

The Local Level Gender Budget Initiative in the Philippines

Strengthening the Results Orientation of
Local Gender Budgeting
in Hilongos, Leyte and Sorsogon City

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Foreword

7hirty-one years after the First World Conference on Women in Mexico in 1975 and eleven years after the Fourth World Conference on Women in Beijing in 1995, the indicators of progress for women have been numerous worldwide, and in the Philippines. The Philippines has ratified the Convention for the Elimination of all Forms of Discrimination Against Women (CEDAW) that lays out the human rights standards for women in all areas of life; has endorsed the Beijing Platform for Action which emphasizes gender equality and women's empowerment in twelve important areas; and is party to the Millennium Development Goals with gender equality and women's empowerment as a key goal. Women's rights are now recognized as human rights. Gender equality and women's empowerment are non-negotiable parts of the development agenda and are recognized as a pre-requisite for poverty eradication and attaining sustainable development.

At the heart of these gains are women's human rights and gender equality champions, who have doggedly worked with and advocated with governments and other stakeholders to place gender equality concerns high on the national agenda. While we celebrate this progress particularly in the realm of policy and legal frameworks, we know that this has been rather slow, both globally and in the Philippines. Laws and policy frameworks can go only so far. We need determined implementation and greater accountability, including increased financial resources to address women's needs and concerns.

Gender responsive budgeting is consequently an important monitoring and accountability mechanism to ensure gender equality and women's empowerment. For unless policy commitments to gender equality are backed by a gender analysis of budgets, adequate allocation and expenditure of financial resources, and monitoring of the impact of such expenditure on women's lives, gender equality and women's empowerment will continue to remain a distant dream.

In the Philippines, the National Commission on the Role of Filipino Women (NCRFW – the national machinery on women) has been the key government body tasked with ensuring mainstreaming of gender equality into policies, plans and programmes and monitoring and evaluation of the same. The Gender and Development (GAD) Plan of 1989, a companion to the government's Medium-Term Development Plan (1989-94) and the subsequent Philippine Plan for Gender-Responsive Development 1995-2025, have been among the NCRFW's critical initiatives. Further, the NCRFW, supported by women's organizations, unrelentingly advocated for a minimum 5% of government budgets to be designated as a gender and development fund – the GAD budget, which finally became executive policy. The GAD budget initiative provided rich lessons important among which were the need for institutional capacity building and commitment to gender responsive budgeting; the inclusion of civil society and women's groups in public governance through a frequently politicized budgeting process; and the need to move from line budgeting to gender responsive results based budgeting.

The stage was set for a fresh approach at the local level: gender responsive and results based (GRRB) budgeting that would focus on the dynamic process of building gender awareness among multiple stakeholders; organizing women and civil society to advocate; building government and non-government capacity on tools of gender analysis, planning and monitoring; and harnessing a Government-Non-Government partnership that would ensure sustainability and non-reversibility of short and medium-term gains.

In partnership with the Women's Action Network for Development (WAND) as over-all implementing agency, the UNIFEM's Gender Budget Initiative (GBI) project selected Hilongos municipality in Leyte province and Sorsogon City in Sorsogon province as pilot sites on the basis of criteria that would ensure and optimize the project's chances for success – committed and active community and women's groups and local government officials open and receptive to intervening in the gender-based approach to budgeting.

These two volumes record in rich and abundant detail the ups and downs of the yearlong (2004-05) experience that has laid the foundation for a gender responsive and results-based budgeting process in the two pilot areas. The critical shift from inputs (allocations) and line budgeting to outputs (products and services) and outcomes (impact on the women and community) budgeting has been a long and painstaking process. Concepts emerging from theorizing and practice of the global women's movement and application of good corporate practice in governance also inform the project.

Foremost among these is the use of the "3 Es" in monitoring: economy to measure inputs, efficiency to measure outputs and effectiveness to measure outcomes. But feminism posits a fourth E: equality, particularly gender equality, recognizing that qualitative indicators are as crucial a yardstick of progress and constraints as quantitative ones. Central to the fourth E is the notion of the care economy, its links to the public, private, domestic and NGO sectors; and the fact that it is women who dominate the unpaid and unrecognized care economy.

Hilongos and Sorsogon have taken great strides in critiquing and recasting their agriculture and maternal and child health sectors, respectively, guided by the mandates of the Millennium Development Goals and the demands of gender equality. These two project sites have moved the locus of engagement from the initially necessary but narrower focus on the 5% budget to 95% of the budget, demanding of government and civil society governance informed by gender responsive and results based budgeting that is gradually making a difference in the lives of communities – women, men and children.

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Preface

*A*s a social activist, mother of seven, and spouse to a doctor who, years ago, was an idealistic young politician, I am no stranger to the birthing and nurturing process. And yet, I was not prepared for the many wonders that followed the birthing of this first local-level Gender Responsive and Results Based (GRRB) Budget Initiative in the country.

In the past decade and a half, the Women's Action Network for Development (WAND) and its various affiliates have earnestly pursued the twin goals of gender equality and women's empowerment in ever-expanding and deepening modes and themes: the gender consciousness raising and organizing of the late 80s which, by the 90s, had been enriched by pioneering programs in women's health, women's micro-finance and women saying no to gender-based violence.

Yet, in a politicized world, gains from all this advocacy and activism ran the clear risks of denial and reversal from the political powers-that-be and conservative, if not patriarchal, ideologies. Prodded on by some of its affiliates, WAND was compelled by the call to gender and governance, of women weighing in as electorate and candidate to ensure that their agenda would not be trashed as yesterday's newspapers.

Thus, WAND affiliates in all three regions (Luzon, Visayas, and Mindanao) ventured into fielding women candidates in local polls; or at least drafting a women's agenda for politicians; and in engaging local governments in allocating their GAD budgets for gender-responsive and relevant programs, projects and activities.

Women, collectively, have learned some hard lessons in politics; and in the corollary process of actualizing the GAD budget, the latter amply documented in the *Gender Budget Trail*, a collaboration between WAND and The Asia Foundation. This book documents the pains and gains of three women NGOs in engaging their local governments as they claim their share of the elusive GAD budget. Bruised and blue, women's organizations dug their heels in for the long haul, their hard-won wisdom bringing them to this point: a fresh approach to the stalled 5% GAD budget, a lever that had won them allies, opened doors and schooled them in the ABCs of electoral *realpolitik*.

With the United Nations Development Fund for Women (UNIFEM) playing fairy godmother and mentor at turns, WAND took on the challenge of essaying gender responsive and results oriented budgeting and planning in two pilot sites, Sorsogon City and Hilongos in Leyte. Daring the LGUs in these areas to put their money where their mouth is, WAND harnessed its two affiliates, LIKAS and WELFARE in Sorsogon City and Hilongos, respectively, to mobilize civil society organizations in their areas for the high-stakes task of gender-based budgeting in the specific sectors of health and agriculture.

This two-in-one volume constitutes the account of that year-long effort to lay the groundwork for, and move forward, gender responsive and results based budgeting and planning in Sorsogon City and Hilongos.

GRRB comes to life in these pages filled with brainstorming sessions, dialogues, partnership and team building, gender training, gender analysis, pithy lectures and rich repartee, discussion, debates and forming consensus, profiles of feisty and visionary women, rigorous planning, intractable realities that lie at the root of social problems with gender ramifications, and so on and so forth.

Recording a collective labor of love, this double volume is offered as such to move other LGUs and CSOs to put their money where their mouth is, as Hilongos and Sorsogon City have done, in a grand wager that gender is key to more caring and sharing mode of governance in the new millennium.

FLORENCIA CASANOVA-DOROTAN
National Chairperson, WAND and
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Acronyms

AT	Agricultural Technician
BB	<i>Bantay Banay</i>
BHW	Barangay Health Worker
BNS	Barangay Nutrition Scholar
BPFA	Beijing Platform for Action
CAPWIP	Center in Asia-Pacific for Women in Politics
CBO	City Budget Office
CEDAW	Convention on the Elimination of All Forms of Discrimination Against Women
CHO	City Health Office
CO	Capital Outlay
COA	Commission on Audit
CPDO	City Planning and Development Office or officer
CSO	Civil Society Organization
DA	Department of Agriculture
DBM	Department of Budget and Management
DENR	Department of Environment and Natural Resources
DepED	Department of Education
DILG	Department of Interior and Local Government
DOH	Department of Health
DSWD	Department of Social Welfare and Development
ELA	Executive and Legislative Agenda
FARMC	Fisheries and Aquatic Resource Management Council
FGD	Focus Group Discussion
GAD	Gender and Development
GADC	Gender and Development Council
GeRL	Gender Responsive LGU <i>Ka Ba?</i> (Are you a Gender Responsive LGU)
GO	Government Organization
GOCC	Government Operated and Controlled Corporation
GRRB	Gender Responsive and Results Based Budgeting
GST	Gender Sensitivity Training
HRDO	Human Resource Development Office
IEC	Information and Education Campaign
KALAHI	<i>Kapit-Bisig Laban sa Kahirapan</i>
KALAHI- CIDSS:KBB	<i>Kapit-Bisig Laban sa Kahirapan</i> – Comprehensive and Integrated Delivery of Social Services – <i>Kaunlaran at Kapayayan sa Barangay</i>
KRA	Key Result Area
LCE	Local Chief Executive

LCP	League of Cities in the Philippines
LDC	Local Development Council
LGPMS	Local Government Performance Management System
LGU	Local Government Unit
LIKAS	<i>Lingap Para sa Kalusugan ng Sambayanan</i> (Care for the Health of the People)
LMP	League of Municipalities in the Philippines
LSB	Local Special Body
MA	Municipal Assessor
MAO	Municipal Agricultural Officer
MBO	Municipal Budget Officer
MCHC	Maternal and Child Health Care
MDG	Millennium Development Goal
M & E	Monitoring and Evaluation
ME	Municipal Engineer
MFARMC	Municipal Fisheries and Aquatic Resource Management Council
MIS	Management Information System
MT	Municipal Treasurer
MOOE	Maintenance, Overhead and Operating Expenses
MPDO	Municipal Planning and Development Office or officer
MTWG	Municipal Technical Working Group
NAPC	National Anti-Poverty Commission
NCRFW	National Commission on the Role of Filipino Women
NEDA	National Economic Development Authority
ODA	Overseas Development Aid
PO	People's Organization
POPCOM	Population Commission
PNP	Philippine National Police
PPA	Program, Projects and Activities
PPLG	People's Participation in Local Governance
PIME	Planning, Implementation, Monitoring and Evaluation
PSC	Project Steering Committee
PS	Personnel Services
SB	<i>Sangguniang Bayan</i> (Local Legislative Council)
SUC	State University and College
SWOT	Strengths, Weaknesses, Opportunities, Threats
TWG	Technical Working Group
UNIFEM	United Nations Development Fund for Women
VAWC	Violence against Women and Children
VMG	Vision, Mission, Goals
WAND	Women's Action Network for Development
WELFARE	Western Leyte Foundation for Agro-Rural Entities, Inc.