responsive if research shows that in the past, mothers had to pay for this expense from their own meager resources. Such research needs to be done.
- 5 To the credit of the LGU and Runggiyan, the 2005 Barugo Infres Road project has a clear gender dimension: native chicken-raising as a livelihood component managed, owned by and benefiting women. Moreover, a dominant livelihood activity, tuba-selling, is largely women-managed and requires good roads. As well, Barugo workers who built the road underwent gender sensitivity training.
- 6 GeRL is acronym for "Gender Responsive LGU *ka ba?*" (Are you a gender responsive LGU?) and is discussed in the Executive Summary.
- 7 During the first four months of 2009, there was only one reported VAW case which may be partly due to education and advocacy efforts on VAW.
- 8 Attended by the LCE (local chief executive), SB members and department heads
- 9 Clotilde Astorga, 44, is president of the 20-member Barugo Food Delicacies Producers Association established in 2008. Women members are mostly in their 30s and 40s. Astorga has attended various training workshops in gender, income generation and savings. A GTZ training workshop in May, her first, has opened her eyes to the workings of the LGU and the role of people's organizations in governance. Although she finished a course in food technology, she has not pursued this career formally. She does not want her fate of unstable work and irregular income to befall her children. Astorga also wants to share her knowledge and skills with others in the barangay "so they can learn and earn".
- 10 Among the issues and topics tackled: women's management of economic enterprises, product development, subsector analysis (vegetable growers, various delicacies) including problems, how can an LGU become enabling?
- 11 Avestruz quips that the legislative building "started with a lie" because the initial fund release was for a service vehicle after a request for building funds was refused. He later moved to "realign" the unspent fund for a building.

Annex A. Barugo 2009 GAD Plan and Budget

Program, project and activity (PPA)	Gender issues	GAD objectives	GAD activities	Targets	Performance indicators	Budget and source
<b>A. Organization-focused</b>						
Establishment of gender-responsive PIME system	No PIME policy	To establish PIME policy and system	Conduct training in PIME formulation	PIME policy formulated by 2 <sup>nd</sup> quarter 2009	Local PIME policy and system installed	P 20,000 GAD
	Lack of men and women's involvement in PIME	To increase involvement of men and women in PIME	Enact ordinances on people's participation and empowerment	Ordinance enacted, increased involvement of men and women in PIME	Policy on PIME enacted	P 5,000 GAD
	No sex-disaggregated agriculture data	To generate sex-disaggregated data in agriculture	CBMS report preparation, dev. of Barugo agricultural info system	Sectoral data in all offices, poverty maps	Data on men and women in agricultural sector	P 50,000 GAD
Capability building of all LGU officials and employees	Not all LGU officials and employees are gender sensitive	To raise gender awareness of LGU officials and employees	Conduct GST for all LGU officials and employees	47 females and 61 males	70% of all male and female officials and employees attended	P 50,000 GAD
	Lack of training in gender and sectoral concerns	Enhance knowledge and skills of GAD TWG	Attendance in training and seminars, TWG workshops	Key personnel attended GST and GAD-related trainings	Skills and knowledge of TWG members in GAD and eco empowerment	P 70,500 LGU/GAD
GAD staff development	No full-time GAD staff specialists	Engage GAD advisors for technical assistance and training	Coaching and mentoring	At least 5 key staff mentored	More gender responsive staff and activities	P 30,000 GAD
	weak GAD implementation mechanism	Strengthen GAD implementation mechanism	Quarterly meetings of GAD-related committees	GRRB, GAD council	Meetings and conferences conducted	P 15,000 GAD
Procurement of office equipment	Delay in preparation and processing of services to clients in social services	To expedite/facilitate delivery of services to clients needing assistance	Purchase of equipment	1 computer and 1 digital camera	Prompt delivery of services to clients	P 40,000 GAD
<b>Sub-total</b>						<b>P265,500.00</b>

B. Client-focused							
SOCIAL SERVICES							
Emergency assistance	Presence of women and men in crisis situations	To provide relief and financial assistance to men and women in crisis situations	Provision of emergency assistance	160 females and 40 males	200 women and men availed of emergency assistance	P100,000 MSWD	
Child welfare	Lack of time for women for productive work due to child rearing	To provide early child-hood enrichment services	Conduct of day care classes for 3-5 year old children in all barangays	700 girls and 180 boys	1,180 children enrolled in day care centers	P621,000 bgy funds 228,000 AIP 19,000 provl funds	
Elderly	Insufficient income to support medical and other needs of elderly and PWDs	To provide access to medicines thru 20% discount for senior citizens and PWDs	Provision of IDs and medicine purchase slips to senior citizens and PWDs	150 male and 150 female senior citizens, 5 female and 8 male PWDs	300 senior citizens availed of privileges	P 10,000 MSWD	
Family welfare	Lack of gender sensitivity among married couples	To enhance gender awareness among couples and ensure parental support for children	Mass wedding with GST for couples	25 couples	25 couples aware of gender and parental responsibilities	P 25,000 MSWD	
	Lack of access to health services of indigents	Provide access to medical services	Distribution of PhilHealth cards	492 families	492 provided with PhilHealth cards	P147,800 AIP	
Women welfare	Lack of awareness of gender issues	Develop gender sensitivity among women barangay legislators	GST for women legislators	37 female kagawads	37 women leaders aware of gender issues	P 10,000 MSWD 11,000 GAD	

HEALTH SERVICES							
Improved women's reproductive health (RH)	Non-participation of husbands in prenatal visits	Increase couples' awareness in shared parenting and gender sensitive child care	Formulate/incorporate modules/sessions on shared parenting and gender sensitive child care	20 couples	Increased number of gender sensitive parents/care-givers who participated in "under-5" activities	P 8,500 GAD	
	Insufficient family planning (FP) supplies on modern methods	Increase the % of women using modern FP methods	Intensify FP motivation, BHS consultation and bench conferences. Procure FP supplies	MCRA	Increase in contraceptive prevalence rate (CPR) among MCRA.s.	LGU	
	Some RHU personnel untrained in FP comprehensive course	Train two personnel in comprehensive FP	Attendance in comprehensive FP course	2 participants	All BHS effectively providing FP services esp. examination of clients	P 4,000 RHU	
	Women's hesitance to adopt FP methods due to church-state conflict on reproductive health	Facilitate agreement between church and LGU to provide quality and more culturally sensitive RH services	Church and LGU dialogue		Number of meetings and resolutions		
	No available birthing facility	Establish birthing facility in RHU	Access funds from LGU, NGAs and NGOs to construct birthing station and procure supplies/equipments		Birthing station established with medical equipment and supplies. Low neonatal deaths and infant mortality rate		
	Low % of pregnant women with 4 prenatal visits	Increase % of mothers with 4 prenatal visits	Regular prenatal consultations at BHS		Decreasing incidence of maternal deaths and mortality rate		
	No iron supplementation for pregnant and postpartum mothers	Provide iron supplements to all pregnant and postpartum mothers	Allocate and dispense iron tablets to mothers at pre-natal consultations		Low incidence of prenatal and postpartum anemia	P 5,000 RHU	



Improved women's reproductive health (RH)	Insufficient support for Under 5 clinic services	To improve nutritional status of under 5 kids (UFC)	Monthly weighing of malnourished kids; and food supplementation among 2 <sup>nd</sup> -3 <sup>rd</sup> degree malnourished kids 3x/wk x 120 days	All 2 <sup>nd</sup> and 3 <sup>rd</sup> degree malnourished children	All malnourished children rehabilitated to normal.	P 70,000 AIP
			Provision of micro-nutrient supplementation (Vit. A, ferrous sulfate) to UFC	12-71 month old children	No. of 12-71 month-old children given micro-nutrient supplementation	P138,000 AIP
<b>POPULATION SERVICES</b>						
Responsible parenthood movement	Malnutrition	To reduce incidence of malnutrition	RPM classes	180 couples	180 couples oriented in responsible parenthood	P 20,000 AIP
	Adolescent health and youth development	Increasing incidence of teenage pregnancy	To contribute to reduction in incidence of teenage pregnancy	IEC classes	200 4 <sup>th</sup> year high school students	80% of 4 <sup>th</sup> yr high school students aware of their responsibilities
		Lack of awareness among youth of impact of pop. on resources and environment	To enhance environmental awareness and internalize interrelatedness of PRE	IEC and advocacy	37 barangay SK chairpersons	37 barangay SKs implement their projects
<b>PUBLIC EMPLOYMENT SERVICES</b>						
Work appreciation program (WAP)	Insufficient preparation of youth for formal employment	To train/prepare youth for formal employment	Employment with LGU	10 females and 10 males	20 youths acquired admin/clerical skills	P 10,000 AIP
	Special program for the employment of students (SPES)	Inability of parents to support children's college education	To provide poor students opportunity to earn to support education.	Summer job	50 students availed of summer job opportunity	P 72,000 AIP

Enhancement of skills for gainful employment opportunities for youth	Inadequate skills for gainful employment	To enhance skills of youth for gainful employment	Technical skills training and job placement	65 females and 60 males	125 young women and men employed	P100,000 AIP
Conduct of job fair (local and overseas employment)	Lack of job opportunities in municipality	To make local and overseas job opportunities accessible to locals	Jobs fair with orientation in sexual harassment	100 women and men	At least 10% of applicants considered	P 20,000 AIP
Career advocacy/-career caravan	Gender stereotyping in choice of courses	To enable students to appreciate skills required by the market and non-traditional occupations	Information dissemination with orientation in sexual harassment	350 high school students	At least 50% of students will prefer courses that are in demand in the market in the future	P 10,000 AIP
Employment counseling	Lack of preparation of new graduates and job seekers for formal emp.	To enhance job seeking skills of new graduates and job seekers	counseling	220 college students	Enhanced job seeking skills of ___ job seekers	P 10,000 AIP
Alternative livelihood programs	Outmigration of youth and women due to growing unemployment	To provide livelihood and employment opportunities to women and informal sector groups	Technology transfer, provision of capital, marketing assistance	___ women micro-entrepreneurs	___ women micro-entrepreneurs assisted	P1,600,000 DOLE
Monitor conduct of the special recruitment agency (SRA)	Illegal recruitment especially of girls and women	Monitor conduct of SRA to prevent human trafficking	monitoring	SRA issued to all qualified recruiters	No. of recruiters and clients monitored	LGU

AGRICULTURAL SERVICES						
Rice production			Preparation of subsidized farm inputs	15% increase in rice production	P 20,000 DARFU, OPA, LGU	
			600 bags palay seeds	400M/200F farmers		
			100 bags fertilizer	60M/40F farmers		
			Technology trainings	6 trainings (120M/80F farmers)	60% technology adoption rate	
			Extension service	1000 farmers (600M/400F)	85% farmers served	
Vegetable prod.	Unequal access between men and women to farm inputs, agricultural training and extension services	Increase farm family income, improve standard of living and create a stable environment	Technology training in bio-intensive gardening	3 trainings 100 pax (70F/30M)	60% of households adopted	P 5,000 DARFU, OPA, LGU
Livestock and poultry			Tech. training in livestock and poultry production	3 trainings 100 pax (60M/40F)	60% of households adopted	P 30,000 DARFU, OPA, LGU
Fisheries			Tech. training in brackish and inland fish culture	3 trainings 100 pax (50M/50F)	60% of households adopted	P 5,000 DARFU, OPA, LGU
HVCC production			HVCC production (coco-based and open land plant.)	2 trainings 50 pax	50% of participants adopted	P 10,000 DARFU, OPA, LGU
People's organization	Weak participation of basic sector organizations in agricultural program development	To ensure active participation of POs in various stages of agricultural program development	Organization, rehabilitation, registration and federation of POs	10 POs organized and registered (75M/75F members)		
Monitoring and evaluation			Quarterly monitoring and evaluation	Monitoring and evaluation conducted		P 10,000 LGU
Rehab and improvement of 23.22 kms of FMRs	Agricultural products cannot reach market due to impassable roads	To allocate funds for farm-to-market roads (FMRs)	Prepare project proposal	Project proposal completed		P1,000,000 AIP
Sub-total						P 4,369,100.00
GRAND TOTAL						P 4,634,600.00



Hilongos, Leyte

# Challenges the second time around

## ***Brief background***

Hilongos in Leyte, central Philippines was chosen as one of two pilot sites for the initial local gender budget initiative (GBI) project in the Philippines from late 2004 to 2005, meeting most of the preconditions for a pilot site including the possibility of budgetary engagement by women's NGOs and accessible information.<sup>1</sup> During the project term, Hilongos ran the full gamut of data gathering, capability building and action planning and piloting. When the project returned for a second round in 2007-08 to monitor project sustainability, around two years had elapsed since the end of the first phase. What advances in gender responsive budgeting has the Hilongos LGU made? What difficulties lay in the way?

A second class municipality, Hilongos has 51 barangays (11 of which are coastal) with an aggregate population of 56,000. Seventeen percent of the population is permanently employed, 62% is not permanently employed, and 17% is unemployed. Over 10,000 of nearly 19,000 hectares are

planted to crops mainly rice, coconut and corn. Fisherfolk have been experiencing low fish catch and farmers declining rice harvests. There are four kinds of farmers: farmer-owners with three to five hectares each, subsistence farmers, landless farm workers whose families constitute 70%-90% of some barangays, and gleaners (in minimal numbers).

Hilongos has two major rivers one of which, the Salog, boasts the biggest deposit of sand and gravel in the region. In 2004 the LGU had chosen MDG 1 (eradicating extreme hunger and poverty) as a major goal but to achieve this, the problem of long-term intensive quarrying of the Salog riverbed had to be addressed. While quarrying brought untold wealth to five concessionaires, the economic and social costs were greater because it destroyed irrigation systems in the Salog river feeding several Hilongos barangays. Initially about 1,670 households<sup>2</sup> constituting nearly 36% of total rice farming households in these barangays experienced a sharp decline in income because twice-yearly rice harvests were reduced to one. Fathers, mothers and older children left home for work elsewhere. Children had to drop out of school.

### ***Highlights of GRRB phase 1***

GRRB's first phase started auspiciously enough in late 2004 with a gender sensitivity training and gender responsive planning workshop that critiqued municipal plans and budgets as lacking a gender dimension. In early 2005 four priority areas were identified: a non-functioning irrigation system, low rice grain prices dictated by traders, loose organization of women's groups in six pilot barangays and lack of alternative livelihoods.

A gender appraisal forum shared findings of a gender analysis of Hilongos PPAs (programs, projects and activities) among which were: agricultural programs largely ignored women's needs, women, not men, experience multiple burdens, and lack of sex-disaggregated data on program beneficiaries. Major recommendations from the forum included drafting a comprehensive plan addressing women's needs, involving women and the community in planning and monitoring, formulating gender-sensitive tools for project monitoring and evaluation, and reactivation of the GAD council.

Apart from MDG 1 the LGU had chosen three other MDG targets: *achieve universal primary education* (MDG 2), *promote gender equality* (MDG 3), and *ensure environmental sustainability* (MDG 7).

The GAD council was reactivated, chaired by vice mayor Altagracia Villafior, and a GAD plan formulated which proposed such activities as enforcement of anti-trafficking and anti-domestic violence laws, information, education and communication campaigns, data gathering, counseling and enhanced maternal

care. As well, a municipal technical working group (MTWG) was formed to oversee the project.

Later the Hilongos vision-mission-goals statement was reformulated to reflect principles of ecological balance, gender responsive governance and people's participation. Subsequent training workshops included gender responsive and results based planning, implementation, monitoring and evaluation (PIME) and resource mobilization, and people's participation in local governance. All these served to prime the LGU for the final phase of action planning and piloting.

A more comprehensive GAD plan and budget was drawn up focusing on agriculture with the following goals: to improve delivery of agricultural programs and services, to restore agricultural productivity of 742 hectares of rice lands in seven barangays (devastated by quarrying), to increase household income from P4,000.00 to P5,000.00, and to restore the Salog river corridors.

Apart from a gender responsive and results oriented agricultural plan, past workshops had produced an advocacy plan, a monitoring and evaluation plan, and a resource mobilization plan. As well, CSOs had drawn up re-entry plans to ensure project sustainability. The following key areas were identified:

- *Defining our clear agenda* (popularizing the agricultural plan and budget and presenting the same to the municipal council or *sangguniang bayan*)
- *Recruiting players in people's participation in local governance* (SB approval and presenting plan to NGOs and POs)
- *Making space to participate* (convening local special bodies and organizing barangay women's desks)
- *Sharpening tools and skills* (CSO strategic planning workshop, training in lobbying, advocacy skills and negotiation)
- *Targeting the end* (passage of an anti-quarrying ordinance and formation of an anti-quarrying coalition, implementation of the plan and securing funds for the same)

By the end of GRRB phase 1 the following were identified as clear project outputs: a socio-economic profile of the municipality, deepening gender awareness among LGU and CSO leaders, a reformulated VMG statement, a supplemental GAD budget, capability building for key staff of the LGU and WELFARE, improved planning approaches, a reactivated GAD council and adoption of an executive-legislative agenda on what the LGU wished to achieve by 2007, and the aforementioned agricultural plan.

### ***What has happened in the interim?***

Since the project's first phase targeted the MDG goal of eradicating extreme hunger and poverty, the municipal agriculture office (MAO) became the focus of efforts.

In March 2008 a six-person team undertook an evaluation of GRRB covering nine barangays (including three coastal ones) to assess the impact of Hilongos' GRRB agricultural plan on grassroots beneficiaries and to draw recommendations from beneficiaries to enhance the accountability, effectiveness and efficiency of the agricultural plan.

Over-all the evaluation revealed deficiencies in agricultural services and a depressed situation of farmers and fisherfolk; although there were reports of increased rice yields, these were exceptions. Recommendations included proper implementation of plans, prior consultation with target groups, regular visits and monitoring of agriculture staff, provision of local seed sources, rice price control and additional programs for farmers.<sup>3</sup>

### ***Key issue of devastated irrigation systems***

Intensive quarrying of the Salog riverbed (see Annex A for brief update) figured prominently in GRRB phase 1 with the municipal council (SB) expressing sympathy and support for victimized farmers. An SB resolution noted that the river had widened, the riverbed deepened, and that all the sand and gravel extracted in the past decade could have formed an entire island.

But the farmers, SB members and social action priests united in the anti-quarrying campaign, ran into a new obstacle. The May 2007 election brought in five new SB members including a new agriculture committee chair. This change in numbers fundamentally shifted the anti-quarrying dynamics within the municipal council and the LGU.

Barangay captains of the seven affected barangays had promised to support a formal complaint before the Ombudsman against the concessionaires backed by the Roman Catholic church and farmer constituents. Upon pressure from concessionaires they later reneged on their word because many were provided with sand, gravel and cement by the concessionaires *gratis*.

The new agriculture committee chair, a former quarrying concessionaire, managed to access a PHP70 million loan for a new irrigation system, 400 meters from the old site. But critics say the new system does not directly address the problem of the old devastated irrigation system if quarrying continues. They fear that the new system, like the old one, will eventually collapse because of quarrying; it will be simply "*panakip butas*" or stopgap.

## Planning and budgeting

Heads of the various departments submit their plans and budgets to the municipal planning and development officer for consolidation and later, for approval by the municipal development council (MDC). But the process has been observed to be *pro forma* without participatory workshop discussions.

The following table shows that the municipality's total income increased by 12.39% (PhP8.7 million) between 2008 and 2009 half of which came from national government sources.

Table 1. Hilongos income sources in 2008 and 2009

SOURCE	2008		2009	
	AMOUNT	%	AMOUNT	%
Local revenues	P 6,439,252.00	10.38	P 11,456,000.00 <sup>1</sup>	16.18
Internal revenue allocation	55,589,056.00	89.62	59,343,000.00	83.82
Total	P 62,028,308.00	100.00	P 70,799,000.00	100.00

The following table shows that personnel services (salaries and other employee benefits) command the lion's share of budget, 50.86% and 48.37% in 2008 and 2009, respectively, followed by maintenance, operating and other expenses (MOOE), 18.52% and nearly 27.42%, in 2008 and 2009, respectively.<sup>5</sup>

Table 2. Hilongos budgetary appropriations in 2008 and 2009

ITEM	2008		2009	
	AMOUNT	%	AMOUNT	%
Personnel services	P 31,549,596.00	50.86	P 34,241,987.00	48.36
Maintenance, operating and other exp.	11,489,697.00	18.52	19,410,444.00	27.42
Non-office expenditures	3,335,200.00	5.38		
Budgetary requirements (20% dev. fund, calamity fund, aid to barangays)	7,691,615.00	12.40	9,435,950.00	13.33
Capital outlay	7,961,800.00	12.84	7,709,600.00	10.89
Unappropriated balance	400.00			
Total	P 62,028,308.00	100.00	P 70,797,981.00	100.00

The annual investment plan (AIP) constitutes 20% of the IRA designated for local development. In 2008 this was 18.71%—P10,400,000.00 of P55,589,056.00, increasing to 20% in 2009—P11,868,600.00 of P59,343,000.00. (See Annex B for details on the 2008 and 2009 AIPs.)



Table 3. Hilongos Annual Investment Plan (AIP) in 2008 and 2009

CATEGORY	2008		2009	
	AMOUNT	%	AMOUNT	%
Social services/development	P 1,887,200.00	18.15	P 2,560,000.00	21.57
Economic services/development	6,547,800.00	62.96	750,000.00	6.32
Environmental dev./management	150,000.00	1.44	300,000.00	2.52
Institutional development	637,000.00	6.12	2,102,000.00	17.71
Debt service	1,178,000.00	11.32	1,000,000.00	8.43
Infrastructure development			5,156,600.00	43.45
Total	P 10,400,000.00	99.99	P 11,868,600.00	100.00

Note the absence of a GAD fund (whether as 5% of total budget or of IRA) in both Tables 2 and 3. Rather, the 2008 AIP has PhP25,000.00 allocated for GAD (GST for officials and employees and GAD council activities) under the social services/social development category. Additional GAD-related activities could have raised this sum by at least PhP260,000.00 (*hilot* or chiropractor training, barangay health stations, child care and day care, capability building in social services in barangays and literacy). But PhP285,000.00 is only 0.51% of the 2008 IRA.<sup>6</sup>

In the 2009 AIP, PhP20,000.00 has been allocated for women's activities under social development (skills and capability development, maternal and child care skills training, paralegal training, barangay local women's desk, and productivity skills and livelihood development). As in 2008, many items can conceivably be categorized as GAD-related but this will take careful examination. For instance, PhP70,000.00 was allocated in 2008 for training in high value crops which largely benefited women, and in 2009 two items under "infrastructure development" can be deemed GAD-related: PhP80,000.00 for completion of the women's center and PhP50,000.00 for flooring and finishing of a day care center. Nevertheless, PhP130,000.00 (total of the three items) constitutes only 0.22% of the 2009 IRA.

It is relevant to note that the immediate past mayor's term ended with PhP16 million in savings which incoming mayor Panfilo Yap used to construct a new municipal building inaugurated in 2007. A loan was incurred to complete and furnish the building and the debt service item goes to payments on this loan. In the 2009, AIP debt service is integrated into "institutional development" but is separated here for purposes of comparison.

Then mayor (and now vice mayor) Villaflor said she had planned to spend the savings on social services and parking space but was preempted by the mayor's apparently unilateral decision. She notes how the old puericulture center was torn down to give way for a PhP500,000.00 building to host the social welfare department's nutrition program. Agricultural activities, projects and programs (APPs) decreased from PhP920,000.00 in the 2008 AIP to PhP450,000.00 in 2009

(under the economic services/economic development category), representing a decline from 8.85% to 3.79% of total AIP.<sup>7</sup>

This cursory examination of the above tables leads to three observations: that GAD and GAD-related activities fall far below the 5% mandate (whether of the IRA or total LGU budget), that agriculture PPAs have been downgraded, that in 2009 infrastructure drew the lion's share of AIP allocations (43.45% or, adding debt service which is building-related, 51.88%—more than double the social services' share of 21.57%), and lastly, that for the full GAD budget to be determined, the LGU must painstakingly count both GAD and GAD-related items that fall under both social welfare and agriculture departments.

Why these deficiencies? Have the lessons of GRRB been lost on the LGU?

### **Roadblocks**

Why did GRRB phase 1 stall in Hilongos, after so much preparation and initial activity? It will be recalled that the GAD plan was to be integrated into both the agriculture plan (because of the MDG 1 goal of eradicating hunger and poverty) and the social welfare plan (because of MDG 2 on universal primary education and MDG 3 on gender equality) with its focus on women, children and the elderly. When GRRB phase 1 formally ended in 2005, the project was barely a year old, in need of a longer period for nurturing. In any case, three hindering factors come to mind: the political, the structural and poor performance (in the key area of agriculture).

While gender budgeting is a technical process that involves fundamental learning and unlearning, mastery of tools and capability building of both LGU and CSOs, it often, if not always, hinges on the political: champions within the bureaucracy who will steer the process through good times and bad, advocates within civil society who demand it as a *sine qua non* of good governance, and an awakened and empowered community which rejects the politics of business as usual.

But GRRB in Hilongos was hobbled by three things: the ascendancy of a political leadership that tended to prioritize infrastructure over social services, the changed dynamics within the municipal council brought on by elections which effectively undermined anti-quarrying efforts, and the weakness of people's organizations as a countervailing force. The new agriculture committee chair was lukewarm to the GRRB project as it applied particularly to the plan to rehabilitate the ruined irrigation system which was reportedly not possible because the riverbed had sunk so low from heavy quarrying. Instead he pushed the alternative of building a new dike not far from the old one whose viability was questioned by some quarters (see Annex A).

The second point is that it takes more than a GAD council, a GAD focal point system (GAD FP) and a highly-placed champion (vice mayor) to ensure sustainability of a project that seeks to turn the budgeting process on its head. That is to say, it starts with issues identified in the socio-economic analysis, moves on to strategies and programs, projects and activities (PPAs) with quantifiable targets that address the issues, and finally moves on to outputs and impacts. These support structures are necessary but not sufficient. When GRRB phase 1 formally ended, the GAD council and GAD FP had increasingly become non-functional.

After its last meeting in June 2008, the GAD council met once in 2009 primarily to prepare for the documenter's visit. Another problem was uncertainty over who was the GAD focal point: the municipal planning and development officer (MPDO) or the municipal administrator. The passing of MPDO Rogelio Sanchez<sup>8</sup> has lost GRRB a competent ally within the LGU.

Finally, the municipal agriculture office's failure to deliver on targets set in earlier GRRB workshops (respondents' comments in the evaluation report form a blistering critique of MAO performance) contributed in no small measure to its downgrading as focus for GRRB-related initiatives and to the decline in its budgetary allocation.

### ***GRRB's modest gains***

Nevertheless GRRB has scored some gains, however modest.

Firstly, there have been changes in the budgeting process. In the past, budget hearings hardly took account of women's issues. MPDO Sanchez in his budget call enjoined department heads, especially of frontline departments, to consider GAD programs. As GAD council chair (and presiding officer of the municipal council), vice mayor Altgracia Villaflor prioritizes GAD programs.

Secondly, there is a growing gender consciousness in terms of the roles women play in farming and fishing. Three out of 15 core group members of *Bantay Dagat* are women and so are a few fish wardens. Women are also active in the integrated municipal fisheries aquatic resource management council. The municipal council women's committee chair reports that slowly women survivors of abuse (e.g. battered wives) are coming out to make official complaints, undeterred by threats of separation by husbands.

Thirdly, although on a limited basis, there is gender advocacy and training. The provincial LGU recently initiated gender training attended by all 51 Hilongos barangay captains and it also undertook information campaigns on legislation penalizing violence against women and children, child trafficking and child labor. In early 2008, GAD training was undertaken mostly for municipal employees.

Fourthly, strides have also been taken in terms of alternative livelihood. A 2007 training workshop in meat processing drew male and female participants from Barangays Liberty and Concepcion. Food and beverage training was sponsored in 2007 by the municipal social welfare department which included 17 female and 11 male participants. Vegetable production loans were given in 2008 to 56 men and 37 women in five barangays. Eighty percent of 93 trainees in vegetable gardening over a two-year period were female. Also in 2008, a women's livelihood caravan featured skills training in hybrid grafting, sweet potato raising, foot spa and haircut.

One consequence of GRRB was the approval of a PhP10 million proposal by the Department of Agriculture for farm-to-market roads (albeit requiring 10% local counterpart).

MDG 2 on universal primary education has not received too much focus because all barangays have elementary schools and day care centers, the latter thanks largely to Villaflor's untiring efforts to raise funds for new centers during her term as mayor and now as vice mayor.

Lastly, small reforms have been instituted to address problems cited in the agriculture evaluation report: a check on agricultural technicians to ensure their presence in barangays; and advocacy in the shift from hybrid/inbred seeds to locally produced ones.

### ***Problems and challenges***

Two things differentiate Hilongos from other municipalities: the absence of dynastic politics and the presence of good roads, the latter an indicator that road-building and other infrastructure projects are not subject to corruption, remarkable in a political culture that often goes by the adage "to the victors, the spoils".

Nevertheless the LGU, with support from project partners (erstwhile and continuing), must tackle a number of impediments and challenges for GRRB to become a vital part of its way of thinking and doing things.

First, two key structures that support the GRRB process must be revitalized: the GAD council and the GAD FP system. A decision must be made on whether the GAD focal person is the MPDO or the municipal administrator. Together with the GAD council chair and assisted by former project partner Western Leyte Foundation for Agro-Rural Entities (WELFARE), he or she can draw up plans for reactivating the GAD council. The latter, along with a reinvigorated GAD FP, can return to the painstakingly crafted GAD plan and harness political support for it to become central to local governance.

Second, since the agriculture department is a linchpin of the GRRB effort, drastic reform in leadership must be instituted. The GRRB agriculture performance evaluation report catalogues the deficits ensuing from such weak leadership; and hard decisions must be taken on leadership revamp.

Third, on the level of values, self-interest has started to rear its ugly head in LGU decision-making, accounting for the inability to confront the issue of quarrying head-on. Some LGU officials are direct (if not indirect) beneficiaries of continued quarrying. There must be greater transparency and accountability in the resolution of issues such as this which impact negatively on majority of constituents.

Fourth, in a similar vein, there is a need to move away from the edifice complex that results in infrastructure drawing a lion's share of LGU funds at the expense of other PPAs, particularly social services<sup>9</sup> whose main beneficiaries are women and children. Strengthening social services will raise the quality and quantity of the GAD plan and budget.

Lastly, plans for computerization and a database must be fast-tracked. No meaningful accounting of gender-responsiveness, people-responsiveness and environmental-friendliness in the annual investment plan can otherwise proceed. For instance, data on the incidence of out-of-school youth and child labor is available for only up to 2004, making difficult the task of tracking poverty indicators. Key LGU officials recently attended a training workshop on CBMS funded by the provincial government. The task of building a database must begin in earnest.

### ***Conclusion***

Hilongos is only one of two pilot sites in the country that has had GRRB training in good measure—in GRRB's first phase in 2004-05 and as one of nine LGUs in GRRB's expanded second phase in 2007-08. Yet the full fruits of gender and results based governance are not in evidence in the municipality. Various roadblocks need to be tackled and challenges met not least of which is a determined and united political leadership that will eschew traditional political practice and essay governance that is transparent and accountable to its constituents at each and every turn.

The litmus test of GRRB in Hilongos is the decade-old quarrying that has laid waste to the livelihoods of hundreds of farming families and their communities. Restoring rice farmlands to their pre-quarrying productivity in a just and sustainable manner addresses all four MDG goals adopted by the LGU: eliminating (or reducing) extreme hunger and poverty, achieving universal primary education (by reversing the flow of school drop-outs), promoting gender equality (by keeping women in their communities to pursue viable livelihoods there rather than leave

for work elsewhere), and ensuring environmental sustainability (by repairing and rebuilding the ruined Salog river). If and when the LGU has put in place a lasting and not stopgap solution, only then will GRRB have made sense in this coastal municipality.

### **Annex A. The Problem of the Devastated Irrigation System**

During the project's first phase, long-term riverbed quarrying was a (if not the) key roadblock to meeting Millennium Development Goal 1 of reducing, if not eradicating, extreme hunger and poverty.

Over a decade of intensive quarrying of the Salog riverbed had resulted in the devastation of the Tagbaoto irrigation system (albeit substandard construction irrigation materials also contributed to its decline) adversely affecting farmlands in 11 barangays. Seven of these barangays are located in Hilongos covering 742 hectares of rice fields and an initial 1,400 to 1,600 households.

Socio-economic consequences included: reduction of yearly rice harvests from one to two, mothers and fathers leaving home for work elsewhere, dramatic drop in elementary school enrolment, young girls turning to work as domestic help or in videoke bars, farmers sinking deeper into debt to traders.

Barangay Liberty has 550 households (2008) and all of its 350 farmers have been affected. Many children dropped out of school in 2006. Rice lands are not productive because the water bed is too low. During the prolonged dry season in 2004-05, entire families left for Manila.

Five concessionaires benefited from the quarrying and continue to do so. In 2005, aggregate net sales from quarrying was estimated at P35 million but concessionaires owed the municipality PhP5 million in unpaid taxes.

As a consequence of advocacy through GRRB phase 1, anti-quarrying campaign initiatives were undertaken with the staunch support of Roman Catholic social action priests. A formal complaint was filed against the concessionaires by barangay captains of the affected barangays. An on-site meeting was called by the regional Ombudsman who, seeing the massive riverbed excavation and ruined irrigation dam, gave verbal orders to stop the quarrying.

At a second meeting in Cebu City, the Ombudsman had delegated the task of facing the petitioners to her secretary who said that unless tax evasion was proven through Philippine Port Authority records of sand and gravel shipments to Cebu and Bohol, the Ombudsman had no jurisdiction over the case.

Hilongos farming folk contended that even if a second irrigation dam was built (as it happens not far from the original dam site), if quarrying continued, heavy flooding would weaken the new dam's foundations and in a few years it would also collapse.

The Diocesan Social Action Center in Maasin, Leyte had in fact filed a case against the Environmental Management Bureau of the Department of Environment and Natural Resources (EMB-DENR) for issuing a quarrying permit. The governor had allegedly approved the permit without going through the proper channels. The municipality and barangays have engaged in finger pointing over who is culpable.

In any case, the barangay captain of Conception, backed by a barangay resolution, rejected an application to quarry in his barangay (except for manual quarrying for port construction). A second barangay, Sta. Margarita, likewise rejected a similar application. The barangay captain of Bong-ao where quarrying has exposed stones in the riverbed base has refused continued quarrying.

Nevertheless, construction has begun on the new dam with an initial PhP15 million fund. The Department of Agrarian Reform has pledged a PhP70 million loan to be coursed through the National Irrigation Administration. Likewise, the congressman from Leyte's first district has promised additional funds. The first irrigation system costs PhP50 million which farmers later learned was a loan. They are still paying for the loan (at PhP1, 000.00 to PhP1, 100.00 per member per cropping season) as members of the Tagbaoto Irrigators Association which, however, is loosely organized and without clout. It is likely that when payments on the second loan become due, the first loan will not have yet been fully paid and farmers will then bear a double burden of payments.

## **Annex B.** Specific Items in Annual Investment Plans 2008-09

### *2008*

*Social services:* nutrition, hilot training, barangay health station repairs, medical outreach, BIDANI program, local health, housing, social welfare (children, day care, social welfare structures, population development, senior citizens' building), education literacy, gender and development, GST and GAD council (PhP25,000.00), peace and order, drug awareness and testing, indigent support, equity for irrigation project, cassava planting.

*Economic services:* roads and highways, commercial center building, public market, slaughterhouse, agriculture programs including deep sea fish shelter, business and industry promotion (PhP920,000.00 or 8.85% of total).

*Environmental development:* solid waste management, training of garbage collectors

*Institutional development:* SECPA generation (civil registry documents), real property tax revision, CLUP (community land use program) updating

2009

*Social development:* health trust fund, reproductive health, coastal tourism and enterprise development, nutrition, rural health laboratory, barangay health stations repair, BIDANI program, children and youth services, women (community projects, skills development, maternal and child care, paralegal training, livelihood), family, senior citizens, persons with disability, community, population, medical outreach, peace and order, LAMP counterpart, police station renovation, fire truck purchase

*Economic development:* patrol boat, training in high value vegetables, local regional economic development (tourism and investment development), marginal areas, cooperative development, job generation

*Infrastructure development:* women's center, day care center, council session hall

*Environmental management:* solid waste management, drainage maintenance

*Institutional development:* civil registration system, legal holidays celebration, tax mapping, update of comprehensive land use plan (CLUP), community based monitoring survey-millennium development goals (CBMS-MDGs), barangay nutrition scholars training, childhood disease management, sports and cultural development, traffic management, service vehicle, career development, project monitoring committee (PMC), revenue generation, debt service

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## Notes

- 1 For a full account see Jurgette Honculada, *The Local Gender Budget Initiative in the Philippines: Strengthening the Results Orientation of Local Gender Budgeting in Hilongos, Leyte and Sorsogon City* (Quezon City: UNIFEM-WAND, 2006), pp. 15-34.
- 2 Another source cites 1,400 rice farmers affected, still 30% of the total number of 4,654 households.
- 3 A summary of the evaluation report is available upon request.
- 4 P600,000.00 of this amount is from the Philippine Amusement and Gaming, Corp. (PAGCOR), a national government agency.
- 5 However, three items classified as "non-office expenditures" in 2008 were subsumed under MOOE in 2009 (water, electricity and cultural expenses totaling PhP2.3 million). If non-office expenditures had likewise been integrated into 2008 MOOE, this would have raised it to 23.9%.
- 6 In the 2008 AIP, the following were classified under social services: PhP121,000.00 as equity fund (or local counterpart) for the new irrigation system and PhP151,200.00 as payment for cassava planting materials, a failed project, reportedly with only minimal consultation with farmers.



- 7 In 2008 agriculture APPs included certified seed procurement, fruit-bearing tree purchase, high value vegetable training, patrol boat operation, deep sea fish shelter, and cooperative development, as well as tourism promotion and investment incentive code preparation. By 2009, this had declined to four items: operation of patrol boat, technical training in high value vegetables, development of marginal areas and cooperative development.
- 8 in a recent vehicular accident
- 9 This was a priority of GAD council chair Villaflor during her term as mayor, enjoining everyone to plant vegetables in all vacant spaces and raising funds to build day care centers in all barangays. Hilongos was then reputed to be a top producer of vegetables in the province.



Hungduan, Ifugao

## An interface of culture and gender in governance

### *Introduction*

Characterized by mountainous terrain and steep slopes, Hungduan municipality in Ifugao province, northern Luzon, has an elevation ranging from 700 to 2,700 meters above sea level. Its terraces are part of the famed Ifugao rice terraces of the Cordillera mountain range which made it to the World Heritage list over a decade ago. Hungduan is heavily forested, particularly in the west. Nature has blessed it with numerous attractions including the Bogyah hot spring, Kibayuwong enchanted stone and pool, and the ubiquitous terraces.

Hungduan lies 356 kilometers from Manila and snakes nearly an equal distance (354 kilometers) to Baguio City. Its settlers are mainly Tiwali, one of four major ethno-linguistic groups in Ifugao. The province is one of six provinces comprising the Cordillera Autonomous Region (CAR).

### ***Socio-economic profile***

A 4<sup>th</sup> class rice farming municipality, Hungduan's 10,000 population is clustered into nine barangays. Hungduan occupies 22,911 hectares or over 9% of the total provincial area of 251,778 hectares. A third of this (7,779.58 hectares) is classified as agricultural land including 971 hectares planted to rice (705 hectares irrigated and 266 hectares non-irrigated). The rest of the agricultural areas are devoted to agro-forestry, grazing and production of vegetables and root crops. The rice terraces also double as fish production areas.

Although the economy is agricultural, rice production is mainly for consumption, not profit because yields are low. Small landholdings average 0.05-.25 hectare per household (RBFS baseline survey, 2003). Average household size is five to six members, and farming folk during surveys are reluctant to state household income. In 2000 the yearly rice harvest averaged 2.2 tons per hectare (the agriculture department targeted 4.9 tons per hectare). Low production is due to poor technology, inadequate irrigation and low soil fertility. Other agriculture-related problems are limited land area, over-use of land especially in sloping areas, and top soil loss.

Although life is difficult, most of Hungduan's population is not destitute and people own their houses. Majority of households (83%) have level 2 access to water supply, that is, groups of households can source water from a common public faucet. A number of families are able to send children to college.

### ***Traditional rice farming and inheritance***

The rice planting cycle spans January to July with harvest from May to July. Traditional rice farming, dating back to ancestral ways, is rice mono-cropping with yearly harvest. But not all landholdings have terraces. Households with landholdings average 1-2 hectares with yields that last only four months; hence farming is on a subsistence level especially given the average household size of five to six (or even seven).

Food during the rest of the year, and other needs, are met through income from wood carving in which Ifugaos excel, and construction labor. When the harvest is exhausted after the fourth month rice is purchased from the lowlands either at cheaper prices from government sources or at higher rates from commercial outlets.

The first-born, male or female, inherits bulk of the property and landholdings so younger siblings have to look for other income sources which makes sense because the minuscule plots of land (after subdivision) cannot provide adequate livelihood.<sup>1</sup>

Terraces are sold only under extreme circumstances (such as dire need) to clan members and only to outsiders if there are no takers among kinfolk. Hapao and other progressive barangays have alternative income sources, e.g. wood carving, rattan weaving, poultry and rice wine production. Barangay Abatan went into commercial vegetable production but when roads turn impassable, the produce cannot be moved and prices fall.

A study by the University of the Philippines in Los Baños, Laguna shows that four per cent or more of the terraces have been lost over time, reverting to shrubland or grassland. One reason is that terrace farming is costly, causing some farmers to turn to commercial vegetable production. Other reasons are lack of irrigation water for maintenance and migration of young people to other areas.<sup>2</sup> The 1991-2000 period exhibited negative growth rate, according to an agricultural technician, partly due to out-migration.<sup>3</sup>

### ***Gender division of labor***

There is a gender division of labor in both highlands and plains. In terrace farming, men are responsible for restoring eroded stone walls, construction of dikes and canals and readying rice fields for transplanting. Women weed, sow, and plant seeds and harvest, besides regular terrace maintenance (weeding and related work). Traditionally, men transported harvest from the fields to owners' homes.

In the lowlands, men farm and women attend to housework. In new barangays in the town center (poblacion), men spend more time in cleaning slopes than in rice production in terraces. Only lately have men also assisted in harvesting.

Men and women share in decision making on the matter of earnings. In earlier times, women could file for divorce on grounds of infidelity, male impotence, wife beating and even laziness. Clan members and elders mediated conflicts and in most cases the couple chose to separate. Wives usually retained conjugal property but inherited property remained with its owner.

### ***Wage inequity***

If work is the same, wages are equal. But there is a gender division of labor as already stated, and men's agricultural work is valued higher than women's. For instance, both women and men receive five bundles of rice grain (*palay*) a day for harvesting. But men receive ten bundles daily for carrying *palay*, a gender-specific task. In slash and burn agriculture, men burn and clear the forest while women plant.

The gender division is also evident in land preparation: men receive PhP150.00 a day for building dikes and repairing stone walls while women get PhP100.00

a day for transplanting, weeding and harvesting. Clearing and weeding are the most time-taking tasks in the rice production cycle. Thus, pay inequity is rooted in unequal work.

### ***Hungduan's income and expenditures***

As with other LGUs, Hungduan's budgeting process follows three phases: budget preparation, budget authorization and budget review (see executive summary). According to municipal planning and development officer (MPDO) Mauro Bandao, barangay captains understandably have barangay concerns uppermost and prioritize infrastructure which is tangible. Bandao observes, "You go through the planning process, situation analysis but the 20% economic development fund is very limited and everyone wants a piece of it." This implies that some priority items get sidelined in the process.

Hungduan is heavily dependent on the national government for its budget as shown below:

*Table 1. Hungduan LGU income sources in 2006-07*

YEAR	2006		2007	
	AMOUNT	PERCENT	AMOUNT	PERCENT
IRA (national govt)	P 27,423,893.88	98.1	P 29,639,239.00	98.5
Local sources	523,644.23	1.9	458,309.00	1.5
Total	P 27,947,538.11	100.0	P 30,097,548.00	100.0

The LGU draws 98% of its budget sources from the national government as internal revenue allocation (IRA). The table further shows that while the IRA increased by Php2,215,345.12 from 2006 to 2007, local revenues fell by P65,335.23 during the same period.

The following table reveals how the budget was spent in 2006:

*Table 2. 2006 Hungduan budget expenditures*

ITEM	AMOUNT	PERCENT
Personnel services	P 15,315,466.99	63.33
Maintenance, operating and other expenses (MOOE)	4,525,833.71	18.71
Municipal development fund	2,623,825.75	10.85
Calamity fund	1,264,011.00	5.23
Additional funds to barangays	97,999.64	0.41
Capital outlay	356,757.06	1.47
<b>Total</b>	<b>P 24,183,894.15</b>	<b>100.00</b>

### ***GRRB and millennium development goals***

The Hungduan LGU chose to address four MDGs as part of the GRRB process, namely, eradicating extreme hunger and poverty (MDG 1), promoting gender equality (MDG 4), ensuring environmental sustainability (MDG 7) and developing a global partnership for development including a commitment to good governance, development and poverty reduction (MDG 8).

### ***GRRB and gender training***

GRRB was introduced to Hungduan in 2007 through Igorota Foundation, a Baguio City-based women's organization and WAND affiliate. Later, Northern Luzon (NorLu) Foundation became the formal NGO partner.

The GRRB training in Naga City gave clarity to Hungduan participants who included representatives from the mayor's office, budget office, local government operations office, NGO, the departments of agriculture and social welfare and development and the MPDO.

They urged that similar sessions be extended to staff. Gender sensitivity training (GST) also spurred the chair of the social services and community development committee to greater involvement including attendance at meetings and visits to the provincial capital to review social welfare and development programs.<sup>4</sup>

Jointly undertaken by NorLu and Igorota Foundation, the GST in Baguio City did make inroads in terms of an understanding of gender bias and gender discrimination. Nevertheless the belief in relative gender parity or equality in Ifugao culture dies hard. The concept of women's double or multiple burdens is seemingly belied by the situation in Ifugao homes: laundry is not a burden because it is not hard to wash a G-string (male loin cloth), it is not difficult to clean and maintain a one-room house (traditional Ifugao homes have one room), and during off-farm season, men do baby sit. Men also cook and wash dishes.

A visioning exercise was held with multi-sectoral participation. There was sectoral analysis and raising of issues and concerns. But in fashioning strategies and projects, programs, activities (PPAs), the GAD concept was hardly taken into account because the view was that the PPAs, whether in health or livelihood, already treated men and women equally.

### ***GAD budget***

The GAD budget was 'mainstreamed' in 2006 through integration with programs of the municipal social welfare and development office (MSWDO) which included GAD training sessions in the barangay. The National Commission on the Role of

Filipino Women (NCRFW) conducted an orientation session to explain the 5% GAD budget. A common view, according to MPDO Bandao, is that “the clientele of most programs are women, they constitute majority of participants in farmers’ seminars, culturally women and men are treated equally, all programs do benefit women, why put in GAD?”

This view highlights the difficulty of explaining gender where nominal equality masks the roots and ramifications of inequality.

A second problem is the widely varying interpretation of what constitutes the GAD budget. One of these is that the GAD budget is 5% of the LGU’s economic development fund, which in turn is 20% of internal revenue allocation, making for a greatly reduced amount. Another view, closer to the spirit of the GAD fund concept, is that it constitutes 5% of the IRA. Women’s organizations advocate an interpretation of the GAD budget as 5% of all funds whether national or local.

A third problem concerns absorptive capacity. Note how some major allocations in Table 3 remain unspent after two, even three, years.<sup>5</sup>

*Table 3. Allocations for women’s programs in 2006-2007*

PROGRAM	DECEMBER 2006			DECEMBER 2007		
	APPROPRIATED	OBLIGATED	BALANCE	APPROPRIATED	OBLIGATED	BALANCE
WOMEN WELFARE PROGRAM						
trainers training on women modular packages	P 5,000.00	-	P 5,000.00	P 5,000.00	-	P 5,000.00
trainers training on GAD	5,876.71	-	5,876.71	5,876.71	-	5,876.71
GAD forum/mod packages/1 per bgy	5,000.00	985.00	4,015.00	4,015.00	3,406.00	609.00
women quarterly meetings	1,439.75	-	1,439.75	1,439.75	1,438.80	.95
provincial women’s day convention	50.00	-	50.00	10,155.27		-
strengthening bgy-based organizing				9,000.00	-	9,000.00

*Table 3a. Allocations for women’s program in 2008*

WOMEN WELFARE PROGRAM	NOVEMBER 2008		
	APPROPRIATED	OBLIGATED	BALANCE
trainers training on women modular packages	P 5,000.00	-	P 5,000.00
trainers training on GAD	5,876.71	-	5,876.71
GAD forum/mod packages/1 per barangay	609.00	64	.66
women’s quarterly meetings	.95	-	.95
provincial women’s day convention	4,514.50	4,514.50	-
strengthening barangay-based organizing	9,000.00	1,685.00	7,315.00

	NOVEMBER 2008		
barangay assembly	748.73	748.73	-
GAD fund	50,000.00	44,979.23	5,020.77
quarterly meetings	5,000.00	4,991.00	9.00

Note how allocations remain unspent from year to year including “trainers training on women modular packages” and “trainers training on GAD” from 2006 to 2008; and the bulk of “strengthening barangay-based organizing” from 2007 to 2008. Note further that a significant chunk of the 2008 GAD fund of PhP50,000.00 was spent on travel and other expenses for the GRRB training in Leyte in mid-2008, a decision taken because said fund remained untouched.

### **GAD Code**

A comprehensive GAD Code was adopted by the municipal council in early 2008. Among its objectives are to mainstream gender concerns in the sectoral development plan, policies and programs, intensify campaigns on gender issues and concerns, strengthen GO-PO-NGO partnership vis a vis GAD concerns, and engaging grassroots women’s participation in the development cycle (planning, implementation, monitoring and evaluation). It also seeks to establish women’s and crisis centers, facilitate indigenous women’s access to credit and livelihood, and increase the numbers of women in local governance. The next step is formulation of implementing rules and regulations.

All this is easier said than done. For instance, there are only two women in the 12-member council including the *sangguniang kabataan* (youth organization) federation president who sits ex-officio and another woman appointed by the governor to replace her husband who had died in an accident. Also sectoral representatives (of women, cooperatives and the religious sector) in the municipal development council (MDC) do not function well, according to Bando, because of constant changes in representation. Corollarily the State of Local Government Report gives a “low rating” to the local government on support mechanisms (e.g. a desk) for civil society organization (CSO) and private sector organization (PSO) concerns.

### **Infrastructure in Hungduan**

While many LGUs and local politicians can be faulted for a bias for infrastructure to the detriment of less tangible expenditures such as social services, two things must be noted with regard to Hungduan. First, it has little infrastructure to speak of on account of its inaccessibility and relative isolation. Second, construction costs double in Hungduan: the budget for one school room will suffice for only a



frame with roof and walls (no windows, door or ceiling) because extra costs are not factored in, particularly transportation and ground excavation.

It is therefore noteworthy that nearly one-third (35 out of 111) of the LGU's resolutions in 2007 concerned schools, roads, irrigation systems and related public works, particularly their repair and improvement. This seems less a matter of infrastructure fixation as it is of "minimum basic needs": without good roads, how can vehicles traverse the treacherous passes; without good schools, how can Ifugao children traverse the difficult path to modernity?

### ***Developing a databank***

Commendable is the LGU's effort to undertake a community based monitoring survey (CBMS) on very limited funds. Training of 20 enumerators was underwritten by the provincial planning and development office (PPDO) while the cost of data gathering was borne by both the provincial and municipal governments.

The CBMS is scheduled for validation in due time. Meanwhile, one more training session needs to be done on means testing to determine whether the 496 households covered by PhilHealth membership are among the poorest of the poor. Affirming the need for a solid data base and with hardly any fund, the Hungduan LGU has proceeded to develop one.<sup>6</sup>

### ***GREAT Women project***

Like Escalante City and Barugo municipality, Hungduan has been chosen a pilot area for a livelihood-related project of the National Commission on the Role of Filipino Women. It is the aptly dubbed GREAT Women project or Gender Responsive Economic Actions for Transformation of Women project funded by the Canadian International Development Agency for a three-year period (2008-2011). Targeting LGUs at the local level, the project focuses on governance and capability development project with selected national government agencies to implement national enterprise development programs.

Barangay enumerators have been trained to conduct a baseline study on women entrepreneurs. The sum of PhP311,000.00 has been allocated for Year 1 largely for capability building. The project's technical working group consists of representatives from the municipal council, various units such as the social welfare and development office, agriculture office, planning and development office, tourism office, auxiliary units such as PESO (labor department), CTEC (technical education and skills) officials such as the municipal accountant and treasurer. The project also has mechanisms for monitoring and assessment

### **What are GRRB's gains?**

*In the first instance, GRRB helped push the need for more systematic data generation and record keeping.*

In the past data generation was problematic. Information in one office was limited to records of that unit. Filing systems were not consolidated. For example, municipal health data were forwarded to the provincial health office without any duplicates left at the municipal office. If records were lost, that was the end of it. In a self-evaluation, the LGU rated itself “very low” in the adequacy of database to support development planning.<sup>7</sup> GRRB has heightened efforts to draw up a comprehensive data base.

*Secondly, GRRB has helped count women, and has made women count.*

GRRB training workshops have sharpened the need for sex-disaggregated data (agriculture data have been sex-disaggregated since 2008). GRRB has become an “enabling mechanism” for women in the sense that agricultural plans are not just based on a generic count of farmers (invariably subsuming women) but on a count of women and their active participation in the farming cycle.

Thus, GRRB has helped highlight women’s roles and contributions not only in land preparation and maintenance of rice terraces but also in commercial fish production. As well, GRRB has underscored the need for off-farm activities for men aside from wood caring.

*Thirdly, GRRB has built the capability of a number of LGU personnel to facilitate training and to ‘instigate’, that is, initiate, change.*

WAND (that is, GRRB) gender workshops have enhanced the gender awareness of participants. MPDO Bando credits his third GST workshop with deepening his understanding of gender concepts and opening his eyes to gender disparity in a seemingly egalitarian culture. In the past, he firmly believed that LGU programs treated men and women alike.

*Fourthly, GRRB has paved the way for the GREAT women project.*

New knowledge from GRRB helped frame the GREAT women project: gender networking, GST, gender analysis. Many members of the municipal technical working group trained with GRRB, and drafting of the GAD Code’s implementing rules and regulations greatly benefited from GRRB training.

### **Problems**

The GRRB project in Hungduan was hamstrung by a number of problems including: physical inaccessibility hence the implementing partner could not make regular

visits, lack of stakeholder participation in project conceptualization particularly on the part of the LGU, and scarce LGU resources

### **Challenges**

Varied challenges face GRRB and other gender-related projects such as GREAT Women.

First, there is a need to customize gender sensitivity training by taking full account of cultural specificities. For instance, mechanical use of the concept of women's multiple burden will fall flat because domestic chores such as laundry and house-cleaning are relatively lighter in Ifugao culture and men share in child care.

Second, there is a need to understand GAD not just as a matter of budget percentage or of one department's task but as a concern that encompasses the whole municipality. "Mainstreaming" the GAD budget in the social welfare department has ironically relegated it to that department, effectively clouding the imperative to make all departments gender sensitive.

Third, if the municipal GAD council is formally organized through the technical working group of the GREAT Women project, it must spearhead formulation of the GAD plan and budget. While the initiative for GAD PPAs theoretically resides in the MSWDO, there is a lack of advocacy and focus as evidenced in the fact of unspent allocations for three years running on GAD and GAD-related activities.

Fourth, and a corollary challenge, is that of organizing community women as stakeholders, pushing for GAD, ensuring that GAD programs and allocations are significant and substantial, and guarding against a "ghetto-ization" of GAD in one department.

Lastly, even as the LGU affirms GRRB, its vision must be grounded in the need to preserve Hungduan's heritage and environment. This means, for instance, that the LGU must safeguard its watershed areas and must be vigilant over their use. It must seek a more equitable share of the huge incomes earned by power plants in the lowlands whose power sources go all the way to the uplands.

### **Conclusion**

Hungduan is unique among the nine pilot areas on at least two counts: its distinct ethnolinguistic identity and its breathtaking and nearly-pristine but relatively inaccessible land. In a phrase: pride of people and pride of place. The first has compelled young idealistic Ifugaos, like Hungduan mayor Pablo Cuyahoy, a woodcarver like his father, to return to their roots and essay local governance in the best traditions of public service. The second undergirds the LGU's vision of

sustainable development that affirms both environment and economy. Hence, the fishery project that seeks to double terrace productivity, the LGU's stated vigilance over watershed areas, and LGU visions of tree parks and green belts starting with plans to have Mt. Napulawan declared a protected area.

But Hungduan's location also raises the ante in terms of fund raising, strengthening its CSOs, and developing networks and partnerships. This is the rationale for the GREAT Women project that will hopefully build on GRRB's initial gains. In the end, Hungduan will need to tackle these multiple challenges to shape a local governance that is multi-layered: results oriented, gender friendly, affirming Ifugao culture and safeguarding and restoring its mountains and rivers.

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## Notes

- 1 If both spouses are propertied, the first-born gets the biggest or bigger inheritance and the second child the next biggest. The practice is also based on the fact that the firstborn is charged with performing family or clan rituals and with caring for parents during illness.
- 2 Giant earthworms have also been cited as one reason for terrace deterioration.
- 3 Another factor might be the fact that individuals absent during a survey are not counted.
- 4 Costs of capability building are higher in highland areas such as Hungduan on account of distance and longer travel time.
- 5 *Appropriated* means allocated while *obligated* means the amount has been held in reserve. Balances are carried over into the next year.
- 6 Sacrifices were made in regard to office budgets, for instance, the MPDO funded three encoders, two computers were borrowed from the E-community center and one computer came from the early childhood care and development office.
- 7 State of Local Government Report



San Fernando, Camarines Sur

## Non-traditional politics paves the way for gender budgeting

### ***Socio-economic profile***

Nearly two centuries old, the municipality of San Fernando in Camarines Sur province south of Metro Manila occupies 8,670 hectares of land that span four ecological zones: lowlands or plains, uplands, coastal and urban areas. Lying eight kilometers north of the capital city of Naga, San Fernando has a population of 31,226 clustered into 22 barangays. Average family size is 5.04.

Almost 80% of San Fernando's total land area of 8,670 hectares is agricultural. Forty-two per cent (2,926 hectares) is planted to rice<sup>1</sup>, 20% to coconuts. Other crops include corn, root crops and vegetables. The soil is fertile: San Fernando supplies vegetables to the entire province.

With the primarily agricultural character of the 4<sup>th</sup> class municipality, the LGU chose the first development goal (MDG) as its target: reducing or eradicating extreme hunger and poverty.

### ***Non-traditional political leadership***

Among the factors that commended San Fernando as pilot area for the second phase expansion of the GRRB project were a progressive local leadership and active NGOs in the region including the Camarines Sur Development Network (CADENET) which served as the project's local implementing partner. Consideration of San Fernando as GRRB pilot site started in early 2007 during the incumbency of Sabas (Abang) Mabulo as mayor.

Mabulo's strong NGO background was manifest in a policy of institutionalizing people's participation and in a 50-kilometer people's road winding through various barangays built with the labor of village folk. Fortuitously, the LGU was spared the dislocation of programs that often comes in the wake of leadership change mainly because his younger brother, Fermin Mabulo won the mayor's seat in 2007 on his own merits. A non-*trapo*,<sup>2</sup> the younger Mabulo had two decades of career military service behind him when he heeded the call of politics (see vignette).

### ***Civil society organizations***

The NGO-PO council of San Fernando was formed in 2002 during the term of Abang Mabulo to become an effective counterpoint to the local government, ensuring a fair distribution of resources and a role for citizens in the planning and running of government projects and programs. The council currently has 14 member organizations including several cooperatives, the organizations of barangay health workers (BHWs) and barangay nutrition scholars (BNSs), gardeners, mushroom growers, senior citizens, drivers and operators, Christian Life Community (CLC), and women's groups. The council meets monthly.

In 2006, local councils of women (LCWs) were organized consisting of barangay women's groups and BHWs. There also is a local lady legislators' league and organizations of wives of barangay captains and spouses of police which have become inactive with the transfer of their leaders. Women are engaged in income-generating activities through programs of private MFIs (micro-finance institutions) that include KNBI (*Kabalikat sa Nanay ng Buhay, Inc.*), CARD, TSPI and the Consuelo Madrigal Foundation. The government has likewise sponsored many livelihood seminars but "*pagdating ng oras walang pera*" (when the time comes for implementation, there is no money) as someone curtly observed.

### ***Gender appraisal forum in mid-2007***

A gender appraisal forum was held in mid-2007 with 33 participants from the LGU and CSOs. Among the key objectives were: to present a budget and expenditure

analysis for agriculture for the period 2004-06; and to review the LGU's planning and budgeting process to facilitate a shift towards results oriented and gender responsive budgeting in agriculture. It was also hoped that operational gaps in the shift towards GRRB would be identified and addressed.

CADENET executive director Johann de la Rosa stressed the need to:

- Mainstream gender in the planning process ("Is it informed by gender analysis?")
- Shift from incremental input-based budgeting to results-oriented budgeting (a focus on outputs and outcomes rather than inputs)

Programs, projects and activities (PPAs) of the agriculture department during the period stressed crop production, livestock production and upgrading, and fishery resource management. De la Rosa noted that the yearly budget for the municipal agriculture office (MAO) fluctuated during the period under review:

*Table 1. Yearly budget for agriculture and % increase*

YEAR	AMOUNT	% INCREASE
2004	P 1,593,433.92	
2005	1,774,178.56	11.34
2006	1,785,718.32	0.65
2007	1,437,085.68	(19.52)

This allocation must be viewed against the background of total revenues of P33,035,220.61 in 2006: P30,611,844.92 from internal revenue allocation (IRA) from the national government and P2,423,375.69 from local revenue sources. LGUs are mandated to allocate three specific funds from their IRA: economic development (EDF) 20%, calamity 5%, and gender and development (GAD) 5%.

The following consolidated matrices compare amounts appropriated with actual expenses made.

*Table 2. Agriculture-related budget and expenses (from EDF), 2006*

CATEGORY	APPROPRIATIONS	EXPENSES	BALANCE
Economic development (fisheries, nutrition, cooperatives, farm production technology)	P 1,173,669.00	P 618,198.05	P 555,470.95

*Additional possible agriculture-related budget and expenses (from EDF), 2006*

CATEGORY	APPROPRIATIONS	EXPENSES	BALANCE
Economic development (flood control, watersheds, clean and green)	P 220,000.00	P 200,282.00	P19,718.00
Infrastructure (roads and equipment repair and purchase)	4,040,000.00	3,703,866.00	336,134.00
Human development (gender and development or GAD)	262,540.69	163,500.75	99,039.94

The foregoing statistics indicate first, that not all appropriated sums are spent, e.g. nearly 38% of the amount allotted for GAD remained in balance (P99,039.94); and, second, that without sex-disaggregated data, it was virtually impossible to undertake a gender analysis of the agriculture budget. Among the gender appraisal report's conclusions was that "it is equally important to have a baseline data and clear beneficiary (gender conscious) targeting" in drawing up PPAs and a sex-disaggregated data management system.

In the extended open forum that followed, further light was shed on why significant balances remained for programs that had been otherwise approved. A local council of women representative, also a former vice mayor, complained that requirements for budget release were so numerous, one is "discouraged" from pursuing activities even if one has already advanced some expenses.

Another participant reported that she was not reimbursed for personal expenses on an approved project because of requirements she was not aware of from the beginning. The municipal budget officer (MBO) belied claims that his office caused the delay in fund release and non-realization of programs and activities. He explained that the procurement law (RA 9184) required early submission of proposal for activities which needed substantial documentation and sufficient time for processing.

More revealing was the MBO's view that it was not difficult for a municipality to become GAD-compliant because there are listed PPAs for GAD which, in fact, qualify as gender mainstreaming. He cited the purchase of medicines as GAD-compliant because these go to both men and women, the municipal treasurer's office because it employs mostly women, the agriculture program because it benefits both men and women, and, by this token, even the beautification of the municipal hall since everyone, especially women, appreciate the newly-painted building. The MBO stressed that the practice of GAD budgeting and reporting "for compliance" was based on communication from the Department of Budget and Management (DBM).



### ***GAD plan and budget***

The GAD plan and budget has been the responsibility of the municipal social welfare department (MSWD) since 2005 and is integrated into the 20% economic development fund (EDF). There is no fixed budget for GAD, one must lobby for the current GAD plan and what remains undone for one year is carried over into the next. The municipal development council (MDC) prioritizes the projects, and the municipal council approves this prioritization.

To maximize utilization of the GAD budget and its community impact, CADENET board member (also CLC regional coordinator) Melinda Mabulo stresses that the MSWD must have a good plan; and that GAD expenditures should be based on this plan or proposal

GAD focal person and municipal social welfare department head Gemma Renolayan says that many in the LGU are closed-minded about gender and development and it is difficult to explain GAD on an individual basis, rather discussions should target all. Issues of concern for women, she notes, are: livelihood, advocacy on existing laws on women, e.g. VAWC, passage of an ordinance on women and violence, and consciousness raising of women in agriculture.

### ***GRRB training***

A three-part GRRB training workshop in August 2008 was followed by a training workshop in budget preparation for department heads and sectoral representatives (e.g. senior citizens, youth, and women). They discussed how to allocate funds, where to put the IRA. The collectively formulated budget was submitted to the *sangguniang bayan* (municipal council) in October 2008 and approved a month after. But the SB secretary, belonging to the political opposition, did not draw up the requisite appropriations ordinance for submission of the budget to, and approval by, the *sangguniang panlalawigan* (provincial council). If the budget is not acted on after 90 days, it is as good as approved but a quarter of a year has been lost.<sup>3</sup>

### ***Budget preparation***

Remarking that the past system was different, Ferry Mabulo says that now department heads are required to plan on their own, e.g. the health department reviews the municipal health office plan and puts a price tag on all activities. Everyone is given time to present (their plan and budget), there is prioritizing, sharing of observations, transparency.

Mabulo stresses that government budgeting is a difficult process: you cannot spend on something this year that was not budgeted for last year. For instance,

rice grains that are soaked by rains are doomed to rot because the LGU cannot purchase a mechanical dryer that was not budgeted for earlier. Another example is the lost opportunity in turning down a medical/dental mission for lack of the PhP50,000.00 required for materials as counterpart.

Nevertheless, the mayor concludes, an end result of all the trainings is a hastening of the budgeting process.

### ***Community Based Monitoring System***

Another palpable result of GRRB is the Community Based Monitoring System (CBMS) to provide benchmark data which are essential “before you can quantify the effect of changes in the budget”, according to Mayor Mabulo. The CBMS seeks to draw up a socio-economic profile with a 143-question survey administered to over 5,600 households constituting the entire 31,226 population.

Enumeration started in March 2008 but because of fund problems was completed only in July and encoded in August. It is now at the stage of map digitizing. Once finalized, the survey will provide the much-needed benchmark data which are sex-disaggregated. All data differentiate between male and female.

One reason for the delay was government restrictions on expenditures on assets, strictly defined as physical and tangible assets. The San Fernando LGU argued that the CBMS survey, although intangible, was nevertheless an asset that would help in the development of the municipality. The entire process cost about PhP500,000.00 of which P23,000.00 was provided by the DBM. Mabulo also managed to secure 13 computer units at low cost for encoding; these computers will eventually go to the 13 department heads.

### ***Rural incomes<sup>4</sup>***

There are four kinds of farmers: landowner-tillers, landowners who employ hired labor, tenants, and seasonal workers/hired farm labor. With the farming population roughly estimated at 1,350 and rice farms totaling over 1,400 hectares, a farmer tills an average of over one hectare.

This figure is confirmed by the aggregate rice hectarage count for seven barangays: 850+ hectares with total number of farmers at over 800 (of which 700 are male, 100 female mostly widows). This gives a nearly 1:1 (1 farmer: 1 hectare) correspondence.

The average monthly income of small subsistence farmers is PhP3,000.00 monthly, inadequate for a family of six or eight or ten. The average-sized lot of 1/8 to 1/4 hectare provides for some food for the family while part of the month the farmer

sells his labor at PhP150.00 per day. Thus, it is not uncommon for the family to eat rice as porridge or gruel to make it last longer.

The government provides agricultural subsidy in the form of seeds; and the land is mostly suited for farming. Yet another problem is that of laziness: the four-month farming cycle from rice seedling transplant to harvest leaves a lot of time during which many farmers gamble and drink. It is hoped that the diversification program which features intercropping will challenge farmers to adopt values of industry and hard work.

### ***Problems***

The agricultural sector faces a host of problems starting with global warming which has changed the cropping pattern. In the past, the wet and dry seasons were well defined; at present rains come in the midst of summer. Natural disasters have more destructive consequences, resulting in little or no produce. Many farmers perforce turn to fishing to eke out subsistence income. With keen competition, others resort to illegal fishing, often harmful, thus killing schools of fish.

San Fernando has just adopted agricultural diversification through the Department of Agriculture regional office's *Palayamanan* program that combines grants and loans. But the high cost of inputs (fertilizers, pesticides, seeds) is a deterrent to farmers who complain of lack of government regulation of prices.

Expensive inputs leave farmers with minimal net income or in a cycle of debt with their harvests in virtual mortgage to *compradors* (often also source of inputs or cash) who can dictate prices, to their advantage. Farmers feel that government should regulate prices and should, in fact, purchase bulk of the harvest, not the compradors.

Mayor Mabulo also rues the fact that farmers sell their entire rice harvest to Chinese traders, buying from the latter at high prices during lean months. Echoing the complaining farmers, the mayor says, half in earnest, that if the municipality had the funds they would simply buy all the rice harvested, selling the same at a modest mark-up and still make a profit. A fourth problem is wastage owing to inefficient bureaucracy which results in poor information and poor program implementation on the ground.

### ***Women in agriculture***

San Fernando farmer Arlene Bragais says that farming is hard work. She further observes that men take the dominant roles; women are largely invisible, not recognized for their efforts because this is customary. Women's roles are not

“extraordinary” but supportive, such as weeding and transplanting. The belief is that if female labor is dispensed with, work is not paralyzed.

Women are not part of the harvest process, especially with the use of the high-end thresher. Women’s tasks include purchase of chemicals, attending agriculture meetings and bringing meals to husbands in the field.

Many women also manage farms. Some years back a woman was adjudged outstanding farmer for high rates of *palay* (rice grain) production. Another woman farmer, a former agricultural technician, runs her own farm and does her own plowing (mechanical). But they are not the rule.

Rural women belonging to low-income families are chronically exhausted with large families of six to eight children, disavowing artificial contraception as good Catholics are expected to. But educational campaigns can dispel gross misconceptions about family planning. The current CBMS survey puts the average family size at five but rural households tend to be bigger.

Gender stereotyping is also manifest in the view of women as objects of leisure while male entitlement, especially at harvest time, includes smoking, drinking and womanizing.

### ***Women in politics and governance***

The introduction of the Local Government Code (RA 7160) in 1992 also opened doors for women. The Women and Family Development Organization (WFDO) organized branches per barangay and with *sanggunian bayan* accreditation in 1992, has represented women in the yearly budgeting process.

Salome Olitoquit, SB chair of the committee on women and health services, was a secondary school teacher when she heard a radio broadcast on local autonomy in 1992 which she found singularly appealing because it meant direct participation in planning and getting things done.

Olitoquit had neither funds nor political background but was one of three women who won a seat on San Fernando’s legislature in 1992,<sup>5</sup> Two terms later, Olitoquit ran as vice mayor but lost largely on the insincerity of male politicians who initially pledged support.

Felma Nollora, president of the local council of women and board chair of a cooperative, started out in the 80s as social worker for a foster parents’ program that included health education, income-generating activities, and scholarships. Many housewives completed college studies on these scholarships and became

teachers. In 1992, Nollora landed the vice mayoralty position over four other candidates and immediately tangled with the mayor on the issue of fair allocation of allowances (per government budget regulations), winning the battle. She was re-elected vice mayor twice.

They both speak of the Women's Month celebration which, in past years, has featured a forum on VAW, tree planting, and a forum on the Convention of the Elimination of Violence Against Women (CEDAW). During one such celebration, over 300 women came mostly from the barangay, paying for their own fare. Olitoquit and Nollora are two faces of a vibrant women's leadership which has made it on its own, one in government, another outside, backed by women's organizing—a sine qua non for successful GRRB.

### ***Conclusion***

It is a quantum leap from incremental input-based budgeting to gender responsive and results oriented budgeting. But San Fernando has taken the first steps toward breaking new ground that is vital to GRRB. With a leadership sworn to confront patronage politics, civil society organizations ready to partner with government, women active in government and in grassroots communities, and a comprehensive database that will help ensure proper counting and proper accountability, San Fernando bids fair to make that leap in due time.

But the hurdles remain: a GAD reporting for compliance mindset that reduces GAD to anything and everything and therefore nothing, environmental deficits that threaten the best-laid government development plans, inequitable economic structures that enrich the few and impoverish the many, passivity and a feudal culture that seek solutions in messiahs rather than in the power of an organized citizenry, traditional politics and dynasties that are still alive and well in the region.

But change is coming, slowly but surely. When visionary leaders and an energized LGU are matched by a groundswell at the bottom, gender and all the cutting-edge movements will interface with local governance and GRRB will come into its own.

**VIGNETTE**

*Two non-traditional politicians open the way for GRRB*

*Trapo* in the Philippines is the pejorative term for traditional politician, often associated with political dynasties which have resurrected with a vengeance in spite of anti-dynasty legislation subverted in various ways by wily and determined *trapos*.

San Fernando's immediate past mayor, Sabas Mabulo, with his NGO background fought this culture of political patronage and family politics. Apart from the formation of the NGO-PO council which he spearheaded, Mabulo eschewed corrupt practices (such as rampant vote buying at PhP1,200.00 per vote) and won three terms as mayor on a straightforward platform of basic services and food-on-the table.

The former is exemplified by a people's road in the mountains built through food-for-work, earning him the ire of New People's Army rebels who threatened to burn government road-building equipment. Food self-sufficiency challenged constituents to plant root crops and raise poultry to fight poverty and hunger and not be forced to sell one's vote. As well, Abang Mabulo refused to flood public places with his posters as many local politicians do (for face and name recall so critical at election time).

After his third term, Sabas decided to face off with one of the President's sons for a congressional seat, in a quixotic tilt whose outcome was predictable. Principles, a comprehensive legislative program and the backing of civil society were no match for the political juggernaut of funds, machinery, support of the region's political kingpins, and the fielding of 3,000 soldiers on election day. Sabas may have lost the election but he won with the message that politics should not be left to the traditional politicians.

As uncommon a politician as Sabas is his successor, youngest brother Fermin (Ferry) Mabulo. Among the idealistic young military officers implicated in the 2002 Oakwood mutiny, Ferry served time for a few months. He later worked for four years in the United Kingdom, returning in 2007 to heed the call of politics.

Combining boyish charm and disciplined gait, Ferry fervently speaks about his pet initiatives and how GRRB has opened his eyes, and those of his department heads. He cites, for instance, the gender assessment forum (GAF) in mid-2007 and the information elicited by the GeRL tool as eye-openers in terms of the LGU's strengths and weaknesses and what holds back the municipality's development, "*Bakit naghihirap ang mga tawo?*" (Why are people poor?).



The gender appraisal forum showed the neophyte mayor the importance of water to the municipality. A new PhP40 million water system (built during the term of his predecessor) yielded no income because there was no bill collection. Many said the revenues were not collectible; he said that we need to fix this. They said “elections are coming”, implying he might lose votes. He wryly replied, “We just had one (election)”.

Ferry called a meeting of the 246 households (in four barangays) then availing of tap water, said he was levying charges otherwise it would be unfair to non-users. The water system has expanded coverage to 333 households and counting; and there have been improvements worth PhP3 million from earnings. An infusion of PhP20 million can raise coverage to 2,500 households. Last year collections totaled PhP565,000.00, not yet 100%. San Fernando’s 2007 real property tax collection of PhP1.3 million, unchanged from past years, jumped to PhP2.1 million in 2008 by making payment of arrears on house and lot a precondition to water connection.

Ferry Mabulo has many other plans in mind, for instance, projects related to coastal and watershed resource protection. Taking well to this dramatic career shift, Ferry has shown that following in the political footsteps of a highly-esteemed brother need not be a bad thing but may rather be continuing in the best traditions of public service.

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## Notes

- 1 San Fernando municipal agricultural technician Allan Salvador cites over 1,400 hectares of rice lands of which 60% (848 hectares) is irrigated and nearly 40% (558 hectares) is not irrigated.
- 2 *Trapo* is shortcut for “traditional politician”, also the local term for rag, denoting dirt and uselessness.
- 3 See Annex A of the Executive Summary for a detailed presentation of the local government budgeting process.
- 4 Data in the sections on agriculture were provided by agricultural technician Salvador and farmer Arlene Bragais.
- 5 The others were a teacher-agriculture department employee who organized 4-H clubs, and a businesswoman-high school graduate.



Escalante City, Negros Occidental

## Critical collaboration between government and non-government organizations

### ***Socio-economic profile***

Founded a century and a half ago during Spanish colonial rule, the municipality of Escalante had fertile fields which were soon converted into vast sugar plantations (*haciendas*) as was much of the province of Negros Occidental.<sup>1</sup> Many socio-economic disparities in the province stem from the long dominance of the plantation economy.<sup>2</sup>

Located on the northeastern tip of Negros Occidental, Escalante's terrain is generally flat with some areas sloping and mountainous. About 86% of Escalante's land area of 19,276 hectares is agricultural (Escalante City 2009 Socio-Economic Profile). About 60% of farmlands are planted to sugarcane (which yields higher returns), nearly 13% to corn, 5.6% to coconut, less than 1% to rice,<sup>3</sup> and the rest to other food crops.

Escalante's population is 92,035 (National Statistics Office Census 2007) living in 21 barangays. Only 27%



of households own the house and lot they occupy, 9% are renters, while the rest (64%) live rent-free on sugarcane plantations, majority of whom live by mere tolerance of *hacenderos* (plantation owners).

Escalante's labor force is 28,463 nearly 70% of which is male. The combined unemployment and under-employment rate was 27.8% in 2007 (NSO). Roughly 40% of the labor force are unskilled, employed in haciendas for less than ten months a year and paid way below the legal minimum wage; while 23% are subsistence farmers and fisherfolk, and 16% are employed as domestic helpers and sales workers. This is the reason why 74.5 % of households in the city live below the poverty threshold.

The 2006 community based monitoring system (CBMS) which utilized 14 core poverty indicators showed that nearly 50% of households have no access to safe water and 55% of households do not have their own toilets.<sup>4</sup> Nearly a fourth of school age children do not attend elementary school and over half do not attend high school.<sup>5</sup>

Small fisherfolk have experienced a decline in fish catch due to commercial overfishing, environmental degradation and illegal fishing.

### ***Earlier GAD initiative: Bantay Pamilya***

In 2001, the city launched a *Bantay Pamilya* program in collaboration with Bacolod City-based Development for Active Women Networking (DAWN) Foundation headed by executive director Celia Flor, also a member of the Bacolod city council and WAND's national vice-chairperson. The program sought to curb domestic violence, educate women on their basic rights, and extend assistance (financial or otherwise) to survivors of violence. Quick response teams (QRTs) were organized to implement the program in all barangays headed by barangay captains and each barangay was provided with logistical support including a multicab vehicle, two-way radio and cellphone. The city also had a QRT similarly composed of department heads and representatives of the justice system (police, courts) and civil society.

Meetings and public fora were held in schools and barangay halls, and advocacy billboards installed urging survivors of domestic violence to report cases to authorities. Project documentation revealed the existence of previously unreported cases of domestic violence and there was overwhelming response to these billboards in 2002-04 in terms of women coming forward to file formal complaints.

Consequently a 24-hour emergency hotline was opened and a women's center established (now called crisis center because its clients have come to include children in conflict with the law). The city has set up an adjoining office-cum-training

center to serve as a women's center. A women's desk was set up at the police station staffed by four policewomen on a 24-hour basis and a separate detention cell was established for female offenders.

The city administration also lent full support to local women's organizing with association chapters established in all 21 barangays, complemented by funds for livelihood projects which, for various reasons, did not prosper.

### ***A comprehensive, accurate and sex-disaggregated database***

The importance of a solid and accurate database is not lost on the LGU which has had several past attempts at data gathering including a minimum basic needs (MBN) survey and two surveys in partnership with academic institutions during the term of former mayor Santiago Barcelona, Jr. However, data generated were partly unreliable or inadequate, paving the way for a more comprehensive approach.

This would be the CBMS-GAD-GRB (gender responsive budgeting) pilot survey in 2006: community based monitoring system within a GAD framework with added gender indicators to the CBMS questionnaire, particularly in relation to health, education and economic conditions.<sup>6</sup> Thus CBMS-GAD is a more strategic gender mainstreaming tool in formulating government programs, projects and activities (PPAs).<sup>7</sup>

The project aimed to gather comprehensive, accurate, reliable and sex-disaggregated data from all city households based on core poverty indicators clustered thus: survival (health, food and nutrition, water and sanitation), security (shelter, peace and order), and enabling (income, employment, education).

Completed during the second quarter of 2007, survey results were adopted after a series of focus group discussions and community validation workshops. Major survey findings (see Annex A) were used in city planning and budgeting, thus having an impact on policy making. For instance, more funds were allocated for projects in livelihood, employment generation, education assistance, skills training and the like. Part of the gender dimension was to probe the causes of maternal and infant deaths. In planning skills training, the survey results provided a basis for the kind of skills taught and the groups targeted for training.

With the CBMS generating much-needed data especially at the barangay level, there can be better focus for PPAs. Proposals can be based on CBMS data, for instance, feeding programs that target areas with high levels of malnutrition, and interventions focused on poor households lacking basic facilities such as toilets.

As well, data from the CBMS-GRB survey served as baseline for GRRB planning and benchmarking for the MDG targets identified by the city: eradicating extreme

hunger and poverty (MDG 1), achieving universal primary education (MDG 2), promoting gender equality and women's empowerment (MDG 3) and improving maternal health (MDG 5).

### ***More realistic planning***

City planning and development coordinator (CPDC) Fred Reteracion says that planning is more realistic if you have identified the problems and issues, formulated PPAs to address those issues, and allocated a budget commensurate to the problem. He adds, "If the problem needs PhP20 million and you have only PhP5 million, at the end of the time frame you can determine whether you have fully addressed the problem because there is baseline data."

For Celia Flor, the strategic objectives are clear: to "genderize" the entire city budget, and to change power relations in both household and community. She notes that problems have been discussed for a long time but without the necessary back-up data. She says that CBMS data with gender indicators is a comprehensive poverty map. She contends that "programs created to address the problems ... don't only look at the 5% but at the entire budget." That, she maintains, is the GAD budget.

### ***Budgeting process***

In addition to the standard LGU budgeting process detailed in the executive summary, it is pertinent to note the following with regard to Escalante City. To make the budgeting process easier, the budget officer and the local chief executive based the proposed budget on the current budget with certain percentages added. If there is a budget surplus the LCE and budget officer submit a supplemental budget to the *sangguniang panglungsod* (city legislative council) for that year without taking account of the mandated 5% GAD budget.

The executive budget mostly goes to operations of the city government: personnel services (salaries and employee benefits) and maintenance, operating and other expenses (MOOE). The supplemental budget and the 20% economic development fund (the latter taken from IRA) are used to fund programs and projects that address problems emerging from CBMS data.

*Table 1. Escalante City revenues in 2007 and 2008*

SOURCE	2007		2008	
	AMOUNT	%	AMOUNT	%
Local revenues	P 26,700,000.00	13.30	P 27,855,000.00	11.66
Internal revenue allocation (IRA)	174,000,000.00	86.70	211,000,000.00	88.34
Total	P200,700,000.00	100.00	P238,855,000.00	100.00

Mayor Melencio Yap, Jr. candidly admits that the 2007 budget is like the 2006 budget, and the 2009 budget takes off from the budget in 2008. The following table shows that, indeed, salaries and maintenance and operating expenses draw the lion's share of the budget. It also shows how one year's budget hews closely to the past year's.

*Table 2. Escalante City budget appropriations in 2007 and 2008*

EXPENDITURE ITEMS	2007		2008	
	AMOUNT	%	AMOUNT	%
Personnel services	P 83,141,863.00	41.42	P 91,052,350.00	38.12
MOOE (maintenance, operating and other expenses)	15,196,250.00	7.57	16,357,750.00	6.85
Non-office obligations	102,361,887.00	51.01	131,444,900.00	55.03
Total proposed appropriations	P 200,700,000.00	100.00	P 238,855,000.00	100.00

“Non-office obligations” include mandated funds such as the economic development fund (EDF), calamity fund, and gender and development (GAD) fund computed as a percentage of IRA (20%, 5% and 5% for EDF, calamity and GAD, respectively). They generally cover various LGU programs and projects.

*Table 3. Mandated funds as percentage of IRA in Escalante City budget 2007 and 2008*

MANDATED FUND	2007		2008	
	Amount	% of IRA	Amount	% of IRA
20% Economic dev. (EDF)	P 34,800,000.00	20.00	P 42,200,000.00	20.00
5% Gender and dev. (GAD)	5,337,837.00	3.06	11,471,750.00	5.44
5% Calamity fund	9,564,250.00	5.5	11,471,750.00	5.44
Total IRA	P174,000,000.00	28.56	P211,000,000.00	30.88

### ***Gender budgeting***

In 2000, DAWN undertook a study on the practice of the GAD budget in Bacolod City as one of the three case studies in a book on gender budgeting in the Philippines.<sup>8</sup> But DAWN's efforts to link gender and governance started much earlier and it sought to extend this approach to other LGUs in the province, specifically Escalante City, through two interconnected projects: GRRB and CBMS-GAD (discussed earlier).

LGU participants to GRRB and GAD training workshops relayed the need for a GAD budget to mayor Yap who then agreed to allocate 5% out of the total budget for GAD concerns. Nevertheless the main problem is the lack of a definite GAD plan at the start of the calendar year.

Because of GRRB, in early 2008 the city planning and development office initiated formulation of the city's GAD plan and budget which was submitted to the GAD focal person who was also a member of the city council for appropriate action. *But the year passed with neither the plan nor its equivalent acted upon by the council for various reasons including, apparently, **partisan politics**.* Thus what frequently happens is a piecemeal approach to GAD, classifying certain items as GAD-related such as honoraria for day care workers and barangay health workers (BHWs), and expenses of QRTs including provision for a women's crisis center. This accounting will not pass muster with a more rigorous definition of what constitutes GAD projects and programs (see Annex B on the city's proposed and never approved GAD plan and budget for 2008).

City records from 2001 (when Escalante became a component city) to date confirm that the city has not had a proper GAD plan and budget enacted or approved by the city council. This is noteworthy given the number of women who have served on the city council in the past decade: seven in 2001-04 (58%), six in 2004-07 (46%), and five in 2007-10 (38.5%). Only the budget office in conjunction with the mayor's office prepared PPAs which constituted the GAD plan and budget for a particular year.

Table 4 shows the city's internal revenue allocation (IRA) over the past five years and the GAD budget as percentage of IRA.

*Table 4. Escalante City IRA and GAD budget allocation from 2005 to 2009*

YEAR	IRA	GAD budget	GAD as % of IRA
2005	P 174,358,966.00	P 7,368,863.00	4.23
2006	196,713,893.82	5,929,905.00	3.00
2007	211,380,868.00	8,337,837.00	3.94
2008	220,253,611.97	11,471,750.00	5.21
2009	273,000,000.00	13,650,000.00	5.00

Thus it was only starting in 2008, allocation-wise, that the city fully complied with memorandum circular no. 98-148 of the Department of Interior and Local Government mandating a 5% share for GAD from an LGU's IRA.<sup>9</sup>

How do actual expenditures compare with GAD allocations? The following figures from the 2008 unaudited financial report of the OIC (officer in charge) city accountant reveal a dichotomy between what is and what should be. Far too many expenditures are not necessarily gender-related, for instance the SPES item, air-conditioning units and infrastructure including a PhP1.75 million expense on the city's display booth at the yearly provincial *Panaad* festival as indicated in Table 5.<sup>10</sup> This accounting will not pass muster with a more rigorous definition of what constitute GAD projects and programs (see Annex B).

Table 5. GAD disbursements in 2008

EXPENDITURE	AMOUNT
Salaries/wages for barangay, city and district health workers and honoraria for daycare workers	P 4,328,200.00
Salaries and wages for students (SPES)	845,280.00
Construction of temporary cell and open canal	60,000.00
Purchase of trash bins	988,700.00
Construction of counseling booth for youth	473,327.38
Pavilion and library	1,464,701.99
DLP projector	268,800.00
Hand sets for city engineering office	34,000.00
Purchase of 2 aircon units for city social welfare department	48,866.00
Purchase of 2 aircon units for legal office	48,866.00
Purchase of 1 aircon unit for budget office	24,433.00
Purchase of 2 aircon units for general services office (GSO)	38,000.00
Purchase of 1 aircon unit for court	18,000.00
Purchase of 1 biometric unit	240,000.00
Office supplies for youth center	15,049.00
Materials for 12 units of trisikad (non-motorized tricycle)	155,643.00
Panaad booth disbursements	1,753,468.31
GAD seminar expenses	69,027.80
Total	P 10,874,362.48
Balance	P 597,387.52

The above use of the GAD fund as “catch all” is not isolated but is reflective of its improper utilization common to many LGUs. This, in turn, may be rooted in the lack of belief in or understanding of the GAD fund as a means to address gender issues through an LGU’s programs and projects. As well, many local chief executives think that once they have access to the 5% allocation, they can do with it as they wish, even purchase uniforms for employees.

### ***Critical collaboration and partisan politics***

When the GRRB project was first introduced to the Escalante City LGU, it had a supportive champion in the former mayor. But some of those identified with the past mayor, e.g. department heads, were reportedly put on hold by the new administration. As with many LGUs in the country, Escalante has its share of partisan politics.

Keen to the dangers of being identified with a political party or administration, DAWN executive director Celia Flor employs a critical collaboration approach: LGU and NGO unite on common goals but operate on the basis of autonomy and mutual respect. There’s a thin line, she says, between partnership and partisanship: some CSOs choose to remain silent on corruption issues because they depend on LGU

funding with external funds drying up. Thus Flor made sure that the new mayor understood the strategic significance of the CBMS-GAD and GRRB programs in effecting the goals of his administration and in their continued implementation. This also meant engaging career people within the bureaucracy in all phases of the program to ensure a smooth transition from one administration to the next.

### **Conclusion**

In one coastal barangay, deep wells are the barangay captain's priority. Mothers in the barangay must choose between leaving their babies unattended while fetching water from a distant source, vulnerable to falling or other dangers such as fire, or taking them along and literally bearing a double burden (of baby and water) as they return home.

When political partisanship is overcome and does not impede the passage and implementation of a GAD plan and budget, when women in the city council, supported by other LGU and CSO women, parlay their numbers into a critical mass that infuses governance with gender, when deep wells and day care centers draw their rightful share of the LGU's budget, then GRRB will have grown its roots deep and firm in Escalante City.

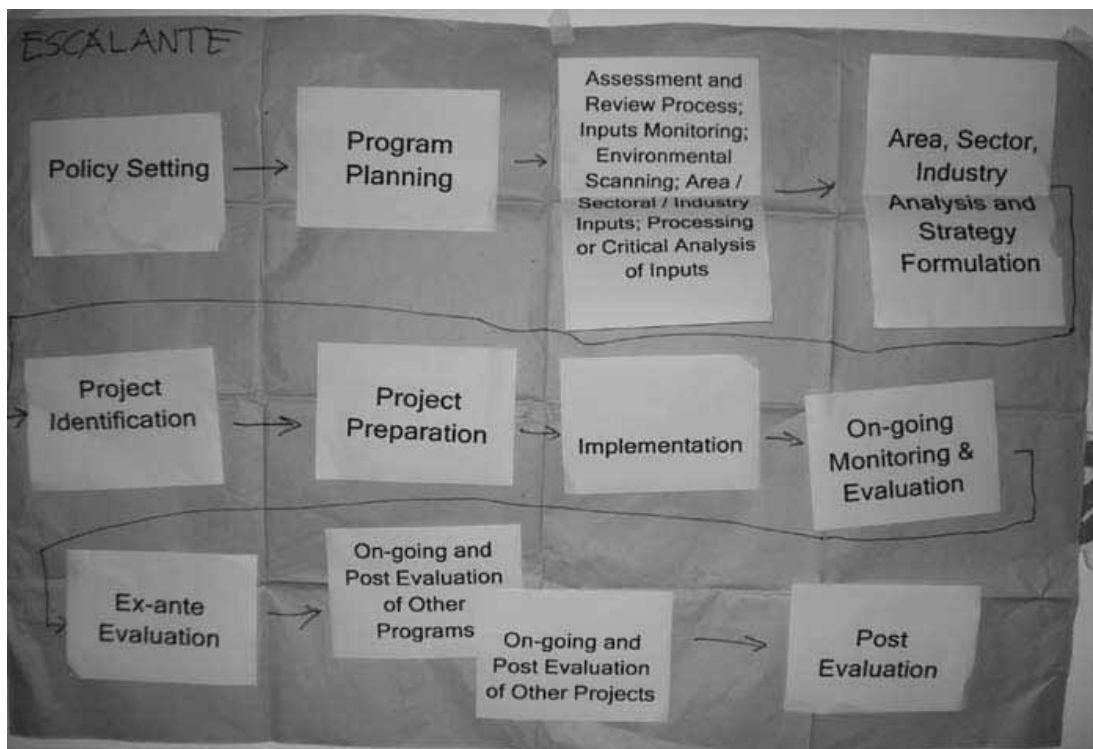
#### **VIGNETTE**

##### *The challenge of gender and governance*

Virgie Pastor, GAD focal point and SP member, joined politics in 1998 as the lone woman council member. During the previous term, there was only one female council member. But women made a quantum leap in 2001 with six females elected to top positions including four council seats, the mayoralty and the *sangguniang kabataan* (SK) or youth organization presidency.

What accounted for this dramatic change? Pastor cites three factors: the perception that women are honest, high public regard for teachers (all four council members were former teachers) and charisma, and their middle-age status with grown-up children, therefore able to focus on LGU work. It also helped that they were economically stable.

The city council has 12 members, ten elected, and two *ex officio* (presidents of the Association of Barangay Captains or ABC, and of the SK). The vice mayor is presiding officer. Currently, there are seven male and five female council members (until 2007 it was in full gender balance at 6-6). Thus, Pastor says, they have the numbers to pass ordinances that benefit women and to include gender issues in the agenda.



Pastor recalls the method of “lump sum” budgeting in the past that automatically repeated the past year’s allocations. GAD became the “most abused” part of the budget because it became the common source for non-budgeted items; one had to simply approach the right person or persons. No wonder “GAD is good” became a catch phrase.

Yet Pastor and her female colleagues in the council must face up to at least two challenges: the first is to cross party lines and spearhead support for the GAD plan and budget, the second is to sharply critique the present practice of diluting GAD so that it loses its flavor, funding anything unbudgeted.

There is a vital distinction between mainstreaming women and mainstreaming gender in governance that must not be lost on gender champions and advocates. Mainstreaming women is to have a critical mass of women as politicians and as electorate. Mainstreaming gender is to view the LGU agenda from the prism of gender: does it help or harm women?

Pastor and her female colleagues are mainstreaming women in the city legislature but their numbers must increase in the executive, in barangay governance, in NGO leadership. The critical mass is a necessary but not sufficient condition for gender equality and women’s empowerment because being female does not automatically confer gender consciousness on women. Yet a similar risk lies on the other end: the entire planning cycle (including implementation, monitoring and evaluation) may be informed by a gender dimension but if the women are absent, it is head without heart.



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## Notes

- 1 By 1891 the municipality had 53 sugar mills, half a dozen of which were run by steam, the rest powered by horses and carabaos.
- 2 In the mid-80s 20 farmers and farm workers were killed and 28 wounded by militia in a peaceful rally against socio-economic injustice and martial law. National outrage over the “Escalante massacre” helped bring down the Marcos regime.
- 3 All statistics are drawn from the 2006 Community Based Monitoring System (CBMS), unless otherwise indicated.
- 4 Part of the problem is attitudinal. Barangay folk in Escalante, as elsewhere, ask, “Why build toilets? The sugar cane fields are vast and so is the coastline (for toilet use).”
- 5 Female children either take care of younger siblings while parents work in the sugar fields or go to the bigger cities for employment. Male children also work to augment household income.
- 6 Funded by the International Development Research Center in Canada, CBMS-GAD-GRB was undertaken in conjunction with the CBMS international network coordinating team of the Angelo King Institute for Economic and Business Studies, De La Salle University, Manila.
- 7 Spearheading the project was a CBMS network team guided by Celia Flor who had past GRB experience with the Bacolod City LGU, CBMS practitioner Celia Reyes, and South African gender budget expert Debbie Budlender.
- 8 See “On the Trail of Bacolod’s Gender Budget (1999 and 2000)”, *Gender Budget Trail: The Philippine Experience* edited by Debbie Budlender, Maribel Buenaobra, Steven Rood and Marie Sol Sadorra (2001: The Asia Foundation).
- 9 Subsequent government orders have superseded this notably joint memorandum circular 2000-1 issued by the Department of Interior and Local Government, National Economic Development Authority and Department of Budget and Management, General Appropriation Acts and provisions of the recently-passed Magna Carta of Women.
- 10 Mayor Yap justifies the release with the fact that no tangible women’s projects were submitted (he turned down a micro-credit proposal because of poor repayment in past projects).

## Annex A. Summary of Core CBMS Poverty Indicators and Major Findings

Basic needs	Indicators	Number	Percentage
Health	Proportion of child deaths aged 0-5 years old	30	0.26
	Proportion of women deaths due to pregnancy-related causes	3	0.20
Nutrition	Proportion of malnourished children aged 0-5 years old	692	6.07
Shelter	Proportion of households living in makeshift housing	933	4.93
	Proportion of households who are squatters	1,568	8.28
Water and sanitation	Proportion of households without access to safe water supply	9,381	49.54
	Proportion of households without access to sanitary toilet facilities	11,245	59.39
Basic education	Proportion of children aged 6-12 years old not attending elementary school	3,680	24.36
	Proportion of children aged 13-16 years old not attending high school	4,884	52.87
Income	Proportion of household with income below the poverty threshold	14,106	74.50
	Proportion of households with income below the food threshold	11,699	61.79
	Proportion of households who experienced food shortage	4.98	2.63
Employment	Unemployment rate	256	0.90
Peace and order	Proportion of persons who are victims of crime	92	0.11

These findings have impacted on the policies, as well as on the proposed GAD plan and budget for 2008 of the city. More funds were allocated for projects on livelihood, employment generation, educational assistance, skills training and the like. Unfortunately, the plan and budget (see annex B) was never approved and resulted instead in irrational spending of the 2008 GAD budget.V

## Annex B. Escalante City 2008 Proposed GAD Plan and Budget

Programs/ projects	Gender-related issue	GAD objectives/ targets	Strategies/activities	Performance indicators	Budget and source
Health and nutrition program	Malnutrition: 377 girls and 355 boys 0-5 years old who are malnourished	Reduction of malnourished children by at least 50% by end of year	Feeding program: 2x a week for 24 weeks	At least 350 children aged 0-05 years restored to normal	P605,000 20% economic development fund
			Backyard gardening (food security program)		P 5M grant from DA
			Backyard poultry raising		P 500, 000 provincial. funds
			Mothers classes per barangay on proper nutrition		P105,000 GAD budget
			Assistance to indigents (hosp., medicines etc)		P 2M general fund
			Health data gathering and monitoring		P 1M GAD budget
Education	24.4% of children 6-12 old (11,497) not attending school (26% male, 22% female)	Improved school participation rate by at least 30% by end of year	Medical/dental mission to barangays	Increased enrolment by SY 2009-10 by at least 3,500 pupils	P 1M general fund
			Pupil subsidy program		P 2.1M (P60/pupil x 3,500 pupils x 10 mos.)
			Responsible parenthood program		P 105,000 (P5,000/bgy)
			College scholarship program		P 3.25M (P2M city gen. fund, P.75 provincial, P.5M Rep Ledesma)
			Provision of literacy workers (para teachers) for extension high schools and elementary schools		P 6.5M local school board, general fund
			Day care program		P 4M GAD budget
Adult literacy program	4, 174 illiterates in city (47% female, 53% male)	Reduced illiteracy rate by 50% by end of year	Adult education classes with livelihood skills training	No. of adult education classes conducted  No. of illiterates attending special education classes	P500,000 general fund
Mortality reduction	0.26% of child deaths aged 0-5 years (0.2% male, 0.33% female)  0.2% of women deaths due to pregnancy- related causes	Deaths of children 0-5 years old and women due to pregnancy-related causes reduced by 33% by end of year	Intensive implementation by city health office of:  Maternal and child care program  Sustainable community-based family planning/maternal child health project  Adequate provision of medicines, medical supplies and equipment for basic health services  Free vaccination of children 1-5 years old	No. of childbearing women participants in programs  Increased budget allocation for health	P 4M (P 1M general fund, P2 M GAD budget, P 1M 2009 20% economic development fund)

Programs/ projects	Gender-related issue	GAD objectives/ targets	Strategies/activities	Performance indicators	Budget and source
Environmental sustainability	49.5% of total HH population of 18,935 have no access to safe water (women/ children bear brunt of fetching water from wells)	Number of HHs without access to safe water reduced by 50% by end of year	Construction of deep wells Improvement of existing deep and shallow wells Spring development projects in barangays	At least 5,000 HHs provided with access to safe water	P 1M (P.5M GAD budget, P 1M 20% development fund)
	59% of HHs (households) without access to sanitary toilets	No. of HHs without access to sanitary toilets reduced by 50% by end of year	Enactment of ordinance requiring each dwelling unit to have toilets	Number of pulong-pulong conducted	P .2M GAD budget
			Clean and green program (inc. free toilet bowls)	Percent of HHs practicing waste segregation and having compost pits; no. of trees planted; number of sanitary toilets constructed	P 2M (P 1M development fund, P1M GAD budget)
			Ecological solid waste management program		
Promote gender equality and empower women	63% of HHs are informal settlers	No. of informal settlers reduced by 20% by end of year	Landbanking		P 2M general fund
	5% of HHs living in makeshift houses	At least 30% of HHs in makeshift settlers provided with decent settlers	Implementation of new housing programs in prioritized barangays	No. of beneficiaries by sex, income level and location provided with housing units	P 12M (P 7M city shelter funds, P 5M provincial housing trust funds)
	Less than 1/3 of labor force is female	Women engaged in gainful economic activities increased by 10% by end of year	Family planning program	No. of women beneficiaries by sex, income level and location	P 2M (P 2.5M GAD budget, 0.5M development fund)
			Leadership/skills training for women Alternative livelihood projects for women Interest-free credit facility for women entrepreneurs		

Programs/ projects	Gender-related issue	GAD objectives/ targets	Strategies/activities	Performance indicators	Budget and source
Promote gender equality and empower women	Only 5.8% of 9,343 respondents are members of women's organizations	Increased community participation of women	Support services for women organizations in city Establishment/strengthening of chapters of women organizations in barangay IEC on rights of women	No. of women beneficiaries by sex, income level and location	P210,000 GAD budget  P210,000 GAD budget
	66% of crimes committed are against women, 55.6% against men. Spouse abuse 33%, physical injury 10.6%, rape 17%	Crimes against the person of women decreased by at least 30% by year-end	Women's desks at city hall and police headquarters  Establishment/revival of Quick Response Teams in each barangay  Capacity enhancement of CSWDO to handle victims of VAW  Support services for victims of VAW  Establishment of BHRAC  Operationalization of counseling center for youth	Presence of women's desks at city hall and police headquarters  Presence of QRTs in barangays  No. of CSWDO personnel trained in VAW  Women crisis center operationalized  Presence of BHRAC per barangay	P 50,000 GAD budget  P105,000 (P50,000 per barangay)  GAD, 20% development fund  P 50,000 GAD budget, 20% development fund (2009)  P115,000 GAD budget  P105,000 GAD budget  P200,000 GAD budget
<b>GRAND TOTAL</b>					
					P71,010,000 [GAD P12,350,000] [Other sources 58,660,000]



Malaybalay City, Bukidnon

## Winning half the battle with a reliable database

### ***Socio-economic profile***

Spread over 108,259 hectares of plains, rolling hills and partly forested mountains, Malaybalay City beckons a first-time traveler with its “cool weather and warm people”<sup>1</sup>. Capital to landlocked Bukidnon province in northern Mindanao, Malaybalay lies 622 meters above sea level. Its population of 141,574 constituting 30,000 households is clustered into 46 predominantly rural *barangays* (the most basic unit of government).<sup>2</sup> The city’s main livelihood source is agriculture and trade and commerce. Its major agricultural crops include pineapple<sup>3</sup>, bananas, sugar cane, rice, corn, high-value crops, e.g. vegetables; and livestock, as well.

The city is not only famous for its balmy, bracing weather. The first-time visitor finds breathtaking a handful of stately trees dotting the city center. Apparently of South American provenance,<sup>4</sup> the trees, ablaze in gold, have

taken well to Malaybalay's climate and soil, thriving there for decades (possibly generations).

### ***Optimal factors***

Malaybalay also prides itself as a "gender responsive and friendly city"<sup>5</sup>, one reason why it qualified as one of seven expansion or "roll out" areas for the second phase of the gender responsive and results oriented budgeting (GRRB) project implemented by the Women's Action Network for Development (WAND). More specifically, the following conditions enhanced Malaybalay's chances:

- Presence of a gender and development (GAD) focal point
- Responsiveness of LGU partners; and gender sensitivity training of key officials
- Presence of WAND affiliates in the area
- Presence of other civil society organizations (CSOs)

### ***Pilipina – Cagayan de Oro chapter***

The Cagayan de Oro chapter of *Pilipina*, the first Filipino national feminist organization, was well-placed to embark on a partnership with the Malaybalay City local government unit (LGU) in the ambitious task of genderizing the LGU budgeting process. Chapter chairperson Dina Anitan had earlier project links with the LGU making the choice of Malaybalay a logical one. Anitan had gone the cycle of advocacy, consciousness-raising, organizing, and lobbying, heeding the call of gender and governance through electoral politics. Gender responsive and results oriented budgeting was taking the call one step farther.

"GRRB is needed to address both immediate and strategic needs of women", according to Victoria Osiones, project coordinator of TOUCH Foundation, another Cagayan de Oro-based NGO which assisted in the project.<sup>6</sup> Anitan adds that "GRRB is different from the past 5% GAD budget mechanism because it is a comprehensive approach that addresses women's needs, that seeks to change women's status by putting in place support structures and a whole budget".

### ***Project objectives***

Among the key project objectives were:

- To assess GAD budget policy implementation by LGU
- To promote good governance and improve poverty reduction initiatives in the LGU through the GRRB approach *vis a vis* MDG goals
- To strengthen LGU-civil society partnership

### ***Forward-looking LGU leadership***

A good idea whose time has come cannot go far without the leadership that helps breathe life into it. The GRRB project in Malaybalay City has benefited from the careful nurturing of its city planning and development officer Herculano (Allan) Ronolo, and staunch support from its mayor Florencio (Boy) Flores.

Ronolo was designated gender focal person when the LGU first implemented the GAD plan and budget policy in the 1990s. In due course, he constituted a full GAD team which includes department heads and second-level managers, and a local representative of the Department of Interior and Local Government (DILG). The GAD team prepares the GAD plan and monitors its implementation.

Mayor and medical doctor Flores, 59, became a *kagawad* (city council member) 12 years ago “by a twist of fate”, i.e. on the dare of friends. He eventually became vice mayor and after three terms, mayor. Politics is a different kind of service, he says. “As doctor you treat an individual but as mayor you look at the entire community.”

In early 2000, efforts started to formulate and pass a city GAD Code (now awaiting legislative approval) with some LGU officials attending gender training workshops in Manila and Tagaytay. A Davao City-based NGO made Malaybalay a pilot city in a program that drew up a 2005 protocol for women victims of domestic violence. Many GST-trained elected officials had served out their third terms<sup>7</sup> and fresh training was needed for newly elected officials.

Flores laments the bias for infrastructure projects whose budgets are quickly approved with social services relegated to such items as dental care, education, nutrition, disaster preparedness. He asks, “Of what good is a house if the occupants are sickly?” CPDO Ronolo echoes this view with the observation that barangay officials “lack a gender lens—they focus on infrastructure to leave a legacy that is visible”. In Malaybalay, only nine out of 46 barangay captains are female.

### ***Database: winning half the battle***

The mayor believes that “if you have accurate data, you have won half the battle” and readily approved the CPDO (city planning and development office) proposal for a household-level information system that improved the community-based monitoring system (CBMS) recommended by the Department of Interior and Local Government with rider questions that included employment abroad and number of pregnant women. Renamed the Malaybalay Integrated Survey System (MISS), the survey initially covered 26,000 households (in 2007). The CPDO trained barangay health workers (BHWs) and midwives for data generation (enumeration) and segregation (encoding).



Encoding, consolidating and digitizing the MISS was a major effort which required the use of 60 computers (purchased in 2008 at a total cost of P1 million), later to be given to the city's 46 barangays and 14 department heads, in addition to ten desktop and ten laptop computers that the LGU already had.

Among the reasons for a comprehensive MISS to be completed by mid-2008 were:

With the 2007 barangay elections, newly elected barangay officials needed data for a new barangay development plan.

The GIS (geographic information system) the city had initially undertaken incorporated data on the barangays so the city could plan accordingly.

With the adoption of 14 key result areas (KRAs)<sup>8</sup>, including gender equality, as touchstones for development, why not generate data to correspond to these KRAs? For instance, to help in the KRA of revenue generation, information was sought on all parcels of land in the barangay based on land titles and whether these titles were with the city assessor or not.

Map digitizing of the survey means that a click of the mouse reveals where pregnant women reside (the area is coded red), in which barangay, and how many, and with another click, the house she lives in, indicating her socio-economic status. Among the survey highlights: problems in peace and order, problems in livestock dispersal (the survey revealed that some barangay employees owned three heads of livestock which rightfully belonged to farmer-beneficiaries so livestock bidding was frozen), problems in perception about needed infrastructure (barangay captains wanted satellite markets and yet existing barangay markets revealed only 30% occupancy).

### ***GAD-related issues***

The survey also surfaced gender issues. For instance, in the agriculture department, ownership of properties is in the name of husbands whose wives cannot enter into formal agreements on these properties. Although the law (women in development and nation building or RA 7192) gives women equal contractual rights, tradition weighs so heavily, especially in the rural areas, that women there say "My husband will decide". Another example: agricultural services lack women's perspective, recognizing women's role only in planting (in rain-fed and irrigated areas). During the off-farm season women become invisible without any activities to cater to their needs, e.g. training in crafts, food preservation. The city agriculture office has traditionally focused on men-led activities.

**VIGNETTE**

*Empowering women in agriculture*

Remedios Sarzuelo, or Remy, is Malaybalay's assistant city agriculturist. Although her gender training is not extensive, she marvels at how gender awareness is changing the personae and lives of the women farmers she works with.



Two constituents she works closely with are rural women organized under Rural Improvement Clubs (RICs) and out of school youth in 4-H clubs.<sup>10</sup> Started in the late 70s and 80s, Malaybalay's RICs number 51 (in 46 barangays) with an aggregate membership of about 1,500.<sup>11</sup>

She observes that there are more women participants during seminars and farmers training, and not simply because men are busy farming, for this is true even during off-season. She notes, however, that tasks requiring a visit to the "centro" or city are undertaken by men.

Women are now getting the emphasis they merit, for example, data have been sex-disaggregated since 2007 not only to comply with the GAD requirement but also because women need to be counted. Sarzuela recalls that recipients' lists used to have only one column for the names of farmers, invariably male, but wives often came in their stead, consequently another column had to be added.

Sarzuela cites an analysis that shows women with greater or better capability to run projects than men. Before the introduction of GRRB, women received training simply to meet targets with no real intention for them to apply what they learned. Currently, however, they receive the support needed to sustain these learnings. Women are able to proceed on their own with some amount of monitoring.

In 2003, Sarzuela says that rural women leaders started going on exposure trips, e.g. to Davao City to learn new techniques, to buy flowers to propagate. At the *Kaamulan* (harvest) festival in March 2008, these women sold cut-flowers daily with one stall earning PhP15,000.00.

Although the gender analysis of agriculture PPAs scores cut-flower propagation as reinforcing tradition (flowers being identified with women's domain), when it leads to economic empowerment, tradition is breached. Women also go

into vermiculture (producing vermicast organic fertilizer for sale), and are encouraged to undertake backyard gardening with the distribution of seeds, to minimize, if not eradicate, malnutrition.

Sarzuela speaks animatedly of the change in rural women who participate in gender awareness raising and livelihood activities: they have confidence to face people, they are now articulate, seek assistance from politicians in a straightforward fashion. “In the past, we would have to seek them out in the barangays, now they respond to a simple text notice and come,” she says.

She adds that three years ago, these women’s lives were “topsy turvy”; they were unable to balance things. Now, they take problems as part of life, gender has awakened them to their rights and their potential, they now voice out their wishes. For these women active in training and livelihood, their work is in place; their children are in school or have completed schooling, and their faces glow.

Among them are RIC president Luz Ungayo who comes from the city’s most remote barangay, Kibalabag in the uplands, traveling to Fort Santiago in Metro Manila last year for a handicraft exhibit, taking a plane for the first time. Another is Fely Libahan in her late 40s whose demeanor was indescribable when she said, upon her return from Manila, “I didn’t realize I still had room to grow, I could still travel to other places, meet people ...”

There are many others like them who head outstanding RICs. Seeing the change in their wives, husbands encourage their income generating efforts. A husband’s approval for them to attend seminars becomes *pro forma* or a formality for these rural women, who now know, and act on, their rights.

### ***Active CSO participation***

The mayor is also a firm believer in GO-NGO partnership and the LGU accredits NGOs and CSOs yearly in tandem with the DILG. Each accredited CSO undergoes a one-day orientation on its role and contribution to city development, and must be a member of at least one of the local special bodies (LSBs) including ones on the environment, peace and order, disaster preparedness, e.g. the association of engineers is assigned to the infrastructure LSB.

The city development council (CDC) is mandated to meet twice a year but meets much more frequently. Although NGO representation in the CDC is at a minimum of 15, Malaybalay’s CDC has 31 NGO representatives out of a total of 80 which includes 46 representatives from each of the city’s barangays.

The LGU takes the capability building process in dead earnest, coming to a three-part training workshop in Leyte in full force with nearly the entire GAD team present. An astounded and impressed observer wondered “Who could this group be?”

Ronolo says “We saw that GRRB was implementable, it was not difficult to advocate because we understood it, and so did the mayor.” When GRRB was introduced by WAND almost three years ago, the LGU already had a background in terms of commission on human rights (CHR) training which was rights-based.

### ***Gender analysis of agriculture programs***

On the other hand, local NGO partner *Pilipina* was just as earnest, undertaking a gender analysis of the city’s budget,<sup>9</sup> focusing on agriculture programs and observing that “there is no purposive effort to make them gender responsive”. Identified as a gender component, the rural improvement clubs (RICs) and their activities such as cut-flower training for women follow the traditional mode. Planning by the Department of Agriculture is sectoral and focuses on major crops of corn and rice which automatically benefit men.

And so the painstaking task of gender training, of trying to develop a “gender lens” proceeded, including a new GST training for GAD team members in July 2008 at the city engineer’s office, and a GRRB orientation for agricultural technicians and farmers in December 2008 at the city agriculture office. There were over 50 participants to the GST training including ten women which sought to raise awareness of technicians and department staff.

Thus, the city engineer’s office ensures that in each school built there are separate male and female toilets because “when we (men) urinate and wet the toilet bowl, we don’t wipe it dry ... and women (have to) use the same”.

Arlene Ho, city budget officer, says that gender training helps enhance the empowerment and participation of women. In the past, men dominated many activities, including the budget office choral group, but this is changing now. The process of understanding is a slow one, she adds. At a GST with all department heads present, Ho realized that “if you don’t understand each other in the office, there is no harmonious relationship”. She has learned to engage in discussion with not only superiors but also with women’s groups, local legislators, police, et. al.

### ***What difference does GRRB make?***

Ronolo says that in the past, the mayor would instruct him to prepare the 5% GAD budget (in the city development strategy, there already were GAD-related programs). Programs, projects, and activities (PPAs) would be itemized and validated for submission to the mayor who might add or delete, and sign the final

draft for submission to the city development council for approval. In 2008, the GAD budget totaled over PhP29 million or 5.4% of the city budget. Other GAD-related expenditures outside of the GAD budget constituted another 9% making for a total of 14% of the entire budget.

Following are statistics culled from city records:

*Table 1. GAD and GAD-related budgets in 2007-08*

ITEM	2007			2008		
	APPROPRIATION	ALLOTMENT	EXPENDITURE	APPROPRIATION	ALLOTMENT	EXPENDITURE
Total city budget	P 726,391,729	P 724,114,000	P 503,205,950	P 720,473,380	P 740,473,380	P 542,430,455
GAD budget	34,024,784	32,024,784	24,685,652	36,732,503	36,732,503	29,272,470
% of total budget	4.68%	4.70%	4.91%	5.10%	5.10%	5.4%
Other GAD-related budget	69,286,770	69,284,906	41,789,769	52,791,107	52,779,244	48,103,636
% of total budget	10%	10%	8%	7%	7%	9%
Total GRRB (GAD and GAD-related)	14.68%	14.7%	12.91%	12.1%	12.1%	14.4%

A word on the various categories: “appropriation” indicates what is approved in the budget, “allotment” is what is allocated, and “expenditure” is what is actually spent. There are various reasons why allotment does not fully translate into expenditure including forced savings by the LGU, lack of qualified projects and programs, and lack of information on the part of NGOs and CSOs (which fail to access GAD funds).

Total per cent of expenditures on the GAD budget and “GAD-related” (“gender responsive and women related”) items is 14.4% in 2008. But with GRRB and the use of KRAs in development planning, Ronolo is hopeful that the current 10%-nearly 15% will eventually reach an aggregate of 50% allocated for GAD-related PPAs.

However, the category of “other gender responsive and women related budgets” needs more careful scrutiny. These include items potentially, but not automatically or necessarily, gender responsive such as the city nutrition program, health sanitation and maintenance, indigent health insurance and health services and a substantial sum for barangay PPAs funded from the 20% city development fund. In fact, quite a number of items appear more as “GAD by attribution” or “GAD for compliance”.

The following table details these other “GAD-related” budget items as they appear in the years prior to GRRB implementation.

*Table 2. Other gender-responsive and women related budget items (GAD-related) in 2004-2006*

BUDGET ITEM	2004		2005		2006	
	APPRO- PRIATION	EXPEN- DITURE	APPRO- PRIATION	EXPEN- DITURE	APPRO- PRIATION	EXPEN- DITURE
City social welfare dept.	P 10,320	P 9,840	P 11,198	P 10,786	P 9,467	P 9,099
City nutrition program	2,200	2,200	2,400	2,400	2,000	1,475
Health sanitation and maintenance	3,000	-	3,000	3,000	3,000	1,733
City health	19,987	16,789	22,193	19,860	19,753	18,241
Indigent health insurance	3,000	3,000	3,000	3,000	3,000	1,848
BHW honoraria	2,400	2,228	2,400	2,382	2,400	2,400
Day care workers honoraria	-	-	2,768	2,768	3,000	2,805
Solo parent welfare assistance	100	79	100	98	-	-
Health insurance for BHWs and barangay officials	3,000	1,052	2,300	2,108	1,000	638
Plastic toilet bowls	-	-	280	188	-	-
Support for CSR-LEAD	-	-	-	-	2,000	1,008
Health services/activities	3,000	2,880	-	-	-	-
Total GAD-related budget	47,007	38,068	49,639	46,590	45,620	39,247
% of total budget	10.2	11.69	9.53	11.06	7.0	8.56
Total budget (GAD + GAD-related)	14.61	16.19	14.28	15.76	11.6	12.96

“GAD by attribution” as reflected in many of the above items is too facile an exercise that is not backed by hard statistics. The ideal is that henceforth only an item-by-item gender analysis can determine whether a category is, indeed, GAD-related or not, backed by the sex-disaggregated database system.

### ***Democratized budgeting process***

Ronolo also says that having the back-up data from MISS makes it difficult to say No to proposed plans and budgets. Where before the budgeting process largely resided in the mayor and budget officer, it is now consultative. Local special bodies carefully monitor budgets, e.g. the local school board for education, local health board for health, the women’s groups for GAD PPAs. There is more give-and-take. Key result areas (KRA) based planning has also deepened the participation of various departments. If it was possible, the entire budget should be responsive to gender, he stresses.

## **Conclusion**

The Malaybalay City LGU has scored many gains in the attempt to “genderize”, and ensure resultant impacts from, its yearly budgets. Staff, both executive and clerical, seeks to translate gender concepts into their daily life and work. Civil society organizations, prodded on by women NGOs, earnestly engage in the planning and budgeting process. Rural women farmers have found their voice and assert their rights.

But a lot more needs to be done: “GAD by compliance” must give way to gender budget analysis and gender-based planning. Training workshops in gender, as well as in the PIME cycle (planning, implementation, monitoring, and evaluation) must be sustained and must reach the community. The organization and empowerment of women within the LGU and among its grassroots constituents must continue. The latter must include indigenous women who experience double marginalization from both ethno-linguistic and gender identities.

But GRRB has made solid inroads into the LGU’s way of thinking and doing things. It helps that the city leadership, going against type, is not fixated on building edifices but has invested in basic social services and a comprehensive database that is the envy of others. But this is what gender is all about, challenging stereotypes and standing old verities on their head. Already the first fruits, among awakened women farmers, are manifest. And like the golden-blossomed trees from South America that made the city their home, GRRB will take root, thrive and flourish in Malaybalay soil.

### **VIGNETTE**

#### ***GRRB on a shoestring budget***

Building on over two decades of organizing, education and advocacy work among grassroots women in northern Mindanao, a WAND affiliate, TOUCH Foundation is essaying a rudimentary (call it bare bones) GRRB approach on its own.

TOUCH is acronym for Technology Outreach and Community Help Foundation, Inc., a Cagayan de Oro-based social development NGO that dates back to 1986. In tandem with Pilipina-CDO chapter, TOUCH pushed for the passage of a local ordinance on domestic violence with corresponding implementation mechanisms within the LGU. To date, TOUCH has assisted over 100 POs (including a few LGUs) in 11 provinces in northwestern Mindanao. In 2006, it set up training and consultancy services for LGUs, CSOs and other groups.



After a 2005 GRRB orientation seminar by WAND, TOUCH held a two-day echo training workshop among 11 barangays in Cagayan de Oro City (out of a total of 80 barangays) which had formulated clear GAD plans. A total of 33 participants<sup>12</sup> developed barangay GAD plans because they saw the need for a women's desk to address the growing problem of violence against women.

TOUCH had undertaken two earlier programs addressing gender violence: a community-based project on Local Partnership Action against Gender Violence (LPAAGV) in 2001-03 which covered six city barangays, and a project on Strengthening Support Systems for Victims of Gender-Based Violence in 2003-06 funded by Cordaid covering 10 pilot barangays, six original communities assisted, and two barangays with a high incidence of VAW, or a total of 18 barangays.

Gains in terms of city GAD support mechanisms were reversed with the 2007 election of a new city mayor who did not prioritize women's concerns. The GAD budget was shifted to the Cagayan de Oro City Women's Council for Development and four staff members constituting the GAD secretariat have been assigned to other departments. The GAD office space is now occupied by the Association of Barangay Captains. Although GAD focal persons have been assigned in each department, only one city councilor has responsibility over them, the chair of the committee on women and family relations who, as a first-timer, is relatively inexperienced.

Anti-VAW advocacy activities have been undertaken in most *zonas* (local areas) by the *Bantay Banay* Task Force (BBTF) in partnership with the barangay



council for women and development (BCWD) and sometimes partnering with academe, lawyers and volunteer students. BBTFs were created in 2000 as mandated by the city mayor but lacking funding, have been inactive in the past five years. However, it has not been difficult to reactivate them.

TOUCH acting executive director Dina Anitan says there is a need for men's support groups. Efforts targeted solely at women might easily turn into a battle of the sexes. She also stresses the need to strengthen organizations at the LGU and barangay levels to have permanent people to sustain activities. Otherwise, with a change of barangay captain, *kagawad* (council member) or women's chair, hard won gains are erased.

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## Notes

- 1 To quote a city brochure
- 2 28 rural barangays, 7 urban and 11 urbanizing according to the 2007 Malaybalay Integrated Statistical System or MISS, this case study's main statistical source
- 3 Bukidnon, its base province, is home to the fruit multinational Del Monte.
- 4 identified by University of the Philippines botanist Leonardo Co as *Tabebunia chrysantha* of the *Bignoniaceae* family
- 5 Runner-up in a 2008 national tilt for child-friendly city
- 6 TOUCH and MuCAARD (Muslim Christian Agency for Advocacy, Rehabilitation and Development) assisted Pilipina in project implementation. See vignette on TOUCH.
- 7 Philippine law limits elected officials to serve a maximum of three consecutive terms.
- 8 A two-day training workshop in KRA included all employees, for instance, even the janitor at the city agriculture office because some of the principles learned (such as gender equality) could be applied at home. The KRAs are customer satisfaction, environment management, finance and resource management, food security, gender equality, human resource development, information technology, infrastructure development, investment development, public safety and security, revenue generation, social equity, tourism development and transparency and accountability.
- 9 in collaboration with Perigine Encarquez of TOUCH Foundation and Juanita Lagumen of MuCAARD
- 10 Note the criticisms expressed in "GAD-related issues" (page 93) and how the city agriculture office (or part of it), now equipped with a gender lens, is addressing these.
- 11 On the other hand, the local councils of women, now federated as the Malaybalay City Federation of Local Councils of Women, were formed in the mid and late 90s.
- 12 Three participants per barangay included the barangay women's development council chair, chair of the local committee on women and family relations, and the head of *Bantay Banay* or Family Watch, a local organization to curb family violence.



Sorsogon City, Sorsogon

## Sustaining the gains in health service delivery

### ***Sorsogon City as one of two pilot GRRB sites***

Sorsogon City in the Bicol region, south of Metro Manila, has a total land area of 31,292 hectares with 64 barangays and 30,290 households in a population of 151,454 in (2007 census).

Commending the city as one of two pilot sites for UNIFEM's year-long local Gender Budget Initiative (GBI) project in 2004-05 were: a newly-elected mayor who championed women's concerns, an active network of NGOs, supportive city government staff, and long-standing initiatives in women's and children's health undertaken by local partner and WAND affiliate *Lingap Para sa Kalusugan ng Sambayanan* (Care for People's Health) or LIKAS. This last factor was particularly important given the LGU's choice of millennium development goals 4, 5 and 6 (reducing infant mortality, improving maternal health and combating HIV/AIDS and other diseases) as targets for the GBI project.<sup>1</sup>

### ***First stage: gender analysis and strategic assessment and planning***

Preceded by a GRRB orientation and planning workshop for Sorsogon City stakeholders in late 2004, the first phase included a gender analysis of the city's health programs and projects, reactivation of the project steering committee (PSC), and a strategic assessment and planning workshop.

PSC reactivation focused on an action plan covering six key result areas (KRAs): integration of two parallel health programs, health policy reforms, and capacity building for health service providers, streamlining the city health board, resource mobilization and institutionalizing a management information system (MIS). The action plan also proposed training in gender mainstreaming and policy advocacy skills.

Among other things, the strategic assessment and planning workshop decided to undertake a review and reformulation of the city's vision-mission-goals statement. It also underlined the following priority needs in relation to the city's health program: fast-tracking the reorganization of the city health office, drafting a consolidated city health plan, and strengthening GO-NGO coordination to avoid duplication of services.

### ***Gender analysis of Sorsogon City's health PPAs***

A gender analysis of the city's health programs, projects and activities covering the period 2004-05 revealed the existence of two parallel health programs: an older program consisting of devolved programs of the Department of Health and local city health programs implemented by two district health units and 64 barangay health stations; and *Mauswag na Ciudad* (A Prosperous City) introduced by the newly-elected mayor which deployed six doctors to the barangays and was equipped with mobile units.

Other key findings of the gender analysis report were: the annual procurement plan served as the city health plan, the health care delivery planning process was top-to-bottom with communities serving as recipients (although women did play an active role in the maternal and child health program), the existence of data gaps, and an increase in health personnel between 2001 and 2003 (two to 14 doctors, 22 to 67 midwives and 277 to 335 barangay health workers) which ironically saw a rise in maternal and infant mortality rates.

### ***Second stage: training and capability building***

Several capability building activities focused on enhancing gender responsiveness in local governance, gender responsiveness and results orientation in budgeting, planning, implementation, monitoring and evaluation (PIME), resource mobilization, and people's participation in local governance.

Basic gender concepts were tackled in the first workshop which stressed that gender analysis must be part and parcel of all LGU programs. Noteworthy too was the fact that the city's annual investment and GAD plans focused on programs and activities, not results, for instance, how to tell whether a PhP50,000.00 allocation truly helped pregnant mothers and malnourished children? The second training activity sought to develop and hone participants' skills in the development planning cycle (PIME) and in resource mobilization.

The city's 2006 GAD plan and budget targeted maternal mortality reduction and reproductive health services as its key programs, highlighting such gender issues as non-participation of husbands in prenatal visits, gender insensitivity of health personnel, women's lack of access to reproductive health services, and conflicting church and state perspectives on reproductive health.

The training workshop on people's participation in local governance was geared towards strengthening and capacity building for CSOs as project partners. Participating CSOs formulated re-entry plans that included key result areas, activities, outputs, timeframe and tasking.

### ***Stage 3: action component and piloting***

This third and final phase took off from plans formulated earlier as well as the city health office integration plan (2005), city organizational capability development plan (mid-2005 to mid-2007) and the 2006 health-focused gender and development plan and budget. The latter sought to reduce mortality rates for under-5 children from 19.6% to 15% and mothers from 3.2% to 1.66% by 2006.

### ***Outputs and singular achievement***

The GBI project may be credited with two achievements: aggregate outputs and integration of two health delivery systems. The former refer to research outputs (e.g. city socio-economic profile) and analyses (gender analysis of health PPAs and budget and expenditure analysis), formulation of comprehensive plans (mentioned in the foregoing), executive and legislative measures (policy support), and mechanisms of project sustainability including a multi-sectoral health committee and a CSO network.

Without doubt the integration of the city's health systems was the GBI project's most significant achievement. But the project team leader observed that there was a need, among others, for an advocacy plan to ensure needed resources for project sustainability even in the event of leadership change.

### ***What has happened in the interim?***

The roughly two-year interval between the end of GBI and the onset of GRRB 2 in 2007 has yielded mixed results.

On the credit side, the city health program remains integrated and therefore more cost-efficient and cost-effective; the 2006 GAD plan and budget was passed and implemented with ongoing GAD/women's center operations and continued information-education-communication (IEC) activities on GAD programs and projects and on gender-related laws and policies.

In an informal report, pregnant women, especially those high-risk, were being paid more attention; and more men have been observed accompanying their children to health centers. More medicines and even facilities such as ultrasound machines and nebulizers were reportedly available in health centers, unlike in the past.

On the debit side, structures meant to sustain the GBI project beyond its one-year run became increasingly non-functional, namely, the GAD council, the city health board and a multi-sectoral core team composed of seven LGU and three NGO representatives. This meant that changes did not radiate beyond the immediate boundaries of the now-integrated city health office and its concerns.

What went wrong? All the painstakingly crafted plans, meetings and training workshops, networking and alliance-building, and advocacy work—were these not sufficient to take the GBI project over the long haul?

Apparently not, as with the other GBI pilot site Hilongos. More than its technical character, LGU budgeting is a political process and with the mid-2007 election, the GBI project had lost its champion, mayor Sally Lee who succeeded in her bid as governor. The new mayor Leovic Dioneda still needed to be won over to the cause of gender budgeting.

Given this lack of gender awareness and the reality of partisan politics, the new administration did not look too warmly on programs identified with the old administration including the GBI project. Four department heads involved in GBI<sup>2</sup> were constituted as a task force on “floating” status. The task force has since been given charge over the city's environment project with UN Habitat; and the budget officer has been reinstated to his rightful duties.

Thus, apart from the city health office where changes were institutionalized, GBI had lost much ground. As well, other city government personnel and CSO representatives (sitting in GBI-related bodies) had either taken other jobs or left for other places. The latter meant a weakening, even non-viability, of structures charged with continuing GBI beyond 2005; and de-emphasis on gender as a priority concern led to reduced allocations for gender-related programs (see Table 3 on page 5).

## **GRRB 2**

This was the situation confronting LIKAS as it sought to partner once more with the Sorsogon City LGU for GRRB's expanded phase 2 (or GRRB 2).

LIKAS GAD program officer Myra Baliatan says it was like virtually starting from scratch. The May 2007 election and its aftermath did not bode well for the gender budgeting initiative in the LGU. Although the budget officer had issued a midyear budget call in 2006 to all departments to base budget proposals on the GRRB framework, the call seemed to have little impact.

The city health officer, whose support for GBI took a lot of effort to build, had resigned from his position to run for governor. The city health office had a draft GAD plan and budget for 2007 which, apparently, failed to pass with the *sangguniang panlungsod* (city council).

At a courtesy call on the new mayor in mid-2007 to introduce GRRB 2, Baliatan sensed a changed atmosphere particularly in regard to pushing the gender budgeting project prompting her to contract out both the task of evaluating the 2006 health plan and budget (there were no health plans for 2007 and 2008) and of drafting the 2009 health plan based on the evaluation.

Largely on account of delayed funds, only one participant came to the GRRB three-part training workshop in Leyte in mid-2008, Dr. Rommel Japson who heads the Bacon district health office. As GAD focal person for the city health department, Japson represents the LGU in gender-related activities outside the city.

## **Budgeting**

At the outset, it must be said that on account of GRRB's first phase, department heads now approach the task of budgeting with enthusiasm and initiative. Let us turn to the city's budget from the years 2007 to 2009 as shown below:

*Table 1. Sorsogon City's budget in 2007, 2008 and 2009*

ITEM	2007	2008	2009
Personnel services	P 98,540,706.72	P 114,973,099.00	P 131,703,694.20
Maintenance, operating and other exp.	59,028,382.00	76,436,647.00	114,231,903.89
Capital outlay	31,326,446.68	15,576,446.00	20,613,487.00
Non-office expenditures	72,595,000.00	55,926,758.00	46,590,000.00
20% economic dev. fund	51,473,207.20	56,672,657.00	57,350,995.40
5% calamity fund	15,897,230.04	16,075,015.00	27,563,835.52
Retirement	2,642,065.00	1,000,000.00	1,700,000.00
Monetization-vacation/sick leave benefits		2,300,000.00	2,377,000.00
Other personal benefits		2,522,671.00	
Total	P 331,503,073.64	P 341,493,293.00	P 402,030,916.01

It must be noted that these are allocations, not actual expenditures.<sup>3</sup> The increase in the yearly budget is to be expected and, corollary, the increase in mandated funds, namely, the 20% EDF and 5% calamity fund which are both based on the internal revenue allocation or IRA from the national government (not cited here). The category of “non-office expenditures” covers a good number of programs including social development under which the GAD fund is classified (as “women/ GAD”). Non-office expenditures reflect a sharp decline, nearly 23% from 2007 to 2008 and 16.7% from 2008 to 2009; so does the GAD allocation as show in Table 3.

The next table shows where the bulk of funds go.

*Table 1a. Top allocations in Sorsogon City's 2007, 2008 and 2009 budgets*

ITEM	2007		2008		2009	
	AMOUNT	%	AMOUNT	%	AMOUNT	%
PS	P 98,540,706.72	29.42	P114,973,099.00	33.67	P131,703,694.20	32.75
MOOE	59,028,382.00	17.80	76,436,647.00	22.38	114,231,903.89	28.38
20% EDF	51,473,207.20	15.52	56,672,657.00	16.59	57,350,995.40	14.86
Non-office ex	72,595,000.00	21.86	55,926,758.00	16.34	46,590,000.00	11.57
<i>Total</i>		84.60		88.98		87.56

Notable is the fact that these four items command the lion's share of each yearly budget: over 84% in 2007, nearly 90% in 2008 and over 87% in 2009. It would be instructive to compare allocated or appropriated amounts with actual expenditures (not undertaken here because not all of the statistics are readily available for such comparison).

### ***The city health office budget***

That the changes and gains in terms of health programs have been sustained in spite of leadership change is evident in the CHO's budget figures below.

*Table 2. Sorsogon City Health office budget from 2007 to 2009*

CATEGORY	2007 (ACTUAL)	2008 (ESTIMATE)	2009 (ESTIMATE)
Personnel services	P 18,489,529.78	P 20,480,814.00	P 19,806,516.44
Maintenance, operating and other exp.	11,315,780.38	18,055,000.00	30,340,000.00
Capital outlay	230,000.00	100,000.00	350,000.00
Total	P 30,035,310.16	P 38,635,814.00	P 50,496,516.44
Increase from past year		P 8,600,503.84	P 11,860,202.44
Percent increase		28.63	30.70

The above figures indicate that the CHO budget rose by 28.63% from 2007 to 2008; and by 30.70% from 2008 to 2009 (noting that 2007 figures represent actual expenditures while 2008 and 2009 figures are estimates).

Although the number of doctors has declined to four (one for each of three districts and the city health officer), in several respects, CHO programs reflect priorities and perspectives that go back to GBI. One example concerns the capitation fund which is half of the CHO's payments to PhilHealth (socialized health care fund) that reverts to the CHO.

In the past, this fund usually went to the purchase of vehicles (e.g. motorcycles) and gasoline expenses. But in the past few years the fund has been redirected to structures and facilities that provide quality care to the poor and to women: modern dental equipment, separate birthing and "lying-in" rooms for women, and a reproductive health clinic (also called social hygiene clinic) which all pursue MDG nos. 4, 5 and 6. The social hygiene clinic is carefully named to avoid the stigma attached to "social disease". A private passageway and a separate room guarantee privacy; in the past, only one desk constituted this service demarcated by a thin curtain.

Earlier-mentioned Dr. Japson who is also the CHO's GAD focal person speaks of plans to set up a Barangay Emergency Maternal, Obstetrics and Neonatal Care (BEMOC) facility in Bacon. Annexed to the rural health unit, it will be open 24 hours and staffed by three midwives, one to three nurses, 23 nursing aides and a doctor on call. Although the plan was conceptualized a decade ago by the Department of Health, concrete plans were drawn up only in 2007 for a BEMOC in all three districts starting with Bacon.

The Bacon rural health unit provides free contraceptives such as condoms and pills. Affirming the separation of church and state, Japson says that while the church has its stand (on reproductive health), the government its own and does "what it needs to do" to safeguard the reproductive health of women. He notes that Bacon is a young semi-urban district and building awareness on these matters must start now. He adds that through its projects related to women and gender, the district health office has taken on the role of "guardian of rights of grassroots women" and other constituents.

### ***The GAD budget***

In contrast to the total budget and certain categories, the GAD budget allocation reflects a progressive decline starting in 2008, apparently confirming the perception that gender and development is not a priority of the new administration.



**Table 3. Sorsogon City's women's/GAD budget from 2005 to 2009**

Category	2005	2006	2007	2008	2009
Appropriation		P 1,000,000.00	P 1,000,000.00	P 600,000.00	P 500,000.00
Actual expenditures	P 844,105.85	761,635.89	786,201.83		
% expenditures		76.16	78.20		

Noteworthy is the fact that the 2009 allocation of PhP500,000.00 is only half of the P1 million budgeted yearly in 2006 and 2007. The drastic reduction has direct implications for GAD and GAD-related activities starting with the GAD or women's center which utilizes bulk of this budget. In the past, the center had a 24-hour hotline receiving complaints any time of day or night, and ready with provisions of food and rice for women and children in need of temporary refuge. Eight full-time personnel worked two shifts and the center was a "one-stop shop" with doctors on call.

At present, the center cannot make outgoing calls because of five months' arrears on the phone line. Of three staff members, only two are engaged in center duties since the third is frequently stationed in the city. The center has no proper instruments and medico-legal cases have to be referred to outside doctors. The center is closed when staff members accompany complainants to doctors, or file legal complaints. For about three years, two floors of the center were occupied by the Philippine National Police, vacated only recently.

Stringent budgets have also affected allocations for accredited barangay health workers (BHWs) whose monthly PhP1,500.00 allowance from the city has dropped to PhP1,000.00. (They get a counterpart of PhP300.00-600.00 monthly from their barangays.) Each BHW serves over 200 households and is on call 24 hours.<sup>4</sup>

### **Women's livelihood**

The Self-Employment Assistance *sa Kaunlaran* (SEA-K) is a government credit program for poor women reactivated in the city seven years ago. SEA-K president Mary Ellen Jamisola (see vignette) says that poor barangay women are often uneducated with spouses who cannot find work given the current economic crunch. Older children have to keep watch over younger siblings while mothers seek any work they can as house help or doing laundry. As a consequence, these teenagers rebel, seek their own income sources; for a 14-year old girl in one barangay, this meant turning prostitute.

The city's SEA-K program extends PhP5,000.00 loans to poor women payable in one year. Repayment rates have been poor because money is often diverted to household needs. Jamisola wants awareness building for these women, which

includes socio-economic issues affecting their lives, values formation, and women's rights including reproductive health. But GAD councils in the barangays, she says, are not functional. Compounding the problem is the fact that partisanship has reportedly crept into the SEA-K program with funds withheld from communities identified with the political opposition.

### **Challenges**

A number of challenges must be met if GRRB in Sorsogon City is to move beyond the confines of the city health office and impact other departments of the LGU.

The first challenge is internal gender advocacy—winning over the chief executive and other key decision makers to its cause. As someone has observed, the mayor had been out of public office for nine years when he became local chief executive in 2007 and such concepts and programs as MDG and GRRB do not yet rank top priority with his administration. An earnest gender awareness program should target those in the front lines of LGU leadership. Part of this task is reconstituting the LGU core team with the GBI “remnants” who, after all, enjoy tenure, and new advocates (the city health office GAD FP, for one). It may or may not be a vain hope but maybe this inclusive approach can help weaken the hold of partisan politics whose reductionist credo is “who are not for us are against us”.

The second challenge is to use women's organizing in the barangays as a base to push GRRB. Politicians speak the language of numbers and if the local councils of women (LCWs) now being organized in the barangays can aggregate their numbers and unite on demands of gender and good governance, LGU officials and leaders can do better than to ignore them. BHWs who number nearly 400, are federated, and interact daily with communities, and barangay women organized through SEA-K credit groups. Both can add to the LCWs' clout.

The third challenge, parallel to re-energizing the LGU core group, is to revitalize the GO-CSO partnership that had served GBI well. A number of the “old guard” CSOs remain and are more than willing to re-engage. New NGOs must be sought to fill in the gaps. In this way can the old structures that helped carry GBI be made viable once more among them the city GAD council, city health board and the multi-sectoral core team.

Finally, a number of deficits need to be addressed immediately, among these, the lack of sex-disaggregated data, and the budget reductions in GAD and GAD-related programs.

## **Conclusion**

The initial GBI project reincarnated in GRRB 2 has nearly run out of steam. Yet GBI established a beachhead—the city health office—proof that gender responsive and results based budgeting works and spells the difference between good and bad governance.

Expanding that beachhead and proving that GBI was not a fluke of circumstance will require facing and meeting the challenges outlined above. Is there time at all with the next elections barely round the corner (May 2010); or will the elections once more signify leadership shifts with telling effects on such projects as GRRB? Whatever the case, the multiple challenge of advocacy-organizing-capability building remains for GRRB to achieve much, much more in Sorsogon City. And to its advocates, practitioners and supporters, this credo may be self-evident but must nevertheless be said: be technically expert but be politically savvy.

### **VIGNETTE**

#### *Punong Barangay Mary Ellen Jamisola*

Articulate Mary Ellen Jamisola, 47, is barangay captain of Almendral in the city's East District with a population of 1,800 and treasurer of the Association of Barangay Captains (ABC) in Sorsogon City. A dentistry graduate, Jamisola worked as dental assistant in Manila and Sorsogon City but found her true calling through a local church program involving parents. Increasing engagement in women's concerns through a city-wide program opened her eyes to the fact that politicians often ignore poor women's need for livelihood, bypassing small barangays for bigger vote-rich ones.

Thus Jamisola ran as barangay council member in 1998, managing to balance work and home with well-spaced births: her children include a 27-year old teacher, a nursing student, 20, and a 17-year old teenager. Her husband and high school sweetheart she describes as someone she can talk with until the wee hours of dawn. She recalls of her first electoral foray, "It is not difficult to campaign if you focus on women. If a voter doesn't like you, don't force her but if she has a problem, guide her (to the appropriate agency)."

In 2002 she felt compelled to run for the top barangay position because she was paid scant attention by "those at the top" on barangay concerns. As a neophyte barangay chief executive, she purchased books (such as the Local Government Code), diligently studying them because she did not want to be "a know-nothing barangay captain". Without hesitation, she approached heads of departments in the city, e.g. the Department of Interior and Local Government,

to ask about barangay matters. She says “I covered all the bases. It is better to ask than to err for not asking.” She is a much-sought speaker on various topics including taxation and leadership.



During the 2002 electoral campaign, she refused to spend money on votes, promising instead to give of her energies in meeting people’s needs. It is easy to convince women, she adds, especially if they see you working. And there is the question of credibility: “If you (as a candidate) and your family are in conflict, how is that?”

Jamisola notes that male barangay captains tend to focus on infrastructure such as basketball courts, pathways. She also notes constituents’ bias for male leaders who are perceived to have strength. But, she says, “I use brains (not force) in problem solving, there is no need to shout in the streets.”

She has chosen to concentrate on health, nutrition and livelihood needs of the barangay. Eighty percent of the barangay budget of over PhP700,000.00 goes to honoraria and allowances of barangay officials as well as barangay health workers (BHWs), barangay nutrition scholars (BNSs), day care workers, street cleaners and *tanods* (barangay patrols). The balance of 20% goes to projects.

Medicines for common ailments such as paracetamol and mefenamic acid are allocated PhP40,000.00. She asks that the 10%-30% discount for bulk purchases be given in the form of additional medicines with the purchase witnessed by the council member who chairs the health and education committee. She has asked that the livelihood component of the youth organization’s mandatory budget of over PhP100,000.00 also include mothers as beneficiaries.

When Jamisola assumed office as barangay captain, the health center was located on a sidewalk (entailing risks to patients who had to cross the street coming and going), the daycare center functioned only part-time and the barangay had no hall (for lack of land). She had built a simple 4x6 meter structure to serve as barangay hall; and the daycare center temporarily operates as an extension of her home.

The barangay has purchased a 150-square meter lot with PhP70,000.00 from barangay funds and a PhP150,000.00 donation from the provincial government which has pledged another PhP100,000.00 to start construction of a multi-purpose center. It will serve health and daycare needs as well as function as a reading center starting with books purchased by the youth organization. The present health center will become a barangay *tanod* outpost.

How did the barangay raise the PhP70,000.00? Simple, she says, by overhauling an antiquated tax law which charged business establishments a flat rate of PhP300.00 yearly in the past 20 years. Since January, big businesses such as gasoline stations have been charged a PhP1,000.00 fee (or PhP2.80 daily) while small enterprises pay the old rate of PhP300.00.

She rues the fact that the GAD budget has declined to PhP600,000.00 this year and that political partisanship now impacts on fiscal practice such as the awarding (or non-awarding) of funds for SEA-K women's credit in poor barangays based on party lines. She speaks eagerly about a forthcoming women's training session that shall benefit 60 women leaders (and potential leaders) from two barangays.

GRRB is all about gender and governance. Jamisola knows that politics is maximizing one's space and does not rule out a bid for the city council next year. Putting gender front, back and center, Jamisola essays her non-traditional brand of politics that is rewriting the rules of the game which, of course, is what GRRB is all about, too.

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## Notes

- 1 The fifth target was MDG 3—promote gender equality and women's empowerment.
- 2 Including the planning, budget and agriculture officers
- 3 Allocated budgets for the years 2007 to 2009 are used so comparisons can be drawn. Actual expenditures in 2007 and 2008 have subsumed all items under PS, MOOE and CO and are difficult to compare.

<i>Item</i>	<i>2007</i>	<i>2008</i>
PS	P113,280,262.56	P142,868,468.09
MOOE	145,216,819.08	124,937,774.07
CO	26,604,705.67	12,760,317.58

- 4 The city has a total of 365 BHWs falling under three categories: those accredited are mostly in their 70s, 60s and 50s, those registered are mostly in their 30s and have at least three years of service, and trainees who are in their 20s.



INSIDE BACK COVER

