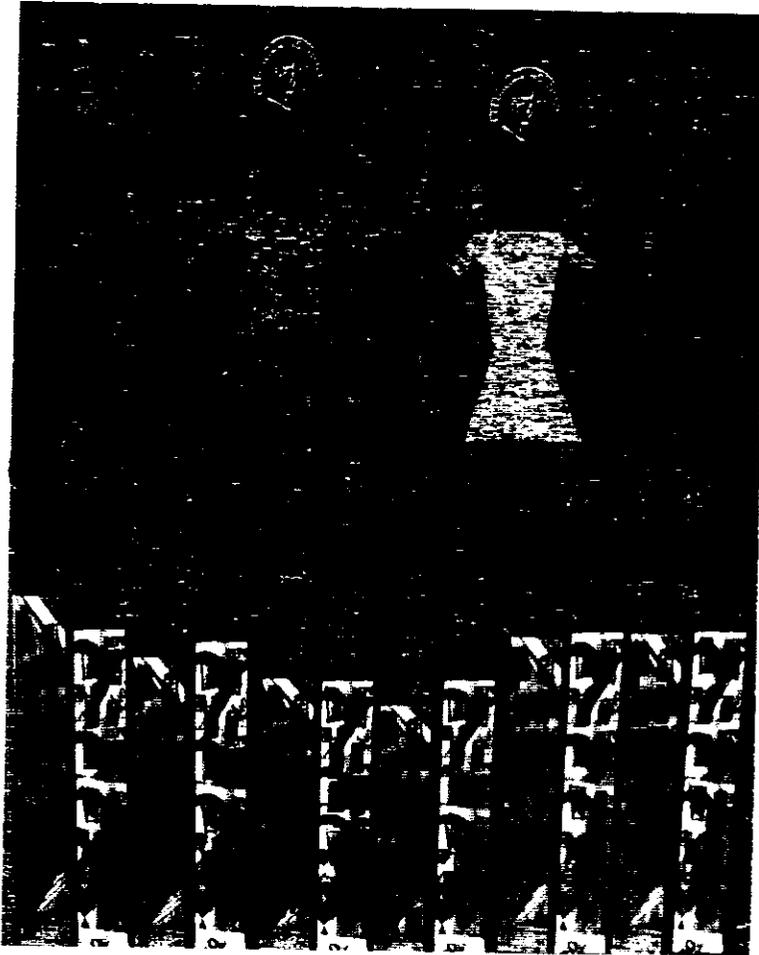


GENDER BUDGET TRAIL

— THE PHILIPPINE EXPERIENCE —



— THE ASIA FOUNDATION —
2001

Gender Budget Trail: The Philippine Experience

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Preface

This book is the result of research undertaken by The Asia Foundation and partner organizations in the Philippines. Many topics of interest to the Foundation are touched on in this book. Gender is a core theme of the work of the Foundation, and it admires the achievements of the women's movement in the Philippines. Governance at the local level is particularly important in the country, given the devolution of responsibilities and resources that occurred under the 1991 Local Government Code. Examining budgets can serve advocacy goals, as money is allocated to implement desired policies, as well as transparency goals, as citizens acquire skills needed to understand how their governments spend taxpayers' funds.

The central question of this book is, "How do local government budgets address the concerns of women and men, girls and boys?" However, these budgets are made in the context of past efforts to address gender concerns — particularly the 5% reservation for gender and development (GAD) — and in the context of political contests, both electoral and for women's rights. The writers undertake considerable analysis of these contextual factors as they examine budgets in detail.

The Asia Foundation's experience shows that developmental reform can come from an alliance of citizens groups, government officials, and researchers bringing their insights to bear on issues of concern. In this light, this book is intended as a resource for advocacy, a resource that can be utilized by many different people. The overview chapter, "Gender in the Budget of Local Government Units," tries to capture the richness of the analysis. At the risk of oversimplifying, here are some highlights of what lies within.

- ◆ Mayors can learn from the experience of Surallah, South Cotabato, of how nongovernmental organizations can help ensure that the budget addresses the felt needs of constituents.

- ◆ Councilors can learn from Bacolod City Councilor Celia Flor how much more can be learned about the budget, if time and resources are available for the analysis.
- ◆ Women's groups can learn from Angeles City that having passed a GAD ordinance, much struggle remains to ensure that resources are allocated to implement the ordinance.
- ◆ Citizen activists can learn from data in the Surallah case study about how budgetary allocations shift when budgeting becomes participatory.
- ◆ National government officials can learn from the role of the Department of the Interior and Local Government in Bacolod in ensuring the integration of gender concerns in barangay budgets.
- ◆ Analysts can learn from the careful exposition of different points of view in Angeles City about the budget process and resulting allocations.

All those concerned with more effectively addressing the concerns of women and men, boys and girls, can learn from these case studies. Reform-minded individuals in general can also learn from the overall review of the GAD budget policy experience. The review illustrates how tracking policy development, change, interaction, and implementation can be a daunting task. Those willing to engage government to produce better governance, including more responsive budgets, need access to resources and skills if they are to understand enough detail that their activities will have a nuanced impact.

An example of nuance is the very question of the 5% reservation for GAD. According to this policy, 5% of all government budgets is supposed to be reserved for GAD concerns. This is widely viewed as a triumph in the struggle for gender equality. On the other hand, this reservation diverts attention from the other 95% of the budget. Repeatedly throughout the book, the reader will find a focus on the "5% GAD budget" when analysis of the entire budget might yield more resources for the same concerns. The missing link, as the writers repeatedly emphasize, is an overall plan for addressing gender concerns. Lacking a GAD plan, the 5% reservation often accommodates isolated activities without moving the government towards an integration of gender concerns into all development activities.

This book is not the last word on the subject. It is a look at how local

government budgets affect women and men, girls and boys, in the context both of decentralization and a GAD budget policy. It is hoped that this work will be a resource for advocacy and a springboard for future analysis. The Asia Foundation is pleased to have been part of this project, and glad of the opportunity to work with strong partners throughout the Philippines. ♦

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in the Budget
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1-

INTRODUCTION

Budgets are not neutral instruments. They affect different people differently. In particular, they affect women and men, girls and boys differently. And they affect different categories of women and men, girls and boys differently. Thus, how the government collects its revenue and spends its money will mean very different things for the lives of a poor woman in rural Mindanao, of a middle-class woman in Metro Manila, or even more to a middle-class man.

The Philippine government was one of the first governments to recognize the gender impact of budgets. In the mid-1980s, the Australian government was the first in the world to start presenting annual budget statements that reported how different expenditures affected women and men in that country. The Philippines and South Africa were the next countries to start this type of exercise. By now, over 40 countries have taken some action in respect of gender and budgets.

The Philippine initiative, like Australia's, started in government. It began with the passage in February 1992 of Republic Act 7192, Women in Development and Nation-building Act, which stated that every agency of the national government must allocate at least 5% of the money it received from foreign donors to promote gender equality. Further executive branch directives extended the scope of the 5% reservation to apply to the full budget of all agencies, as well as to the budgets of local government units. This 5% reservation became known as the gender and development (GAD) budget and is described in more detail in the next chapter of this book.

South Africa took a different route. Its initiative was based outside the executive branch, being undertaken by a partnership of nongovernmental organizations (NGOs) and women in the post-apartheid national parliament. In

addition, instead of stating that a certain percentage of the government budget should be allocated for gender mainstreaming, the South African exercise asked what the impact of the full 100% of the budget was on women and men, girls and boys.

This book reports on action-research which takes forward the steps that the Philippines has already taken in respect of gender and budgets. There are several ways in which this project is an expansion of what has gone before:

- ♦ The initiative is based within civil society, among women's organizations and other NGOs. By involving civil society, it is hoped that the government initiative will be strengthened and that it does not, as in Australia, become weak after a change of administration.
- ♦ The initiative looks beyond the 5% GAD budget to the other 95%. As noted by the National Commission on the Role of Filipino Women (NCRFW), it is believed that the aim of the 5% GAD budget is to mainstream gender throughout all programs and projects, and their related budgets. We believe that unless we look at the other 95%, we will not know how best to use the 5% GAD budget.
- ♦ The initiative focuses on local governments rather than national agencies. There are over 300 national agencies which GAD budgets the NCRFW is meant to oversee. But there are about 1,700 provinces, cities, and municipalities, and many more barangays which should also be mainstreaming gender in their budgets. As will be seen, the NCRFW with its 20 staff members has hardly been able to touch these budgets. The three local government case studies presented here are a small start on that enormous task.

The research was initiated and supported by The Asia Foundation. For several years in the 1990s, the Foundation had a Global Women in Politics program that worked in Asia, Africa, and Latin America to support women's engagement in politics. In the final year of this project (October 1999), the Foundation facilitated a workshop with the Uganda Debt Network that focused on advocacy around gender and budget. It became clear that advocacy around gender will not be successful unless it looks also at the resources (budget) needed to implement proposals. On the other hand, research around the gender impact of budgets will

remain sitting uselessly on dusty shelves unless there is advocacy to ensure that the knowledge gained is disseminated and used. It is for this reason that the current project is action-research. The main players are NGOs at local and national levels that are already active in gender and local government issues. The project will involve advocacy to ensure that the research findings are noticed and used, for which this book is a resource.

The fundamental aim of the project is to ensure that government budgets have no gender bias — indeed, that they ensure that existing gender biases are addressed. But there are other aims, which are just as important:

- ◆ To promote equity, efficiency, and effectiveness in government policy and implementation;
- ◆ To promote accountability and transparency on the part of government and public representatives, and to minimize corruption;
- ◆ To inform and enhance citizen participation and advocacy, particularly for women, by strengthening leverage and tools for policy implementation;
- ◆ To encourage citizens' budget literacy and level of comfort at tracing how much money was set aside or not for a policy commitment; and
- ◆ To improve the impact of decentralization through improved capacity by both officials and community groups.

PROCESS

During March 2000, Lisa Veneklasen of The Asia Foundation's Washington office and Debbie Budlender of the Community Agency for Social Enquiry in South Africa visited the Philippines and joined Maribel Buenaobra, the gender specialist of the Foundation's Manila office, in meetings with possible partners for the Democratizing Budget Project. Meetings were held with organizations and individuals whom they knew were active in the area of gender, local governments, and budgets. Many of these were people with whom the Foundation had worked before, for example, in the Women in Politics Projects undertaken since 1994. There was also a meeting with staff of NCRFW and with the representative of the United Nations Development Fund for Women (UNIFEM) in the region.

The discussions confirmed interest in a project of this type. The NCRFW was itself keen to find ways of strengthening gender mainstreaming in the budget. It commissioned monitoring and research, results of which revealed that while more agencies were implementing the GAD budget each year, there were still serious weaknesses. The NCRFW also recognized the role that NGOs could play in extending gender budgeting to the local level. The NGO partners recognized that the exercise could strengthen the work they were already doing in local communities. Some had already focused in different ways on GAD budgeting in local governments, but had faced obstacles in doing so which the project might help them address.

Three localities were chosen as case studies that are examples of “best practice” in the country as of 2000. They were as follows:

- ♦ Angeles City in Pampanga is the site of a former United States airbase situated about 80 km from Metro Manila. There is a strong women’s organization, the Ing Makababaying Aksyon (IMA) Foundation, which has been active in local politics in the area. As in Bacolod City, an IMA leader, Susan Pineda, was until June 2001, a city councilor. Angeles was, thanks to IMA’s intervention, the first city to have its own GAD budget ordinance mandating the allocation of a minimum of 5% of the annual general appropriations for GAD activities. The ordinance also created the GAD council, a mechanism for governmental organization-NGO consultations for ensuring the integration of GAD in the city’s comprehensive development plan.
- ♦ Bacolod City in Negros Occidental, in the Visayas where a women’s organization, the Development for Active Women Networking (DAWN) Foundation, has been active for several years, working to increase women’s political participation and to advance women’s rights. Celia Flor, DAWN’s executive director, was in 1995, elected as a city councilor. From this position, she has fought to ensure gender integration at both municipal and barangay levels.
- ♦ Surallah is the locality chosen in Mindanao. Unlike the other two case studies, Surallah is a first class municipality (in the province of South Cotabato) rather than a city. Further, while the NGO partners in the cities of Bacolod and Angeles are women’s organizations, Building Alternative Rural Resource Institutions and Organizing Services (BARRIOS),

is a mixed-gender, regional NGO based in General Santos City. The organization has strong links with the Institute for Politics and Governance (IPG) in Metro Manila. What is particularly interesting about BARRIOS is the extremely participatory barangay level planning which it has introduced in Surallah and a range of other local governments around the country under the Barangay-Bayan Governance Consortium project.

The case studies show what strong women's and people's organizations have achieved. They also show the benefits of participatory processes in ensuring that real needs are known and that government plans and budgets address them. But the research reports show, as those involved readily admit, that there is still a long way to go before budgets are gender-sensitive and budget preparation is truly participatory. They also show the many obstacles that advocates and activists must overcome to ensure sustained integration of gender in budgets and implementation.

A fourth study completes the set of research in this first stage of the Democratizing Budget Project by providing the national background for the local studies. It summarizes what has happened at national level in respect of GAD budgets, and describes the processes and directives in respect of local governments. The NGO partner for this study was Women's Action Network for Development (WAND). WAND was chosen for several reasons. First, it is itself a network of women's organizations, including some of the other partners, and so has a lot of potential influence. Second, WAND has previously engaged on the issue of gender and budgets, having commissioned research in 1999 on the implementation of the GAD budget policy and the gender assessment of budgets of selected local government units. It also held advocacy meetings on GAD budgets with some national agencies, and conducted workshops on GAD and local budgeting processes for its member organizations.

The first research workshop was held in August 2000 in Metro Manila. In addition to representatives of each of the NGO partners, there were participants from national government agencies and UNIFEM and several gender activist-academics. The national agencies — the Department of Budget Management (DBM), National Economic and Development Authority (NEDA), NCRFW and

Department of the Interior and Local Government (DILG) — were those which should have a direct role in mainstreaming gender in local government budgets. UNIFEM attended because they, too, are interested in supporting gender mainstreaming in budgets and hope to have a parallel project based in NCRFW but focusing on national agencies. Gender activist-academicians were invited as possible researchers and supporters of the project.

In the first workshop, participants agreed on a common framework and drew up outlines for each of the four papers in this book. Between August and October, the four teams started the research work, searching for secondary material, conducting individual interviews, holding focus group discussions, and, in Surallah, engaging in participatory planning at the barangay level.

In mid-October 2000, the teams met in Bacolod City to discuss the progress in their research, obstacles encountered, and how to address these. In mid-December 2000, they met again in Metro Manila to discuss the near-final reports, how these could be improved, and what should happen after the research. The final research reports were submitted by end of March 2001. Now the case studies are being published and launched nationwide.

SUMMARY OF RESEARCH FINDINGS

The first subsection of this part highlights key issues from each of the three case studies. The second subsection examines similarities and differences among the case studies in respect of eight key issues.

Highlights from the three case studies

Angeles City

The report highlights the key role played by IMA Foundation in introducing gender issues at local government level in the city. In particular, Angeles led the way in formalizing GAD budgeting in localities with the issuance of the GAD ordinance in 1998.

Susan Pineda, the strong leader of IMA, was a city councilor at the time of this research, but, due to a change in administration, was in the opposition. The change sparked a marked shift in relations. While the new mayor was sympathetic

to the initial GAD ordinance, key clauses of the ordinance have since been changed. There is also fairly outright hostility on the part of the politically aligned administration to IMA and its partners. This hostility prompted IMA to choose a third party, in the form of researchers from the University of the Philippines, to conduct most of the interviews and write up some of the materials. However, IMA also played a key role in that its representative accompanied the researchers and documented the interviews, and it took final responsibility for writing the report.

Many of the Angeles gender issues are colored by its history as a former US airbase. In particular, there are many prostituted women and the “entertainment” industry is an important part of the city’s economic base. IMA addresses these issues in many of its programs and activities. These gender issues also need to be reflected in the city budget.

While Angeles has a GAD budget ordinance and a GAD office, it has no GAD plan. The GAD ordinance applies to the city budget as a whole, rather than to the budgets of different departments. This provides the opportunity for some departments to assert that gender is not relevant in their work, and that other departments should rather address it. This situation adds to the confusion on how local governments and departments should comply with the budget policy. Included among the items that the city considers part of its GAD budget are many which appear to be general “social” expenditures without any clear gender focus.

Bacolod City

As with IMA in Angeles, DAWN has ensured that gender issues have been raised on an ongoing basis in Bacolod City. Bacolod’s budget ordinance and resolution require that 5% of the funds of each department be allocated for gender, rather than 5% of the budget as a whole. This has been extended to the barangay level, in that all barangay budget proposals are overseen by the women’s committee of the Sanggunian (council) and are not passed unless the requisite 5% has been allocated for gender.

As in Angeles, the NGO representative, Celia Flor, became a councilor at a time when she was part of the ruling political party but was, during the research, in the opposition. In the elections of 1998, she stood as a member of Abanse Pinay, a nationally organized women’s party. However, unlike Angeles, council

staff are not as overtly politically aligned with the mayor, and the relationship between the officials and DAWN is far more friendly. DAWN was thus able itself to do every step of the research.

The strong role of the mayor and politics is, nevertheless, reflected in the budget. An increasing proportion of the city budget is allocated to the mayor's office, and a large part of this is allocated for the employment of casuals. In the research, representatives of other departments reported their frustration that they were often not able to access even the limited funds that they were allocated.

Surallah, South Cotabato

Surallah is part of Mindanao, the poorest region of the country, and one with a significant Muslim population. For both these reasons, Mindanao has been the center of political troubles in the country over the past decades, and is also the region in which there is most support for local autonomy and federalism. Compared to the other two case studies, Surallah is noteworthy for its marginalization, ruralness, and relative ignorance of national directives and developments.

However, the Surallah experience has been one of much greater participation by ordinary people in local planning, down to the barangay level. Also, unlike in the other two case studies, local officials openly welcomed the project and have asked for further assistance from BARRIOS in mainstreaming gender and in developing gender-sensitive monitoring indicators. The openness extends up to the mayor, a progressive and open-minded man.

For BARRIOS itself, the project provided the first opportunity to focus seriously on gender. This first initiative will, hopefully, see gender integrated in some of the other participatory tools used by BARRIOS and others involved in their Barangay-Bayan Governance Project, a comprehensive program on local governance.

COMPARISON OF ISSUES ACROSS THE THREE LOCAL GOVERNMENT UNITS

The issues were chosen by the group as a whole, in an exercise in the final workshop. These were the group's overall view of what they had learnt from the process of engaging in collaborative, comparative research.

GAD budget policies

This issue provides the legal framework for the integration of GAD in the city or barangay development plans. At the outset, the absence of any provision in the Local Government Code relating to allocation of budget for gender-related programs maintains the marginalization of gender issues. There are no clear legal bases or requirements that will push local governments to give more attention to gender concerns in the communities through a gender budget, unless civil society groups advocate for it. That is why the passage of a GAD budget ordinance in Angeles City, providing for the allocation of 5% of the total city budget for GAD concerns, is considered an achievement. In Bacolod City, there is a budget ordinance and resolution requiring 5% GAD budget per department, and a policy requiring barangays to set aside 5% budget for GAD. In Surallah, there is no such ordinance at either the municipal or barangay level.

Structures

The legal basis or framework should provide structures to be set in place for the planning and implementation of a GAD budget. In Angeles City, the GAD budget ordinance has provisions for a GAD office and a GAD council chaired by the city mayor. In Bacolod City, there are GAD focal persons at the barangay level, and the local DILG takes the lead in ensuring implementation at the barangay level. In Surallah, there is no such structure.

GAD plan

All of the partner organizations emphasize the importance of a GAD plan which should provide the framework and strategy for integrating GAD concerns

in the local budgets. However, there is no such plan for the local governments involved in this project. Their efforts on GAD are still at the level of conducting gender sensitivity training, policy formulation, provision of funds for projects that concern women (sometimes as mundane as ballroom dancing), and the like. Because of the lack of understanding on the GAD budget policy on the part of local government officials and line agencies, not much has been done to elicit the participation of women's NGOs in the budget process, particularly in crafting a GAD plan for incorporation into their comprehensive development plans. This has implications in the absence of a system for monitoring budget expenditures and their impact on men and women.

Role of civil society

The role of civil society groups in pushing for the integration of gender concerns in the budget process is important. For both Angeles City and Bacolod City, the project partners mentioned the presence of a loose coalition of NGOs, which successfully lobbied for a GAD ordinance. The two cities have a strong local women's movement with dynamic NGO leaders. The NGOs maintain good relations with the media. However, these NGOs have minimal influence or participation in the budget process. NGOs based in Angeles City and Bacolod City benefit from information support and capability building assistance from national NGOs. Meanwhile in Surallah, there are only five local NGOs, and externally based NGOs, one national (IPG) and one regional (BARRIOS) which initiate and provide assistance on participatory planning processes.

Use of funds

In Angeles City, GAD funds are used for special projects by the city mayor. In Bacolod City, they are used for GAD-related training by some departments. At the barangay level, big amounts are spent for honoraria of GAD focal persons. Other expenditures are for training, livelihood assistance, drug prevention, city beautification, etc. In Surallah, GAD funds are used as "cookie jar" by the local budget officer who has complete control and discretion over their use.

Political dynamics and shifts in leadership

In Angeles City, the GAD ordinance provides for the election of an NGO leader in the GAD council. Initially, the leader was part of the majority, but because of the change in leadership, she has become part of the minority and her influence in the council decreased. In Bacolod City, NGO leaders have been elected in the city council and serve a critical and fiscalizing role in the city government. Relations between NGO leaders and government line agencies are stable. In Surallah, the municipal mayor has made the shift from being a traditional politician to a reform-oriented one.

GAD at the barangay level

In Angeles City, attribution of selected expenses to GAD concerns seems to be a common practice. However, there is a lack of awareness of national and local GAD-related policies. In Bacolod City, there is a 5% GAD budget compliance and there are GAD entry plans and focal persons and committees on women. The DILG and the local council provide oversight.

National agency involvement

In Angeles City, IMA sought the assistance of government agencies, such as NEDA, DILG, and DBM, in implementing the GAD ordinance. In Bacolod City, DILG and regional NEDA provided assistance to local governments. In Surallah, the Population Commission sponsored gender sensitivity training for local government officials using official development assistance.

CONCLUSION: CHALLENGES AND RECOMMENDATIONS

Political dynamics

Progressive and reform-minded local government officials who have the political will can help initiate and strengthen the task of mainstreaming GAD and women's participation in local governance. However, government commitment to the initiative should include building a partnership with civil

society institutions wherever possible. The utilization of the expertise and experience of women's NGOs, policy institutes, research institutions, and other agencies that focus on gender issues would supplement public resources and technical skills. It would also, over time, contribute to the building of the capability of the government officials and public representatives. Further, civil society participation will enhance the sustainability of gender budget initiatives.

Gap between policy and implementation, and between national and local levels

The Philippines is ahead of other countries in having a law about gender and the budget, as well as in having a government which is substantially decentralized under the Local Government Code (passed in 1991). But NCRFW monitoring and this and previous research show that the law is being ignored or implemented in a half-hearted way. Even at the national level, only 133 of 334 agencies complied with the 5% GAD directive. Overall, NCRFW reports that the allocation for the GAD budget stands at an average of 0.5% of total general appropriations for each year of implementation.

There are no nationwide figures for the local government level. Further research on local level figures could provide insights on whether devolution of responsibilities to the local level, as mandated by the Local Government Code, has made a difference in integrating GAD concerns in local development planning. However, as mentioned above, the absence of any provision in the code relating to allocation of budget for gender-related concerns maintains the marginalization of gender issues. There is therefore a need to amend the Local Government Code to provide for such allocation.

Problems of implementation

Lack of appreciation and understanding of gender issues

In both Bacolod City and Angeles City, the papers provide several examples of items that officials claimed were part of GAD allocation but in which the researchers found it difficult to identify a gender focus. In some cases, these strange allocations might reflect deviousness on the part of officials desperate to

complete the 5% quota. In other cases, though, it probably reflects ignorance. Officials simply don't understand what gender analysis, gender mainstreaming, and gender-friendliness mean.

In the national research, informants said that they needed more assistance from NCRFW or others as to how to integrate gender. This and previous research found that the categories used by the NCRFW in its booklets and instructions have sometimes confused officials. Many people were offended by the commission's most recent publication which lists the "no-no's", the things that may *not* be counted as part of the 5% GAD allocation. No-no's such as funding ballroom dancing for civil servants, are useful, as all the examples are drawn from real examples of GAD allocations in the past. What would also be useful, however, are examples of good practice of allocations that will more truly help to promote gender equality.

Lack of technical capability to integrate GAD

Budgeting is only one step in the government process of delivery to citizens. Before getting to the budget, a government agency needs to look at the situation of women and men, girls and boys in the community, and draw up a plan to address those needs. Only then can it see how it will raise and allocate the resources to implement the plan.

GAD budgeting is largely not integrated in general planning and budgeting cycles of government agencies. Lack of technical skills and political will have been identified as reasons for the nonintegration.

NGOs, such as IPG, which have expertise in participatory local development planning can also assist in building the capability of government officials to collect gender-disaggregated information, undertake gender-sensitive planning, and do gender-sensitive monitoring and allocation of resources. All of these steps are building blocks in the coherent system needed for gender-sensitive government provision.

Absence of a monitoring system

None of the three local governments studied have a monitoring system. In fact, this statement is probably true of the overwhelming majority of local

governments in the country. The Surallah municipality has asked BARRIOS for assistance in developing a gender-responsive monitoring system. Monitoring is necessary because there is often a big difference between what is written in budgets and what happens in practice. Monitoring needs to ensure that allocated money is spent, to record on whom the money is spent, and to check whether the expenditure has made a difference in the lives of women and men, girls and boys in the community. The lack of evaluation standards has hampered the success of gender mainstreaming initiatives. Monitoring and evaluation standards must be crafted and installed by all agencies. Currently, there is no monitoring system at all, gender responsive or not.

Lack of common understanding of the GAD policy

Conflicting issuances from the oversight agencies, such as DBM and DILG, reflect a lack of common understanding of GAD policy and its goals. For instance, DBM Local Budget Memorandum No. 32 cites an amount of 5% of all appropriations to be set aside for GAD-related projects, while DILG's Memorandum Circular No. 99-146 mentions the use of 5% of the development fund (which is 20% of the internal revenue allotment general grant from the national government) for GAD programs. This confusion creates a lot of problems in terms of local government compliance of the national budget policy. The coordination among agencies tasked to issue guidelines for implementation should be strengthened. This includes clarification and definition of their roles, functions, and responsibilities.

The Local Government Code should also be amended to explicitly include a gender budget provision. The local GAD budget should be sourced not only from the internal revenue allotment but also from all other sources of revenue. Local governments should create a mechanism to coordinate the local planning, implementation, monitoring, and evaluation of the GAD budget policy.

Role of civil society

Civil society participation in gender budget initiatives is important not only for sustainability, but also to ensure that real needs are known, to draw on expertise, and to increase democracy. NGOs, with expertise on participatory

approaches to barangay development planning, can assist local governments in formulating sectoral development priorities, in identifying effective strategies and methods to integrate gender in their local budgeting process, in encouraging women's participation in local development plans, and in monitoring budget expenditures. As mentioned above, use of the expertise and experience of women's NGOs, policy institutes, research institutions, and other agencies that focus on gender issues would reduce the demand on public resources and technical skills. Thus, collaboration between local government units and civil society in sustaining initiatives such as this is very important.

5% GAD provision versus 95% of the pie

The research began with the aim of looking at the entire 95% budget instead of the 5% GAD provision. However, project team members were faced with the reality that it is difficult to get government line agencies, local government officials, and NGOs to look beyond the 5% GAD budget. Perhaps the GAD approach has made it hard for people to move outside the framework. The challenge for everyone then is to ensure that the 5% is used in a way that promotes the gender-responsiveness of the 95%.

Next steps

In this first phase of The Asia Foundation-supported gender budget work, many of the findings of the three case studies involved general issues of process and procedure. For example, the research noted the overwhelming power of the mayor in determining budgets. Each of the studies looked at the gender-related and budget structures, how these worked, and their weaknesses. All studies noted that gender planning was usually absent and, if done, was not integrated with other planning processes. All studies also looked at what was happening at the barangay level in terms of planning and budgets. Finally, each of the studies gave a few concrete examples of what the weaknesses uncovered meant in terms of sectoral planning and delivery. These limited examples pointed to the need for further work on delivery in the sectors where responsibility has been devolved to local government level.

Delivery issues can best be tackled by focusing in on particular sectors to examine planning, budget, implementation, and impact. In the next step, research could follow an issue or problem vertically through all levels, from barangay to national, assessing its impact on women and men, girls and boys at the barangay level. It can also follow the issue horizontally, by looking at all the relevant agencies or sources of funding.

As with the local government research, the sectoral research should start with case studies rather than tackle the full range of sectors. The final choice of sectors must be made with The Asia Foundation partners. One of the criteria used in making this choice would be the extent to which a particular sector is provided for by the different levels of government. With defense, for example, there would be minimal provision at local government level as defense is considered a national competence. With many other areas, and especially the social sectors, every level of government is involved to some extent in policymaking, planning, budgeting, and implementation. It is these areas which are of most interest as they will highlight, in addition to gender disparities, possible disparities among local government units and other population groupings in terms of coverage.

Another significant criterion is the extent to which the women's and other organizations involved consider the issue an important one and are organizing around it. One of the Foundation's aims in this project is to support women's political participation and power. The issue must therefore be one around which women feel strongly and in which they can be strengthened.

For example, health is a good candidate for one of the research foci. The sector is important to women. It includes obviously gender-relevant aspects, such as reproductive health, as well as what are often seen as more general and gender-neutral aspects. Social welfare may be another research focus. This is particularly important to poorer women and men.

The budgets for health and social welfare can be relatively easily isolated as the sectors correspond to institutional entities such as departments. However, even with these two sectors there are expenditures by other entities that determine success or failure in terms of impact. For example, for health, expenditures on water and sanitation are crucial. The first phase research also revealed that the relatively large mayor's budget can be used to either support or hinder other

sectors.

Another possible approach to the sectoral research would be to choose an issue that does not have the same neat institutional link as health and social welfare have. One issue is violence against women. This is a big issue for many women's organizations and for the Angeles City partner, in particular. A focus on it would necessitate examining the national and local police budgets and other budgets (such as the social welfare one) to see how they contribute both to prevention of violence against women and to dealing with it when it occurs.

The Asia Foundation is currently mobilizing resources to continue and build on the initiatives and successes of the Gender Budget Advocacy Project. The proposed second phase of the project will include sectoral research and multilevel advocacy on gender budgeting. ♦

ACRONYMS

BARRIOS	Building Alternative Rural Resource Institutions and Organizing Services
DAWN	Development for Active Women Networking Foundation
DBM	Department of Budget Management
DILG	Department of the Interior and Local Government
GAD	gender and development
IMA	Ing Makababaying Aksyon Foundation
IPG	Institute for Politics and Governance
NCRFW	National Commission on the Role of Filipino Women
NEDA	National Economic and Development Authority
NGO	nongovernmental organization
UNIFEM	United Nations Development Fund for Women
WAND	Women's Action Network for Development

THE ASIA FOUNDATION

The Asia Foundation is a private, nonprofit NGO dedicated to advancing the mutual interests of the US and the Asia Pacific region. Drawing on more than four decades of experience in Asia, the Foundation collaborates with partners from the public and private sectors to support leadership and institutional development, exchanges and dialogue, technical assistance, research, and policy engagement related to governance and law, economic reform and development, women's political participation, and international relations. With a network of 14 offices throughout Asia, an office in Washington, DC, and headquarters in San Francisco, the Foundation addresses these issues on both country and regional levels.

COMMUNITY ACTION FOR SOCIAL ENQUIRY

The Community Action for Social Enquiry (CASE) is an NGO based in Capetown, South Africa, that works closely with government and civil society in social policy research. CASE is a leading partner in the Women's Budget Initiative, a joint initiative with the Institute for Democracy in South Africa and the Joint Standing Committee on Finance, Gender and Economic Policy in the South African Parliament.

*Gender Budgeting in the Philippines:
A Review of the GAD Budget Policy Experience*

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INTRODUCTION

Background

The Philippines' national machinery on women, the National Commission on the Role of Filipino Women (NCRFW), has been considered a model and training resource for gender mainstreaming in the Asia and Pacific region. Much of the commission's vigor is due to its partnership with organized and articulate women's organizations, nongovernmental organizations (NGOs), and networks.

Despite progress in gender and development (GAD) advocacy, however, the situation of Filipino women remains deplorable. With the government sustaining a huge budget deficit, the basic needs of women — especially in terms of health care and livelihood — have remained unmet. There is thus a need to remind the GAD proponents to “put their money where their mouth is”; not just to talk policies, but to allocate budgets in order to implement them.

Gender budgeting is a relatively new phenomenon. Australia's experience with it served as a model and inspiration to the prime movers of the Philippine GAD budget policy.

The rationale for gender budgeting is straightforward, but highly political. Simply put, every centavo spent by government has a different impact on women and men, boys and girls. Hence, budget allocations by government should be carefully determined and monitored.

In 1994, a landmark policy was approved which institutionalized the allocation of resources for the implementation of GAD programs, projects, and activities out of government's annual appropriations. This came to be known as the GAD budget policy. Six years after its implementation, this research studies

the accomplishments made so far in order to identify issues and problems, and to recommend actions to address these.

A number of reports and articles have already been written on the Philippine GAD budget policy. This particular study consolidates and updates earlier findings and attempts to analyze further the issues, especially as they relate to local development processes. As a national overview, this paper complements the case studies on local GAD budgeting in three selected municipalities.

The study has three main objectives, namely:

- ♦ to explain the national policy environment that affects gender budgeting at national and local levels in the Philippines;
- ♦ to identify problems in the gender budget policies and processes at the national level, especially as they relate to and affect local gender budgeting; and
- ♦ to propose actions necessary to address the problems.

Conceptual framework

The approach used in identifying the critical issues in gender budgeting in the Philippines is to compare the present state with the desired state. This is done according to the categories of policy content, implementation, and output. The present state is derived from the reports of NCRFW and other government agencies, as well as from interviews with key informants. Not all the items under the present state are considered “undesirable”. The desired state is reflected in the vision and goals contained in documents like the Philippine Plan for Gender Responsive Development (PPGRD) and the Beijing Platform for Action. The critical issues emanate from the gaps or discrepancies between the present state and the desired state.

The analytical framework on the issues and gaps in gender budgeting is summarized in Table 1.

Table 1.
Matrix of the analytical framework on the issues and gaps in gender budgeting.

	Policy	Implementation processes	Output
Present state	GAD budget is 5% of total appropriations	NCRFW and GAD focal points play key roles	Compliance (1999) reporting by 40% of agencies GAD budget is 0.6% of general appropriations
Issues and gaps	Total budget is not gender-analyzed	Lack of capability for gender mainstreaming, civil society participation, and evaluation standards	GAD plans and budgets are not institutionalized
Desired state	GAD is mainstreamed in programs of agencies and local government units ▼ Government budget promotes gender equity	Political commitment by government agencies GAD budgeting by competent stakeholders of government and civil society	GAD institutionalized through program development from national agencies to local government level

→ Gender equity/equality in Philippine society (empowerment of women)

SCOPE AND LIMITATIONS

The study provides an overview of the national policy context in which gender budgeting is pursued by government. It also discusses how the national policy environment contributes to, or impedes, local gender budgeting processes. It is therefore largely descriptive.

The study does not assess the impact of the interventions. The matrix above only reflects their institutionalization in government bureaucracy. The effects of gender budgeting on the lives of women and men, boys and girls, can thus only be inferred from the study.

The analysis and recommendations are based on the conceptual framework as well as input from key respondents. The study is not an evaluation of the impact of GAD budget policy vis-à-vis the goal of gender mainstreaming in government

or at the local level. The study focuses on the GAD budget policy embodied in the General Appropriations Act (GAA) allocation of 5% of the national budget, and mandates for allocation of 5% of local government budgets, rather than on the gender impact of the budget as a whole.

Key informants from all the oversight agencies directly involved in the policy issuances of the GAD budget — namely, NCRFW, Department of Budget and Management (DBM), National Economic and Development Authority (NEDA), and Department of the Interior and Local Government (DILG) — were active research respondents in the focus group discussions and interviews. However, among the national agencies that have devolved major functions to local governments, only the Department of Agriculture (DA) and the Department of Social Welfare and Development (DSWD) were selected to participate. No local government unit representatives were included since the local case studies describe the local processes.

Methodology

The methodology included review of literature, gathering of secondary data, key informant interviews, and focus group discussions. Research participants included GAD focal points of devolved line agencies; key informants from DBM, NEDA, DILG, and NCRFW; and selected representatives of leading women's organizations. The findings were consolidated, analyzed, and then presented to a research consultative group for discussion and additional inputs. This group, composed of key resource persons from DILG, NEDA, NCRFW, DBM, the academe, and other women NGOs, was the advisory body formed specifically for the research.

The document was also revised on the basis of the workshops with local case writers and the consultant for gender budget research project in the Philippines and was further validated by key research informants.

OVERVIEW OF THE STATUS OF GENDER BUDGETING

Legal mandate

The 1987 Philippine Constitution provides the foundation for GAD and its mainstreaming in the budget. It declares that “the state recognizes the role of women in nation-building, and shall ensure the fundamental equality before the law of women and men.” (Article II, Section 14) On the basis of this constitutional mandate, laws and policies were crafted in order to actualize this basic principle of gender equality. Among these were:

- The Philippine Development Plan for Women (PDPW) (1989–1992): As a companion plan to the Medium-term Philippine Development Plan, PDPW was the first major effort to raise gender issues and concerns to the level of policy discussion, formulation, and implementation. Based on intensive consultations with women’s organizations and NGOs as well as government agencies, the consolidated plan advocated the priority agenda and programs to address Filipino women’s situation.
- The Women in Development and Nation-building Act (Republic Act 7192): This law, enacted in 1992, reiterated the need to address gender inequities; encouraged national and local agencies to utilize external and domestic resources to support programs and projects for women; and mandated the allocation of a minimum of 5%, increasing to 30%, of all official development assistance funds for gender concerns.
- The Philippine Plan for Gender Responsive Development (1995–2025): An update of PDPW, but this time a long-term or “perspective plan,” the PPGRD was approved and adopted through Executive Order 273. It directed all government agencies at the national, regional, and local levels to:
 - take appropriate steps to ensure that policies, programs, projects, and strategies outlined in the PPGRD are fully implemented;
 - institutionalize GAD efforts by incorporating gender concerns when agencies formulate, assess, and update their respective annual plans and inputs to medium and long-term development plans; and
 - include GAD in the annual budget proposals, as well as in the financial plans of agencies and local government units.

Furthermore, the Philippines, as a state party to international conventions and commitments such as the United Nations (UN) Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW), the UN Nairobi Forward-looking Strategies for the Advancement of Women, and the Beijing Platform for Action, is bound to implement the provisions of these agreements and to report regularly on their implementation. The government has responded commendably to the call for strengthening of national mechanisms on women and gender mainstreaming, including the directive to provide additional resources for these.

Policy issuances

As early as November 1994, the Philippine government issued Joint Memorandum Circular 94-1 on the Integration of GAD in the Agency Plan and Budget. This circular, issued by NCRFW, DBM, and NEDA, provided the policy framework and procedures to facilitate planning and budgeting endeavors of implementing agencies for women and gender concerns from 1994 onwards.

In 1995, the General Appropriations Act included Section 27 which stated that “All departments, bureaus, offices and agencies shall set aside an amount out of their appropriations to be used for projects designed to address gender issues in accordance with RA 7192.”

Every year, since 1995 and until this current year, a similar provision on GAD has been included in the GAA. In 1996 and 1997, the provision for the first time specified that a minimum of 5% of the agencies’ total budget should be used for projects addressing gender issues. It also ordered agencies to submit reports to NCRFW and DBM on the amounts utilized for gender-responsive projects.

The 1998 version expanded the mandate to state colleges and universities and all government-owned and controlled corporations. It also required all agencies to formulate their 1998 GAD plan. Semestral reports should be submitted to Congress, DBM, and NCRFW.

The GAA for 2000 requires the following:

- ♦ formulation of a set of guidelines for the implementation of GAD programs, projects, and activities by NEDA and DBM, in consultation with NCRFW;
- ♦ formulation of a GAD plan, in consultation with NCRFW, by all depart-

ments, offices, bureaus, agencies, state universities, and colleges, government-owned and controlled corporations, and other instrumentalities; the plan shall be at least 5% of the agency's total 2000 budget appropriation; and

- ◆ submission by the agencies concerned of their GAD plans to NCRFW for review and of annual reports to Congress, DBM, and NCRFW, indicating their GAD accomplishments and accounts used for programs, projects, and activities.

Meanwhile, in 1997, mandates for the GAD budget for local governments were also promulgated. The DBM, through Local Budget Memorandum No. 28, instructed governors, mayors, barangay chairpersons, Sanggunian (local and provincial councils) members and other concerned local officials to set aside "a minimum amount of 5% out of the 1998 appropriation... for projects designed to address gender issues in accordance with R.A. No. 7192." Currently, Section 9.6 of the Local Budget Memorandum 32 dated June 15, 1999 and Memorandum Circular 99-146 dated August 16, 1999 issued by DILG, serve as the government mandate for local government units.

The latter circular is important because it attaches Joint Circular No.99-4 of NCRFW, DBM, and NEDA, prescribing the guidelines for the implementation of GAD-related programs, projects, and activities, and emphasizing the requirement of a GAD plan. It has, however, also sown some confusion because it talks about implementing GAD programs "using the 5% development fund". All other issuances had referred to the use of 5% of the total appropriation, while this document seemed to limit the allocation to 5% of the development fund, which in turn is supposed to be 20% of the local government budget.

Evolving guidelines on GAD budget implementation

Over time, a range of guidelines have also been issued to explain how the GAD budget policy can be implemented by national agencies and local governments. These include the joint memorandum circulars, implementing rules and regulations for RA 7192, and primers published by NCRFW.

One of the guidelines initially required that all agencies report on their budget

allocations for their GAD programs, projects, and activities in terms of three categories:

- ♦ gender mainstreaming – programs, projects, and activities toward mainstreaming gender in the development agenda/process, e.g., policy research, redesign of programs, etc;
- ♦ building institutional mechanisms – programs, projects, and activities, such as the development of a gender-responsive database, gender sensitivity training, or strengthening focal points, that support the integration of GAD in regular agency processes and functions; and
- ♦ women-specific – programs, projects, and activities that respond to the practical needs of women, e.g., helping them perform their current roles more easily, reducing their workload, improving services for them, etc.

Unfortunately, the confusion revealed in the reports and in continuing questions from the agencies shows that this typologizing of GAD programs, projects, and activities tended to promote a “stand-alone treatment”. This was tackled in an unpublished study in 1998, “Budgeting of GAD: a Review and Refocusing” by Melissa Toby Monsod, who states that “it is apparent that the more basic confusion persists, namely, taking the GAD budget out of context and treating the GAD budgeting exercise as a process *independent* from GAD planning, or worse, as a *substitute* for it.”

Joint Circular No.99-4, issued in May 1999, sought to remedy the problem by clearly directing that the process starts with the preparation of the agency’s GAD plan. It de-emphasized the 5% allocation and instead stated, “The implementation of the programs, projects, and activities identified in the GAD plan shall be provided an amount equivalent to the percentage authorized in the Annual Appropriations Act.” However, the following sentence suggested that the percentage was a maximum as well as a minimum: “No other additional funds from other sources shall be released to agencies for the purpose.”

The annex to this joint circular further provided for a new categorization of programs, projects, and activities into:

- ♦ input or startup – efforts towards starting or facilitating gender mainstreaming in the agency’s functions and systems, policies and programs;

- ◆ mainstream – the agency’s regular programs, projects, and activities that have been reviewed as to their gender responsiveness or new ones that have been designed to address gender issues and concerns.

See Table 2 for examples of programs, projects, and activities under the revised categorization.

Table 2. *Programs, projects, and activities in the economic sector under the revised categorization.*

Input/startup	Mainstream
<ul style="list-style-type: none"> • Capability-building and echo of gender sensitivity training and gender-responsive planning down to the provincial level • Provision of opportunities for housewives to acquire skills and livelihood training, participate in trade fairs and other promotional activities, become members of associations and cooperatives, and gain access to fund sources 	<ul style="list-style-type: none"> • Credit assistance • Livelihood-training programs for women’s groups in dairy farming • Inclusion of gender concepts in training programs for farmers

Source: NCRFW (1999).

Confusion can, however, still ensue. On one hand, gender training designed to create an enabling environment that starts mainstreaming in the agency can be an input/startup activity. On the other hand, when the gender training attended by women and men is part of the agency’s planning and budget process, it can also be categorized as mainstream. There is thus a need for further clarification and refinement of the revised classification.

Some of these issues are being addressed through the “GAD budget policy primer” published by NCRFW, which updates the earlier booklet, “Question and answer on the implementation of the GAD budget policies”.

Performance at the national level

Four documents have so far been published by NCRFW showing the performance of line agencies as far as compliance to GAD budget policy is concerned. These are: “The Women’s Budget, Philippines, 1995-1996”; “1998 Agency GAD Budget Allocation Report”; “Philippine Government’s Budget for

Gender and Development, 1995-1998"; and "Planning and Budgeting for Gender Equality: the Philippine Experience (1999)".

The most recent of these publications recounts the GAD budget experience and performance of government line agencies from 1995 to 1999; presents an analysis of the 1999 GAD plans of government agencies; and recommends more effective policy implementation. Table 3, which is drawn from this publication, indicates a steady increase in the number of line agencies submitting reports as well as in the amount of GAD allocation. However, the number of these agencies is still low, i.e., only 133, or 40%, of the 334 agencies reported in 1999. The same is true of the annual GAD budgets which have an average of only 0.5% of the total annual general appropriations for the period covered.

In 1998, NCRFW attributed the low rate to a number of factors. First, NCRFW was mandated to monitor only the executive branch, and not the judicial and legislative branches, yet the total appropriations emanate from the three. Second, the categories used for reporting were not helpful. Many of the reporting agencies could not classify their GAD programs, projects, and activities into the predetermined types of women-specific, building institutional mechanisms, and gender mainstreaming (Honculada and Ofreneo 2000). Further, some line agencies, including those belonging to the GAD budget oversight committee, have not been consistent in their submission of GAD budget compliance reports.

GAD and the Local Government Budget

The principle of local fiscal autonomy is enshrined in the 1987 Constitution, which guarantees freedom of local governments from interventions by the national government. Article II, Section 26 states: "The state shall ensure the autonomy of local governments."

Table 3. Agency compliance with GAD budget

Aspect	1995	1996	1997	1998	1999
Number of agencies reporting	19	15	71	69	133
Amount of GAD allocation (in P billion)	1	1.3	2.8	2.7	3.4
Amount of GAD allocation (as % of GAA)	0.3	0.4	0.6	0.5	0.6

Source: NCRFW (1999).

As to sources of income, Article X, Section 6 provides: "Local government units shall have a just share, as determined by law, in the national taxes which shall be automatically released to them." Under Section 284 of the Local Government Code of 1991, the "just share" is 40% of the national internal revenue taxes based on the collection of the third fiscal year preceding the current fiscal year. This share is also known as the internal revenue allotment (IRA). In addition, local government units should receive a 40% share of the gross collection derived by the national government in the preceding year from the utilization and development of the national wealth within their territorial jurisdiction. The Local Government Code also specifies that portions of the amount shall be set aside for local government units' development projects. The allocated shares from national income and wealth are divided among the units, based on a formula that considers their respective population and land area.

The IRA has unfortunately been subject to "raiding" by national government. This has resulted in increased tensions between national and local processes that have been resolved only through legal battles. For example, through Administrative Order 372 (1997), former President Fidel V. Ramos imposed a 10% withholding of IRA as a cost-cutting measure of the government. This was finally ruled unconstitutional by the Supreme Court (*Pimentel vs. Aguirre*, GR No. 132988, July 19, 2000) because it violated the provision on automatic release of IRA.

In 1999, Congress reduced IRA by P10 billion by classifying this amount as "unprogrammed expenses," meaning that the appropriation would be released depending on the availability of funds. The action is presently being challenged in a case brought to the Supreme Court. Meanwhile, the cut in IRA also means less funds at local government level that can be accessed for gender programs, projects, and activities. These encroachments and their legal complications further confuse, delay, and undermine budgeting and implementation of plans.

There are, however, windows of opportunity and alternative sources for local government units to be able to address gender concerns other than the IRA. Article X, Section 5 of the Philippine Constitution states: "Each local government unit has the power to create its own sources of revenue and to levy taxes, fees and charges subject to such guidelines and limitations as Congress may provide, consistent with the basic policy of local autonomy. Such taxes, fees and charges shall accrue exclusively to the local governments."

There is, however, no reference in the IRA provision in the Local Government Code to any portion of the allocation being used for gender-responsive programs, projects, and activities. It was only in 1997 that Local Budget Memorandum No. 28 was issued directing local governments to set aside a minimum of 5% out of the 1998 appropriations to be used for these. Presently, the localities' gender budgeting is based on Section 9.6 of Local Budget Memorandum 32 issued by DBM and on Memorandum Circular 99-146 by DILG. The former states that a minimum of 5% of the year 2000 appropriation shall be set aside to address gender issues in accordance with RA 7192.

The absence of any provision in the Local Government Code relating to allocation of budget for gender-related programs maintains the marginalization of gender issues. There is no clear legal basis for pushing local governments to give more attention to gender concerns in the communities through a gender budget. Only GAAs and the executive issuances provide a direction to local governments on this matter.

Among dozens of other memoranda and orders issued by DILG, the memorandum on the GAD budget is easily overlooked. The lack of information is illustrated by the fact that, out of more than 300 women local officials attending the GAD conference sponsored by the organization Women in Nation Building, only one in five had heard about the local GAD budget policy. The rest were ignorant of the policy, and were very glad to learn of this possible source of funds.

Another issue is the confusion in understanding of the GAD budget policy for local government units. One source of confusion is the difference in the issuances with regard to whether it is 5% of the total budget or 5% of the development fund. Another source is the lack of understanding among local officials of what constitute GAD programs, projects, and activities.

As at the national level, there is the tendency for local governments to focus on the 5% that may be allocated for women. The crucial issue of gender planning has been neglected. Thus, research by the Women's Action Network for Development in 1998 that involved case studies assessing the budgets of four local government units with regard to GAD, found that:

- ♦ Local government efforts on GAD are still at the level of conducting gender sensitivity training, policy formulation, formation of a women's

committee under the Sanggunian, and provision of funds for the conduct of activities and implementation of projects which are deemed necessary by women's groups and NGOs. The initiatives are one-off or short-term in nature, with the exception of the support for the women's crisis center in Bacolod City, and for the women's committees in other sites.

- ♦ More often than not, it is DSWD, and to a certain extent, the Department of Health, which is relied on to implement or provide funds for women-related concerns. Other budget items considered are those falling under the social reform agenda of the economic development fund or the non-office expenditures. The budget items are not necessarily planned. They are often carry-over of years of program implementation.
- ♦ There is as yet no systematic integration of gender in the local development planning and budgeting processes. The studies, however, show opportunities for such integration. For example, in the municipality of Irosin in Sorsogon province, a multisectoral GAD committee was formed. This committee can lead the processes and coordinate with the local development council.

The mandate on the GAD budget for local governments was promulgated only in 1997 and implemented beginning 1998. There is, however, no provision for monitoring implementation. Even though Memorandum Circular 99-146 adopts Joint Circular 99-4, addressed to national agencies, for use by all local governments, it is not clear how they will follow guidelines and processes meant for the national agencies. These include submission of their GAD plans to NCRFW, quarterly reporting to DBM, and finally submission of annual reports for consolidation by NCRFW for reporting to Congress. While DBM has regional offices, they have thus far not been exercising their power to disapprove local government budgets based on the lack of a 5% GAD budget.

A basic prerequisite to the implementation of gender budgeting at local government level is the presence of people with capability for gender analysis and planning. The NCRFW had pilot regions for gender mainstreaming — in particular, Regions 1, 8, and 10 — where capacities of GAD focal points in the regional agencies as well as academe were developed. However, the programs

were for regional rather than local levels. Further, there is still a great need for far more gender resource persons and trainers in order to propagate gender budgeting among local governments.

Finally, despite all these shortcomings, the 5% GAD budget is clearly useful in funding concrete GAD needs at local level. One approach used by women's NGOs is to identify concrete projects based on their local women's agenda, and lobby for funding support for those projects from the 5% allocation for GAD in the local budget. This simple form of gender budgeting may be a practical way to approach the process for many local governments.

The National Commission on the Role of Filipino Women

The NCRFW, the government's central policymaking and coordinating body for women and gender concerns, can only do so much in terms of technical assistance on gender budgeting. It has about 20 staff to assist 334 government agencies, in addition to about 1,700 local government units.

After its chairperson's successful lobbying for the adoption of the GAD budget, what NCRFW has done in terms of ensuring that the GAD budget stays in the law and that the mechanisms for its implementation remain in place is commendable. The commission attends budget committee hearings in Congress to make sure that line agencies integrate a GAD plan and budget in their budget proposals to DBM and Congress. It engages in informal dialogues and negotiations with key line agencies. It also conducts orientation activities with government agencies on GAD mainstreaming and budgeting.

In 1999, NCRFW introduced performance-based budgeting through the DBM-NEDA-NCRFW Joint Memorandum Circular. What this means is that those who are unable to comply with the implementation of GAD budgeting stand to lose at least 5% of their funds.

The focus group discussions and personal interviews with key informants from oversight and devolved agencies revealed that they view NCRFW's role as providing technical assistance to agencies, as well as pursuing continued advocacy within government for gender-responsive policies. The informants, while appreciative of NCRFW's training and education initiatives in the past, note that

its efforts seem diffused. They would like the commission to focus on practical, simple, and workable tools and how-to's as well as clearer guidelines. A listing of possible GAD programs, projects, and activities *per agency* is also strongly recommended.

Given NCRFW's human and material resource limitations, it is unrealistic to expect them to address all the problems. The solution lies largely in the entire bureaucracy's political commitment to pursue gender equality in the country.

It is also crucial that NCRFW strengthens its ties with NGOs based not just in the Metro Manila or National Capital Region but also in the other regions. Resource persons on GAD from civil society organizations, including gender trainers from academe, can help provide technical assistance to local governments on gender analysis and planning.

Civil society and the government's budget process

So far, civil society organizations have not played a significant role in the effective implementation of the GAD budget at the national level. Budget advocacy, while often cited as a key strategy, has not been systematically pursued by NGOs and people's organizations. In order to assert their rights and demand public accountability from government more strongly, they should equip themselves with technical skills to scrutinize government's fiscal policy, processes, and mechanisms. Commitment and competence must go together.

Dr. Leonor Magtolis Briones, former head of the National Treasury, and previously an activist on repudiation of the country's foreign debt, outlines the avenues by which civil society, especially women's groups, can influence the budget process of government. She cites the tendency to assume that the budget process takes place only in Congress, which explains the concentration of advocacy actions in the legislature. She argues that gender and other budget reform advocates should understand how both the executive and legislative branches of government actively participate in the budget process. The budget process includes preparation, legislation, implementation, and accountability. It is important for gender advocates to identify the key players in each stage of the process.

Briones underscores that it is during the budget preparation that additional

mileage can be gained by women through lobbying with line agencies and DBM. At this stage, budget levels are not yet finalized and are thus more open to negotiation and compromise. Intense bargaining happens here. When DBM presents the integrated budgets to Congress, more than half of the opportunities for intervention are already gone. During budget legislation, intervention becomes very minimal. The intervention of congresspersons is limited since at this point the national budget is practically airtight.

At the local level, there are parallel processes. The stages are practically the same for the national and local levels even though the responsible government bodies are different. The legislative body is the local Sanggunian while the executive one is the city or municipal mayor or governor. Moreover, the city, municipal, and provincial development councils, which are required to have civil society participation, play a major role.

Local budgeting may not seem as complicated as the national process because of the huge difference in plans and pesos, but the tendency of the local chief executive to choose grand infrastructure projects can present a major obstacle to GAD budgeting. On the other hand, the easier access of citizens to local officials who are decisionmakers on the budget makes lobbying less daunting. At both levels, the challenge to undertake timely advocacy interventions is tremendous.

Philippine civil society has not harnessed the opportunity provided by the budget process of government for gender equality and other causes. Activists have not seriously scrutinized the government budget. While technical capability to do budget advocacy could be a factor, institutionalized corruption and lack of transparency in the bureaucracy serve as major deterrents for private citizens and civil society as a whole to influence the budgets of government. But it is high time that citizens assert their rights to public accountability.

In recent years, women's groups have seen that the next stage beyond the focus on GAD is gender and governance. They realize that lobbying outside the corridors of power can only get women so far, and that until women themselves are in position, their concerns will remain marginalized. Their attempts to gain public power, and create a "transformative" politics have already shown some impact on gender budgeting at local levels.

GAD Experiences of Other Countries: Lessons Learned

Materials on gender budget experiences of countries, such as South Africa, Australia, and those involved in the Commonwealth Secretariat initiatives, provide a wealth of learning. Important insights on Philippine gender budgeting strategies can be gained by making a comparative study.

The following lessons are culled from the experiences of other countries with gender budget initiatives:

- ◆ All the governments concerned have found that the approach is useful for addressing gender-specific issues. They recognize that this approach enables them to target public expenditures and provide more effective public services for women and other important target groups.
- ◆ Effective implementation requires the understanding, involvement, and commitment of all stakeholders — senior government officials and technical officers, women's NGOs, policy institutes, researchers, academics, and international agencies.
- ◆ Implementation of the gender budget project requires inter-ministerial or inter-departmental collaboration; allocation of adequate resources, especially time, by officials; and building up of the technical capacity needed for implementation of the project through ongoing training.
- ◆ The project needs to be led by the Ministry of Finance although the ministry responsible for women's affairs plays a catalytic role.
- ◆ Engendering the national budget is a process that can only be developed over a long period of time. The timeframe required to incorporate a gender perspective in national budgetary process is dependent on the magnitude of gender inequality; the priority given to gender issues in the development agenda; competing demands on government capacity and resources; and availability of sex-disaggregated data.
- ◆ Government commitment to the initiative should include building a partnership with civil society institutions wherever possible. The utilization of the expertise and experience of women's NGOs, policy institutes, research institutions, and other agencies that focus on gender

issues would reduce the demand on public resources and technical skills. The involvement of civil society can also enhance the sustainability of the initiative.

Other countries' experiences also underscore the importance of engendering the planning cycle as well as mainstreaming GAD in the budget of government. A further critical ingredient for effective GAD budget policy is strong civil society and government partnership. Integration of gender budget policy in the macroeconomic policy of government is also important.

A framework that should be considered to enhance Philippine gender budgeting is that developed by Diane Elson, a leading feminist economist, which emphasizes unpaid labor and the reproductive sphere or care economy. Elson's thesis is that mainstream economic policy does not take into account the domestic (or "reproductive") and the voluntary community work, which together constitute an unpaid "care" economy. The care economy is vital in developing and maintaining the health and skills of the labor force and the social framework, i.e., the sense of community or civic responsibility, the norms and values. Domestic and community activities tend to be ignored and not brought into economic policy. They are not generally considered economic activities, but rather "social roles". In the Philippines, there is a need to investigate the relationship between the large unpaid care economy and the budget, particularly considering the huge budget deficit which transfers the burden for social services onto women's shoulders.

FINDINGS

Budget policy

The focus of Philippine GAD budget policy on the 5% allocation for GAD has tended to make advocates lose sight of the 95% of the budget. The goal of making the total budget, whether at national or local levels gender-responsive is often forgotten. The approach has also even replaced the crucial step of gender planning in some agencies. The 5% GAD budget has been successful as an advocacy tool for providing resources for GAD. The concept of gender budgeting would have

been more difficult to grasp, and might not even have been noticed without a specific amount being cited. This is especially so in communicating the policy to local governments.

The use of legal instruments, including memoranda, orders, and joint circulars is crucial in pushing for gender mainstreaming on the ground. However, the documents should be carefully prepared to eliminate confusion. The inconsistent issuances coming from members of the oversight committee on GAD budget reflect a lack of common understanding of GAD policy and its goals, especially among top management of these agencies. The citing of “5% development fund” in Memorandum Circular 99-146, in contrast to all other previous issuances, raised questions among local governments and provided an excuse for noncompliance with the order.

In addition, there is a general lack of understanding of what constitutes gender-responsive programs, projects, and activities. The problems as expressed by agencies are the absence of clear guidelines and inadequate explanations on the bases for the list of nonacceptable programs, projects, and activities for GAD funding issued by NCRFW. These problems are rooted in the lack of capability on gender analysis and planning in agencies and local government units. The NCRFW has resisted the more direct route of identifying the gender issues and possible programs, projects, and activities for agencies and has, instead published Q and A primers to guide the agencies. Many of the agencies, however, seek more specific commentary and direct technical support.

Systems and processes

The roles and functions in respect of GAD budgeting for members of the oversight committee are not clearly delineated. This results in snags in implementation and false expectations among the oversight committee members. There is a lack of standards for evaluation and a lack of appropriate indicators. Monitoring of the compliance of agencies is based on their diligence in reporting.

The monitoring of the local GAD budget implementation cannot be performed by national agencies, including those devolved under the Local Government Code of 1991, since local government units are no longer accountable

to national agencies. However, a system of incentives for reporting on local GAD budgeting could have been developed so as to generate information and document success stories as well as problems.

GAD budgeting is generally not yet integrated into the general planning and budgeting cycles of government agencies. Lack of technical skills and political will in this area has been identified as major reasons for the non-integration. At the same time, researchers, such as Toby Monsod, have noted that the overall planning and budgeting cycles of government are flawed. In particular, there is no congruence between the local government planning cycle and the national planning cycle.

A basic issue in terms of implementation is that in some cases, including both national agencies and local government units, budgets are not released as allocated. This situation reflects on the integrity and commitment of the leadership, but may also be due to problems of bureaucratic processes and budget cutbacks. The reality is that it is almost always the budget for women that is cut or unreleased. This reveals a basic disregard for gender concerns.

People

The fast turnover of agencies' GAD focal persons has contributed to the lack of technical capability and political will in gender budgeting. The speedy turnover can be attributed not only to the change of political administrations but also to lack of long-term planning and sustained gender resource development. Since people manage structures, it is critical that more resources are invested in developing attitudes, skills, and knowledge. At present, it seems that gender analysis and gender-responsive planning have not been prioritized by key decisionmakers in the bureaucracy.

Lack of support from public officials and political leaders makes implementation of GAD budget an uphill struggle. Support emanating from public officials, including the highest leadership, is crucial for initiatives such as gender budgeting to prosper. At the local level, the officials who are closer to gender issues on the ground may be more supportive, especially of specific projects. Political dynamics between opposing political camps tend, however, to play a role in the success or failure of these initiatives.

Civil society plays a very significant role in ensuring the institutionalization of any policy, including GAD budget. The present weak engagement of civil society threatens the sustainability of the GAD budget policy. However, at local level the advocacy for GAD budget implementation has often been initiated and steered by civil society leaders, including those who have gained positions in local development councils or Sanggunian.

RECOMMENDATIONS

Several recommendations emerged from the focus group discussions and interviews with key informants as to how to address some of the major gaps and problems in the GAD budget policy. The proposed actions are as follows:

1. While the GAD 5% budget policy can be maintained to avoid further confusion, compliance with the targeted amount should be de-emphasized as a key result. The present efforts of NCRFW to build the capabilities of agencies on gender planning should instead be intensified.
2. The Local Government Code should be amended to include an explicit gender budget provision. This will not be an easy advocacy project but it will be strategic in terms of widening the discussion on gender budgeting and tapping allies in the coming 12th Congress.
3. Issuances must be harmonized and coordination should be strengthened among agencies tasked to issue guidelines for implementation. This action includes clarification and definition of the agencies' roles, functions, and responsibilities.
4. Practical, simple, and workable tools and guidelines on gender mainstreaming should be developed to respond to expressed needs of agencies and local government units. While avoiding the pitfall of taking over the gender planning of the agencies, NCRFW can initiate more training workshops to help them develop their programs, projects, and activities. It is also proposed that examples of good practices and not just of the "unacceptables" be given to all agencies of government, including local government units. Orientation workshops on gender-responsiveness as well as on the entire budget process should be made a

- joint undertaking of the oversight committee, with DBM as lead.
5. The gender-responsive programs, projects, and activities should be included in the baseline budgets of agencies to prevent the possibility of their being affected by budget cuts.
 6. Expertise in both budgeting and gender must be developed among key personnel of all agencies, but starting with the oversight agencies. This must be prioritized considering its importance in the operationalization of gender budgeting. The DILG must ensure that local governments do the same by providing technical support. Government training institutions such as the Local Government Academy should be mandated to include GAD planning and budgeting in their curricula.
 7. Monitoring and evaluation standards must be crafted and installed by gender budget-concerned agencies. This task should be undertaken by DBM with NEDA, DILG, NCRFW and also the Civil Service Commission.
 8. Consultations between national and local GAD budget implementors should be held regularly to improve the implementation of the policy.
 9. The local government units should create a mechanism to coordinate local planning, implementation, monitoring, and evaluation of the GAD budget policy. Local budget officers should be trained in gender budgeting. The local GAD budget should be sourced not only from the IRA, but also from other revenue sources.
 10. Stakeholders, especially NGOs, should know planning and budgeting processes and corresponding schedules to be able to engage in timely advocacy actions. This subject should be added to NGOs' gender education programs.

CONCLUSION

This overview of the experience of gender budgeting in the Philippines has shown some of the gains and problems in the GAD budget policy earmarking a minimum of 5% of budgets of national agencies and local governments for GAD. In the past six years, the GAD budget has definitely been effective in providing funds for important GAD programs, projects, and activities. The 5% GAD budget policy has also been useful as an advocacy tool, presenting a concrete and doable target in terms of GAD results. However, the policy has its weaknesses, particularly

with regard to mainstreaming of gender in the entire budget. It has been valuable in catalyzing GAD programs, but needs improvement to ensure real gender-responsiveness of these. Fortunately, some improvements have already been made and efforts continue, both at the level of policies and guidelines and in implementation systems.

The study highlights the key role of lead agencies in the development of guidelines for more effective implementation and in oversight. In their efforts, capability-building of GAD advocates, resource persons, and practitioners remains a basic need.

Finally, civil society involvement is crucial, especially in local GAD budgeting. While policies emanate from the national agencies, their dissemination and implementation are often dependent on the committed advocacy of women's organizations on the ground.

With the dynamic interaction of all stakeholders — government and civil society, national and local agencies and units — the prospects for gender budgeting in the Philippines are auspicious. ♦

ACRONYMS

CEDAW	United Nations Convention on the Elimination of All Forms of Discrimination Against Women
DA	Department of Agriculture
DBM	Department of Budget and Management
DILG	Department of the Interior and Local Government
DSWD	Department of Social Welfare and Development
GAA	General Appropriations Act
GAD	gender and development
IRA	internal revenue allotment
NCRFW	National Commission on the Role of Filipino Women
NEDA	National Economic and Development Authority
NGO	nongovernmental organization

PDPW	Philippine Development Plan for Women
PPGRD	Philippine Plan for Gender Responsive Development

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WOMEN'S ACTION NETWORK FOR DEVELOPMENT

The Women's Action Network for Development (WAND) is a national network of women's organizations and NGOs with gender programs that was organized in 1990 in order to strengthen gender advocacy and practice in development work. It supports training and linkages among its members especially on the areas of responding to violence against women; women and governance; and economic empowerment of women.

WAND also spearheads gender advocacy as a member of other networks such as the National Peace Conference, the Civil Society Counterpart Council for Sustainable Development, and the NGOs for Integrated Protected Areas.

*How Much Really Goes to Women?
A Case Study on the GAD Budget
in Angeles City*

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INTRODUCTION

This case study focuses on the budget process of the Angeles City government and how the gender and development (GAD) budget is being utilized. It also looks at the remaining, bigger chunk of the budget and how it affects the lives of women. It further discusses the legislative advocacy of the Angeles City Women's Coordinating Council (ACWCC) as spearheaded by Ing Makababaying Aksyon (IMA) Foundation.

The specific objectives of the study are as follows:

- ◆ to describe the history of the institutionalization of the GAD budget and ordinance in Angeles City;
- ◆ to describe and understand the processes followed in preparing the city budget for Angeles City;
- ◆ to examine the gender perspectives of stakeholders in the formulation and implementation of the GAD agenda; and
- ◆ to analyze allocations and expenditures in Angeles City in terms of GAD and women's concerns.

This paper tackles the following:

- ◆ methodology and background in terms of legislation, policy, and developments in local government;
- ◆ description of Angeles City and its economy;
- ◆ background to the passing of the city's GAD ordinance and comparison of the original and amended versions;
- ◆ roles and perspectives of key players in enacting and implementing the ordinance;
- ◆ process of how the GAD budget was sourced, allocated, and spent in recent years, with a description of experiences of four barangays with

- ♦ GAD budgeting;
- ♦ the 95% of the budget, the part that is not specifically allocated for GAD;
- ♦ the views of different stakeholders of the impact of the GAD ordinance and budget; and
- ♦ insights and recommendations on gender mainstreaming.

Methodology

The research design and instruments were prepared by research consultants and discussed in a meeting with representatives of IMA Foundation. Local government executives such as the city mayor, heads of line agencies, and representatives of committees of the city council were chosen as key informants on the basis of their positions and key roles in the city budget process. They were asked to articulate their gender perspectives; describe the line items of the budget; explain the processes followed in preparing the budget for Angeles City, the basis for allocation and expenditure; and identify the city's revenues so as to make recommendations on how best to address GAD concerns through the city's budget.

A focus group discussion was conducted with the core nongovernmental organization (NGO) members of the ACWCC. The discussion provided information on the history of the institutionalization of the GAD budget and ordinance. Participants were asked about their specific roles in the coalition in advocating the women's agenda and others as well as about their gender perspectives.

Case studies on the GAD budget were conducted in four selected barangays to examine how the city GAD budget was being appropriated and spent at the barangay level.

Legislative and policy background

The government's commitment to uplift women in the Philippines began to be felt in the mid-1970s in response to the United Nations Declaration of International Women's Year (1975) and the First Decade for Women (1976-1985). Significant developments for the advancement of women have included the adoption by the national government of the Philippine Development Plan for Women (1987-1992) and its successor, the Philippine Plan for Gender Responsive Development (1995-2025). The latter continues to serve as government's blueprint

for action in comprehensively addressing women's concerns. Other important steps included the passage of the Women in Nation-Building Act or Republic Act (RA) 7192 which "promotes the integration of women as full and equal partners of men in development and nation-building"; the passage of the new Family Code; and incorporation in the Philippine Medium-Term Development Plan of policy statements on GAD.

RA 7192, in particular, provides that a portion of funds received through the official development assistance (ODA) be set aside by government agencies to support activities for women. The implementing rules stated that in 1993, at least 5% of these funds should be allocated in "support of programs/projects that mainstream/include gender concerns in development". It stated further that the percentage should increase from 5% to 10-30% in subsequent years. The act also enjoined all departments to ensure that Filipino women benefit equally and participate directly in their programs and projects. To ensure implementation, RA 7192 further directed the bureaucracy to "review and revise all their regulations, circulars, issuances and procedures to remove gender bias therein."

NGOs and local governance

Local governments, because of their proximity to communities, are often seen as an effective avenue to undertake interventions for the people in general. But it is the NGOs, which are community-based, that provide direct linkage with the grassroots. Thus, within the context of addressing issues of equity for the disadvantaged and increasing direct participation in governance, the role of NGOs is very important. The Local Government Code itself has institutionalized NGO participation in government.

NGOs are involved in practically all spheres of activities: political, economic, and sociocultural. Social development NGOs are often supportive or advocates of women's agenda. Over the last two decades, NGOs have been seen as agents of development from below. Their strengths are their small size, responsiveness to the community, efficient operation, and innovativeness. The nature of NGOs' work has instilled in them a sense of commitment. They continuously acquire knowledge of the conditions and cultures of the poor.

Partnership between local governments and NGOs can have synergistic

impact on local development with great benefits for both women and men in the community. Unfortunately, full realization of the success of such relationships has remained elusive. Further, when it comes to integrating gender in local policies, decisions are still heavily influenced by the gendered attitudes of policymakers. A common perception remains that NGOs and governments are mutually exclusive in their approach to issues and the means to address them.

Thus, for NGOs to have effected the passage of a GAD ordinance at the local level, as the ACWCC did in 1998, is no mean feat. Led by City Councilor Susan Pineda — founder and executive director of IMA, a regional feminist institution based in Angeles City, Pampanga, Philippines — 16 NGOs and peoples' organizations (POs) joined hands with local government agencies and organizations to formulate the Angeles City Women's Agenda. They then pushed for a local GAD ordinance as a mechanism to implement this agenda.

THEN AND NOW: GLIMPSES OF ANGELES AS A CITY

Angeles City, first a town of Pampanga and then chartered as a city in January 1964 by virtue of RA 3700, mainly evolved from the needs of the former Clark Air Base and some 9,000 troops of the 13th United States (US) Air Force stationed there.

At the time of the eruption of Mt. Pinatubo in June 1991 and the pullout of American troops following the rejection of the extension of the Philippine-US 1947 Military Bases Agreement in September 1991, the service sector comprised the bulk of employed persons. This included some 18,000 prostituted women and some 5,000 others in the restaurant and hotel business. The service sector also included nearly 35,000 direct and indirect hire base workers, half of whom were women employed as office and maintenance workers and domestic helpers. The limited manufacturing sector was also attuned to the needs of the Americans for furniture, handicrafts, and souvenir items. A thriving post-exchange (PX) industry — the buying and selling of imported products smuggled out of the base — was likewise largely made up of women who made fortunes striking deals with dependents of American service people. The agricultural sector accounted for less than 2,000 hectares, mostly planted to sugarcane, rice, and

root crops by lowland farmers and Aetas, an indigenous group found in Luzon.

The American-run military facility impeded the development of a self-reliant local economy and thus also of women. To survive the limited productive opportunities in the urban setting, many women were forced to sell their bodies, engage in illegal trading, or suffer from low wages. The twin tragedy of the eruption and the pullout of the Americans debilitated Angeles City and its residents.

Population size and growth

The total population of Angeles City as of latest census conducted by the National Statistics Office in May 1, 2000 is 263,971. Household population is 263,360 with 55,769 total numbers of households and with an average household size of 4.72. Labor force is pegged at 94,000 with 84,000 employed and 10,000 unemployed.

In 1995, Angeles City had a young population in that more than one-third of the population was under 15 years of age. However, there was an unusually large proportion in the age group 15-19 years old. This could be attributed to the immigration of teenagers, mostly females, primarily for work. The dependency ratio was 62%, i.e., for every 100 persons in the working group (15-64 years old), there were 62 dependents (57 persons under 15 years of age and 5 persons, 65 years old and over). The number of males and females was more or less equal. Average daily wages for agriculture, retail, and service sectors were between ₱100 and ₱133.

Employment and economy

In the mid-1990s, some 82% of the 173,000 labor force of Angeles City earned their income as workers in service establishments, 15% was employed in manufacturing, while 2% was engaged in agriculture. One-third of service establishment workers in the city were in the retail or wholesale trade. The proportion of those who worked for private business or farms was higher among men (62%) than among women (47%). Conversely, the proportion of those who worked for private households (domestic services) was higher for women than

for men (14% against 4%). Likewise, the proportion of women (24%) who were self-employed was higher than that of men (21%).

Among the 150,982 persons 15 years old and over, only 14% had trade skills. Some 72% of those with skills were men. The proportion that acquired trade skills through experience or apprenticeship was higher among men (67%) than among women (44%). In contrast, the proportion that acquired trade skills through schooling was higher among women than among men (42% against 24%).

North of the city lies the Clark Special Economic Zone (CSEZ) which is composed of the former Clark Air Base Military Installation and other adjacent areas included in the 1947 military bases agreement. After the creation of the CSEZ in 1993, some 180 industrial, commercial, tourism, and aviation-related projects were approved by the Clark Development Corporation (CDC). As of February 2000, some 22,303 workers were employed inside the zone, with the highest percentage (35%) coming from Angeles City.

CDC figures as of December 1999 revealed that garments accounted for the highest percentage (57%) of employment, followed by electronics (28%), general manufacturing (11%), and furniture (4%). About 67% of the workers in the two largest sectors were women. Women also outnumbered men in commercial projects. Only 47% of all CSEZ workers were regular employees while 31% were contractual and 22% were on probation. Around 74% occupied rank and file positions; 7%, supervisory; and 3%, managers.

Despite the employment provided by the CSEZ, for the period 1991-1997, the Overseas Workers Welfare Administration recorded 13,035 overseas Filipino workers (OFW) from the city, the highest in the whole province. The number of women OFWs (4,871) from Angeles was also the highest in the region.

The central business district is composed of two urban barangays, Sto. Rosario and San Nicolas. These have 65% of the more than 9,000 business establishments and a combined population of 7,637.

The city specializes in the production of woodcraft, furniture and fixtures, textile and garments, leather and footwear. However, despite the pullout of the US military base, the city has not weaned itself from its "sin city" image. Prior to the eruption of Mt. Pinatubo in 1991, there were 160 bars. In 1996, there were 170.

As of December 1999, there were 4,778 registered entertainment workers, of whom only 1,098 went to the social hygiene clinic for a weekly pap smear. In 1998, there were only 2,623 entertainers. The increase in the number of women entertainers might have been in anticipation of the deployment of US military personnel after the approval of the Visiting Forces Agreement in 1998. Sex tourism ads on the Internet aggravate the prostitution and trafficking of women in the city, many of whom are migrants from the Visayas and other far-flung provinces in the country.

Civil society presence

Civil society participation in the metropolis has always been evident, particularly since the eruption of Mt. Pinatubo. NGOs have been at the helm of many rehabilitation efforts. Sociocivic organizations, including women's groups, launched their own initiatives to help disaster victims through food for work programs, relief distribution, medical missions, search and rescue teams with their own communication groups, and livelihood and microcredit programs.

Today there are at least 172 accredited civic and development organizations in the metropolis engaged in various concerns, such as women (capability-building, organizing, microenterprise), differently abled, urban poor, health, cooperatives, street children, and other humanitarian and charitable work. There are twice as many organizations that are not accredited.

Women's voices

The attempt by women's groups to mainstream the women's agenda, particularly that of women in prostitution, Amerasian children, and urban women workers, was evident in the strong lobbying for a base conversion process attuned to these groups' needs and potentials. However, the conversion process undertaken during the administration of Pres. Fidel Ramos failed to integrate prostituted women and Amerasian children. Former base workers, including women, were again relegated to maintenance work as their skills did not match the labor requirement of garments and electronics firms in what is now the CSEZ.

The women's movement in the city had long been involved in the anti-

dictatorship and anti-imperialist struggle. But the post-eruption and post-pullout years saw it also tackling the difficult challenges of community rehabilitation and base conversion — or the rebuilding process. At the national level, the 1990s opened up new challenges for women in local governance and in community development programs. In the city, these translated into the assumption of office by progressive politicians; women engaging in politics; more funds being made available for housing, land distribution, and livelihood for Mt. Pinatubo refugees and the general population; and social services and skills training.

Violence against women is reported daily in print and broadcast media. Statistics of the crisis intervention unit of IMA show the steady increase in numbers of various forms of violence which include wife battering, rape, incest, failure to provide child support, and sexual harassment. The number of incest cases has increased substantially compared to rape. These cases persisted in Angeles City despite the presence of an economic zone in its locality and its being a highly urbanized city with a relatively large tax base.

IMA and ACWCC

Against this grim reality of development failure, women who bore the pain and burden of exploitation, oppression, and subordination challenged the forces that nail them to the backroom of development. Grassroots and professional women came together as pioneers in advancing women's rights and well-being in the city.

In the aftermath of Mt. Pinatubo's eruption in June 1991, organizations were formed or mobilized as the citizens' response to the disaster. One such people's organization was the Kapisanan para sa Kagalingan ng Kababaihan sa Angeles (KKKA), a grassroots organization formed to respond to the needs of women in the city.

In 1993, during the term of Mayor Edgardo Pamintuan, KKKA, together with other women's formations, successfully lobbied for the creation of the Angeles City Center for Women's Affairs and Concerns (ACCWAC) under the city mayor's office. This was achieved through Executive Order 17, series of 1994. Over time, however, ACCWAC proved to be an insufficient mechanism. While it showed the potential of the city government to respond and work with women's grassroots

organizations, ACCWAC lacked support and funding. Despite its limitations, KKKA urged ACCWAC to implement the program to promote the welfare of women and to push the women's agenda further. In particular, it prompted ACCWAC to develop a comprehensive women's development program.

Building on preparatory work by a core group established as early as 1995, the women's month preparatory committee sought to give the observance of women's month its due significance, true to its historical roots, and the vision of the women's movement here and abroad. The committee designed the month as a period for surfacing the subjugation and exploitation of women within the context of political, economic, and social dynamics of society.

The year 1996 saw the formation of IMA Foundation. IMA strengthened the above center until it led the formation of ACWCC. IMA positioned itself at the core of the Women's Development and Resource Center (WDRC). This center raised funds mainly from national legislators, but should have also received a regular P2 million annual subsidy from the city local government channeled through IMA which was never materialized. IMA focused on organizing and supporting the organizational development of KKKA through education and training. Further, while the basis of a women's movement in the city was firmly in place through KKKA, IMA also launched small, community-based livelihood enterprises and began developing its other programs on crisis intervention, research, information, advocacy, and linkages. In addition, it held "how to run and win" seminars for women candidates for barangay posts. As a result, 50% of the women trained were elected as barangay officials. IMA's executive director, Susan Pineda, was elected as the lone woman city councilor in 1995.

WOMEN'S AGENDA

The ACWCC saw the need to draw up a comprehensive plan for mainstreaming women in the development activities undertaken by the city, given that they account for half of the population. The aim of the plan was to come up with strategies to address the plight of women, through their active participation, and integrate these strategies in the programs and policies of the local government.

Thus, a series of Women's Summits were held in 1997 and 1998. In March 1997, ACWCC gathered a diverse group of participants to delve into the issue of

prostitution of women and children in Angeles City. The gathering forged a common understanding on the situation and issues of women in the city and an agreement on the interventions necessary to alleviate the plight of prostituted women in particular and women in general.

The Women's Summit I, held on 10 March 1997, marked the framing of the Women's Agenda. This agenda would serve as the blueprint for the joint advocacy work and interventions of the government and NGOs working on women and children's concerns towards the implementation of a development program that is truly representative of their interests and sentiments.

This was followed by the Women's Summit II held on 24 March 1997. This saw the actual drafting of the Angeles City Women's Agenda, the basis for drawing up the comprehensive women's development program for the city. The following year, the Women's Summit III highlighted the significant events that had transpired during the previous summits. More concretely, it "reviewed and assessed the victories and failures of activities conducted; provided the opportunity to learn more about gender planning and the GAD Council; included action planning and renewed the commitment of the ACWCC members for the upliftment of the status of women in society."

Partnership towards the enactment of the GAD ordinance

ACWCC's advocacy then entered the legislative arena. Invoking RA 7192, the government's commitments to the Beijing Platform for Action and other national policies and measures that mandated the automatic appropriation for GAD programs and projects in government agencies, including the local government, ACWCC lobbied hard for the passing of a city ordinance that would enshrine the GAD budget and the creation of a GAD council.

Sponsored by Councilor Susan Pineda, the Angeles City GAD ordinance was passed in 1998 after almost two years of lobby work from women's group. The GAD ordinance was based on the right of local governments to enact local laws that support and strengthen national laws. It sought to implement the joint memorandum from the National Commission on the Role of Filipino Women (NCRFW) and the Department of Budget and Management (DBM) that local

governments should use a minimum of 5% of their internal revenue allotment (IRA) for gender-related projects. However, the city's GAD ordinance moved beyond the joint memorandum, in that it stated that the GAD fund should be 5% of the general fund rather than only the IRA allocation.

The GAD ordinance of 1998, which pioneered local GAD legislation in the country, was passed by the city council shortly before the elections. Mayor Pamintuan, during whose term the ordinance was promulgated, opted to run for Congress but lost. The leadership of Angeles City meanwhile was passed on to Carmelo Lazatin.

The new mayor, while a former congressional representative, had provided a portion of his countrywide development fund for the construction of WDRC. However, upon his assumption as mayor, the city government immediately terminated the subsidy for WDRC. Mayor Lazatin's administration also approved amendments to the GAD ordinance as discussed below. This amended version, Ordinance No. 90, series of 1999, now forms the basis of the GAD budget of Angeles. Under the mayor's office, an office has also been established, with an officer to oversee the implementation of GAD activities.

GAD ORDINANCE OF ANGELES CITY

Legal basis

The original version of the GAD ordinance in Angeles was entitled "An Ordinance Creating the City and Barangay GAD Council of Angeles City". It was promulgated on 25 March 1998, barely two months before the 11 May elections. It draws its mandate from international agreements to which the Philippines is a signatory. For example, it cites the provisions of the United Nations Convention on the Elimination of All Forms of Discrimination Against Women for the state to "take all appropriate measures to ensure the full development and advancement of women, for the purpose of guaranteeing them the exercise and enjoyment of human rights and fundamental rights on the basis of equality with men."

The ordinance also cites the Philippine Constitution and RA 7192 as two pieces of legislation that espouse equality of women and men before the law. The Local Government Code of 1991 also provides that women's representation and

participation in community development and nation-building shall be encouraged. Two national documents which provide the basis for GAD budgeting are: the RA 8250 (Gender-responsive Projects of the General Appropriations Act of 1997), which enjoins all departments of government to set aside 5% of their appropriation for projects designed to address gender issues and the Local Budget Memorandum of DBM No. 28 which states that a minimum of 5% of the 1998 appropriation shall be set aside for projects that address gender issues in accordance with RA 7192.

Ordinance No. 90 cites the same national and international documents. It also pays tribute to the initiatives and concerted efforts of ACWCC for having formulated a “development framework and plan for the women of Angeles City,” thus resulting in the passage of the GAD ordinance.

Implementing mechanism

Ordinance No. 82 provides for GAD councils at both the barangay and city levels. At the barangay level, the council is composed of two representatives from the barangay council in the form of heads of committees on women and on finance and appropriations. NGOs operating in the barangay also sit in the council and constitute at least one-third of the full GAD council. Other representatives of local agencies can be called upon to assist in the formulation of barangay GAD plans and programs.

At the city level, the GAD council consists of the following members:

- ♦ representatives of local government agencies with women’s programs, who make up at least one-third of the members;
- ♦ representatives of NGOs operating in the city, who constitute another third of the council;
- ♦ the president of the Association of Barangay Captains in Angeles City; and
- ♦ any other official of a local agency who might be called upon to assist in the formulation of GAD plans and programs.

Ordinance No. 82 also stipulates for the representation of ACWCC in the GAD council.

The two councils were co-chaired by local government and civil society representatives. In the barangay GAD council, the chairs are a barangay captain (*punong barangay*) and an elected representative of women NGOs. In the city GAD council, the structure is chaired by an elected president of ACWCC with the city mayor as honorary head.

After the new mayor took over in June 1998, the GAD council envisioned in the first version of the ordinance did not have a chance to be constituted. Instead, in 1999, amendments were enacted by Ordinance No. 90 which replaced the original provisions.

To begin with, the barangay-level GAD councils were abolished. Second, the city GAD council was retained but with changes in its structure. The city mayor now sits as co-chair rather than as honorary chair. The NGO co-chair is an elected representative of women NGOs in Angeles and is not necessarily an ACWCC member. Representatives of four offices under the mayor are mandated to sit in the GAD council: the city social welfare and development officer, the city health officer, the city population officer, and the city planning officer. The chair of the committee on women of the city council is also a member along with representatives of the Pederasyon ng mga Sangguniang Kabataan (youth council), the Association of Barangay Captains, and a government sector chosen by the mayor. Finally, there should be a GAD officer in the council who has to meet certain qualifications and is appointed by the mayor.

Ordinance No. 82 required the creation of an executive committee in both barangay and city-level GAD councils. The barangay chair and the mayor, respectively, were to head the two executive committees, which were to be co-chaired by a representative of a women's NGO. The ordinance also specifies the formation of functional committees. In Ordinance No. 90, the executive committee was retained and tasked to form functional committees. The committee is now co-chaired by the mayor and the chair of the committee on women.

ACWCC was named as the secretariat of the GAD council in 1998. It was tasked with the provision of technical support, documentation of proceedings, and preparation of reports. In the 1999 version of the GAD ordinance, this responsibility is given to "any non-governmental organization or education research institution." The choice of council secretariat has thus been extended to include institutions other than ACWCC.

A GAD secretariat office has also been created under the office of the mayor with an officer responsible for providing administrative and technical support to the GAD council and for supervising and monitoring GAD activities in the city.

Powers and duties of the GAD council

In both versions of the GAD ordinance, the GAD council has the responsibility for ensuring the promotion of welfare of women in the city. Among its duties are the formulation of GAD plans, identification of women's issues, monitoring and evaluation of national and local GAD projects, establishment of consultative mechanisms between government and women, and maintenance of a databank.

In the amended ordinance, the following duties were added: (1) determining gender issues in the city; (2) prioritizing issues so as to draw up targets, strategies, and objectives of the GAD council; (3) estimating needed resources for gender-sensitive and responsive planning and conducting seminars on it.

The GAD council is accountable to the Sanggunian (city council), which must approve or ratify its policies, programs, and projects. Consistent with gender mainstreaming, a provision is included for the integration of GAD plans in the city's comprehensive development plan. Finally, the city's relationship with NCRFW is defined. The city's GAD plans are to be submitted to NCRFW "to help them determine the kind of technical assistance they (the cities) need in implementing GAD plans".

Features of the GAD budget

Both ordinances specify the allocation of a minimum of 5% of the annual general appropriation for GAD activities. This GAD fund is to be spent on gender mainstreaming, setting up GAD focal points and other institutional mechanisms, and for women-specific programs and plans.

In the original ordinance, mandatory budget allocations from the 5% GAD budget were stipulated, namely:

- ♦ 20% for women-directed programs of the city's social welfare and development office;
- ♦ 15% for programs of WDRC;

- ◆ 10% for secretariat and executive committee; and
- ◆ 55% for plans and programs of the city GAD council.

The amended version of the ordinance removes these stipulations. Instead, it now allows for the following expenditures:

- ◆ personnel services, such as salaries of workers directly engaged in GAD programs and activities;
- ◆ operating expenses incurred for managing women's shelter, health project, and training program, among others; and
- ◆ capital outlay for building and equipping women's shelters and training centers.

Instead of including mandatory provisions for budget allocation, the amended ordinance specifies the following priority areas for GAD budget:

- ◆ education and human resources development;
- ◆ health, nutrition, and family planning;
- ◆ social welfare and community development, e.g., day care centers, senior citizens, and persons with disability;
- ◆ labor and employment; and
- ◆ special concerns on women and: migration, prostitution, violence, family, and indigenous cultural communities.

The original version of the GAD ordinance included a penalty clause. Persons "violating, delaying, directly or indirectly instrumental in the non-implementation" of the ordinance were to be fined and/or imprisoned for a maximum of one year. This section was deleted in the amended version of the ordinance, diminishing its forcefulness.

Comparative analysis of the GAD ordinance

The GAD ordinance traces its history to the concerted efforts of civil society groups to formulate an institutional mechanism for enhancing gender equality and women's rights. Thus, it is to be expected that the original version of the

ordinance provides an important role for them in the form of ACWCC. The amended ordinance, while acknowledging the historical role of ACWCC, removes its special role in implementation. Rather, the GAD council is opened to the broader spectrum of women NGOs and POs in Angeles City.

This change, however, allows for a fuller representation of organizations working on gender issues in the city. On the other hand, the amendment appears to be the result of partisan politics. The author of the original version, Susan Pineda had become a member of the minority party. The authors of the amended version are all men and belong to the administration party in Angeles City. The original author and her group have, through the amendment, been dislodged from being key players in the implementation of the GAD ordinance.

Another important change is that the GAD council now has a secretariat office housed in the office of the mayor, while the latter is co-chair of the council. Again, this change diminishes the role of NGOs in the implementation of GAD plans. In addition, the creation of the GAD office eats into the minimum 5% GAD budget because it becomes necessary to fund the structure and operations of the office. In the original version of the ordinance, this expense, which was partly absorbed by ACWCC, could have been better used on gender-directed projects rather than on salaries, equipments and vehicle.

Control over the GAD budget, plans, and programs is now with the office of the mayor. From the point of view of mainstreaming praxis, and disregarding partisan politics, making the mayor directly accountable for the GAD budget is a welcome move. It gives importance and credibility to GAD policies, plans, and projects. In other local and even national government agencies, NCRFW has recommended that a similar status be given to the entity in charge of GAD. This is based on the fact that, in a bureaucracy, orders from top management are more likely to be implemented. The mayor's stamp of approval on GAD activities makes them difficult to ignore.

However, for mainstreaming to be more fully realized, it would have been a better option to lodge the secretariat in the city's planning office or development council. In this way, the confluence between other development plans and GAD agenda would have been facilitated. This location would also have enabled the city to integrate gender issues more easily in its other development interventions.

Critics of the political dynamics in Angeles City also noted that, with the GAD office directly under the office of the mayor, this gives him the last say in the implementation of GAD plans. This has shifted the responsibility for seeing to their implementation from committed women's groups to elected government officials whose vision of GAD still needs to be developed.

The amendments for use of the GAD budget provide greater leeway in allocation, so long as a program could be justified to be GAD-related. Indeed, the absence of a GAD plan necessitates a judgment call for each project implemented through the GAD budget. Though a Women's Comprehensive Agenda has been drafted by the ACWCC with the city government in consultation with civil society and formally adopted by the city council as part of its Medium-term Development Plan, the new administration never even lifted a finger to review or implement it.

Allocations for capital outlay and equipment are also now allowed, a feature that was absent in the original GAD ordinance. Funds for programs of the GAD council are not guaranteed, and it is unclear whether it is to be involved in allocating budgets for salaries, operating expenses, and the like, which are charged to the GAD budget.

Despite these difference and difficulties, the continuing promulgation of a GAD ordinance which institutionalizes a GAD council and a GAD budget in Angeles City is significant. It demonstrates to NGOs that a local government may welcome mechanisms, programs, and plans that advance GAD. The ordinance shows, too, that GAD goals can be mainstreamed with those of the local government even though there may sometimes be hidden political agendas. It is a proof of the wisdom of listening to the agenda for women of civil society, incorporating their interests in local government planning processes, and working with them for the improvement of the situation of disadvantaged people.

ROLES AND VIEWS OF KEY PLAYERS IN THE GAD BUDGET

The planning and implementation of development programs is a complex process that involves a host of organizations and sectors. As described above, women's organizations were the prime movers in promoting a GAD budget in

Angeles City. The vision of a gender-equal society and the commitments to women's concerns of various NGOs and POs stoked the fires that led to the realization of a Women's Agenda for Angeles City. The clear understanding of institutional mechanisms needed to address gender issues lit the way towards the enactment of a GAD ordinance. The efforts of the organizations, however, bore fruit only through the cooperation and informed action of the mayor and the city council. Without the partnership forged between civil society groups and local government in Angeles City, a GAD ordinance would never have been realized.

In the absence of a GAD plan, the new city officials and GAD focal person should have started the efforts for GAD mainstreaming by reviewing the drafted and adopted Women's Agenda of the city government.

An important facet of the story of the GAD budget in Angeles City, therefore, has to do with a thorough understanding of the various players responsible for the non-implementation of the Women's Agenda, the enactment of GAD ordinance, and its continuing implementation.

Member organizations of ACWCC

If there is one single characteristic that has served as the strength of ACWCC as a coalition, it is the diversity of the member organizations. ACWCC is a coalition advocating not mainly gender issues though majority of its members are women's organizations. It includes mixed groups servicing youth and children. It is also multisectoral. ACWCC's members are a combination of POs, NGOs, and middle-level civic organizations embracing different political persuasions and religious backgrounds.

Further, although the majority of the core group members are women's NGOs, these embrace diverse feminist philosophies. For example, they approach the work of empowering prostituted women from significantly different points of view. Some approach the issue with a strong activist stance while others place a premium on religious and spiritual formation and describe their work as "ministering".

These features not only form the perspectives of the coalition but enable it

also to reach a broader range of clients or beneficiaries. For a group that is undertaking advocacy, reaching to the widest audience possible is crucial and places it in a strategic position to influence policies.

The diversity of ACWCC creates a dynamic interaction within the formation. The member organizations bring different skills and experiences to the coalition. Some are more adept at advocacy and lobbying while others have the mass base and numbers and are able to enrich discussions with experiences and perspectives from the grassroots.

As with most coalitions, however, ACWCC has to cope with varying degrees of participation among members. IMA Foundation, serving as secretariat and lead convenor, pours in resources in the form of staff, time, equipment, and technical support. KKKA, a sister-organization, mobilizes and consolidates its members around the issues that the coalition adopts.

Despite the differences in perspectives and contributions, the coalition reached consensus on three major points in 1998:

- ♦ the need to address prostitution in Angeles City as a human rights violation;
- ♦ the need for a comprehensive, long-term, and sustainable gender program for the city; and
- ♦ the need for a commitment to work for equality and elimination of discrimination against women.

The independent and collective efforts of ACWCC members to address the plight of women, the continuing task of probing the roots of women's issues, and the search for relevant solutions led to the formulation of the Angeles City Women's Agenda. This, in turn, formed the basis for the comprehensive women's development program adopted by the city council through Resolution No. 877 of 1997.

Local government and gender advocacy

Angeles became a city in 1964. Under the mayor, the chief executive, are 17 departments and 9 sub-offices, which have responsibility over administrative, financial, and sectoral concerns.

In the task of governance, the mayor is assisted by the Sangguniang Panlungsod (city council). Chaired by the vice-mayor, the city council is made up of 12 councilors. Ten are elected while one sits as the president of the Association of Barangay Captains and another as the chair of the youth council. The council has 33 regular committees to oversee various aspects of governance.

The responsibility for implementation of the GAD ordinance, as discussed above, rests with the GAD council through the GAD secretariat office. Programs and projects are supposedly identified by the council, and documents for fund allocation are prepared by the secretariat. The city council studies the budget proposal and makes recommendations that go to the mayor for approval. There are, thus, three sets of players in implementing the GAD ordinance and its budget: the mayor, the GAD council, and secretariat; the city council; and the local government officials who prepare and disburse the budget. Below is a discussion of their views and plans on GAD and its budget.

Mayor

Gender and women's issues are not new to the mayor. During his incumbency as representative of the first district of Pampanga, he allocated a portion of his countrywide development fund for the construction of WDRC. Mayor Lazatin considers women's issues to revolve around livelihood opportunities, expansion of basic health services, assistance for day care, and improvement of overseas employment opportunities for women. He also wants to link GAD programs with his three E's project: environment, entrepreneurship, and empowerment.

Mayor Lazatin is proud of the centers currently being constructed within the city hall compound, i.e., a child-minding center, a women's crisis center, and a GAD resource center (this one, however, duplicates the function of WDRC). In terms of advancing the situation of migrant women, the mayor singles out his successful efforts at linking up potential overseas workers with a recruitment agency in the United Kingdom, where he believes exploitation is minimal.

The mayor denies that prostitution and white slavery are problems in Angeles City. He believes that his administration's drive to license nightclubs has done away with this problem. NGOs think otherwise, and point out that regulation has resulted in "illegal collections". Mayor Lazatin also notes that the city's ordinance

which requires entertainers to go to the government-run social hygiene clinic for pap smear prevents the spread of sexually transmitted diseases and AIDS. However, as noted above, only a small number of entertainers go to the clinic. Other GAD concerns were instead answered by the GAD officer during the interview.

GAD council and office

The GAD office's accomplishment report for January-October 2000 lists diverse activities: advocacy, health services and health insurance, credit assistance, a mass wedding project, and the Philippine National Police (PNP) awards. At first glance, many of these projects fitted into the priority areas for GAD budget specified by the amended ordinance. The projects were also in line with the mayor's own strategic vision for Angeles City which includes programs on health, education, infrastructure, and other social services. However, the GAD office could not provide hard figures to show the number of women and men who benefited from the different activities. The mass wedding project and the PNP awards suggested that the local government did not have a clear understanding of gender issues.

Two member organizations of ACWCC, Nutrition and Livelihood Resource Center, Inc. (NUTRILINC), and Women's Education, Development, Productivity and Research Organization (WEDPRO), are members of the GAD council. They are outnumbered by three other NGOs sympathetic to the present administration. Although ACWCC members have attended several meetings, they expressed frustration over the lack of planning and consultation in the disbursement of the GAD fund.

The present GAD officer served as congressional staff to several House representatives and later in the office of then Congressperson Lazatin. After her appointment to the position, she has done her best to learn about GAD. She considers her present work with the GAD council to be moving in the right direction and avers that its projects reach out to many women, especially the urban poor. She admits that there is prostitution in Angeles, but that her office is coordinating with other agencies to tackle the problem. However, she also states that the city cannot prevent women from going into prostitution as it is a more

lucrative job compared with others. Her expressed desire to run for public office in the 2001 elections made NGOs wary of her real motives in implementing GAD activities without the benefit of planning.

Councilors

The councilor who is the head of the committee on women is a man. He is one of the authors of the amended GAD ordinance, the chair of the committee on finance, and a trusted aide of the mayor. He admits that some of the revisions to the original GAD ordinance were intended to diminish the role of NGOs in the preparation and implementation of GAD plans and programs. He proposed these changes because he believes elected officials should be held accountable for government funds. He refers to this as “check-and-balance”. He says that ACWCC’s secretariat function was abolished as it represented only one type of NGO and does not speak for others in the city. Nonetheless, he would like the secretariat to work in partnership with NGOs so that it becomes more of a facilitating rather than an implementing mechanism of the GAD ordinance.

The councilor also admits that prostitution is a problem in Angeles City. Among prostituted women, he considers the “freelance sex workers” as more of a problem as they are unmonitored and are not compelled to visit the social hygiene clinic. These are the women, he says, that the NGOs need to assist. He would also like to see more interventions dealing with violence against women such as free legal assistance to victims. He concurs that NGOs have a lot to contribute to the advancement of the status of women although he himself has not worked on these issues before.

The councilor expresses disappointment about the GAD office’s operations while admitting that he gave blanket authority to the GAD officer. He states that, ideally, the GAD office should work closely with NGOs and function as a steering committee, assist in capability-building of organizations, and gather and analyze data on the city’s women for planning purposes. He notes that a GAD assembly or consultation has not materialized and that GAD funds are sometimes used for non-GAD items.

Two councilors representing the minority bloc within the city council agree

that the GAD ordinance is not being implemented in ways that empower women. Because there is no comprehensive GAD plan, the money is not spent appropriately, and is sometimes even diverted to cover costs that should otherwise be funded by the regular budget. Both councilors also deplore the fact that the lone woman councilor in the city was stripped of her position as chair of the committee on women because she is a member of the opposition.

As part of the opposition group in the city council, these councilors are often left out of the budget planning process. Instead, they have acted as fiscalizers or “watchdogs”, using their privilege speeches to ensure that the GAD budget be a separate line item in the city budget proposal and that the GAD ordinance be implemented. They have also used the media and other public fora to air their opinion that the city needs to formulate a development plan and to be transparent in its budgeting and expenditure processes.

Councilor Susan Pineda, author of the original GAD ordinance, avers that programs currently funded by the GAD budget are not directly addressing gender issues. She believes that efforts to institutionalize the GAD council have been derailed because funds have been spent instead on vehicle purchases and for the GAD office’s operational expenses. Regular programs were incorporated in the GAD fund, resulting in token compliance and mere attribution rather than a real reorientation of spending. Councilor Pineda also states that the total budget of Angeles City, not only the GAD budget, should address the interrelationships among women, poverty, and other issues to make the remaining 95% of the city budget more gender responsive.

Planning, budget, and finance officials

The city treasurer, budget officer, and accountant are responsible for ensuring that funds allocated to GAD budget are made available. All three officials in Angeles City know that 5% of the city’s budget should be allocated to GAD fund in compliance with both the memo circular from DBM and the GAD ordinance. However, they admit to being unfamiliar with international and national proclamations on GAD and have only a cursory acquaintance with RA 7192.

Despite their unfamiliarity with GAD, none of the officials think the 5% is a wasted allocation. They concur that spending the GAD fund for health, day care,

livelihood, training, and interventions for violence against women address women's issues in Angeles City. They all think that the 5% allocation is sufficient and that the best way to address gender issues is for the local government to work more closely with NGOs.

Despite these perspectives, the GAD council's programs are not integrated into those of the Development Council of Angeles City (DCAC). Although DCAC is a member of GAD council, it does not take part in planning and preparing GAD-related programs. The DCAC officer, in fact, attends the GAD council meetings only if she has time and to represent DCAC rather than to participate in its deliberations. She states that there is no need to integrate gender in the DCAC plans since there is a separate GAD office in charge of mainstreaming GAD concerns.

HOW THE GAD BUDGET IS SOURCED, ALLOCATED, AND SPENT

City revenues

The bulk of the city's revenue comes from the Bureau of Internal Revenue in the form of IRA. In 1999, IRA accounted for 62% of Angeles City's total budget of ₱317.63 million.

Beyond IRA, the city government's revenues come mainly from real property and local taxes. In 1999, real property taxes contributed close to 10% of the income. Business taxes contributed about 7% and amusement taxes, 2%. Further revenue came from franchise, community, and transfer taxes as well as fees generated from banks, moneylenders, and pawnshops. Among the revenues from 1999 operations, the biggest chunk came from mayor's permits, followed by building permits and garbage fees. Revenues from government economic enterprises constituted 5.3% of the city's income.

Fees paid by women for pap smear examinations amounted to ₱600,000, making up 0.3% of the city's income. The pap smear or gram staining fee collected by the social hygiene clinic is ₱20 and each entertainer is supposed to be tested on a weekly basis. Half of the amount goes to city coffers while the other half goes to the local bar/karaoke association. Annually, the entertainers as well as

food handlers in such establishments are also required to undergo lung x-rays. The city also collects a fee for the issuance or renewal of IDs for women entertainers.

The city receives revenue from the Philippine Amusement and Gaming Corporation (PAGCOR), which operates a casino in the city. In 1999, financial contribution from PAGCOR amounted to ₱21 million, or 6.6% of total revenue.

Other sources of revenue include donations from the private sector, financial assistance from the national government, official development assistance, and countrywide development funds from Congress persons. The city government has memoranda of agreement with international organizations such as the Program for Appropriate Technology in Health (PATH) Foundation for provision of emergency contraception; the United States Agency for International Development for ₱1.6 million trust fund for family planning and child survival programs; and the United Nations Children's Fund for provision of medicines.

The city government claims to have sourced funds from the Canadian International Development Agency (CIDA). However, CIDA contributed money through a Canadian-based NGO to implement a five-year capability-building project to prostituted women in partnership with the Soroptimists International-Angeles City chapter and WEDPRO. The construction of a drop-in center for women was the counterpart of the city government which was funded by the GAD funds.

The city government has not, to date, incurred any deficit in its budget. Rather, it has maintained a surplus. From 1991 to 1999, revenue has continuously risen, belying the notion that the city was dependent on the US base for its prosperity. In 2000, the budget rose to ₱331 million, an increase of ₱13.5 million over that of 1999.

The city does not have records of how much women contribute in terms of real property, business, and community taxes. It does not have records of what proportion of business taxes comes from entertainment establishments that employ women or of how many mayor's permits are attributable to women.

Budget formulation

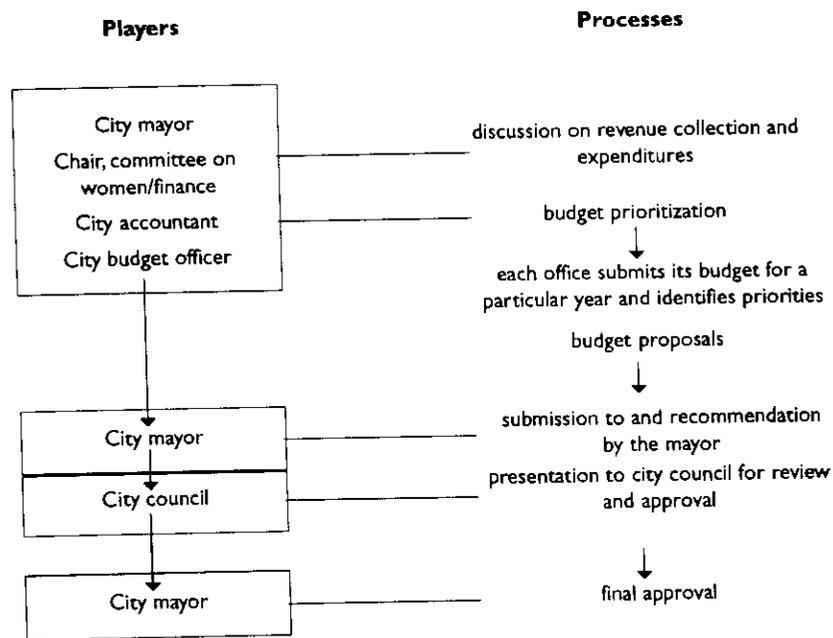
The Angeles City government follows the same budget process of other local governments (see Figure 1). The city accountant, together with the city council's

finance committee, city budget officer, and mayor, discuss the projected revenue collection. Each office of the local government specifies its priority projects and submits its budget for the following year to the mayor for approval. Then the budget is presented to the city council for review and approval.

The process of formulating the GAD budget is similar to the preparation of the city budget, but is coordinated by the GAD council. However, as shown in Figure 2, before finalizing the GAD budget, the officer takes the draft to the Commission on Audit (COA) for checking. In 1999, COA rejected some projects. Nevertheless, the 5% GAD budget is always appropriated since the head of the finance committee also chairs the women committee.

Contradictory to the ideal sequence of the process, NGO members of the GAD council stated that they were not consulted nor provided an opportunity to have their say on budget allocations for the previously implemented GAD projects.

Figure 1. The budget process in Angeles City.



For allocations of the GAD budget in 2000, see Table 1. The classification of programs, projects, and activities by priority areas as delineated in the GAD ordinance and budget allocations is given in Table 2.

The biggest proportion (29%) of the 2000 GAD budget was spent on special concerns such as for women's month celebration, anti-drug abuse council, blood bank, assistance to NGOs and POs, and PNP awards. Projects on health and community development follow closely. Here, the largest allocation was for day care workers, followed by maintenance of the GAD office rather than by employment or education programs.

The GAD officer and the mayor perceive all the projects to be directly related to gender concerns. However, ACWCC members object to this perception. They think that items, such as salaries of day care workers, medical assistance to senior

Figure 2. The GAD budget process.

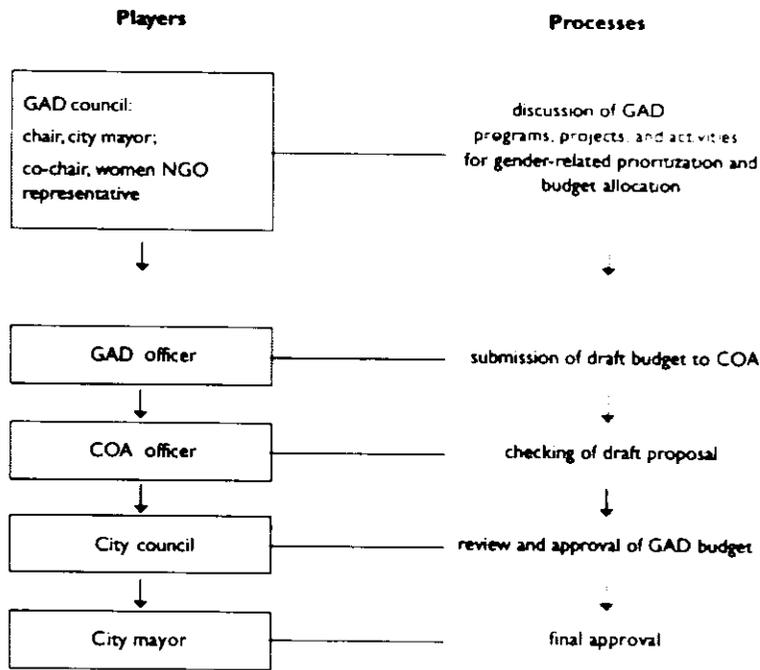


Table 1. GAD budget appropriations (P), 2000.

GAD budget	Budget category		
	Definitely GAD-targeted (direct services/ programs in the area)	Maybe GAD-targeted	Certainly not GAD-targeted
Executive budget Mayor's office 1,256,380.00 Non-office 4,919,111.20 Total 6,175,491.20	Honoraria for day care workers Legal/financial assistance to sexually abused women Women's month celebration Financial assistance to women POs and NGOs GAD office operations	Health affairs monitoring program	AC anti-drug abuse council Blood bank
Supplemental budget I 1,131,413.24	Youth gender sensitivity development program Women-initiated livelihood project	Scholarship program	
Supplemental budget II 2,004,596.15	Women-initiated livelihood project GAD office operations Sapangbato day care center	AC health insurance program Philhealth advocacy program Aetas' gender sensitivity program Senior citizens' medical assistance Purchase of medicines Scholarship program	PNP award

Angeles City executive budget 2000 = 320,000,000
 Supposed GAD budget allocation (5%) = 16,000,000

Actual GAD budget allocation (2.9%) = 9,311,500.59
 GAD deficit in regular budget (2.1%) = 6,688,499.41

citizens, purchase of medicine, and funding for health insurance should be charged to the executive budget. They say that direct relationship between gender equality goals, on the one hand, and drug abuse or blood bank, on the other hand, is not readily evident. Women-specific projects have not received substantial allocations, compared to those reserved for salaries and office maintenance. They find the GAD budget as mere attribution and superficial in nature because it does not address the distinct and specific needs of women of which the GAD ordinance was really intended for.

Longwe's (1990) well-known framework of women's equality and empowerment uses a classification of welfare, access, participation, conscientization, and control. Using this framework, a large proportion of the budget is seen to enhance women's welfare. Items for allocation include health and nutrition programs, social welfare and community development, and undetermined assistance to sexually abused women. Access to education is supported by the scholarship program, but there are no available data on the number of women and men assisted. The city health officer said that, as of October 2000, a total of 12,000 indigent beneficiaries were able to use Philhealth insurance. How many of them were women could not be ascertained. Livelihood subsidies may enable more women to participate in paid work. The gender sensitivity program for the youth and for the Aetas (indigenous group in Pampanga) is an opportunity to raise their consciousness on gender issues.

Table 2. Programs, projects, and activities, as classified by priority areas delineated in GAD ordinance and budget allocations.

GAD priority areas (and no. of programs, projects, and activities)	Allocation (P)	%
Education and human resources development (3)	979,613.32	11
Health, nutrition, and family planning (5)	1,896,596.15	20
Social welfare and community development (2)	1,775,918.20	19
Labor and employment (3)	581,799.92	6
Special concerns (6)	2,719,193.00	29
GAD office	1,358,976.15	15
Total	9,312,096.74	100

Missing are programs, firstly, that affirm women's right to be perceived as respectable individuals and not commodities for pleasure and, secondly, interventions that seek to change male perceptions of their superior status. These interventions would raise awareness on the meaning of gender equality. Employment schemes that open wider opportunities for women to participate in gainful work other than in entertainment would also be more in line with gender goals. Capability-building programs that empower women to take control over their situation and to be decisionmakers in the workplace and the community (for example, as managers, organizers, labor or community leaders) could also hasten the empowerment process.

But perhaps the harshest criticism that has been leveled against GAD budget is that it was prepared without due consultation with the citizenry. As a consequence, there is no written plan that can be used for allocations of the budget. The GAD officer, the chair of the finance/women committee, and the mayor have been the principal actors in making the allocations.

Despite these observations, Angeles City must still be commended for implementing a GAD budget, as this is not done by the overwhelming majority of local governments in the country. Moreover, the city has increased its allocations under the GAD program within the short span of two years.

Expenditures on allocations

Budget analysis often reveals a difference between allocations and expenditures. This subsection discusses this matter, with focus on the year 1999, when a lump sum of ₱4 million was allotted to GAD office. The biggest single expenditure was for capital outlay, which ate up 33% of the GAD fund. This was followed by expenditures for GAD office and for a community organizer. In summary, these alone comprise already the 70% of the fund while a measly 30% went to gender-related programs. Among the programs implemented in 1999, grants and scholarships were the biggest line item followed by expenses on discretionary fund. There were also disbursements for training and seminars.

Expenditures against the 1999 GAD fund amounted to only ₱1.69 million, representing 42% of GAD budget. Thus, a sizable proportion of the funds for gender concerns failed to be translated into programs.

A status report by the GAD office covering the period December 1999-October 2000 showed the expenditure for the GAD program. The Gender Empowerment Fund (GEF) for 25-35 women NGOs and POs had the largest chunk of the budget, at ₱1.4 million. However, the amount has not yet been released at the time of writing this paper, despite the fact that it was already reflected as released and disbursed.

The Women Health, Empowerment, Affirmation and Life (HEAL) Project registered an expenditure of ₱500,000. This project assisted women victims of violence and cancer patients. To date, there have been 150 recipients. A ₱10,000 donation was also given to the mother of a rape victim.

The third largest GAD fund expenditure went to such activities as women's day parade; fora on women's rights, empowerment, and leadership; seminars on women's health, maternal care, and entrepreneurship (Entrepinay Sharing-forum) and gender sensitivity; and a cataract operation.

The rest of the GAD budget was spent on projects such as Konsiyerto Handog sa Kababaihan (a concert for women – ₱60,000), the Aetas livelihood and gender-sensitivity project (₱50,000), and GAD advocacy for youth.

However, contrary to the GAD report, said allocated budgets were not totally expended as reflected in the approved supplemental budgets of the city council. Various GAD funds were reverted back to the general fund of the city, such as the GAD day care center/child-minding center, financial assistance to women NGO, legal assistance program, construction of a rape crisis center, and other gender related programs. Succeeding years of approved supplemental budgets would likewise reveal the unused GAD funds which were reverted back to the general funds. Supplemental budget no. 1 of year 2001 revealed that an amount of ₱1,391,974.64, excluding others, from GAD funds was not utilized in year 2000. This occurred at a point where the government has not released its pending unpaid financial obligation to ACWCC for services it has sought to be rendered on behalf of the government.

GAD budgeting in the community

Four barangays were visited to determine their experiences with GAD budget. In three barangays, there was a 5% GAD fund created from the IRA because the officials were familiar with the DBM circular and GAD ordinance. The captain in the fourth barangay was not aware of the mandatory allocation for GAD.

The magnitude of the GAD fund in the three complying barangays was as follows: (1) barangay Sta. Teresita – ₱89,000 (5% of 20% allotment for development); (2) barangay Pulongbulo – ₱105,101 (5% of IRA); and (3) barangay Lourdes Sur – ₱56,000 (4.7% of IRA).

The processes of budgeting and interpreting the allocation of GAD budget varied. In one barangay, the GAD fund was interpreted to mean 5% of the 20% allotment for development projects rather than 5% of total IRA. In two barangays, the barangay captain drafted the budget while in another community, the barangay treasurer did that. However, in all cases, the draft budget was presented to the respective barangay council, which often approved it without revisions.

The GAD budget of the three complying barangays is used as “bridge funds” to pay for costs not covered by the regular budgets. Hence, it has been used to pay for allowances or salaries of barangay personnel, who include outreach, development, and day care workers; nutrition scholars; janitors; drivers; messengers; and security guards.

JUDGEMENT ABOUT GENDER RELATIONS

The remaining 95%

Priorities of the city

Appropriations of the Angeles City general budget in 1999 and 2000 were allocated according to the line items of personal services; maintenance and operating expenses; subsidy to national field offices; budgetary aid to component barangays; GAD program; development fund for human and ecological security (HES) initiative; institutional development projects; and other expenditures. The rest was allotted to mandatory provisions, such as 5% for GAD and 20% for development fund.

In 1999 and 2000, 60–65% of the budget went to salaries of city employees. In the present administration of Angeles City, the priority program areas of the mayor are health, education, infrastructure, and provision of other social services. Except for infrastructure, all the other areas of concern are also in the GAD program.

In the executive budget for 1999, the biggest item under non-office appropriations was for PNP, followed by funding for community health service program and calamity assistance. In 2000, the PNP again had the largest budget, followed by the scholarship program and purchase of medicines.

Gender

Gender mainstreaming in local development plans means that concern for gender issues is integrated in all local government's plans and programs and their corresponding budget allocations. In Angeles City, the perspectives of local officials are divided. Some say that the programs supported by the 5% mandatory allocation for GAD are sufficient. Others observe that aspects of the main budget also benefit women and thus, the city's budget for them is already more than 5%. NGOs maintain that a comprehensive development plan for women should guide the total budget planning. The plan should benefit men and women equally, particularly in terms of promoting human rights, gender equality, and women's empowerment.

Taking these different viewpoints into consideration, gender-related allocations under the executive budget of the city were analyzed. The research was hampered by the fact that Angeles City has no comprehensive development plan on which the examination of the available data can be anchored. Presented below are attributes of the possible gender-related impacts of particular line items.

The guideposts in selecting programs, projects, and activities were those incorporated in the GAD ordinance and the goals of the Philippine Plan for Gender Responsive Development (PPGRD). Then, each line item was evaluated in terms of potential impacts on enhancing gender equality and empowerment. In essence, the analyzed programs, projects, and activities included the following:

- ◆ education and human resources development;

- ♦ health, nutrition, and family planning;
- ♦ social welfare and community development;
- ♦ employment and livelihood;
- ♦ gender equality;
- ♦ women's empowerment;
- ♦ sustainable development;
- ♦ peace, social justice, and respect for human rights.

Education and human resources development. The main impact here of the executive budget will be through the city's scholarship programs. In 1999, P1.5 million was allotted to this item, and this was doubled in 2000. The number of selected scholars who are women is not known, a figure which would help determine the impacts of the scholarships on women's empowerment through education.

Health, nutrition, and family planning. More than P9 million was provided for health concerns in 1999. The biggest allocations were for the barangay health services program and the city's nutrition program. In 2000, the health-related budget decreased to P6.8 million, with almost half of the allocations going to the nutrition program and the purchase of medicines.

Some 55% of the city health office's P26 million annual budget goes to personnel services, and P4 or P5 million to medicine, aside from supplies used during calamities. The office has a staff of 140, among whom are 8 doctors, 8 nurses, 36 midwives, sanitation inspectors, and staff of the population office and the social hygiene clinic. The latter plans to change its name to Reproductive Health and Wellness Center and to mainstream its services in line with the provisions of the Anti-AIDS Ordinance which ACWCC also actively advocated for. For 2001, 10% of the 5% GAD fund taken from the general fund should go to the RHWC.

All three major budget items on health and nutrition in the past two years involved the direct participation of women as health providers in the family and as implementers of such programs in communities. Thus, these subsidies enhance access to public services that women need. Salaries and allowances for barangay health and nutrition workers, who are usually women, also provide support. For families in barangays, health and nutrition programs improve welfare.

Social welfare and community development. There were three items in this category which received allocations in 1999: honoraria for day care workers, funds for the subcommittee on the welfare of children and implementation of the Social Reform Agenda, and food packages. The allocation for day care workers was shifted to GAD fund. Their services have clear impacts on women who become free for employment and other activities. These also supplement children's learning, activities for which are often undertaken by women. Thus, these programs enhance the welfare of women and men.

Employment and livelihood. Only two items were earmarked for livelihood programs in 2000 — livelihood assistance to urban poor and subsidy for the Angeles City Credit Union. Depending on the degree to which women have access to these funds, they can have a gender impact in terms of equalizing livelihood opportunities.

Gender equality. There are no specific line items in the executive budget that can be related directly to this goal of PPGRD. However, insofar as access to health, education, and social welfare programs is equal for women and men, some of the allocations mentioned above may have gender impacts. The extent to which this is true can only be ascertained by examining implementation reports that provide disaggregated data.

Women's empowerment. This can take many forms. It can be achieved through providing opportunities for education (e.g., scholarships); for girls to organize themselves so as to develop and express their talents and potentials (e.g., subsidy for Girl Scouts); for consciousness-raising (i.e., gender sensitization). The Angeles City executive budget has responded to the empowerment objectives of GAD in these ways. However, the allocations are considerably less than those for salaries of health and day care workers and for health programs.

Sustainable development. The conservation of the environment is a gender goal. Human choices and capabilities are curtailed by damage to the environment and natural resources. Subsidies for a clean and green program as well as for disaster awareness and information program help raise the consciousness of women and men concerning their environment. If women help implement the program, then they have also been participants in a program for sustainable development. In 1999, the program received an allocation of ₱1 million. Unfortunately, the item disappeared from the 2000 budget.

Peace, social justice, and respect for human rights. Only one item in the main budget can be classified as responding to the GAD goal of peace and social justice, i.e., the People's Law Enforcement Board. None can be categorized as belonging to the category of respect for human rights. These concerns are, however, included in the GAD programs.

GAD-related expenditures on the executive budget

This section describes actual expenditures of the non-GAD parts of the budget in 1999. Allocations for community welfare programs of the city government were well-utilized. More than 90% of allocations for community health services and for honoraria of barangay and day care workers were expended. Additional expenses were incurred for barangay health workers using HES allocation. Similarly, close to 90% of PAGCOR funds for scholarships were spent although only a third of the allocation was disbursed.

Less than half of the funds for the AIDS council, population program, and subcommittee for the welfare of children were expended. No programs were implemented under the employment and livelihood program. Neither was there any disbursement reported under the Social Reform Agenda or the support to food packages in 1999, although these programs were included in the budget. Overall, about 74% of 1999 allocations for programs that could have direct impact on women, using PAGCOR funds, were expended. Only 25% of HES budget for similar items was spent.

In the absence of more information, it is difficult to explain the expenditure patterns of Angeles City. Available documents failed to indicate why there was underspending on some items and whether funds were diverted for other purposes. What was nevertheless clear was that there was plenty of money to spare for projects that could benefit women, both in the GAD fund and in the rest of the executive budget. It appears also that the several reverted GAD funds to the general funds indicate that there is enough financial resources which remained untapped and unutilized. Such funds could have changed the status of women in addressing various gender inequality and development issues.

GAINS AND SETBACKS: PERCEIVED IMPACTS OF THE GAD ORDINANCE AND BUDGET

The viewpoint from barangays

In the final analysis, the value of the GAD ordinance and its budget hinges on the extent to which they improve the situation of the intended beneficiaries in the city. Since many of the items budgeted for in the past two years were for people in the communities, the barangay leaders were asked to indicate how they thought the GAD budget has improved their lives.

In all four barangays visited, there were beneficiaries of GAD fund subsidy for health insurance to indigent individuals. One informant alleged that at least half of the recipients in his barangay were women. As few as 46 to as many as 300 individuals in separate barangays have been beneficiaries of PhilHealth. In one barangay, scholarships have also benefited 20 girls and women who received awards for high school, college, or vocational courses.

From the regular budget of the city, microcredit programs have reached the barangays, or are being planned for implementation by the city social welfare and development office. In Lourdes Sur, 30 women benefited from these programs.

Community-based projects of GAD council have certainly benefited urban poor women in Angeles City especially in terms of access to health insurance. Education scholarships have the potential to empower recipients since skills and knowledge open up opportunities for their productivity. The GAD fund has also been used to subsidize salaries and honoraria of barangay workers, specifically day care and health workers, who are usually women.

What was missing in all these programs, however, was the direct effort to extend benefits and subsidies to the underprivileged on account of gender issues. It would be more clearly a GAD program if an advocacy or information component was included in such programs. For instance, prior to extending PhilHealth benefits, there should have been a gender sensitivity session on the problems arising in terms of access to health care because poor women were not employed in the formal sector. This would have enabled urban poor beneficiaries to understand their situation better. Much of what is needed at the moment,

therefore, relates to raising awareness in the communities and among officials of gender constructs and issues.

Further, the question remains as to why salaries of community workers that would be allocated even without the GAD mandatory budget are charged to it rather than forming part of the regular city budget. If this would be done, money could be freed to use the GAD fund to subsidize other gender-directed projects.

The viewpoint from civil society

ACWCC representatives believe that amendments to the GAD ordinance watered down the gains made by ACWCC and the women's movement in the legislative arena. The amendments placed the practical control of GAD structure, budget, and processes in the hands of the mayor and his appointed officials whose qualifications to occupy the positions are questioned by NGOs. The ACWCC notes, for example, that the chair of the city council's committee on women is a male with no prior experience on women's issues. The lone woman councilor in Angeles City previously held that position. The ACWCC was also booted out from the GAD secretariat. Another formation initiated by the city government and whose membership are government officials and employees, the Angeles City Women's Education and Development, took its place.

ACWCC attempted to win over the new administration by organizing two consecutive fora in 1998 to present the Women's Agenda. The NGOs did not succeed as the local government executives by that time were bent on amending the still unimplemented ordinance.

ACWCC members also claim that the 33-member GAD council, which is composed mostly of governmental organizations, is not gender-responsive and tends to be partisan. There are concerns also that the one-NGO-one-vote policy weakens the NGO voice in the GAD council. The role that ACWCC used to play, as institutionalized by Resolution No. 878, series of 1997, is undermined by the formation of an ad hoc committee where only elected NGOs can sit.

The ACWCC laments the fact that the decisionmaking in resource allocation is centrally vested within the inner circle of city hall. There have been no consultations with NGOs thus far. As a result, only those who are close to the mayor can influence

how the GAD budget will be spent. The perception is that the GAD budget is being utilized to cover programs or activities that should have been charged to the regular government funds. Even when the city government undertakes activities that revolve around women-specific development projects — violence against women, health and medical missions, nutrition, livelihood — the initiatives smack of tokenism.

ACWCC members note that staffing of the GAD secretariat has grown to 33, and that this is eating a big chunk of the GAD budget. Much of the resources have also been spent on capital outlay for vehicles, computers, tables, and other office equipment.

The priority programs being funded through the GAD budget are perceived to be primarily welfare in nature. Subsidies for PhilHealth, medical missions, maternity and child care, and school supplies for indigent children are presently the pet projects being funded by GAD. In the minds of ACWCC members, these are palliative measures that do not question the gender relationships spawning the problems they seek to address. Further, even the GAD budget already approved by the city council was altered without due notice.

Meanwhile, the ₱1.4 million GAD allocation for NGOs has not yet been given. The amount translates roughly into ₱50,000 per NGO which they and the POs are banking on to support their projects. Even activities of ACWCC, which used to be funded by the city government, are no longer financially supported.

Yet although the road ahead seems bumpy, the NGOs recognize the gains they and the women's movement, in general, have achieved with GAD legislation. First, at least two of ACWCC's member organizations — NUTRILINC and WEDPRO — are members of GAD council. Second, the legislation has definitely instilled gender consciousness within the local government. Third, despite obstacles in its implementation, at least there is a GAD ordinance that can be further improved through the relentless advocacy of NGOs and grassroots women. Fourth, however "welfarish" the programs being funded by GAD budget are, at least there are services that may be availed of by women and children who need them. Fifth, the legislation has provided an example for other localities to follow and improve upon.

The viewpoint from city hall

Proponents of the GAD program in Angeles City are convinced that they are moving in the right direction. The mayor is certain that programs under the GAD budget have had positive impacts.

The secretary to the mayor notes that the impacts of the GAD budget are monitored through reports of officials of the Sangguniang Kabataan and the Sangguniang Barangay. The creation of the AIDS council, she avers, came from the suggestion of both GOs and NGOs as well as from entertainers and club owners. Pap smear and other health services have been made available to the city's entertainers. These programs directly respond to the needs of the women in the city.

From the standpoint of the GAD officer, the GAD budget has had direct impacts on women in ways that are consistent with the city's priority areas of concern. These impacts are as follows:

- ♦ The HEAL project is being launched to provide health services to women. The GAD office considers violence against women as a health issue; hence, a portion of the fund is allocated to address this issue. For instance, a financial assistance of P10,000 was given to the mother of a rape victim to support and sustain the ensuing legal battle.
- ♦ Education empowers women to have opportunity and equal access to various resources. However, government restrictions limit what classes can be offered. Hence, nonformal education programs on nontraditional trades such as electronics received an allocation of P21,000 from other fund sources. More than half of the participants were women. A functional literacy program for the entertainers is also being proposed.
- ♦ Some P450,000 was allocated from the GAD fund to construct a child-minding center for the children of city hall employees. Day care centers and workers get their appropriations from the GAD budget. The other item, with an appropriation of P400,000, is the Tita Suarez women's crisis and reproductive health center which has recently been completed.
- ♦ The GEF constituted the bulk of GAD fund amounting to P1.4 million. To avail of GEF, organizations are required to submit their project proposals for funding. Because of the need to comply with COA require-

ments, such as registration with the Securities and Exchange Commission, membership profile, and track record, among others, the women's groups have experienced difficulties in gaining access to these funds. As of this writing, no NGO has accessed the fund yet.

Despite these gains, the GAD officer realizes that much still has to be done to make people understand the importance of GAD. Not very many people, especially at the grassroots, are familiar with the GAD ordinance and its programs. More POs still have to be tapped and accredited with the GAD council to address gender issues at the grassroots. Other offices and departments in the city need to be more involved in GAD activities.

The viewpoint from critics

The most important criticism leveled against the GAD ordinance is the fact that the GAD budget is not based on a comprehensive plan. As one critic notes, because there is no comprehensive program on women, "much of these [allocations] are simply scattered or even diverted into other programs like the training of barangay captains. The justification for the diversion of fund allocation is based on a project's relation to gender." For example, the utilization of the GAD budget for health and sanitation expenditures is justified on the basis that women benefit from these. Because of the absence of a plan, compliance with the GAD budget memorandum becomes more of a policy statement and the fund is not used to the optimum. For instance, in 1999, the funds allocated for the institution of the GAD council were diverted. A part of these was used for capital outlay and the bulk went to the operations of the GAD office.

Critics also note that the implementation of the GAD ordinance has been affected by partisan politics. Instead of the secretariat making decisions, consultations with different sectors should have been conducted to identify program beneficiaries properly. A nonpartisan approach would be one where NGOs have a greater say in the GAD council and in the drawing up of a GAD plan for the city. To be nonpartisan would also have meant allowing opposition members in the city council to participate in planning. The critics feel that ACWCC should have been allowed to remain as secretariat given its prior history of

involvement. Existing mechanisms and GAD fund could have been used for programs directly responding to women's concerns.

What do the different viewpoints reveal?

The foregoing discussion illustrates how the interests of different stakeholders influence their opinions concerning the GAD ordinance and its budget. Local officials, both in communities as well as in city hall, look with approval upon the fact that important women's concerns, such as health and education, have been met by the GAD fund. The belief is strong that "all's well with the GAD budget." Moreover, the programs fall in line with the city's main agenda.

Gender advocates among NGOs and opposition members of the city council discount these gains as limited and inadequate to address significant gender issues in Angeles City. They maintain that the GAD budget fails to address a full gender agenda, especially because there was no consultative process to allocate and release funds.

Using the women's equality and empowerment framework, these observations could be considered correct. Welfare programs and efforts to provide women with access to services have certainly been put in place. Efforts to improve the visibility of women in the productive realm have been taken by way of scholarships, livelihood skills programs, and microcredit programs. Some efforts at consciousness-raising have been implemented through gender sensitivity and leadership training. Therefore, programs that improve gender equality through welfare, access, and participation measures have been put in place. Even the issue of prostitution has been addressed, though minimally, through the AIDS program and pap smear examinations. These programs, however, have been existent even prior the assumption to office of the new administration.

Despite these efforts, however, it is not evident that gender perspectives have guided the choice of programs. For instance, an educational strategy with a clear gender perspective would not be confined to providing scholarships. A more proactive measure would have been to retrain teachers on gender constructions in Philippine society so that they could socialize their students towards gender equality. The city needs to give priority to the gender sensitization of its different constituencies. A training program for city hall and barangay officials is also an

important initiative if gender is to be mainstreamed in the work of the different departments and offices.

Expenditures for the city's employment and livelihood programs have been comparatively small. Yet employment can be potentially empowering, as it gives women a measure of economic independence. It thus deserves more attention. Helping women gain access to productive work can also be more gender-responsive, not only in terms of providing jobs but also in influencing companies and offices to institute nondiscriminatory policies. In addition, alternative employments to prostitution need to be more actively developed in the city.

In the absence of the barangay GAD council, the participation of women in community building is restricted to being service providers as health and nutrition workers. Women's voices need to be heard through measures that ensure the participation of women's groups in barangay decisionmaking processes. Day care services are a welcome feature in communities. But training day care providers to encourage gender equality in the classroom and avoid gender stereotypes in dealing with children would be value added to the strategy.

The list of things to do can be extended. But again, these observations point to the critical need for a GAD agenda to be formulated in Angeles City. The agenda can then provide the basis for programs that promote gender equality through consciousness-raising, improving control, and empowerment.

The government has to seriously consider and review the adopted Women's Development Agenda of the city drafted by the ACWCC, the city government itself, and the civil society to commence its work in GAD mainstreaming.

THE ROAD LESS TRAVELED: INSIGHTS AND RECOMMENDATIONS ON GENDER MAINSTREAMING

The Philippines takes pride in the fact that it is one of the few nations in the developing world that has aggressively worked for the mainstreaming of gender at all levels of governance. Over the past decade, it has promulgated and executed laws and policies to define the mandate, logistics, and processes for integrating gender in development plans and programs. Like other social innovations, however, birthing pains have beset gender mainstreaming in governance.

This case study on Angeles City's GAD ordinance is the story of pioneering efforts to mainstream gender in local government. Thus, in the absence of a detailed map or role model, it is to be expected that there are bumps and road blocks, even detours, on the way to realizing gender integration in a city's programs. What this story provides are road signs and landmarks that can guide future travelers, both within the city and in other localities.

The role of civil society

Our story begins as the tale of women in civil society. It is they who took up the challenge of the Philippine and international community to venture into GAD. While there is a mandate for local governments to undertake gender mainstreaming, the process has been painfully slow elsewhere in the country. Always, there has been need for pressure and persuasion — either from national agencies, like NCRFW, or from NGOs like ACWCC — to comply with mandatory provisions. Part of the problem has been that local governments are unfamiliar with GAD, along with much of Philippine society. Angeles City is thus lucky to have among its constituency a group of women committed to improving the lives of women through GAD. Without the women's summits and the agenda that emerged from these, this tale would not be told.

The tactics adopted by the Angeles City NGOs are also worth mentioning. They constituted themselves into a multisectoral assembly to push for a common set of issues led by a gender advocate who is both from an NGO and working for this agenda from within the local government. They relentlessly lobbied with local executives for the GAD ordinance and budget that spelled out their vision and concerns. In other words, instead of trying to influence GAD through their separate efforts in communities and by providing services to smaller groups, ACWCC seized the opportunity to work for women on a broader scale, the city level.

Politics in local governance

By entering the arena of local governance, civil society groups in Angeles City have had to deal with local politics. Politicians have their own visions of

society, as well as of programs and services they want to offer in order to realize these visions. These plans are not always in consonance with those of gender advocates. In fact, since the philosophy of GAD is a relatively new one, its features and goals are often unfamiliar to government officials. There is therefore a knowledge gap between NGOs who have lived and breathed GAD for many years and local government executives whose closest acquaintance with GAD is DBM Memo Circular No. 28. Even if there is acceptance of the mandate for GAD, politicians may wish to implement only those plans which are consistent with their own visions, and especially those that will strengthen support for themselves rather than ones that may alienate important sectors of the constituency.

Government is also hamstrung with accounting and auditing rules that slow down the processes of accessing and providing programs and services. Funds are released only after submitting “basic documents”. Certain allocations are disallowed and some staff appointments cannot be granted. Oftentimes, reimbursements take a long time. Thus, a struggle ensues between the culture of bureaucracy and that of civil society which is used to less intricate rules for arriving at decisions and implementing its programs.

But the most critical lesson learned from the Angeles City case study is the impact of partisan politics on gender mainstreaming. Given the present allegiances of stakeholders of the GAD ordinance, the original staunch proponents of the ordinance are now left out of decisionmaking processes. Unfortunately, ACWCC is identified with the opposition party so that its position, too, has been diminished in the GAD council.

Perhaps it is worth considering that advocacy of civil society should also include actively supporting present and future politicians who bear the agenda of new politics and GAD to bring new blood of reforms in governance.

Participatory governance

The GAD ordinance is designed to be an example of how to govern through gender-responsive and consultative processes. It bases gender planning on a partnership between government officials and agents of civil society. It describes how consultative mechanisms can lead to solutions to gender issues. This is unlike other governance approaches that leave decisionmaking to government officials.

However, the consultative process has been delayed and is in danger of being derailed. To date, a GAD plan has not been formulated. This situation makes it difficult to describe the gender impacts of programs. There is no clear direction for GAD and no indicators to describe whether or not, and in what ways, particular programs have advanced gender equality and women's empowerment. Two questions thus arise. One, what administrative mechanism will best translate the partnership between government and NGOs on GAD, so that partisan politics will not play a role in gender mainstreaming? Two, how can consultative processes be assured at all levels of development planning, in ways that promote sustainability of partnership?

One of the suggestions to answer these questions is to come up with implementing rules and regulations (IRR) that will provide for the administrative, consultative, and monitoring mechanism to mainstream gender and avoid the influence of partisan politics. However, critics say that IRR emanate from the mayor through an executive order which might not also be free from partisan politics. Their fear is if an ordinance which is legally binding is not fully implemented, what more with mere IRR.

CAPACITY-BUILDING

To be assured that GAD projects will be supported and implemented by key local officials and personnel, capacity-building through consciousness raising should be prioritized. This is to let them understand the gender dynamics that leads to gender discrimination and stereotypes and the oppression of women in general. This will likewise enable them to participate more actively and effectively in the planning, budgeting, implementing, and monitoring of the GAD fund that will assure that its intended beneficiaries really gained from it.

Gender mainstreaming in the community

Criticisms leveled at the profile of budget and expenditures on GAD mean little to many ordinary citizens in urban poor communities. Many consider it helpful as a bridge fund to cover deficits in the budgets of barangays. Moreover, health care, employment or livelihood programs, and welfare services are always

welcome in communities reeling from the impacts of poverty. Without gender consciousness, urban poor communities will continue to prioritize welfare projects as their main concern. It is unlikely that issues of violence against women, discrimination, and unjust subordination of women will surface. The political will of the city executive will play a great role in gender mainstreaming. Likewise, the role of civil society is challenged to face anew the advocacy for realizing a local government that is responsive to the needs of its constituency. The challenge to gender advocates, therefore, is to develop programs and approaches that will bring together these overriding concerns: elimination of poverty and of all forms of discrimination against women.

It is quite unfortunate that the debate on gender mainstreaming at the city level did not transcend partisan politics. It did not even uplift the consciousness of key leaders in understanding their crucial role in its successful implementation. In the midst of these debates and partisan politics, the situation of women is deeply aggravated. Every day, women endure the pain and suffering of the impact of political and socioeconomic policies on globalization, poverty, the dire lack of social services, the neglect for social well-being, the combined multiple burden of the home and the workplace. The oppressive structures that nail women into the backroom of underdevelopment cause their prolonged exploitation, subordination, and oppression. These are the issues that GAD seeks to address and eliminate, but the solutions remain elusive.

ACRONYMS

ACCWAC	Angeles City Center for Women's Affairs and Concerns
ACWCC	Angeles City Women's Coordinating Council
CDC	Clark Development Corporation
CIDA	Canadian International Development Agency
CSEZ	Clark Special Economic Zone
DBM	Department of Budget and Management
DCAC	Development Council of Angeles City
GAD	gender and development

GEF	Gender and Empowerment Fund
HEAL	Women Health, Empowerment, Affirmation and Life Project
HES	human and ecological security
IMA	Ing Makababaying Aksyon Foundation (Mother, the Pro-Women Action)
IRA	internal revenue allotment
IRR	implementing rules and regulations
KKKA	Kapisanan para sa Kagalingan ng Kababaihan sa Angeles (Organization for the Well-being of Women in Angeles)
NCRFW	National Commission on the Role of Filipino Women
NGO	nongovernmental organization
NUTRILINC	Nutrition and Livelihood Resource Center, Inc.
OFW	overseas Filipino worker
PAGCOR	Philippine Amusement and Gaming Corporation
PNP	Philippine National Police
PO	peoples' organization
PPGRD	Philippine Plan for Gender Responsive Development
RA	Republic Act
US	United States
WDRC	Women's Development and Resource Center
WEDPRO	Women's Education, Development, Productivity and Research Organization

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The Ing Makababaying Aksyon (IMA) Foundation, Inc. is a regional institution for the empowerment of women, children survivors of gender-based violence, and other marginalized community women. It provides services that develop, strengthen, and advocate for self-reliance and self-determination of women's organizations, groups, and individuals to address certain economic, political, and sociocultural structures that cause women's vulnerability to exploitation, oppression, and subordination.

IMA has capability-building programs for community organizing, crisis intervention, education and training, research, information, advocacy, and networking.

*On the Trail
of Bacolod's Gender Budget
(1999 and 2000)*

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INTRODUCTION

The Development for Active Women Networking (DAWN) Foundation, Inc., in partnership with The Asia Foundation, conducted a case study on the impact on gender and development (GAD) of the budget of Bacolod City, Philippines, for fiscal years 1999 and 2000. The research had the following objectives:

- ◆ to inquire into the utilization of the 5% GAD budget for the two fiscal years and to look into the impact of the 5% on the rest of the 95% budget as far as mainstreaming GAD is concerned;
- ◆ to provide the government of Bacolod City with recommendations on indicators, policies, and mechanisms for increasing the gender responsiveness of the city's budget and in formulating and implementing a GAD plan; and
- ◆ to pinpoint gaps in the local planning and budgeting process, and identify areas where sectoral and civil society interventions would be beneficial.

The first part of the paper is the background story of DAWN Foundation, which as an advocate of women's rights and political empowerment for women for more than ten years, has special interest in gender-responsive development and GAD budgets.

The second part describes Bacolod City, its people, economy, vision, and strength of civil society presence. The description is followed by a look at decisionmaking and administration from a gender perspective, existing gender-aware policies of the local government unit, and the planning and budgeting process as recommended in the Local Government Code and as actually practised.

The third part of the paper summarizes the 1999 and 2000 executive budget

documents and what was discovered from these and from interviews with key informants about the 5% GAD budget. Faced with the startling absence of a specific GAD budget, the section analyzes the budget documents to find out where gender concerns exist in the introductory statements of department functions, objectives, and activities. It then reports on how departments finance their gender-related activities.

GAD in selected departments and barangays is discussed in the fourth part of the paper. Because of time and space limitations, the research was limited to departments which were already doing GAD-related work, namely, City Social Services and Development Office (CSSDO), City Population Office (CPO), and City Health Office (CHO). Since one-third of the city's money was allotted to the city mayor's office in the year 2000 budget, notes on this office's budget are also included. The section on GAD in the barangays is, in itself, a case study of a more successful attempt to enforce GAD planning and budgeting, but this time, in the country's smallest political unit of government.

The paper ends with lessons and recommendations for nongovernmental organizations (NGOs) and for government.

Data for this study were obtained from budget documents, official memoranda and publications, as well as from key informants from various government offices and department of the city, namely: City Planning and Development Office (CPDO), Budget Office, City Development Council (CDC) and its special bodies, CSSDO, CHO, CPO, Bacolod Housing Authority, City Mayor's Office (CMO), City Engineers' Office, and Department of the Interior and Local Governments (DILG). Barangay officials, members of civil society, and local media were also interviewed. Methods used were one-on-one and group interviews as well as focus group discussions.

BACKGROUND

DAWN is an NGO based in Bacolod City. Established by multisectoral women leaders of Negros Island, DAWN seeks to address women's issues through gender consciousness and awareness raising, skills and capacity-building, and structural transformation. A year before its registration with the Securities and Exchange Commission (SEC) in 1991, DAWN was established as a project by West Negros

College, a nonsectarian school in Bacolod. The project was supported by the Canadian International Development Agency (CIDA) through its Negros Rehabilitation and Development Fund. The fund aimed to assist Negros Occidental which was then poverty-stricken due to the sugar crisis.

The foundation's first projects were basic gender sensitivity seminars and trainers' training on women in development. These were held not only in Bacolod City and Negros Occidental, but also in Negros Oriental, Palawan, and the provinces in Panay Island, namely, Iloilo, Antique, Aklan, and Capiz.

DAWN's governance-related initiatives started in 1992 with the implementation of the Local Government Code. DAWN applied for accreditation with the Bacolod City and the Negros Occidental provincial governments. It was elected as member of both the city and provincial development councils. Membership of the social development committees of the two councils enabled the foundation to push for GAD and to advocate strategies to advance the status of women within government. In 1994, DAWN was asked to assist Bacolod City in developing a project under the Local Government Support Program of CIDA. The program was designed to assist local government units in building capabilities for more responsive governance. With this in mind, DAWN developed the capacity-building program integrating gender perspectives in the training on barangay justice administration, effective legislation, para-legal, barangay profiling, skills enhancement for community and population development workers, among others. DAWN staff were likewise tapped as resource persons for all gender-related training.

During the first year of implementation of the Local Government Code, DAWN, in partnership with national women's organizations, also conducted training to promote women's active participation in governance. Further, it coordinated Regional Consultations on Women in Electoral Politics, Bureaucracy and Policy Advocacy as a preparatory activity to the Fourth World Conference on Women held in Beijing in 1995.

In 1992, the Bacolod Task Force on Women, a consultative body convened by then city Councilor (now Vice Mayor) Luzviminda Valdez, conducted focus group discussions on violence against women in selected barangays. The results of the discussions not only led to the women sector's local observance of the annual "16 days of activism against gender violence" campaign but to the city's funding of the construction of a women's center for battered women and rape

victims and appropriating a budget for its operation through the Department of Social Welfare and Development (DSWD) and the Bacolod Consortium of Women Organizations (BCWO).

DAWN's appreciation of how NGOs can influence public policy for the enhancement of women's status was bolstered in 1994 by trainings it coordinated with, and conducted by, the Quezon City-based Center for Legislative Development (then Congressional Research and Training Services, Inc.). The two-part trainings, supported by The Asia Foundation, included legislative advocacy for women's issues, and drafting and promoting ordinances. These trainings resulted in the formation of Legislative Advocates for Women of Negros (LAWN), which researched, drafted, and lobbied for the passage of an ordinance creating the Provincial Council for Women (PCW).

Although the PCW ordinance, sponsored by LAWN member (then Provincial Board Member and now Congresswoman) Edith Villanueva, was passed in December 1994, the council was only established in 1996 after DAWN was tapped by the provincial government to do the organizing work. Since then, PCW has become a strong and active provincial network of women's rights and GAD advocates who work closely with various cities and municipalities of the province. These advocates have initiated gender mainstreaming efforts in their respective municipalities. Local governments have, to a certain extent, allocated funds for GAD-related trainings and programs. DAWN has served as consultant to PCW in GAD planning and proposal making, especially where proposals for projects to be funded by the provincial government are concerned.

The year 1995 was a victorious year for women's advocacy in Bacolod. It started with the inauguration of the women's center by former Pres. Corazon Aquino on January 18. The year also ushered in DAWN's implementation of a Women in Politics (WIP) project with The Asia Foundation. The project put the advocacy for women's political participation on higher grounds. Added to this was DAWN's decision that its Executive Director, Celia Flor, should run for councilor, bringing GAD and other basic sector issues into the public forum. Although Flor won, the administration which had been supportive of her cause was dislodged and the women advocates found themselves in the minority party. This caused DAWN and BCWO much difficulty in sourcing funds from the city for support of the women's center and city-wide awareness and advocacy activities held during

women's month in March and the "16 days of activism against gender violence" (November 25-December 10). Undaunted, DAWN and BCWO continued these programs with the support of various city line agencies.

DAWN's WIP project was further intensified and brought down to the grassroots level when, in late 1996, the foundation implemented, in partnership with Canada Fund, a Leadership Formation project for 300 women leaders and volunteers from Bacolod City's 61 barangays. The trainings included, among others, local development planning and budgeting. This particular training opened the eyes not only of the barangay women leaders and trainees, but also of DAWN advocates to the importance of harnessing barangay resources and of allocating 5% of the total budget of a barangay to GAD.

Halfway through the implementation of the local governance project in Bacolod, DAWN implemented a similar project for Negros Occidental with the support of The Asia Foundation. Entitled "Increasing Women's Participation in Negros Politics", the project gathered 100 training scholars for a year-long course. The course ended with a number of the trainees running and winning executive and legislative positions in the 1998 local elections. So well had DAWN popularized and mainstreamed women's issues in the city and province, that in the first party list election held in May 1998, Abanse Pinay, a sectoral party for women, garnered the highest number of votes in Bacolod. The party came second in Negros Occidental. This performance was interpreted in later analysis of the elections as a clear indicator of the existence of a women's vote in the city and province. Abanse Pinay acknowledged that it was indebted to DAWN for the creation of this women's vote.

The elections saw DAWN ally, Luzviminda Valdez, elected as Vice Mayor, DAWN Executive Director Celia Flor re-elected, and another woman, Ann Marie Palermo, elected into the city council. After the election, politics and governance became even more firmly established as DAWN's thrusts. With funds from The Asia Foundation, capability-building for 42 elected women from different cities and municipalities in the province was conducted. This series of seminars included training on GAD issues, mainstreaming, and budget.

Linkage with elected women in the city and province was further strengthened by the organization of the alliance of Women in Leadership and Legislation for People Empowerment in early 1999. Also, the graduates of the

Bacolod WIP project training formed themselves into the Gender and Development Alliance of Leaders and Advocates (GADALA, which literally may be translated as “pregnant” or “bearer”) to continue networking and advocacy initiatives. GADALA counted among its members women barangay captains, barangay councilors, leaders, and volunteers. Many of the training scholars eventually became chairs of the barangay committee on women or GAD focal point officers, and served as powerful grassroots base for initiatives where GAD and local budgets were concerned.

When it became a mandate for local governments to have a GAD budget in 1998, DILG conducted a regional training on GAD planning and budgeting for heads of selected local offices and agencies. DAWN President Andrea L. Si and Executive Director Celia Flor were requested to join the officials from Bacolod. This constituted a recognition of the city’s reliance on DAWN’s expertise on GAD. A significant development of this alliance was an unwritten policy for DILG to ensure the 5% GAD fund in the barangay budgets before ratification by the city council and to submit GAD entry plans before disbursement.

At present, DAWN continues to work for its vision of transformation and empowerment of women.

BACOLOD CITY

Bacolod is the capital of Negros Occidental. The city is highly urbanized and is the province’s seat of government, commerce, education, and culture. The city has 14 sugar mills which account for about 60% of the country’s sugar production.

The city’s total area is 16,171 ha, 30% of which is classified as residential and 51% as agricultural. In 1995, the National Statistics Office (NSO) reported that the city’s population was 402,345. Of this, 196,601 were male and 205,744, female. Some 304,194 resided in the city’s 20 rural/suburban barangays, and 98,151 in the 41 urban barangays. The average household size is 5.1 persons. For the year 2000, the NSO has projected that the urban population will have grown to 111,592, and the rural/suburban, to 345,850.

Economy and employment

Bacolod's economy depends primarily on commerce, transportation, communication, services, and agriculture. In 1999, the city expected to collect a total of P61.7 million from 11,517 registered businesses. The city does not collect fees or taxes from agricultural producers. The estimated value of agricultural produce for 1999 totalled P429,097,800 of which 86% was from sugar production.

In 1995, 144,999 persons 15 years old or over were reported by the NSO to have worked at one time or another in 1994. This figure does not include women's unpaid work in the home. Table 1 shows how the 84,398 men and 60,601 women were employed by major industry groups in 1999. Services and trade accounted for the largest number of workers, and the only industry group in which women employees outnumbered men was trade.

Table 1. Employment by industry and gender, 1999.

Industry group	Male	% total	Female	% total
Agriculture, hunting, forestry	7,233	5	2,664	2
Fishing	2,873	2	304	*
Mining and quarrying	80	*	6	*
Manufacturing	7,284	5	4,330	3
Electricity, gas, water	1,103	1	126	*
Construction	9,900	7	261	*
Trade	14,301	10	17,275	12
Services	41,491	29	35,535	25
Not stated	133	*	100	*
Total	84,398	59	60,601	42

Note: Percentages have been rounded off and so do not total exactly to 100%. Asterisks () represent percentages below 0.5%.*

Vision of the city

The city's Comprehensive Land Use Plan (CLUP) for 2001-2010 states the following as the vision for the city:

Our vision is to see Bacolod as a modern city, where investments

provide employment opportunity to all Bacolenos for the improvement of their standard of living and achievement of the national government's thrust under the Medium Term Philippine Development Plan (1999-2004): A city where the men, women, and children, youth, elderly, the disabled, and those who are distressed can have access to basic social, economic, and infrastructure services. A city where government officials provide an honest and transparent leadership; where peace, harmony, and unity of the people and the government officials are maintained to achieve development and progress for the 'greatest good of the greatest number'.

Presence of civil society

Since the sugar crisis of the 1980s, civil society in Negros Occidental and its capital city, Bacolod, has been among the most active in the country. While acknowledging that there remains great room for improvement, Negrense NGOs speak with pride of the fact that collaboration between government and civil society is better in Negros than elsewhere in the Philippines. Bacolod has a number of councils and organizations composed of government organizations and NGOs that address different issues. The BCWO is a joint effort of NGOs and key government agencies, such as DSWD, CPO, CHO, urban basic services office, and Philippine National Police (PNP) Women's Desk. The BCWO was organized in 1993 to address the problem of violence against women and to manage a shelter for victims. The consortium was organized through the efforts of then city Councilor Luzviminda Valdez. The HIV/AIDS council is another partnership among government, NGOs, civic clubs, and others.

The number of accredited organizations in the city is a clear indication of the vitality of civil society. City accreditation is required for an NGO or civic organization to receive support from the local government or to be elected into CDC. For an organization to be accredited, it must submit proof of registration with SEC, financial statements, and a track record of at least one year of operations.

Presently, the city has 63 accredited NGOs and civic organizations. Various sectoral interests are represented, with women's NGOs leading in terms of number. The distribution of accredited NGOs according to sector is as follows: women, 8; health, 7; business, 7; cooperatives, 7; persons with disability, 6; academe, 5; urban poor, 5; peace and order, 4; environment, 3; community development, 3; fisherfolk,

2; elderly, 2; farmers, 1; cultural, 1; disaster relief, 1; cause-oriented group, 1.

More formal involvement with the local government is provided for by the mandated CDC. Presently, Bacolod's CDC has 26 NGO representatives sitting with 61 barangay captains, city mayor and Congress representative. NGO representatives were elected by and from the NGOs accredited by the local government units. They also head the CDC's sectoral committees for social development, economic development, and administration. Bacolod's business organizations — the Metro Bacolod Chamber of Commerce and Industry, the Chinese Chamber of Commerce, and the Filipino-Chinese Chamber of Commerce — also exercise significant influence on government policies which affect the interest of their members.

Government commitment to civil society efforts may be seen from the range of nonprofit organizations that receive aid from the city. Among others, these institutions run shelters or provide services for orphans, street children, the blind, the disabled, the mentally ill, drug dependents, and women and children victims of violence.

Civil society partnership with the present administration is perceived to be weaker than it was in the past, however. This issue will be taken up further in other parts of this report, especially in the discussion of the planning and budgeting process.

Gender concerns

Among the issues raised in public consultations held for the purpose of formulating the City Land Use Plan for 2001-2010, the following were identified by the researchers as critical for women, i.e., having considerable impact on their lives. The issues are organized according to "sectors" which correspond to categories used in the planning and budgeting process rather than to the meaning of "sector" which categorizes according to women, youth, urban poor, fisherfolk, elderly, etc. In planning and budgeting, the sectors are general services/ administration, social services/social development, and economic services. In some cases, infrastructure and environment are considered sectors. For ease of reference below, when the government sectors are meant, the term "local government unit sectors" are used.

Critical issues for women include:

Social sector:

- a. unemployment and poverty;
- b. lack of livelihood projects and skills training;
- c. increasing number of street and urban-working children;
- d. high incidence of drug abuse and drug pushing;
- e. increasing number of women and children who are victims of abuse;
- f. inactive Local Health Board;
- g. lack of medicine;
- h. lack of facilities at CHO;
- i. lack of capability-building trainings and seminars; and
- j. lack of awareness on sexually transmitted diseases (STD), HIV, and AIDS of health implementors and high-risk individuals.

Economic sector:

- a. inefficient delivery of water and electricity;
- b. depleting fish resources along designated fishing grounds;
- c. lack of modern agricultural technology and trainings;
- d. lack of water supply/irrigation facilities to beat the dry season;
- e. lack of labor-intensive industries and projects; and
- f. lack of development in the *pasalubong* (i.e., gift/s for someone brought by a traveler returning from a trip) industry.

Infrastructure sector:

- a. flooding in some areas of the city;
- b. insufficient supply of water in some areas of the city;
- c. high cost of electricity due to power purchase adjustment;
- d. lack of power supply in some villages (*purok*) in the different barangays;
- e. inefficient delivery of power supply;
- f. obsolete and defective water pipelines;
- g. lack of telephone lines; and
- h. clogging of canals, creeks, and rivers.

Decisionmaking and administration from a gender perspective

During the administration of Mayor Evelio Leonardia (1995-1998), Bacolod received a "Women Friendly City" award. Shortly after the award was given, DAWN's Celia Flor challenged the award in a privileged speech before the Sangguniang Panlungsod (city council) because the administration then gave no more than token financial support for the women's center and for BCWO's programs and projects addressing women's issues. DAWN nevertheless acknowledges that then, as now, most difficulties arise because the party in power perceives the leadership of gender advocacy in the city to belong to the opposition. However, networking with government agencies over the past 10 years, focus group discussions, and interviews conducted for this research led to the conclusion that many heads and key personnel of government agencies are already GAD advocates or are at least receptive to the integration of GAD in programs and projects, if only they knew how.

Career and noncareer positions in the city government as of June 30, 2000 totalled 1,326. There are more men than women among the rank and file and the casuals. Women predominate at the second highest level (division chief, section chief, supervisor), but thin out drastically at the highest level (see Table 2).

The distribution by department shows gender tracking in some offices and departments. The offices of accounting, budget, treasury, health, and social services are predominantly staffed by females while the offices of the city superintendent of schools, public services, city engineer, and city veterinarian are disproportionately male-dominated. Employing more women in accounting, budget, and treasury does not, however, mean that they control these functions.

Table 2. City employees by career level and gender, 2000.

Career level	Male	Female
First (rank and file)	517	413
Second (division chief)	23	31
Others (section chief, supervisor)	117	190
Heads/electives	23	12
Total	680	646

Table 3 shows the significant disproportions in departments.

Gender tracking is also evident among casual employees. Casuals from July 1 to August 31, 2000 officially numbered 1,444. Some 871 (60%) of the workers were male. Several offices are staffed almost exclusively by males, in terms of casuals. These include the offices of the Department of Public Services (DPS) — garbage collection and management disposal, general services (security), traffic enforcement, legal/ordinance enforcement, veterinary, and engineering (field operations and planning divisions, such as truck team, public works, motorpool, special services, highway maintenance, and electrical matters). City offices with predominantly female casuals include the library, engineer's administrative office, land tax division, civil registrar, social services department-integrated health division, treasurer's office-license division, health office's barangay mobile health and health-hospital services.

Table 3. City employment by level, department, and gender
(M – male; F – female), 2000.

Office	First level		Second level/others				Heads/ electives		Total		
	M	F	M	F	M	F	M	F	M	F	Total
Human resources	1	5	1	0	0	3	0	1	2	9	11
Accounting	4	13	1	0	0	6	1	0	6	19	25
Budget	1	7	0	3	2	2	1	0	4	12	16
Bacolod housing authority	5	3	0	3	0	5	0	1	5	12	17
City treasurer's	30	63	0	4	9	18	1	0	40	85	125
CHO	23	59	2	5	10	57	0	0	35	121	156
CSSDO	6	34	0	3	1	24	0	1	7	62	69
DILG	1	7	0	0	0	0	0	0	1	7	8
General services	57	48	1	1	4	4	1	0	63	53	116
Security	12	1	0	0	1	0	0	0	13	1	14
City superintendent of schools	19	3	0	0	0	1	0	0	19	4	23
DPS	116	12	1	0	3	0	1	0	121	12	133
Boys' home	7	0	0	0	0	0	0	0	7	0	7
City engineering	99	28	4	3	27	10	1	0	131	41	172
Socioeconomics unit	25	11	1	0	2	1	0	0	28	12	40
City veterinary	19	4	0	0	2	1	1	0	22	5	27

Gender-aware policies

Since her first term as councilor in 1995-1998, Flor has been pushing for the passage of an ordinance for the formulation of a Local Development Plan for Women in Bacolod. She has been unsuccessful due to partisan politics. In 1999, the text of Flor's proposed ordinance was presented in a training given to local government officials in another city, which, shortly thereafter, adapted and passed it. The present impasse in Bacolod notwithstanding, the following policies indicate an official commitment to follow the 5% GAD budget requirement under Republic Act (RA) 7192:

1. City council resolution no. 701, series of 1997, requested all government departments to set aside 5% of their 1998 budget for projects and programs designed to address gender problems/issues in accordance with RA 7192.
2. City council resolution no. 921, series of 1998, reiterated that department heads set aside 5% of their 1999 budgets for projects and programs designed to address gender problems/issues.
3. City council resolution no. 43, series of 1999, approved the annual budget for 2000 with the following provision:

...that the matter on the 5% budget allocation for gender development under the General Appropriations Act be properly identified by each department and a Circular to that effect be passed by the Budget Officer.

4. The Memorandum on Calendar Year 2001 Budget Policies issued by the city mayor to all department/office heads ends with the following statement:

The participation of non-government organization such as Women's Group shall be encouraged, in reference to the budget of Gender Advocacy Development.

These resolutions and the mayor's memorandum are merely reminders to the different departments that there is a national mandate for them to set aside

5% of their budgets for GAD. As will be shown later, despite these reminders, in 1999 and 2000, no department set aside a specific amount for GAD-related projects.

Planning process

The planning and budgeting process begins with direction setting by the city. The Local Government Code and guidelines provide for four types of plans which the city must prepare:

1. The provincial physical framework plan and the land use plans set the overall direction of the province and serve as inputs and guidance for municipalities, cities, and barangays in preparing their respective comprehensive development plans.
2. The development plan includes the statement of goals, objectives and strategies (development plan framework), sectoral plans, and programs and projects.
3. The local development investment program provides guidance on financing with reference to capital and noncapital projects drawn from the development plan. The investment program considers the projected revenues and program/project implementation over a three to six-year timeframe.
4. The annual investment plan provides the link between the development plan and investment program and the budget. The investment plan is a one-year slice of the investment program and is the basis for resource allocation in preparing the next annual budget (between July and October 15).

The city has a Comprehensive Land Use and Development Plan (CLUDP), which is a ten-year, medium-term development planning document for 1995-2005. This document describes itself as the link between regional and national land use and development plans. It serves to translate the vision of city governance, city development goals, objectives, and policies, into a spatial plan, indicating the manner in which land shall be put into use and development efforts shall be geared during the ten-year period. According to the city planning and

development officer, the CLUDP serves as the city's land use plan and development plan. The city also has an investment program.

A Comprehensive Land Use Plan (CLUP), which serves the same purpose as the CLUDP, but covers the years 2001-2010 has been approved by the city council. The earlier CLUDP was prepared by city planners in a top-down approach. However, the preparation process for current CLUP includes socioeconomic profiling of the city; community consultations; prioritization of issues by CDC assisted by the technical staff of CPDO; and formulation of the vision, goals, and objectives by members of CDC, department heads, and office chiefs. The resulting draft CLUP was endorsed by CDC. Subsequently, the Sanggunian conducted two public hearings to which were invited the general public; private investors and developers; representatives of governmental organizations, NGOs, peoples' organizations, and professional and civic organizations; members of CDC and city council; and city and provincial officials.

Unfortunately, there are no sectoral development plans prepared by the basic sectors (i.e., women, urban poor, elderly, youth, persons with disability, labor, etc.) and incorporated into the city's land use and development plans. *There is, therefore, no GAD plan on which a GAD budget can be based.*

In the course of this research, DAWN conducted a focus group discussion which was attended by heads or division chiefs of CPDO, budget office, city treasurer's office, Bacolod housing authority, city social welfare department, city health, CPO, human resource and management office, and city engineer's office. During this discussion, participants reported that departments plan their programs and projects on the basis of both their mandate or functional statement according to the Local Government Code and the city government's mission, vision, and goals as embodied in the development and investment plans.

Participants reported that planning for the department is the responsibility of the department head. However, several participants said they did their planning with assistance of their division chiefs and supervisors and with inputs from field implementors regarding the needs of the target beneficiaries.

Budget process

Budget planning is a process which involves the mayor, city council, CDC, and heads and key staff of departments, offices, and city council committees on appropriation and on local finance.

A manual on the annual budgetary process of local governments is provided for by the Department of Budget and Management (DBM). The manual states the following:

1. The budgetary planning process for the following year begins in the first quarter of current year through preparation of development plan/AIP (Annual Investment Plan) by the CDC.
2. The mayor issues the budget call to all department heads to submit their budget proposal by July 15. The budget call contains executive budget policies and program guidelines that are supposed to be in conformity with the Local Development Plan; budgetary ceilings prescribed by the Local Finance Committee (LFC) as authorized in Section 316 of the Local Government Code and general requirements in Title Five, Book II on Fiscal Administration.

In preparing the budget proposal, the department heads consider their department mandates or functional statement of their office according to the Local Government Code as well as the guidelines from the City Treasurer's Office and City Budget Office.

3. Normally, a budget hearing is conducted by the Sangguniang Panlungsod committee on appropriation following submission of budget proposals on July 15.
4. The LFC, which is composed of the City Budget Officer, City Planning and Development Coordinator, and City Treasurer, recommends to the mayor the level of expenditures and budgetary ceiling.
5. Upon receipt of the Development Plan/AIP, the statement of income and expenditures from the City Treasurer, the budget proposals of the department heads and offices, and the estimates of income and budgetary ceilings from the local finance committee, the mayor, assisted by the LFC, prepares and submits the Executive Budget to the Sangguniang Panlungsod by the middle of October.

6. The Sangguniang Panlungsod deliberates on the Executive Budget and enacts the Budget Ordinance on or before the end of the fiscal year.

According to CPDO and budget office, the procedure for identifying programs and projects to be included in the budget is as follows:

1. Programs to be included in the budget proposal are determined on the basis of the development plan/investment program. The CPDO is responsible for preparing the tentative list of programs/projects and budgetary funding for the coming year.
2. The CDC meets to discuss these programs and projects in different local government sector committees, i.e., social, economic, environment, infrastructure, and administration, usually in workshop setting to prioritize the list. Concerned departments and offices and other sectoral project proponents attend these sectoral committee meetings.
3. Sectoral programs and projects are consolidated and presented to CDC for finalization and endorsement to the Sanggunian in the form of an investment plan.

Practice more or less follows the planning and budgeting processes as described. This suggests that NGOs and civil society have substantial say in the planning and budgeting processes, since the city's investment plan is made with the participation of and has to be approved by CDC. The reality is not as encouraging as the process and practice descriptions, however. The following observations may be made:

- ♦ The basic sectors do not have their own long-term sectoral development plans to be incorporated into the development plan. There are also no annual sectoral development plans so that, as noted earlier, the city has no GAD plan on which a GAD budget may be based.
- ♦ The city's investment plan does not propose how the city's total expense budget is to be divided. Rather, it makes a proposal only for what is known as the "20% development fund". This fund is not 20% of the city's total expense budget but 20% of the internal revenue allotment (IRA). This 20% — amounting to P56.8 million in 1999 and P64 million in 2000 — is equal to only 11% of the total expenditure budget for each

year. The NGOs in CDC therefore have had no say in 89% of the expenditure budget.

- ♦ Although CDC is asked to prepare and approve the investment plan, the chairpersons of the administration sector and social sector committees of CDC report that it is CPDO which presents the list of programs and projects prioritized by the administration. Instead of being able to input civil society's own views on priorities, the portion of the budget which should be allocated for each local government sector, and the programs and projects which should be implemented, NGO representatives in CDC have had to move within the scope of the administration's priorities and its view on how the development fund should be divided. For instance, NGO members of the social development committee of CDC are losing interest because for the past two years the social development sector's budget has been more or less fixed, at ₱3 million for an old nutrition and feeding program, and ₱3.3 million for housing and land improvement outlay.
- ♦ A number of privately run institutions performing functions which would otherwise be run by local governments receive subsidies or grants from the latter. While many, if not all, of these are deserving of support, the CDC and NGO community do not have much influence on the prioritization or choice of institutions to be funded, or the amount to be allocated for each. Several government agencies through which these funds are channeled also reported that they do not have power to monitor the use of the subsidy or grant. The institutions concerned also do not report to the agencies on the use of funds.

BUDGET, IMPLEMENTATION AND MONITORING

Revenue

The city's estimated total revenue, according to the executive budget, was ₱503.6 million in 1999 and ₱564 million in 2000. These amounts do not include contributions received from the Philippine Amusements and Gaming Corporation by the mayor's office, program grants from foreign funders, congressional funds

coursed through the city's Congress representatives but over which the local government has little or no control, financial support from national agencies for devolved agencies, donations, and some other revenues. The budgeted revenue also does not include the barangays' share of IRA, which is channeled through the city.

The city's share of IRA accounts for the largest item of revenue. The IRA is the allocation to the locality from national taxes collected by the Bureau of Internal Revenue. It is apportioned to provinces, cities, municipalities, and barangays according to a sharing scheme provided by the Local Government Code. In 1999, 56% of Bacolod City's budgeted revenue came from IRA. The proportion increased to 57% in 2000. Other major sources of income are municipal business taxes (13-14%) and real property taxes (8-10%). Table 4 shows the estimates of revenue of Bacolod City for 1998-2000.

Expenses

The city's total expense budget was ₱503,600 for 1999 and ₱558,697 for 2000. Table 5 shows how the budget was divided among the three sectors of local government.

The decrease of ₱25 million for social services and of ₱8.8 million for economic development is primarily explained by the transfer of ₱33 million in salaries for casuals from the budgets of departments under these sectors to the mayor's office (general services). The bulk of the increase in the budget for general services also went to the mayor's office.

Every budget of the department and local government sector is broken down into personal services (salaries and employee benefits), maintenance and other operating expenses (MOOE), capital outlay, and non-office expenditures. Table 6 shows how local government sectors apportioned their budgets in 2000.

GAD budget

Despite the memorandum from DBM and the city council resolutions asking department heads to identify and set aside 5% of their 1999 and 2000 budget allocation for GAD, the executive budgets did not reflect this.

Table 4. Bacolod revenue estimates (P), 1998-2000.

Sources	1998	1999	2000
Unappropriated balance	17,000,000	20,000,000	47,040,000
Tax revenues			
Real property tax: current, previous, penalties	42,560,807	49,000,000	45,000,000
Property transfer	4,100,834	6,000,000	6,000,000
Municipal business tax	71,039,241	70,000,000	71,500,000
Occupation tax	523,274	700,000	700,000
Miscellaneous annual permit fees	3,294,033	6,000,000	6,000,000
Community tax	5,025,775	8,000,000	8,000,000
Miscellaneous local government share on IRA	278,074,504	284,000,000	320,000,000
Amusement tax	10,288,416	6,600,000	6,000,000
Sand and gravel	6,783		
Weights and measures	80,666	80,000	80,000
Fines and penalties	2,213,774	2,000,000	2,000,000
Total tax revenues	417,208,107	432,380,000	485,280,000
Operating and miscellaneous revenues			
Secretary's fees	1,419,223	1,500,000	1,500,000
Building permit fees	3,176,901	4,000,000	4,000,000
Marriage license fees	108,942	80,000	100,000
Sheriff's fees	35,652	30,000	30,000
Court fees	191,424	300,000	300,000
Miscellaneous and incidental revenues	2,188,867	500,000	1,000,000
Quarrying fees	2,860	-	-
Electrical fees	815,162	-	800,000
City college	2,078,131	1,000,000	1,500,000
Excavation fees	44,132	-	50,000
Garbage fees	6,484,015	10,000,000	10,000,000
Zoning and subdivision fees	329,369	500,000	500,000
Miscellaneous income, other service charges	1,981,189	2,000,000	2,000,000
Total	18,855,867	19,910,000	21,780,000
Government service operations			
Receipts from public market	5,140,202	6,000,000	6,000,000
Receipts from slaughterhouse	1,067,614	1,500,000	1,500,000
Receipts from cemeteries	87,756	-	50,000
Interests	27,542,187	22,000,000	20,000,000
Rent	71,617	-	50,000
Total	33,909,376	29,500,000	27,600,000
Miscellaneous income	1,897,980	1,810,000	2,300,000
Total operating and miscellaneous income	54,663,223	51,220,000	51,680,000
Total income	488,871,330	503,600,000	584,000,000

Table 5. *Bacolod's expense budget (P), 1999-2000.*

Budget item	1999	% total	2000	% total
General services	239,106,669	47	327,901,528	59
Social services	135,564,770	27	110,668,277	20
Economic development	128,928,561	26	120,127,312	21
Total	503,600,000	100	558,697,117	100

Table 6. *Distribution (%) of sectoral budgets, 2000.*

Budget item	Personal	MOOE	Capital	Non-office	Total
General services	52	18	5	25	100
Social services	72	11	0	16	100
Economic development	40	12	43	5	100

According to key personnel in various offices, instead of allocating 5% of the total budget for GAD in 1999 and 2000, the 5% was based only on the budget for MOOE. In 2000, the total MOOE of all offices and departments came to P84,916,808, or 15% of the total budget. The unwritten policy that based the 5% GAD fund on the MOOE meant that P4,245,840, was available for specific projects in 2000, as against the 5% of P565 million or around P28 million that would have been available had the total budget been used as the base.

According to the budget office, there is in fact much more for GAD-related programs than the 5% of MOOE. The city is said to have appropriated more than P54 million in 1999 and almost P55 million in 2000 for programs and projects which, in the understanding of the budget office, were GAD-related. This would amount to more than 10% of the expense budget. DAWN was given the information presented in Table 7 in response to a request for a list of GAD programs and projects identified as such by the budget office.

There are some items in Table 7 that are difficult to justify as GAD-related.

Table 7. Budget (P) of GAD-related programs and projects identified by the budget office, 1999-2000.

Office	Project	Budget	Actual	Budget	Actual
		1999	1999	2000	2.30.2000
CMO	Aid to Boy Scouts of the Philippines	150,000	100,254	500,000	400,000
	Aid to SK Federation	450,000	367,143	400,000	167,539
	Student summer internship program	3,000,000	2,976,490	2,000,000	1,994,400
	Public employment services fund	-	-	2,000,000	1,098,662
	Training services	500,000	278,880	500,000	391,060
	Peace and order council	200,000	40,050	200,000	92,906
	Sports development project	2,316,342	2,170,522	3,000,000	2,703,736
	Senior citizens affairs project fund	400,000	397,058	450,000	268,130
	Scholarship fund	3,000,000	2,843,907	4,000,000	1,052,487
	Geographic information system	1,000,000	881,484	1,000,000	445,429
	Aid to Girl Scouts of the Philippines	150,000	150,000	250,000	125,000
	Price monitoring project	400,000	391,506	400,000	241,444
	Hospital services project	-	-	15,000,000	5,956,076
CMO – Public order and safety office	Traffic management and security	1,100,000	1,086,620	-	-
City administrator's office	Tax collection and information drive	4,815,009	5,000,000	2,238,422	5,000,000
General services	Maintenance of parks and public plaza	200,000	123,079	100,000	-
Bacolod police command	People's law enforcement board	385,400	269,762	150,000	91,546
	Youth protectory project fund	100,000	-	100,000	-
CHO	Barangay mobile clinic	4,010,354	3,557,249	1,000,000	881,113
	Health services	13,318,233	13,318,233	-	-
Bacolod housing authority	Housing and relocation development project	6,000,000	1,860,069	6,000,000	1,044,032
DPS – Solid wastes division	Development of dump site	420,000	341,185	420,000	300,751
	Clean and green project	1,486,097	1,471,650	1,700,000	243,090
CMO – Environment and natural resources office (ENRO)	ENRO project	500,000	418,695	500,000	249,345
CSSD	Integrated health, nutrition, and population	3,300,000	2,794,260	3,300,000	1,343,966
	Reception, diagnostic placement center for children and youth	200,000	198,799	200,000	101,920
	Veteran's welfare and development program	2,385,000	2,371,500	2,385,000	1,192,500
	Child minding center/center-based infant care	50,000	37,500	50,000	18,450
	Drug abuse and prevention council	200,000	139,072	200,000	28,900

These include ₱5 million for tax collection and information drive; almost ₱2.4 million for veteran's welfare and development; ₱1.1 million for public employment services fund; ₱500,000 for boy scouts (as against ₱250,000 for girl scouts); and ₱3 million for sports development. Nevertheless, even without a GAD plan, the city spends substantial amounts on programs which impact on gender. On the other hand, a GAD budget is nothing but a GAD plan translated into the peso and centavo requirements for implementation of the plan. Therefore, any expense item cannot be assigned as part of the 5% GAD budget unless there is a GAD plan.

Notwithstanding the absence of a GAD plan and of department budget items which are specifically identified as GAD-related and chargeable to the 5% GAD fund, the following are noted from the department budgets and the accompanying introductory statements outlining functions, objectives, and project activities:

- ♦ Some departments have statements of function, objectives, or descriptions of project activities that are GAD-related or have to do with issues identified as critical to women. Among these departments are:
 - a. Public affairs and assistance office – Project activities included information and education to barangays on ecological balance, and environmental protection and conservation; coordination of beautification, cleanliness, sanitation, food production campaign with head agency, and barangay profile updating (the last two were in the 2000 budget only).
 - b. City superintendent of schools – Project activities were on community development, livelihood, and others.
 - c. CHO – Project activities for 1999 included training of health personnel, barangay health workers, and mothers. In 2000, activities were on gender sensitivity; social mobilization and advocacy on nutrition; advocacy on STD/AIDS; and food handling classes.
 - d. City social welfare and development office – Activities were on cultivation of awareness, appreciation, and responsible behavior towards sexuality and combined fertility; assisting couples in making free and well-informed decision on family planning methods; establishing and maintaining a databank and information center for program planning and advocacy. In 2000, programs were for the welfare of family, community, women, disabled, and elderly.

- e. CPO – Project activities were on gender equality and women empowerment. They aimed to integrate population variables into socioeconomic development; create awareness and appreciation of, and responsible behavior towards sexuality and combined fertility; and help couples attain proper reproductive goals.
- ♦ GAD-related objectives and project activities of a department/office do not necessarily have an identifiable budget allocation. When the project activities are part of the operations, the expenses are included in the MOOE budget. In several cases, departments also include plans for activities to be managed by their personnel, but with project funds and materials coming from the national government or sources other than the local government.
- ♦ There is a noteworthy absence of GAD in the introductory statements of plans of some key departments/offices. Among the offices which should have GAD in their introductory statements are the following:
 - a. Departments or offices responsible for data gathering and profiling – These can include in their office objectives the collection of sex-disaggregated data.
 - b. Human resource management services office – This office is in the best position for GAD-related awareness and capability-building training among personnel. Although it had GAD-related activities for 1999 and 2000, the introductory statements did not express GAD.
 - c. DILG-Bacolod police command – This office is funded by the national government but the city gives it an annual budget of between ₱6.1 and ₱6.2 million. The plan's statement of objectives mentions intensifying the campaign against drug abuse but says nothing about violence against women. This is despite the fact that the Bacolod Police Women's Desk is among the best in the country. The officers of this desk complain that despite their substantive work on violence against women issues, they do not get support for operations from the amount received from the city.
 - d. Local government office – This does not include GAD in its objectives despite the fact that DILG is mandated to assist in the implementation of the 5% GAD budget requirement.

- ◆ While no department had an item specifically identified as a GAD project in 1999 and 2000, however, when DBM first required implementation of the 5% GAD budget, the local government office allocated ₱7,000 for gender development out of its budget for 1998. That same year, the city social welfare and development office also set aside ₱98,000 for GAD out of its total budget.

Interviews with heads of CSSDO and health, housing, and other departments revealed the following information about budgets:

- ◆ Departments can do little to change the budgets for personal services and MOOE because items for spending in these areas are more or less stable from year to year. Department planning therefore mostly has to do with identification of programs and projects, the budget for which is categorized under the heading “non-office expenditures”.
- ◆ Programs and projects identified or managed by departments are not necessarily funded from their budget allocations. In 2000, ₱68,426,000, or 64% of the ₱107,516,000 for non-office expenditures was appropriated for the mayor's office, which then provides funds to the departments. The CSSDO and the health and housing departments reported that their funds for certain programs and projects may come from non-office expenditure budget of a different department or other sources.

Implementation and monitoring

Programs and projects approved by the departments are not automatically ready for implementation. Before the appropriation for a specific budgeted program or project can be released, the department concerned has to submit its implementation plan, usually referred to as the work program.

After the work program is approved by the mayor, the department sends the necessary supporting documents to the city treasurer for payment. Department heads who participated in a focus group discussion reported that they had work programs approved by the mayor but nevertheless not implemented because the city supposedly did not have funds. This occurs despite the fact that the work programs are already part of the approved budget. However, the budget is reverted

to the general fund by the budget office, without consultation with the department head concerned.

The Local Government Code requires local governments to have teams who will monitor project implementation. No such team functioned in Bacolod City in 1999 and 2000.

GAD IN SELECTED DEPARTMENTS AND BARANGAYS

City social services and development office

The CSSDO is responsible for providing basic social welfare and development programs and services; orientation and technical assistance to city officials and agencies on social welfare programs; promoting individual and community welfare programs and services; and recommending city and barangay ordinances for the protection and rehabilitation of clientele groups with special needs. It has welfare programs for family, distressed communities, women, child and youth, disabled and elderly, and disadvantaged.

The regular staff of CSSDO as of June 30, 2000 were 62 women and 7 men. The department head, three division heads, and three supervisory welfare officers are female, as well as all social and day care workers. Except for some of the day care workers, all the other women have attended gender sensitivity trainings.

Budget

While CSSDO annually prepares budgets for programs for vulnerable sectors, as a rule, what is consolidated by the budget office and subsequently approved by the city council are only for personal services and MOOE. Personal services had a budget of close to ₱14 million in 1999 and about ₱13 million in 2000. The MOOE was about ₱9.5 million in 1999 and about ₱400,000 less in 2000.

The 2000 budget for non-office expenditures amounted to about ₱8.5 million which was divided as follows: 39% for integrated health, nutrition, and population program (a feeding program); 28% for veterans welfare and development program; 25% in the form of grants to private, nongovernment institutions like orphanages, community hospitals or lying-in clinics, and rehabilitation centers,

2% for the city drug abuse prevention council, 2% for the reception, diagnostic, placement center, and less than 1% each for the women's crisis center and the child minding center.

With not enough program funds from the city, the department is dependent on supplies and materials from the national government and resorts to referrals and community-based resource generation for its other needs. For example, in the program for children, CSSDO pays an honorarium of ₱3,000 per month to each of the 22 day care workers who teach pre-schoolers. The workers, all women, work from 8 a.m. to 5 p.m., but are paid less than the ₱200 daily wage required by law. Other expenses for the needs and activities of the children are either put up by the parents, or funded through solicitations from private individuals, local government officials, and other civic clubs or service organizations. CSSDO's estimated monetary valuation of the funds and other resources, which supported its programs from January to June 2000, amounted to about ₱4.2 million. Some ₱3.2 of this amount came from foreign funds channeled through DILG for the food for work program and educational assistance. Approximately ₱207,000 of the amount was used for programs classified as "women welfare". These programs included livelihood, practical skills development, medical assistance, financial assistance, transportation, and gender-sensitivity training.

GAD budget

The CSSDO allocates 5% of its MOOE for GAD. In 1998, the GAD fund was ₱98,000, which was allocated for fora or trainings on violence against women and children, HIV-STD, gender sensitivity, productivity skills enhancement cum livelihood and capability-building activities for barangay women and families of mendicants.

In 1999, CSSDO allocated ₱98,000 for GAD but was able to avail of only ₱48,000. Towards the last quarter of the year, the mayor's office, without knowledge of the department head, reverted the balance to the general fund. The ₱48,000 was used to subsidize the registration fees of CSSDO social workers who attended the Philippine Association of Social Workers Inc. Convention in Bacolod City and other staff capability-building trainings. Table 8 shows how CSSDO's GAD fund was allocated in 2000.

Table 8. *CSSDO's GAD programs, projects, and activities, 2000.*

Program/project/activity	Amount (P)	Status
Seminar for City Subcommittee on Women and Family	47,900	Expended
Training on Philippine-Australian Program on Effective Management of Social Welfare and Development Projects (attended by department head)	25,200	Expended
Honorarium for department head who attended above training	6,500	Expended
Program for street children	18,900	Not implemented due to lack of funds
Parents' Effectiveness Service Seminar	14,400	Not implemented due to lack of funds

The project proposal for the department's GAD is usually prepared by the supervisor in charge of the women's program. While the work program is approved by the mayor and submitted to the budget office in February or March, implementation is often done towards the second half of the year.

City population office

The CPO is composed of 13 female and 9 male employees, including one male casual. The department head, a woman, has attended gender sensitivity trainings and orientation seminars on gender issues. The two women and two men, occupying the second level position (division chief and supervisors), have attended orientation sessions on gender issues. Only one male supervisor has not attended a gender sensitivity training. Only one female rank and file employee has attended a gender sensitivity training; the rest have attended orientation on gender issues integrated in a seminar on reproductive health.

Gender trainings and orientation seminars were mostly given by local agencies like the Population Commission of Region 6, the Provincial, Regional, Municipal Development Project, and by CDC members such as DAWN Foundation and Health Opportunity for People's Education Foundation.

Budget

While CPO has outlined population and development integration; reproductive health and family planning; maintenance of a databank; and gender equality and women empowerment as its programs, there are not enough funds to implement these.

The CPO's annual budget has only two major items, personal services and MOOE. For 1999 and 2000, the budget was about ₱3.6 million: ₱3.4 million for personal services and the rest for MOOE.

Given the budget constraints, it took CPO at least three years to complete the barangay profiles of 60 of the 61 barangays of the city. Based on the data, CPO made recommendations to barangay officials on education or literacy programs, livelihood skills trainings, day care services, and expanded immunization services.

For the youth program, CPO personnel act as resource persons in school-based symposia on population education, reproductive health, sexuality, and fertility management. For the family planning program, CPO focuses on institutional capability-building, service delivery, information and education, among others. It links with labor unions and business establishments to carry out the work.

GAD budget

CPO has no specific budget for GAD. However, gender concepts are integrated in the reproductive health seminars which the department conducts. The CPO did not have a GAD plan because the department's MOOE was only ₱170,000 in 2000. Further, a directive from former President Estrada required all departments to set aside 25% of MOOE as reserve (it was only 10% in the previous year). Thus, CPO's GAD-related programs had to be funded from other sources.

The office was able to hold capability-building training and gender session for its staff and field workers. These were financed by the national government for the local performance program (LPP), an interagency initiative since 1995. In 1999, the ₱1.080 million LPP fund was appropriated as follows: 50% for family planning program, particularly for training of service providers; 30% for child survival; 10% for population programs, specifically for procurement of equipment and instrument; and 10% for program management. Trainings conducted under

LPP in 1999 included those on gender, interpersonal communication skills, population education, and basic family planning for nonmedical personnel.

The CPO head said that if the department had a separate GAD budget, it would be used to provide gender sensitivity trainings to barangay councils and to financially support poor people who seek permanent methods of family planning, such as vasectomy and tubal ligation.

City health office

The CHO is charged with providing services that promote and maintain primary public health care through distribution of available essential medicines, reduction of health risks, among others. It has programs on maternal and child care, dental care, family planning, environmental health, STD prevention and control, among others. As of June 30, 2000, CHO had a staff of 157 permanent employees. The department officer-in-charge and 35 other employees are male.

Budget

In 1999, CHO's budget was P42.2 million, 81% of which was allocated to personal services. The MOOE was P3 million, of which P2 million was for medicines, plasters, gauzes, reagents, alcohol, needles, and supplies for clinics and laboratory. Some P4 million of CHO's P5 million non-office expenditure budget was allocated for the salaries of nurses who worked as casuals at the regional hospital, while the remaining was for the salaries of casuals at barangay health stations. In 2000, P4 million of the department's MOOE for nurses and casuals was transferred to the mayor's office, while the budget for medicines and supplies was increased by P200,000.

The CHO spent about P39 million for salaries but had only P3 million for medicines, supplies, and operating expenses (under MOOE). It is, therefore, clear that the best the department is able to do is provide personnel to run programs, but it must depend on external sources for medicines and other supplies. The CHO depends on the Department of Health for medicines, vitamin and mineral supplements, tetanus toxoid vaccines, etc. The CHO's 1999 report of

accomplishments claimed the following: administration of tetanus toxoid vaccines to 5,154 pregnant women; giving complete iron dosage to 256 post-partum mothers; and full immunization of 11,692 children. Vitamin A capsules were also given to 5,030 lactating mothers; 10,855 children aged 9-11; and 35,192 individuals aged 12-59.

GAD budget

Although CHO's policy statement in the executive budget includes gender sensitivity projects, the department has no separate GAD budget.

City mayor's office

Most, if not all, departments could use additional funds to deliver more and better services to the people of the city. Unfortunately, there is always less than what is needed by everyone. Thus, an office like CHO can have great plans and programs, and the employees to implement these, but it faces limitation with only ₱2.2 million for medicines, and even smaller amounts for materials, supplies, and equipment. Where does the city's money go, money which might be used to fund GAD-related projects?

Budget

For the year 2000, the budget of the city mayor's office (CMO) was ₱181,860,364 or almost 33% of the ₱558,697,117 total budget. This budget was more than double the one for 1999. The 2000 budget far exceeded the actual expenditure of ₱111,812,485 in 1998. Control of CMO's budget is not vested in the head of the administrative division, but instead in an unaccountable officer whose tenure is co-terminus with that of the mayor.

A comparison of the CMO budget with the total budget for all sectors shows that the former controls almost 64% of the total ₱107.5 million for non-office expenditures of all departments. This is especially significant given that budget allocations for personal services and MOOE are relatively fixed so it is often only with a budget for non-office expenditures that departments can hope to fund their special programs and projects. Concentrating the budget for non-office expenditures in the mayor's office effectively denies other departments their

much-needed program funds or concentrates the power of prioritization in the hands of the mayor.

The CMO's budget for casuals also increased from about ₱7.8 million actually expended in 1998 and ₱2.1 million budgeted in 1999 to ₱33,528,000 in 2000. The increase was primarily due to the centralization in the mayor's office of department budget items for casual employees. This practice has meant the deployment to department heads of unnecessary personnel or those without proper qualifications and training. Regular turnover of casual workforce also increases department training costs and results in financial wastes.

Table 9 shows how the mayor's budget for casuals increased between 1998 and 2000. The figures for wages of casuals employed under the mayor's office do not include wages of "job order" employees for specific budgeted special programs and projects. In some cases, such as the hospital services project for which ₱15 million was allocated in 2000, the entire budget for the project was for salaries of nurses. Considering how the city allocated only ₱2 million for medicines which can be expected to directly benefit the poor, one must question an allocation of ₱15 million for salaries of nurses who will have nothing to dispense to poor patients.

Table 9. CMO budget (₱) for casuals, 1998-2000.

Office	1998 (actual)	1999 (budget)	2000 (budget)
Mayor's office – administration	7,780,900	2,112,000	33,528,000
Other departments	47,474,725	38,332,700	4,804,800
Total for all departments	55,255,625	40,444,700	38,332,800
% of CMO to total	14	5	87

Barangays

The barangay is the smallest political unit of a local government. It provides an avenue for people's political participation on matters affecting their lives. Bacolod City has 61 barangays, 41 classified as urban and 20 as rural, according

to a 1985 zoning ordinance. Barangay populations range from a low of 202 persons to a high of 37,815 persons.

A barangay is governed by a barangay captain and barangay council members. The barangay captains are organized into the Association of Barangay Captains, the president of which is a member of the city council. Barangays also have a youth organization called Sangguniang Kabataan (youth council), whose presidents form a federation. The federation president also sits as a member of the city council.

GAD budget

In 1999, the local DILG reinforced the national mandate operationalizing the GAD budget implementation at the barangay level. Copies of Section 28 of 1998 General Appropriations Act No. 8522 and the June 15, 1997 Local Budget Memo No. 28 were furnished to each barangay. To build capability for compliance, the local DILG conducted a series of GAD gender sensitivity seminars in coordination with other government agencies, such as the Commission on Human Rights, the PNP Bacolod Command, and NGOs like DAWN Foundation. The DILG also issued a memorandum to barangays to establish a committee on women and family.

In 1999, DILG and the city council would not approve barangay budgets that did not have 5% of the total, appropriated for programs and projects specifically identified as GAD-related. The DILG also required every barangay to submit a GAD entry plan to support their GAD budgets.

To build up capability for GAD planning and budgeting, the local DILG office held a seminar. Topics included: What is a GAD focal point? Why a GAD focal point? What are the functions of the focal point? What are the characteristics of an effective focal point? What are GAD and GAD mainstreaming?

In January 2000, the National Economic and Development Authority, through the office of Councilor Celia Flor, chair of the committee on women, conducted an assessment of the utilization of the 1999 GAD budget. Representatives of 45 barangays, including officials and GAD focal points, were also given a basis for evaluating their performance based on the women empowerment and equality framework. Using the framework, the participants were asked to propose their GAD plan and budget for the year 2000.

Table 10. GAD programs and projects in 19 barangays in Bacolod, 1999.

Programs and projects	No. of barangays	Amount spent (P)	% total
Gender sensitivity training and GAD advocacy	18	308,200	28
Livelihood assistance and skills training	7	138,300	13
Awareness activities on violence against women	1	5,000	*
Training and allowance of barangay <i>tanod</i> (watch)	6	78,200	7
Allowance of barangay clerk and health workers	3	54,000	5
Drug Prevention Seminar	1	4,600	*
Office supplies and materials	3	23,500	2
Beautification program (clean and green project)	5	76,070	7
Trainings	4	31,400	3
<i>Purok</i> (village) survey and research	2	24,000	2
Maintenance of health and day care center	3	57,500	5
Medical and dental clinics	1	35,000	3
Facilitation of special cases	1	2,500	*
Appointment and honoraria of focal point officers	2	42,000	4
Light and water facilities	1	15,000	1
Orientation and consultation meetings	3	8,000	1
Facilitators' training	2	18,130	1
Project implementation	2	49,940	5
Assistance to women and children victims of abuse	1	10,000	1
Health and sanitation	3	52,000	5
Zonal branding	2	20,000	2
Cultural presentation	1	25,000	2
Purchase of anti-rabies vaccine	1	11,953	1
Total		1,090,293	98

Note: * - means the percentage was less than 0.5.

In 1999, all barangays complied with the 5% GAD budget requirement as their budgets would not have been approved otherwise. Thus, of the ₱63,347,540 budget of the city's 61 barangays, ₱3,167,813 was budgeted for GAD programs and projects. In 2000, the DILG reported that 27 of the 61 barangays had no appropriation for GAD. Because about 45% of the barangays did not have a GAD budget, despite the increase of the total barangay budget to ₱79,433,983, the total GAD budget was reduced to ₱2,845,249.

A sampling of the use of barangay GAD funds was obtained from 19 barangays which submitted reports during the GAD assessment conducted by Councilor Flor. The sampling showed that in 1999, 18 of the 19 barangays had a total appropriation for GAD of ₱1,592,267. However, the amount actually expended by all 19 reporting barangays was only ₱1,084,293 (see Table 10).

GAD planning and budgeting process

The process is as follows:

- ♦ The local government unit makes a budget call/certification to barangays regarding their budget for the ensuing year.
- ♦ The barangay budget with the 5% appropriation for GAD is prepared and ratified by the city council.
- ♦ The GAD focal point, the chair of the barangay committee on women and family or on social services prepares the entry plan for the use of the 5% appropriation for GAD.
- ♦ The entry plan is approved by the barangay council and submitted to DILG, which monitors compliance of the 5% GAD budget requirement.
- ♦ The DILG endorses the entry plan to the city accounting and budget offices for disbursement. This is where DILG informal pressure happens.

The GAD entry plan (sometimes called a re-entry plan) is equivalent to the work program which must support all city treasury disbursements for programs and projects. The entry plan shows the title of the activity being planned, output indicators, sponsors or responsible persons, period of implementation, and budget required per month. The plan is called entry plan because it is merely an initial step toward the formulation of a more comprehensive barangay GAD plan.

From 2000, submission of this entry plan has been a requirement for the release of the allowance of a barangay GAD focal point officer. The local DILG officer gave the following as the bases for the entry plans:

- ♦ National Commission on the Role of Filipino Women guidelines;
- ♦ memorandum circular 198-48 of DILG; and
- ♦ budget circular of DBM.

Factors in implementing GAD budget

The implementation of the 5% GAD budget requirement in barangays of the city was very much more successful than that in the local government units for the following reasons:

- ♦ The DILG and the city council strictly enforced the 5% requirement.

Examples of what happen in actual practice were obtained in a focus group discussion participated in by representatives of selected barangays.

In 1999, the annual GAD plan of Barangay Granada was drafted by the focal point officer. The plan was based on the results of the evaluation conducted in priority areas. Workshops were also held to identify urgent problems of women. The results were prioritized and used as reference for the drafting of the plan.

In 2000, the Women's Development Agenda which was drafted during the Women's Assembly was used as basis for the 2000 plan. Barangay 3's GAD focal point officer reported that in identifying gender issues, she consulted organizations of the elderly, women, children, and youth. Barangay Captain Brigid Tan of Barangay 3 confirmed that issues identified were just "attachments" to the documents submitted to the local DILG office as a requirement for budget disbursement.

After the issues were identified and the GAD entry plan with the required budget was prepared by the focal point officer, the documents were submitted to the barangay council for approval.

- ◆ The DILG required barangays to identify focal point officers who are responsible for preparing GAD entry plans and work programs and for implementing and monitoring GAD projects.
- ◆ The Sanggunian chair of the committee on women held a capability-building and planning workshop to enable barangays to prepare GAD entry plans.
- ◆ DAWN has a strong network of GAD advocates in at least 40 barangays.

Barangays reported difficulty with Commission on Audit (COA) rules regarding allowable expenses. For instance, while victims of violence need food and clothing, COA disallows these. Barangays reported that they have to make it appear that office supplies and construction materials were purchased so that money could be paid out of the barangay budget to “suppliers” who kept a “commission” of 20-25% of the amount and returned the balance to the barangay to purchase items which COA would otherwise disallow.

LESSONS AND RECOMMENDATIONS

The implementation of GAD planning and budgeting in Bacolod City is facilitated by the following factors:

- ◆ national and local policies that require planning and setting aside of 5% of the local government’s budget for GAD;
- ◆ GAD advocates outside and inside the formal local government unit structure;
- ◆ an empowered civil society;
- ◆ general awareness and acceptance by the local government unit, especially of social sector department heads, of the importance of GAD;
- ◆ media that has a long history of being an ally of GAD advocates; and
- ◆ mandates by national and international funding agencies that gender be integrated into local government plans.

On the other hand, here are factors which hinder implementation of GAD planning and budgeting:

- ◆ The city budget office led the departments to understand that there is no need to include an item for GAD because, automatically, 5% of their total MOOE appropriation would be for this. This allocation is made upon the department's submission of work program. There is no documentation to support this practice. When total MOOE for all departments is only 15% of the total budget, then 5% of MOOE comes to less than 1% of total.
- ◆ The DBM, which is the key national government agency responsible for the implementation of the 5% GAD budget requirement, is said to have informed the city budget office that there is no need to have a specific budget for GAD. The DBM also said that the 5% requirement is for the local government unit as a whole and may be larger in some departments and smaller in others.
- ◆ Inadequate understanding of GAD, lack of skills and capability on GAD integration and planning, lack of awareness and appreciation of the implications of GAD are also factors.
- ◆ The city has no GAD plan which could be the basis of a department's GAD budget; thus, departments have no GAD plans.
- ◆ There is no GAD analysis of issues, and sex-disaggregated data are lacking.
- ◆ The budget format and process restrict GAD planning by the departments.
- ◆ The mayor and the majority of the city council consider GAD advocates such as Celia Flor and Vice Mayor Luzviminda Valdez as opposition. The vindictiveness of some elected officials and their appointees is a major cause of difficulty at present.
- ◆ Traditional politics based on patronage and personality is also a problem.

Recommendations

Based on information gathered for this research, consultations with NGOs, and meetings with key informants from various departments and offices of the city, the following recommendations are presented for consideration:

NGOs and civil society

- ♦ capability-building for NGOs and private sector to enable them to participate more actively and effectively in the planning, budgeting, implementation, and monitoring process of the local government unit; and
- ♦ formulation of women's sectoral agenda/development plan/GAD plan.

Government

GAD:

- ♦ capability-building, through workshops, in GAD planning and budgeting for key persons in departments and barangays;
- ♦ clear mechanism to enforce the 5% GAD budget requirement;
- ♦ identification of a person in the department who will serve as GAD focal point officer; and
- ♦ integration of GAD in the regional and provincial development frameworks as well as in the city development plans.

More transparent and participative government:

- ♦ The CDC should be involved in the planning and budgeting process for the city's entire budget (presently it is involved in the planning and budgeting process for just the 20% development fund.)
- ♦ The monitoring team should function as mandated by the Local Government Code to ensure proper implementation and evaluation of projects and programs.
- ♦ Barangay development councils should be activated.
- ♦ Program and project funds and salaries of casuals should be transferred from the budget of the mayor's office to the appropriate departments or agencies.
- ♦ The department's human resources unit should review the staffing requirements to regulate indiscriminate hiring of casuals, minimize personnel expenses, and make more money available for programs and projects.

CONCLUSION

As a way of conclusion, it is worth to note the comments of the key informants from the various departments who surprised the authors by pointing out how they benefited from this study. For some, it gave them the opportunity to “speak out on issues and concerns which affect government processes, such as inappropriate use of political power and resources”. They saw the study as an “eye opener on how the government is performing,” and that it “increased awareness of the interconnectedness of the different planning processes within the city, particularly where budgeting is concerned.” They welcomed the opportunity to take an active part in the study as they recognized the need for the city government to be evaluated within the context of the political, economic, and social processes. “While the paper is written mainly as a study of the utilization and impact of the 5% GAD budget,” the spokesperson for the study group said that “perhaps it could be made useful not only to key managers, policymakers, project planners, and barangay officials, but also to students of public administration, public administrators, and ordinary citizens who wish to gain an insight into public administration and the business of government.”

ACRONYMS

BCWO	Bacolod Consortium of Women’s Organizations
CDC	city development council
CHO	city health office
CIDA	Canadian International Development Agency
CLUDEP	comprehensive land use and development plan
CLUP	comprehensive land use plan
CMO	city mayor’s office
COA	Commission on Audit
CPDO	city planning and development office
CPO	city population office
CSSDO	city social services and development office

DAWN	Development for Active Women Networking Foundation, Inc.
DBM	Department of Budget and Management
DILG	Department of Interior and Local Governments
DPS	Department of Public Services
DSWD	Department of Social Welfare and Development
GAD	gender and development
GADALA	Gender and Development Alliance of Leaders and Advocates
IRA	internal revenue allotment
LAWN	Legislative Advocates for Women of Negros
LFC	local finance committee
LPP	local performance program
MOOE	maintenance and other operating expenses
NGO	nongovernmental organization
NSO	National Statistics Office
PCW	Provincial Council for Women
PNP	Philippine National Police
RA	Republic Act
SEC	Securities and Exchange Commission
STD	sexually transmitted diseases
WIP	Women in Politics

DEVELOPMENT THROUGH ACTIVE WOMEN NETWORKING

The Development through Active Women Networking (DAWN) Foundation is an NGO based in Bacolod City, Negros Occidental, Philippines, that seeks to address the woman question — the marginalization, subordination, oppression and exploitation of women as women — through gender consciousness raising, education and training, skills and capacity-building, and structural transformation.

Since its registration with the SEC in 1991, DAWN has expanded its programs to include human rights advocacy, direct services for women victims of violence, politics and governance, and reproductive health. The Foundation, managed by a board of multisectoral women leaders, is also a member of several national networks dealing with women and issues on them.

*Participatory Local Development Planning
as Springboard to Gender-Responsive Budgeting:
The Case of Surallah, South Cotabato*

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INTRODUCTION

The gender budgeting initiative in the Philippines aims to achieve the following:

- ◆ develop more gender-sensitive and gender-responsive government budgets, with the objective of promoting equity and effectiveness in government program and project implementation;
- ◆ encourage accountability and transparency on the part of government and public representatives for more efficient governance and more responsive delivery of social services; and
- ◆ enhance citizens' participation and advocacy, particularly among women, on budget literacy with a focus on gender considerations.

This study examines the case of the municipality of Surallah, South Cotabato, Philippines. It hopes, in particular, to identify women's participation in barangay development planning, and budgeting for the year 2000, and to show how the participatory planning process can be a springboard for gender-responsive budgeting. It describes the use of participatory resource appraisal as a tool for a more participatory approach to barangay development planning, and moves on to analyzing sectoral development priorities. While the municipal government of Surallah has made no explicit commitment to gender, the recognition that there should be such a commitment, is a step forward for the traditionally gender-blind administration.

The study comes up with concrete action recommendations for the different stakeholder groups involved in mainstreaming gender in local development and governance work. These could be used by the municipality of Surallah, in partnership with the Building Alternative Rural Resource Institutions and

Organizing Services (BARRIOS), its partner local nongovernmental organization (NGO), in identifying effective strategies and methods to integrate gender in the budgeting process within the context of participatory approach to local development planning.

Results of the study can also be used as inputs to the local government unit in developing a more gender-sensitive budget and eventually, in its first attempt at making a gender and development (GAD) plan. They can likewise be used to provide tools for the unit's implementation of the 5% GAD budget in 2001 budget. The Barangay-Bayan Governance Consortium (BATMAN) can also use the results in determining strategies for strengthening women's participation and mainstreaming a gender perspective in local development planning and budgeting.

CONTEXT

Profile and demography of the municipality of Surallah

The municipality of Surallah has 17 barangays, two of which are classified as urban and the rest as rural. As Surallah lies along the Allah Valley River Basin, the municipality is predominantly an agricultural area. It is endowed with rich agricultural resources, with corn and rice as major products. Over three-fourths of its land is suited for intensive agriculture, but presently only 59% is devoted to it, from which majority of households derive income. Only Barangay Dajay is irrigated. The rest of the barangays rely on natural rain and three rivers for farm water.

In 1995, Surallah's population was 61,509, of whom 48% were female. The growth rate of the population was 2.6% between 1990 and 1995. A third of the population lived in two urban areas. Ilonggo or Hiligaynon was used by 79% of the population, with Hamtikanon and T'boli as the two next most popularly spoken dialects. Almost one-fourth of the population was Roman Catholic. About 59% were in the working ages of 15-64 years. This group supported the young dependents aged 0-14 (40%) and those over 65 years old (1%). Surallah had an unemployment rate of 10%.

Women in the context of the Mindanao conflict

Surallah is home to about 2,000 Maguindanaoans, who account for about 3% of the total municipal population. Most of them live in Barangay Upper Sepaka and its neighboring communities. In the past, this barangay was seen as a “no man’s land” because of the armed struggle between Muslim rebels and government troops. However, the peace and order situation already has greatly improved, and the place is now generally accessible.

As a municipality of South Cotabato, Surallah is located within the special zone of peace and development, more commonly known as the SZOPAD. The SZOPAD is composed of 14 provinces and 10 cities in Mindanao, Sulu, and Palawan. In these areas, socioeconomic development plans are integral to the peace agreement signed by the Government of the Philippines and the Moro National Liberation Front (MNLF) on 2 September 1996.

During the MNLF-Armed Forces of the Philippines hostilities in the 1970s and 1980s, MNLF membership included women who served in capacities such as nurses and paramedics, among others. The women provided support to their husbands and male relatives who were then in battle. MNLF’s sustaining the armed struggle for self-determination for a long time can be partly attributed to the role of women in noncombatant assignments.

The Evaluation Report of the United Nations Development Program, published in 1999, acknowledged the significant role played by women in the MNLF communities. However, much needs to be done to maximize opportunities for the Muslim women. Capability building programs are needed for a group that is slowly emerging to participate actively in the mainstream of socioeconomic work and in the political terrain.

Political administration and decisionmaking structures

The May 1998 local elections ushered in a new political administration for Surallah. Mayor Romulo O. Solivio’s leadership and management are being described as a shift from a traditional to a more dynamic and progressive one. Before the incumbent administration, Surallah was under the stronghold of a political warlord. Under Mayor Solivio, Surallah is envisioned to be the agri-

industrial center in the Upper Valley area and the entire South Cotabato. Solivio introduced the concept and practice of participatory local development planning and brought in a new breed of local government personnel who are more open to reforms and are more service-oriented. In particular, in 2000 the administration introduced an important reform in the planning and budgeting process by reprogramming all nonprogram-based appropriations to make them more responsive to the demands of the communities.

As of 2000, the local government bureaucracy has 172 regular employees assigned to 14 departments. Sex distribution is almost even, 85 women and 87 men with regular positions. However, Table 1 shows that of the 576 people involved in decisionmaking, 72% are men. Men hold formal leadership positions in the barangay and the village (*purok*) levels, while women are barangay secretaries and treasurers. The latter jobs are often perceived as extensions of their traditional housekeeping tasks. The only woman member of the Sangguniang Bayan (local governing council) represents the youth council or the Sangguniang Kabataan. The chair of the Health and Social Services Committee, where women's concerns are significant, is a male councilor.

Table 1. *Municipal government and community decisionmakers by gender.*

Position	Women	Men
Department head	6	11
Councilor	1	10
Municipal employee	85	87
Barangay chair	1	16
Barangay councilor	17	101
Barangay secretary/ treasurer	21	14
Village (<i>purok</i>) chair	21	168
Sangguniang Kabataan chair	8	9
Total	160	416

With the passage of the Local Government Code in 1991, local special bodies (LSBs) became mandatory. The LSBs include, among others, local development councils, local education board, local health board, and local peace and order

council. The law requires that at least 20% of these bodies come from the NGOs or people's organizations (POs). However, ISBs have not been fully functional in the local government of Surallah.

Surallah's Finance Committee is composed of the planning and development officer, a male, and the budget officer and the municipal treasurer, both females. The committee is influential insofar as local plans and budgets are concerned. Among its functions is the determination of the municipality's income, and the recommendation to the mayor of the budget ceilings for economic, social, and general public services based on the approved local development plans and the capital outlay and infrastructure projects of the municipality. In addition, this committee assists the local governing council in the review and analysis of the annual regular and supplemental budgets of the municipality.

A focus group discussion with committee individuals revealed that they have no GAD orientation. They do, however, recognize the importance of such an orientation, and have requested their partner NGOs to conduct an orientation workshop in the near future.

Planning and budgeting process

Before the advent of the barangay development planning-participatory resource appraisal process in the municipality of Surallah, there was no planning taking place at the barangay level. At the municipal level, the departments were given the budget ceiling every second quarter of the year and directed by the mayor to prepare their budget proposals. The local Finance Committee presumed that the departments who implement the projects brought along with them the barangays'/communities' project proposals aimed at improving the quality of life for constituents. However, in the absence of a participatory mechanism for getting people in the barangays to articulate their issues and concerns, the projects proposed by the department heads were not truly reflective of the people's life situations and often not responsive to their problems.

The absence of a basic gender awareness and understanding of the problems among the planners and implementers of the projects contributed to an overall plan and strategy that were gender-blind. In addition, patron-based politics and influence peddling played a big role in budgetary decisions

in the municipality. Hence, for example, a barangay captain (*punong barangay*) with greater influence with the mayor has more projects provided for him/her by the local budgets.

This type of dynamics occurred at both the barangay and the municipal levels. At the barangay level, while the Department of Budget and Management (DBM) requires that no project should be funded unless it is included in the five-year barangay development investment plan and the corresponding annual implementation plan, heads of barangays are the ones who are able to influence decisionmaking in this area. Orientation of these barangay heads is frequently towards high-cost, high-profile projects with little impact in improving the quality of lives at the village level.

At the municipal level, the instruments required by DBM to ensure a responsive planning process, are the five-year local development investment plan and the implementation plan as approved by the municipal governing council. All municipality-funded projects must emanate from these plans, or DBM will not recommend operationalization. The plans list the projects to be implemented in the 17 barangays as identified by the municipal government through its departments. Department heads, while highly skilled and technically equipped, have a very indirect sense of the people's needs and aspirations. The plans serve as lists of recommendations for the mayor to choose what projects should be funded out of the municipal-wide shortlisted projects. Often the mayor decides on the basis of where he/she received more votes in the last election, of where his/her ward leaders are, or of party affiliation.

Medium-term development plan of Surallah

Throughout 1999, the municipality embarked on the preparation of its 10-year (2000-2010) medium-term development plan under the technical assistance of the Housing and Land Use Regulatory Board that has its regional base in Davao City. This plan, also referred to as the comprehensive development plan (CDP), incorporates the comprehensive land use plan of the municipality.

The CDP was considered to be more of a technical rather than a practical and participatory exercise by the different stakeholders in the Surallah community. However, with the advent of the barangay development planning-

participatory resource appraisal and the Barangay Integrated Area Development Program (BIADP), the CDP is presently being reviewed.

The CDP is supposed to provide the development framework and serve as a guide for the entire government machinery in respect of its programs and projects. Interviews with crafters of the plan revealed that it ignores possible gender-differentiated impacts of projects and socially ascribed roles, responsibilities, and capacities of men and women who are potential partners in these projects.

The draft CDP has the following broad development objectives:

- ♦ improve delivery of economic and basic services;
- ♦ provide adequate and improved infrastructure and utilities;
- ♦ strengthen cooperative movement;
- ♦ maintain peace and order condition;
- ♦ optimize agricultural potential of municipality;
- ♦ combat environmental degradation and conserve natural resources;
- ♦ improve educational facilities and encourage a more relevant program to increase literacy; and
- ♦ establish viable land use management scheme to achieve preferred spatial development.

INTERVENTIONS OF BARRIOS AND BATMAN IN SURALLAH

Participatory planning

The BATMAN is a loose network of national and local NGOs promoting democratic participation in local governance and undertaking a capacity-building program for barangay-based elected officials and leaders of civil society organizations. In October 1998, BARRIOS, another NGO, in partnership with BATMAN, embarked on a comprehensive program on local governance. The program focused on leadership formation and participatory development planning at the barangay level.

In early 1999, local government officials of Surallah participated in a one-day training needs assessment, along with key department heads and personnel, and representatives of POs. Subsequently, a six-day trainers' training on local

governance and barangay administration was held. An agreement was reached that the municipality would undergo a two-week training on barangay development planning-participatory resource appraisal, including a five to seven-day development planning exercise at the barangay level. What started as a resolve to do the participatory planning in three to five barangays became a plan to cover all 17 barangays of the municipality.

Integral in the initial phase of the process is a socioeconomic profiling of each of the barangays that is done by barangay officials and key informants. In this phase, participatory resource appraisal tools are used extensively in appraising existing resources of the barangay. These tools have been used by many NGOs in the Philippines in assisting their partner POs in formulating development projects. While in the past this process has been parallel to the traditional planning that local governments undertake, the barangay development planning-participatory resource appraisal process has brought together all the major stakeholders and interest groups in the barangay to come up with both strategic and short-term plans, which are then fed into the government process.

The profiling was followed by strategic planning process, often covering a three to five-year period. Prioritization of projects was done utilizing the technology of participation approach to planning. The result was an implementation plan with the annual operations plan for the year 2000. The two latter documents are officially required by DBM for the release of the 20% local development fund (LDF) from the internal revenue allotment (IRA) of the municipality. Development priority projects were presented to barangay residents and validated during the regular barangay assembly. To facilitate mobilization of resources, a three-day workshop on writing and packaging the BDPs was held.

The entire process culminated in a pledging session to which were invited key local personnel from the Agriculture, Social Welfare and Development, Health, Environment and Natural Resources Departments, and national agencies; local officials; representatives of funding institutions and NGOs. The two-day pledging session yielded ₱68 million worth of projects, largely coming from the district representative in the House of Representatives. Each development priority project identified by the people required sourcing from both the household and the POs as counterpart. The barangay council was likewise required to pledge a part of the IRA before external funds were generated.

Currently, the municipal government is overseeing a monitoring and evaluation system to ensure the proper implementation of the projects. Equally important, it is sustaining the sense of ownership and victory the people of Surallah had attained in the process. For this purpose, they have created a mechanism called *Barangayan*, a three-day activity for each of the 17 barangays for face-to-face interaction with the mayor and other municipal and barangay officials. The Barangay Affairs Office has been created to organize and supervise this activity. Further, project monitoring committees (PMCs) were created at the barangay and municipal levels to ensure not only the implementation of the projects, but also more transparency and accountability at each phase. PMCs are composed of local elected officials and appointed representatives of the sectors that participated in the barangay development planning process.

Gender and the barangay development planning-participatory resource appraisal process

In all activities — from organizational meetings with local government officials and personnel to capacity-building programs — BARRIOS has ensured that at least 30% of the participants are women. In the BDPs of the 17 barangays, of the overall total of 1,292 participants, 633 (49%) are women. Frequently, they are the barangay councilors (*kagawad*); leaders of barangay-based women's organizations and POs; barangay health workers, nutrition scholars, day care workers, and midwives. Of the 17 barangays, only Barangay Talahik is headed by a woman.

The barangay development planning process took place during July-September 1999, in time for submission and deliberations of the municipal budget in October. Unfortunately, a municipal-wide orientation course on Women in Governance, conducted by the Institute of Politics and Governance, was held only in December 1999 for an all-female group of community leaders involved in local governance work.

The focus group discussions with women participants of the barangay development planning-participatory resource appraisal revealed that their participation in the entire planning process has been without a gender consciousness.

Mechanisms for people's participation in project development

As a result of the barangay development planning-participatory resource appraisal process, the BIADP is currently being pursued by Surallah. Initially, it has three major components, namely, Barangayan program, participatory resource mobilization, and participatory monitoring and evaluation system.

The BIADP is envisioned to be a comprehensive, sustainable, integrated, community-based, people-oriented approach to development in Surallah, with the 17 barangays as the centerpiece. It is designed to develop and strengthen local communities by encouraging local initiatives and optimizing peoples' active participation in promoting social, economic, and environmental progress. Following are the articulated goals and objectives of the BIADP:

- ♦ make the local government's presence strongly felt in the barangays primarily through the continuing Barangayan as a mechanism for a responsive and immediate public service delivery;
- ♦ ensure coordinated, effective, and efficient delivery of comprehensive and integrated government service to communities, thereby building closer relations with the people;
- ♦ mobilize funding institutions, NGOs, national and local leaders to support high-impact, local development programs and projects for livelihood enhancement and infrastructure which directly respond to the demands and perceived needs of the people;
- ♦ encourage participation of NGOs, POs, and the private sector to take an active part in attaining the development plans and aspirations of the barangays;
- ♦ strengthen the barangay government system and its mechanisms for participatory community development; and
- ♦ set up and strengthen the monitoring and evaluation mechanisms that look at the implementation of plans and programs, making local people active partners in these mechanisms.

The component of participatory resource mobilization ensures that the widest support for the comprehensive development plans, programs, and projects of the barangays is achieved. With the aim of establishing a participatory evaluation

mechanism for the BIADP, a project monitoring group is envisioned to be created. It will be set up in each barangay and shall be composed of representatives of the barangay council, NGOs, and local government units. Presently, a training module on monitoring and evaluation is being prepared for members of committees in the 17 barangays.

Assessing the Barangayan program

In October 2000, the office of the mayor, through its technical working group, made an assessment of the first year of implementation of the Barangayan program. The report included the different programs and services, gains, weaknesses, areas for further growth, and recommendations.

The assessment concluded that the program has delivered concrete services in the following major areas:

- ◆ health, nutrition, sanitation, information and education campaign, and related services;
- ◆ social welfare services;
- ◆ veterinary, agriculture, and livelihood services; and
- ◆ other general public services.

The initial lessons from the program included the following:

- ◆ that municipal government service can be made easily accessible to the people, especially those in far-flung communities;
- ◆ that municipal government can mobilize its resources for the benefit of barangays and their people;
- ◆ that genuine service springs from the very heart of dedicated men and women;
- ◆ that massive support can be drawn from various agencies and institutions for barangay development and delivery of basic services; and
- ◆ that the best and easiest method of public service delivery is involving people in the entire process.

A major recommendation of the report is the need to involve the people not only in plan formulation, but also, and more importantly, in implementation.

monitoring, and assessment. It is also recommended that an assessment be made in every barangay of all projects and that this should be integrated in the five-year barangay development planning.

The concept of BIADP made the administration review the funded but unimplemented department programs and projects in the light of the demands of the barangays as a result of their plans. Presently, Surallah's CDP is being reviewed with the aim of integrating the barangay development planning-participatory resource appraisal results and the BIADP in its newly formulated development framework of sustainable integrated area development. This review process provides opportunities for advocacy for mainstreaming GAD in local processes.

GENDER ANALYSIS OF DEVELOPMENT PLANS AND BUDGETS

Analytical frameworks

Drawing on the framework used in the women's budgets in South Australia during the 1980s, development plans and budgets of Surallah, at both barangay and municipal levels, were examined according to whether they are:

- ♦ specifically targeted to expenditures for women and girls;
- ♦ equal employment opportunity expenditures undertaken by the agency on behalf of women employees of government; and
- ♦ general or mainstream expenditures.

In particular, the third of these aspects provides an assessment of government expenditures on general items for their possible impact on community women. The framework as a whole reveals the proportion of government expenditures targeted for women relative to the other more general government expenditures. In the assessment, questions such as the following were asked: Who were the users and the beneficiaries of economic and social services? What were the agricultural support services provided to optimize the production potential of the community and who stood to gain from them?

Diane Elson, in her book *Gender budget initiative: background papers* (1999),

suggested a range of tools that can be used for a gender-sensitive analysis of budgets. Two of these were found to be useful for the purposes of this study, namely:

- Gender-aware policy appraisal – an analytical approach which scrutinizes the policies of different portfolios for their implicit and explicit gender issues. The appraisal questions the assumption that policies are “gender-neutral” in their effects and asks instead in what ways are the policies and their corresponding resource allocations likely to reduce or increase gender inequalities?
- Gender-disaggregated beneficiary assessment – used to ask actual or potential beneficiaries the extent to which government policies and programs match their priorities.

Gender-aware policy appraisal aims to establish a direct link between policy and resource allocation (budgets). It is premised on the assumption that budgets should follow policy, and that a gender-aware policy appraisal should provide a means of identifying policy gaps and limitations as well as the sufficiency of resource allocations to address such gaps and limitations.

While general government expenditures, such as improvement in economic and social services will benefit both men and women, and one will have difficulty determining which individuals or groups will directly benefit from the associated budgets, it is possible and appropriate to analyze the gender impact of the programs and strategies within the policy.

In this study, the questions that were asked included the following: Do the medium-term development plan of the municipality of Surallah and the strategic plans of the barangays include an explicit policy statement on how to advance the status of women in the community? Is the socioeconomic profile of the entire municipality gender-disaggregated? Do the programs, plans, and projects of the municipality include explicit measures to address both strategic and practical needs and concerns of the women in the community? Do the plans and programs recognize and do something about the inequalities between men and women, and the different impacts of development on men and women?

Gender-disaggregated beneficiary assessments are clearly consistent with the participatory approach to planning and budgeting undertaken by the

municipality of Surallah. This tool provides a framework for generating data and organizing information from the study pertaining to the projects. The analysis of the data will be done after the research, in assessing the programs decided upon, and can form part of the monitoring and evaluation process.

Methodology

The research study utilized both qualitative and quantitative methods. These included the gathering of secondary data; focus group discussions; interviews with key informants; surveys on the gains and benefits of the people in general and women in particular from a participatory planning process, and on the local government officials' awareness of national and local policies on GAD and its budget.

Key informants included heads of eight barangays (only one female), key municipal personnel such as community development and information officer (female), barangay affairs department head, BARRIOS staff and mayor of Surallah. The focus group discussions were conducted with a group composed of all women participants in the planning process in three barangays; a mixed group of male and female participants in the same barangays; a team of facilitators, composed of BARRIOS staff, Surallah government personnel, and some barangay heads, who served as facilitators and guides in the entire planning process.

Outcomes from the study were presented to and validated by a composite team from the local government of Surallah; representatives of the 17 barangays, barangay-based women's organizations and POs; and BARRIOS staff. A consensus on the action recommendations was sought at this session.

FINDINGS

Role and status of women

A series of focus group discussions with women of three barangays in Surallah and interviews with women community leaders, municipal officers and personnel, provided an in-depth description of the women's situation: their roles and responsibilities, duties and functions, issues and concerns, and overall status in the family and community. The data gathering activities also gleaned the

women's feelings about their participation in the planning process, and the men's reactions to the women's participation.

The following issues emerged from the study:

- While women share an equal burden with men in farming and are assigned very specific agricultural tasks, homemaking and other domestic chores are their primary domain. Thus, participation in a community function like planning is an added burden for them. Inability to perform domestic chores can be the cause of marital conflict. The arena of leadership in community affairs and in governing is still rigidly perceived as for men.
- Women who participated in the planning process are generally shy and inhibited, contributing little in the group discussions. They generally have low self-esteem as a result of little formal education and social roles which are limited to lowly paid, unrecognized community tasks such as health, child care, and other social services;
- While the barangay development planning-participatory resource appraisal process was generally perceived to be tedious and cumbersome, women have a deep appreciation of the process and the opportunities made available to them to interact with other people, express themselves and clarify their thoughts and ideas in a group.

Gender issues and concerns of community women

The focus group discussions with women identified a range of development constraints, some of which affect both women and men while others affect women disproportionately. For example, since Surallah is predominantly an agricultural area, the lack of productive employment opportunities in the communities and of support services in farming, such as post-harvest facilities, farm-to-market roads, livelihood capital, and technology may have great impact on both women and men. The inadequacy of health and social services like provision of medicines, doctors, education, literacy classes, child and maternal care, may impact on the lives of women since these are predominantly their concerns.

The following provides more details of the key development constraints identified during the barangay development planning-participatory resource

appraisal using the problem tree analysis:

Economic

- ♦ Lack of technology support, active cooperatives, and financial assistance for off-farm livelihood activities may have greater impact on women than on men since it is the former who are in dire need of other sources of livelihood. Men, as farmers, are viewed to be more productively involved than women since they primarily take care of the farm and its operations. Women's roles in the farms are not regarded as productive. The lack of livelihood opportunities and support, both technological and financial, perpetuates the conditions of these farmers' wives and leave them less economically independent.
- ♦ The high cost of transportation may have similar impact on men and women since it limits the mobility of both to look for more opportunities for economic development. This problem, together with high costs of farm inputs, poor plant varieties, lack of post-harvest facilities and modern farming techniques and know-how, low harvest and poor income, and pest infestations, can be seen as having greater impact on men because farming as a source of family income is traditionally men's concerns. However, with women now actively involved, although unaccounted for, in productive farming, the problems may have similar impact on women.
- ♦ Poverty may have a greater impact on women because of their socially ascribed roles. Their reproductive roles make the problem of poverty more pressing as they are the ones who plan the budget, making sure that a meager income will suffice for all the needs of the family. These functions may have taught women some skills and attitudes in economics. However, they may also have deprived them of the recreational activities and career or personal advancement that any normal person needs for a fulfilled life.

Health

- ♦ The reproductive roles of women again mean that poor health services and malnutrition usually have a greater impact on women than men.

As child bearers, nurses, and nurturers, women are most at risk as far as health is concerned. While men fulfil their traditional productive roles, the inadequacy of health services and problems in respect of nutrition of the children are left to their wives. This occurs notwithstanding the significant involvement of the wives in productive roles that men previously dominated. To address the problems, women have to exert efforts both physically and mentally by undertaking activities, such as backyard gardening, availing of information and education campaign services on health, sanitation, and nutrition, among others.

Development plans of 17 barangays

Development projects are reported in terms of five sectoral categorizations: infrastructure, agriculture, health, education, and barangay administration.

The infrastructure sector includes projects for both social and physical development, such as school buildings, day care centers, roads, drainage and water systems, and support services to enhance agricultural production and marketing, such as farm-to-market roads, warehouses, and bridges.

The agriculture sector includes projects that enhance the skills and capacities of the farming sector, provision of investments and venture capital for agricultural and dairy production.

The health sector includes projects that address health issues, such as purchase of medicines for barangay health centers, increase in allowances for health workers, and capacity-building.

The education sector includes projects addressing the formal and nonformal education needs of the community, such as vocational-technical trainings for out-of-school youth, additional allowances for day care workers, and purchase of educational/instructional materials.

Barangay administration projects include those that enhance capacities of barangay officials, logistical requirements for unfunded mandates such as conflict settlement functions and monitoring of barangay projects.

Table 2. Actual number of barangay development projects by sector, 1999-2000.

Sector	1999	2000
Infrastructure	211	129
Health	89	141
Economics	37	111
Administration	26	41
Social development	107	58
Total	470	480

Table 2 features the actual number of development projects for 1998-2000 and their allocations. The distribution of projects has changed. Between 1998 and 2000, infrastructure had both the largest number and fund, averaging 45% of the total number of projects, and eating up about 52% of the total budget. Repair and maintenance of barangay roads consistently accounted for a large share of the infrastructure projects. Next was health and social development sector. Overall, while the municipal government allocated only 12% of its total budget in 1999 for capital outlay projects, which are usually infrastructure in nature, barangay projects are heavily biased towards infrastructure.

Total budget and expenditure, 1999 and 2000

Table 3 shows the 1999 and 2000 municipal budget and expenditure according to the seven standard classifications. The 2000 expenditure figures are mid-year ones. Most noticeable is the 300% increase in the budget for housing

Table 3. Municipal budget and expenditure (P) by standard classification, 1999 and mid-2000.

Classification of services	1999		2000	
	Budget	Expenditure	Budget	Expenditure
General public services	25,505,643	24,944,098	28,240,699	14,369,780
Education, culture, sports, human resources	662,013	602,013	724,000	335,169
Health services	6,561,972	6,561,972	7,625,608	4,001,466
Housing and community development	130,303	130,303	405,000	168,690
Social welfare services	2,234,674	2,234,674	2,499,845	1,028,512
Economic services	23,827,925	21,175,891	29,421,734	16,574,284
Other services; debt servicing	32,152,875	32,152,750	8,152,000	1,729,092
Total	91,075,405	87,801,701	77,068,886	38,206,993

and community development between the two years. This is attributed to the massive efforts of the municipal government to maintain cleanliness through its Clean and Green Project. It has consistently been a recipient of the cleanest municipality awards for the entire country. The budget increase in 2000 was used to hire more workers to maintain cleanliness and sanitation.

The total budget was allocated across these three main classifications:

- ♦ personal services, at 33% or ₱30.107 million;
- ♦ maintenance and other operating expenses (MOOE) (including debt repayment at 36%), at 55% or ₱49.242 million; and
- ♦ capital outlay, at 12% or ₱10.933 million.

An alternative classification of the 1999 budget programs and projects reveals:

- ♦ 83% allocated for economic development;
- ♦ 11% for administration and governance; and
- ♦ 5% for education, health, and social development.

Almost three-fourths of the appropriation for economic development has been allocated for debt repayment. These loans include the buy-out of an old unpaid loan plus new loans to construct a new public market and the purchase of heavy equipment for infrastructure development.

A satisfactory 96% budget execution was represented for 1999 (Table 3). However, there was underspending on some programs and projects. The project cycle involves several steps, beginning with project identification through monitoring. Further, half of the 1999 programs and projects are under LDF where project designs must pass for evaluation and recording by different departments and final approval by the local chief executive.

Detailed examination of the 1999 expenditure reveals that health-related projects experienced the highest spending, at 95%, followed by economic development programs and projects at 89%. Critical economic development projects which achieved below 75% spending included support for upland farmers, livestock health care management, rehabilitation of public market building, and support for cooperative and self-help development. Programs and projects for social development came third in spending efficacy, at 85%. Projects directed at women's development fall in this

category. The relatively low spending was largely due to the absence of a workable plan to address women's development needs as perceived by the women themselves. Development administration came last, at 68% spending.

Table 3 shows that the municipality's 2000 total budget was P77.068 million, with 50% expenditure as of 31 July 2000. The budget was allocated as follows:

- ♦ personal services at P31.924 million or 42%;
- ♦ MOOE at P35.546 million or 46%; and
- ♦ capital outlay at P8.708 million or 12%.

Appropriation for loan repayment decreased from P32.8 million in 1999 to P7.716 million in 2000, or 10% of the total budget. Personal services increased from 33% to 42%, while MOOE decreased from 55% to 46% due to reduced appropriation for debt repayment. Capital outlay remained at 12%.

As of mid-year 2000, expenditure of P12.2 million was 35% of appropriation. Budgets for capital outlay were often not expended in the first semester of the fiscal year. The largest single expenditure, at P5.271 million, was for repayment of local loans. These were statutory obligations of the municipality, and represented almost 50% of the total expenditure. Only seven programs spent 50% or more of these budgets. Some of these programs included women's development, support for persons with disabilities, capability-building, and enterprise development, all classified under MOOE.

GAD budget

The 20% LDF is the amount that DBM mandates all local government units to allocate for development plans, programs, and projects. Included in this fund is the 5% GAD fund. Surallah's LDF total budgets for 1999 and 2000 were P9.679 and P10.809 million, respectively. Thus, the municipality should have allocated at least P483,973 and P500,450 for GAD for 1999 and 2000, respectively. However, the 1999 budget did not have a specific GAD budget, while the 2000 budget allocated P388,969. The latter was not placed under the 20% LDF. Instead, it was placed under MOOE and broken down as follows:

- ♦ traveling expenses: P43,969;

- ◆ supplies and materials: P75,000;
- ◆ extraordinary and miscellaneous expenses: P25,000;
- ◆ gasoline and oil: P20,000;
- ◆ other services: P125,000; and
- ◆ grants, subsidies and contributions: P100,000.

Interviews were conducted with members of the Local Finance Committee and department heads of local government units concerning the GAD budget. The following points were raised:

- ◆ There was an apprehension that the budget will not be approved by the Sangguniang Bayan without a specific GAD budget, and that the committee chair on social services will look for this item during budget review.
- ◆ The budget officer was aware of the DILG circular on the GAD requirement and therefore initiated its inclusion in the 2000 budget for compliance purposes.
- ◆ The allocations and account titles were made as described since the budget officer did not specifically know for whom and how the funds will be spent, or what projects will be implemented. This method of allocation gives the local government the leeway to decide how the GAD budget will be spent during the year.
- ◆ The estimates for the allocations did not have any solid basis since nobody in the local government departments espouses GAD.
- ◆ As of the third quarter of 1999, this GAD budget was not fully utilized. It often served as a "cookie jar" to which other unappropriated activities can be charged. No identified high-impact project was implemented with the funds. The voucher-processing departments observed that disbursements from the fund were whimsical, such that anything which had a semblance of gender was charged to this fund.
- ◆ The unsatisfactory method of allocation and utilization was attributed to the absence of a GAD plan to guide and direct the project implementers.

A survey was conducted to determine the level of awareness of the municipality's officials and employees of GAD policies and programs, both at the

local and national levels. Respondents included local officials from mayor to all members of the local government units, and key personnel of departments such as budget, planning and development, treasury, social welfare, health, personnel, community development and information, agriculture, accounting, engineering, and administration.

Of the 18 targeted respondents, 16 were successfully contacted. The survey reveals the following:

- ♦ Eleven (69%) respondents were not aware of the existence of the GAD policy and of any attempt on the part of government agencies to inform them of it.
- ♦ Five (31%) attended a seminar on gender sensitivity conducted by the Population Commission. Six (37%) said that the program was left to the municipal welfare and development office to implement; and five (31%) said the national government agencies did nothing to implement the GAD programs and projects.
- ♦ Eight (50%) respondents said they were not aware that government units from the provincial to the barangay levels must allocate at least 5% of the total 20% LDF for GAD. Among those who were aware, various responses surfaced: that nothing was done to implement the GAD requirement; that gender orientation seminars were provided but no follow-through was made; and that there were women-focused projects but these were not anchored in GAD concepts as there was no unified and clear concept of what these were at the municipal level. The projects identified included medical missions, health education, organizing and capacity-building for women, and others.
- ♦ GAD was allocated in the 2000 budget and also appeared in the proposed 2001 one. Some said that appropriations for training seminars on gender orientation were rationalized in the budget deliberations of the local council. Others said that the budget for the social welfare department was a budget for GAD and therefore, no additional funds should be allocated for it. Others also said that real GAD allocations were not possible without a GAD plan. One respondent noted that while there were women-targeted programs and projects, these did not reach the barangay level.

Revenues of the municipality and the barangays

For 2000, Surallah's IRA was estimated at P47 million. The LDF minimum requirement was P9.4 million. The municipality had more than complied with the requirement since it had appropriated P10.809 million for LDF. Table 4 shows how the funds were appropriated and spent as of July 2000.

Surallah derives its revenues from three major sources: tax revenues, operating and miscellaneous revenues, and borrowings. Tax revenues include the IRA, taxes on real property, goods and services, community, and amusement.

Table 4. LDF appropriations and expenditure (P), 2000.

Project name	Appropriation	Expenditure
Economic development		
Payment for public market/heavy equipment loans	7,420,000	3,346,969
Aids to improve/construct drainage water system, electrification, spring, multipurpose pavement, and livelihood projects in 11 barangays	443,000	48,706
Repair and maintenance of farm-to-market roads	850,000	-
Education, culture, sports development		
Construction of boxing arena	80,000	66,891
Financial assistance for improvement of Barangay Tubiala school facility	57,000	36,052
Administration/governance		
Building and structures outlay	1,211,000	163,552
Aids to four barangays to improve plaza, bleacher, and stage	180,000	37,537
Aids to improve four barangays' training and day care centers, hall, and gate	170,000	170,000
Furniture and fixtures outlay	223,000	214,117
Land and improvement outlay	75,000	75,000
Repair and maintenance of government facilities	100,000	62,181
Total	10,809,000	4,221,005

and fines and penalties on tax revenues. Operating and miscellaneous revenues include operating and service income, government business operations, fines and penalties on nontax revenues. Operating and service income includes fees for certification, registration, building permits, bicycle permits, registration of large cattle, marriage, burial, transfer of cadaver, police clearance, garbage and sanitation, and mayor's fees. Government business operations include rentals and receipts from economic enterprises such as the public market, slaughterhouse, cemetery, and heavy equipment. Table 5 shows these revenues between 1998 and 2000.

Table 5. *Surallah's revenue (P) sources, 1998-2000.*

Source of revenue	1998	1999	mid-2000*
Property taxes	640,442	452,642	599,976
Business and franchise taxes	2,448,927	3,206,774	3,250,000
Community taxes	363,972	370,172	409,040
IRA	30,271,619	41,422,348	47,036,000
Other taxes	417,928	960,377	322,000
Operating and service income	1,164,887	1,256,633	1,497,000
Government business operation	7,136,676	8,928,155	13,110,000
Borrowings	-	33,000,000	7,000,000
Grants and aids	-	1,100,000	-
Total	42,444,451	90,697,101	73,224,016

* Local government estimates as of October 2000.

Table 6. *Barangay revenue (P) sources, 1998-1999.*

Source of revenue	1998	1999
Share from real property tax	224,964	316,394
Community tax	194,248	118,038
Miscellaneous/other incomes	22,545	100,288
IRA	8,567,180	11,525,584
Aid, operating, and service incomes	773,698	2,095,558
Total	9,782,635	14,155,862

The municipality's 17 barangays have five major sources of revenue, primary of which is IRA (Table 6). Overall, revenues of the barangays increased by 45% from 1998 to 1999. The IRA represented 87% of their income in 1998 and 81% in 1999. The IRA share formula is based on land area (25%), population (50%), and equal sharing (25%) among all barangays in the country. This formula is criticized as providing no incentives to barangays with initiative to increase their local income.

INSIGHTS

The introduction by NGOs, with the acceptance of local government, of participatory approaches in local development planning in the municipality of Surallah has presented ample opportunities for women at the grassroots level to participate meaningfully in decisionmaking processes of local government. Their collective participation has contributed to reorienting projects and budgets at the barangay level to becoming more responsive to the needs and concerns of the people. Moreover, it has given community women, traditionally marginalized and underrepresented, a sense of awakening to their capacities and potentials in an arena rigidly held for a long time by their male counterparts.

The exercise of analyzing budgets involves asking how resources go in real terms and what effects they have. This has been a most empowering exercise. Access to information on the entire budget process — from preparation to execution — reveals how best to approach the task of introducing more reforms and making budgets work for their intended purpose.

The present administration of Surallah, and especially the mayor, have demonstrated a strong sense of political will to initiate the task of mainstreaming GAD and strengthening women's participation in local governance. All pertinent information for the study was made accessible and the intricacies of the planning and budgeting process were made transparent. What is now imperative is expanding the constituency base for GAD and providing the necessary tools for analyzing and influencing the budget process. Given government bureaucracy's bias towards people's participation at the lowest possible level of administration, the key locus of innovations will be the barangay level.

Recommendations

It is against this background that the following measures are proposed to strengthen women's participation in local development planning and budgeting of Surallah and institutionalize GAD in local governance:

Local government of Surallah

The following tasks can be done within three to six months from the time consensus is built:

- ♦ Integrate gender-responsive policy statements in the municipal-level medium-term development plan (2000-2010) and the five-year strategic BDPs of each of the 17 barangays of Surallah. This will entail reviewing the two documents and developing an action plan on how to integrate GAD. It will necessitate an orientation on the concept and practice of GAD for the different stakeholder groups of the municipality.
- ♦ Formulate a GAD plan at the municipal level, including a corresponding budget plan. The plan is envisioned to include identification of gender issues to be addressed by each program/project and its target beneficiaries and partners; gender indicators of development or gender-differentiated impacts of each program or project; and a monitoring and evaluation system that provides for participation of women at all phases of development. The exercise will help in leveling-off perceptions and biases, and clarifying concepts and practices relating to gender. Consolidation of the different plans, programs, and projects at the local government level should result in a plan for addressing gender issues and concerns at the local level which is mutually agreed upon by the different stakeholder and interests groups.

The following action plans must be sustained and strengthened on a continuing basis:

- ♦ Continue the policy of 30% women participation in all major activities and undertakings, and intensify initiatives for orientation of community women on local governance and administration. Orientation and

consciousness-building workshops will need to be held before the period of development planning and budgeting processes and to involve both men and women groups at the barangay level.

- ◆ Develop a system of monitoring programs, projects, and expenditures that covers both women-focused and general activities and assesses impact on the overall quality of life at the barangay level, as well as more specifically on gender equity. Examining the budget allocations can start in selected strategic departments, such as health, social welfare and development, and other areas. The municipality can enlist the support of partner NGOs and POs not only in complying with the GAD policy but, more importantly, in developing more gender-responsive plans and budgets.
- ◆ Develop the organizational capacities of key local government personnel to address the more substantive aspects of GAD mainstreaming in programs, projects, budgeting, and monitoring. This might mean assigning a focal person on gender or providing more capacity-building activities on GAD mainstreaming and budgets for both male and female staff.

BARRIOS

- ◆ Review the gender sensitivity of the tools currently used in the barangay development planning-participatory resource appraisal process and adapt them, or when necessary, create new tools that will facilitate the integration of gender analysis and planning in the entire process.
- ◆ Integrate in this NGO's action plans more affirmative actions that are women-targeted or gender-focused. These plans should include, but not be limited to, training on gender sensitivity for both men and women at the community level, governance for barangay and municipal leaders and personnel. ◆

ACRONYMS

BARRIOS	Building Alternative Rural Resource Institutions and Organizing Services
BATMAN	Barangay-Bayan Governance Consortium
BIADP	Barangay Integrated Area Development Program
CDP	comprehensive development plan
DBM	Department of Budget and Management
GAD	gender and development
IRA	internal revenue allotment
LDF	local development fund
LSB	local special body
MNLF	Moro National Liberation Front
MOOE	maintenance and other operating expenses
NGO	nongovernmental organization
PMC	project monitoring committee
PO	peoples' organizations
SZOPAD	special zone of peace and development

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BUILDING ALTERNATIVE RURAL RESOURCE INSTITUTIONS AND ORGANIZING SERVICES

The Building Alternative Rural Resource Institutions and Organizing Services (BARRIOS) is involved in conducting various seminars and trainings for barangay officials and employees, and members of local special bodies with the goal of improving and enhancing their skills and know-how for effective governance. BARRIOS also undertakes organizing and training of nongovernmental and people's organizations in the barangay, such that these can meaningfully participate in governance. BARRIOS engages in social advocacies through research and information for the purpose of protecting the rights and interests of the barangay.
