

## **GENDER AND DEVELOPMENT IN LOCAL GOVERNANCE**

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### **ABSTRACT**

The paper analyzed the mainstreaming implementation of GAD in barangay governance. With this, it addressed gender and development problems to mainstream GAD policy by acknowledging the role of the government especially its leadership in the delivery of GAD services and involvement of the civil society. This study used the descriptive method of research to describe the demographic profile of the respondents, their level of knowledge and level of implementation on RA 7192. The respondents of this study were the barangay councils and their respective officials from the barangays' Local Government Unit of Cagayan de Oro. Thirty (30) barangays were drawn at random and 240 barangay officials served as respondents. Data analyses were achieved using simple descriptive statistics as well as application of regression analysis to associate the level of knowledge of the barangay officials towards the level of implementation of the said policy. As a result, there are no significant predictors for GAD policy implementation. The indicated four predictors did not form a significant set of predictors for GAD policy implementation. In spite of this, the data also clear that the knowledge of the barangay officials is a good predictor for GAD policy implementation. The socio-economic characteristics of the barangays significantly illustrate the current status of the barangays. Relatively, the level of information of the barangay officials reveals that most of them have a low level of knowledge about GAD provisions. As general conclusion, in order that the fundamental rights and welfare of women must at all times be upheld, the LGU of Cagayan de Oro through the Barangay level, shall observe the full implementation of the foregoing policy and develop a strategic gender and development capability enhancement agenda particularly on the welfare of women.

**KEY WORDS:** *Gender and Development (GAD), Mainstreaming, Level of Knowledge, Level of Implementation, Implementation Issues, and Governance*

## INTRODUCTION

The growing concerns on the challenges on gender equality has been evident in a lot of countries in all parts of the world. The roles set by the society on who is superior to the other is being challenged. This chapter discusses about the concerns regarding Gender and Development (GAD) in international, national and local affairs. This chapter also contains the objectives, significance of the study as well as the conceptual and theoretical framework.

In most developing countries, gender inequality is a major obstacle in meeting the Millennium Development Goal targets. In reality, achieving the goals will be not be feasible without closing the gaps

between women and men in terms of capacities, access to resources and opportunities, and vulnerability to violence and conflict. Women and girls constitute three-fifths of the world's poor conditions. Their poverty level is worse than that of men which shows clear gender disparities in education, employment opportunities and decision making power exist (Women Empowerment Report, 2013).

Millennium Development Goal No. 3 is about promoting gender equality and aiming to empower women. In the Millennium Declaration in 2000, Member States resolved to promote gender equality and the empowerment of women as effective ways to combat poverty, hunger and disease and to stimulate development that is truly sustainable, implicitly recognizing the centrality of gender equality and empowerment of women to the achievement of all international development goals (UNIDO, 2013). Along with awareness of the subordinate status of women has come the concept of gender as an overarching socio-

cultural variable, seen in relation to other factors, such as race, class, age and ethnicity.

In recognition of the importance of establishing gender equality around the world, the United Nations Development Fund for Women (UNIFEM) was established as a separate fund within the United Nations Development Program (UNDP) in 1984. At that time, the General Assembly instructed it to ensure women's involvement with mainstream activities (Sadler, 2004). The Platform of Action resulting from the 1995 Beijing World Conference on Women expanded this concept, calling it gender mainstreaming—i.e. the application of gender perspectives to all legal and social norms and standards, to all policy development, research, planning, advocacy, development, implementation and monitoring—as a mandate for all member states (United Nations Special Advisor, 2001).

Achieving gender equality, however, is a grindingly slow process, since it challenges one of the most deeply entrenched of all human attitudes. Despite the intense efforts of many agencies and organizations, and numerous inspiring successes, the picture is still disheartening, as it takes far more than changes in law or stated policy to change practices in the home, community and in the decision-making environment. In many parts of the world rape is not considered a crime, goes unpunished and continues to be used as a tool of war (World Economic Forum, 2005).

The changing role of women in society in the contemporary time marks the improvement of the policies of different organizations that fostered equality between men and women when it talked about the distribution of their opportunities. The rate of change had significantly accelerated since the middle part of the 20th century due to newly independent countries writing constitutions that stressed equality. Thus, through the creation of different programs regarding the implementation of GAD channeled through the national level down to the local sector in the government.

The proliferation of agencies dealing with GAD also contributes to the continuous support of the rights of women in the society. In the Philippine setting, the government has exerted enormous efforts through the allocation of budget, which targets mostly the programs for GAD (Illo, 2000). The role of women nowadays has greatly changed in comparison of their role from previous times. There was increased political participation of women since the Philippines has wielded significant efforts in the implementation of laws that allow women to have access to the institutions especially in seeking positions in the government. The perception of the people from a traditional role to more equal treatment of the women in the society has also contributed on the development of gender equality.

The involvement of women in any workforce is considered a common phenomenon nowadays with their involvement in politics, economic and social activities. Yet, there are still a lot of problems concerning gender inequalities like unequal use of power, stereotyping on the role and status of women and the presence of women in some institutions that are less important or vital (Gender Mainstreaming, 2001).

Thus, in order to eradicate misconceptions regarding women's abilities and capacity, and the importance of women in the public life in the society, the local government like the Provincial GAD office was maximizing opportunities towards gender-responsive in the local governance, which supported and funded by the Canadian International Development Agency. The Provincial GAD office had created a project for women in order to promote and support women's participation in the economic side, like "women micro entrepreneurs" which strengthen women's capacity to engage in the microenterprise businesses (Maximizing the Opportunities Towards Gender-Responsive Local Governance, 2012).

The implementation of policies, programs and projects in gender and development has continuously been undertaken by various government agencies up to the present day. The main goal advocated by GAD was basically to implement equal development among men and

women in terms of political, economic, social and cultural aspects. It also emphasizes the basic understanding of removing biases on gender equality, fundamental roles, and participation of women in the society.

According to the Gender Mainstreaming Evaluation Framework (GMEF), development must be equally distributed between women and men, but concerning its capacity to do and capacity to be, men were always considered to have more capacity to perform their duties and have more confidence with their own abilities. Hence, it was also very important to consider the challenges of gender division of labor among men and women in order to formally address the existing biases that occur in gender equality (The Gender Mainstreaming, 2001).

In this light, the study focused in mainstreaming implementation of Women in Development and Nation Building Act or otherwise known as RA 7192 and made an assessment whether the policy is well directive.

Accordingly, the Gender and Development policy has provided an improvement of the status of women, especially to support financially the “institutions contained in the Platform for Action endorsed by the United Nations (UN) Fourth World Conference on Women held in Beijing in 1995”. This gave an idea that the strategic policies that were implemented internationally should be well effectively and efficiently implemented in the Philippines, specifically in the City of Cagayan de Oro. The ADB provided the framework in order to guide the local government units in effectively implementing policies that promoted equality among men and women in the society (ADB, 2003).

These relevant gender issues and cases were the main framework of this study whether the Philippine government especially its local government unit given the promulgated laws and agreements on one end prioritized the issues and problems of gender inequality.

### *Statement of the Problem*

The pace of change toward equality among men and women in their status in society continually evolved over the years. Most women nowadays enjoyed their rights equally as men do. From the local perspective, this study aim to make an assessment in the implementation of gender and development policy in the City of Cagayan de Oro. This study focuses on the following query: *To what extent do the barangay council mainstream GAD provisions in barangay governance?*

The researcher further aimed to answer the following guide questions:

1. What is the extent of implementation of the barangay councils on GAD provisions?
2. To what extent do the socio-economic characteristics of the barangays affect the implementation of the GAD policy?
3. To what extent do the level of knowledge of the barangay officials relate to the level of implementation of GAD policy?

The present condition of women operates to institute the policies of rights and establish a higher standard of protection and promotion of the welfare. Thus, it is worthwhile to study the challenges whether the processes involved in the implementation of the policy is properly addressed.

### *Theoretical Considerations/Brief Literature*

The study is anchored from the public management literature particularly policy evaluation in order to assess the effectiveness of the performance of the government under the framework of gender and

rights based approach to development. It argues that effective governance objectives are resonated in the leadership of the national government, fulfillment of the objectives of development agenda and involvement of civil society that, underline governance backed-development. Borrowing from the work of Sabatier (1986), effectiveness is viewed as the accomplishment of objectives based on equity and greater participation, and the promotion of which may be advanced by the leadership of the government (World Bank, 2010) and participation and support from civil society (Goonesekere, 2009).

The gender and rights based approach to development framework is used as an instrument to enhance the capacity of the national government as duty-bearer of women rights in terms of implementing Republic Act 7192. In addition, such approach identifies capacities required of the national government to effectively implement protection and welfare services of Filipino women.

Notably, the government institutions carry out fundamental functions that are essential in order for the state to function. How well the state function depends on how successful the different agencies or institutions in doing their responsibilities. As such, to work well, governments need good agencies or institutions, with enough financial support and experienced workers, and such rules and procedures are apparent, consistent, efficient and functional in government system. Moreover, the approach where government performs its functions is all the way through governance using a gender and rights based approach to national development as an agenda to development goals.

The use of a gender and rights based approach to development framework in setting development agenda help the states that has had difficulty throughout its existence in conducting its governance agenda particularly in gender and development. Such an approach to development, assist these states in identifying who is, and who should be, responsible for what with respect to whom. For this reason, in governance using the gender and rights based approach to national development will help the state and public principally in decision-making

and having social actions as an intervention in governmental processes (Lundberg, 2003).

Governance in a gender and rights based approach to national development is not a one-sided linear course of action whereby government decides the direction for the people. Governance helps the states in its policy execution with the use of mechanisms for the organization and look on its development goals (UNHCHR, 2005). This explains that the policies of state are implemented closely grounded in priorities and in response with emerging situation of the people. To ensure this course of actions, the leadership of the government plays a crucial role in governance such as effectively ensure transparency and accountability of stakeholders as duty-rights bearer. Leadership is an instrument that empowers the public when people believe that they are given an opportunity to be heard and participate in the operations of the government and there will be efficient management of resources in order to address the need of the people (Isimbabi, 2004). As a tool in governance, leadership will enhance the general public to move and make actions to the pressing predicament of society (World Bank, 2010).

On the other hand, in this study, the underlying principle for instituting an effective policy implementation and addressing relevant implementation issues explained that the condition of society could be better understood and addressed at the local level. However, in this context, recognition of challenges in the implementation of a policy renowned the crucial role of the government implementing agencies and officials, where, the local governments through the barangay level adheres the relationship of leadership in decentralized governance (Lundberg, 2003).

Understanding policy processes concentrates on policy stakeholders with their interest and political knowledge. Under this view, knowledge is largely subordinate to interests in policy processes: different interests compete openly and the more practiced and better resourced win, with knowledge used as ammunition in an adversarial system of decision-making, or strategically, as a resource drawn on to strengthen decisions or courses of action (Weiss, 1977).



The level of knowledge of the government officials in policy cycle especially from formulation to implementation agenda must be recognized as an essential factor of the leadership in government operations (Lundberg, 2003). In this case, it is crucial especially in decision-making processes, which are conceptualized through the level of knowledge of the implementing stakeholders as being informed by diverse types of information, including, in some cases, systematic evidence. The knowledge is seen as providing instrumentally useful and apolitical inputs that improve policy, and policy-making works in a problem-solving mode (Neilson, 2001).

In this way, the prevailing knowledge simply reflects the prevailing interests and the dominant networks; actors operate with a pragmatic and flexible epistemology, using whatever knowledge serves to best justify their causes *ex post*, and the powerful may be able to keep certain issues off the agenda. There is a great deal of work which advocates for implementing government officials to either be directly involved in generating knowledge for policy or be invited to participate in policy spaces hence incorporating evidence which reflects their voices on policy issues.

The level of knowledge obtained by the government implementing officials helps the leadership in easy distribution of services at the grass-roots level. Using the effective policy implementation as a frame in governance, leadership will guide the society to perform their respective rights and enhance their capacity in terms of involvement at any particular point in time. Thus, one of the effective mechanisms for enhancing public mobilization in development programming is through effective decentralization.

Furthermore, the mere presence of an implementation plan does not guarantee its implementation success. It is common to observe a gap between what was planned and what actually occurred as a result of a policy (Buse et al, 2005). By addressing these critical barriers in the implementation of the policy, governments can prevent or lessen delays and problems ultimately, the attainment of policy goals and objectives and its sustainability. In addition to these generic implementation issues,

a government at all levels need to address issues that are specific to local conditions, in this case, the gender and development.

With these, commitment to gender equality and women's empowerment is a challenge to prevent and respond more effectively to gender-based violence locally. The purpose of the strategy is to establish a government-wide approach that identifies, coordinates, integrates, and leverages current efforts and resources about gender and development. Recognition of the violence against women cases appreciate how does people especially the women to achieve their full potential, their lives be freed from violence.

This will justify that government does not only provide these basic services as part of their role but because the public especially the women sector has fundamental rights where they are accountable. In this study the right to a protection and welfare of women. The effective policy implementation in policy governance expands the role of state from being a service provider to the protector of these fundamental rights. With this, the study observed at the implementation of gender and development policy rights by a national government through the barangay level under a decentralized setting.

In particular, as depicted in Figure 1, this study addressed the mainstream of barangay governance in implementation of Women in Development and Nation Building Act or otherwise known as RA 7192. Relatively, the study answered the following question: *To what extent do the barangay council mainstream GAD provisions in barangay governance?* For this study, income classification, population size, ratio of men to women, and distance from economic hub was identified as variables, which describes the demographic profile of the barangay council's respondents.

To address gender and development problems is to mainstream GAD policy by acknowledging the role of the government especially at the leadership, delivery of GAD services and involvement of the civil society. Mainstreaming of gender and development under this study were manifested in the following measures: through formulation of legislative agenda on GAD, creation and mobilization of women

organizations, conducting assemblies or sessions on GAD, efficient used of 5% GAD Budget, creation and approval of GAD ordinances, formulation and approval of GAD ordinances, Representation of Women in Barangay Institutions, and conducting Regular Committee Session on Women.

Moreover, GAD mainstreaming level of implementation served as dependent variable, which was assessed based on four distinct yet related independent variables: (1) level of knowledge; (2) implementation issues; (3) demographic profile; and (4) presence of violence against women cases. Further, the level of implementation of RA 7192 in the mainstream of barangay governance assessed the effective implementation of the said policy.

Additionally, related information covered by the study is the concern on the level of knowledge on the provisions of RA 7192 by the government implementing officials, issues about gender and development and presence of violence against women cases measures policy outcomes as well as financial and human resource allocation that assesses the role of leadership in policy implementation. Thus, the trends of the policy outputs over the specified time were analyzed.

The existing situation of women operates to establish the policies of rights and establish a higher standard of protection and promotion of its welfare. Thus, it is worthwhile to study to what extent the barangay council mainstream GAD provisions in barangay governance since it challenges whether the processes involved in the implementation of the policy is properly addressed. Above all, the study guides with the frame that the socio-economic characteristics of the barangay do not significantly affect the implementation of GAD policy, and also, the crucial relationship between the knowledge of the barangay officials on the said policy and its implementation.

## METHOD

This study used the descriptive method of research to describe the demographic profile of the respondents, their level of knowledge and level of implementation of Women in Development and Nation Building Act or otherwise known as RA 7192. In particular, this study addressed the mainstream of barangay governance in the implementation of RA 7192. Relatively, the study would like to determine the extent of implementation of the barangay council in mainstreaming GAD provisions in their governance.

For this study, income classification, population size, ratio of men to women, and distance from economic hub were identified as variables, which describes the demographic profile of the barangay council's respondents. Income Classification refers to the average annual income based on the previous three calendar years of the barangays. Classification of income can be High, Middle or Low Income level. Population Size is indicated as to the number of individuals in an idealized population. Sex Ratio is measured by the ratio of males to females in a population. Lastly, distance from Economic Hub implies to the distance of central point from financial and development services of a locality.

Moreover, the study further elaborated that GAD mainstreaming level of implementation served as dependent variable, which was assessed based on four distinct yet related independent variables: (1) level of knowledge; (2) implementation issues; (3) demographic profile; and (4) presence of violence against women cases. Furthermore, the level of implementation of RA 7192 in the mainstream of barangay governance assessed the effective implementation of the said policy.

As operationally defined in this study, the level of knowledge is the phase of understanding, which is seen as providing instrumentally useful and political inputs that improved policy. The level of implementation indicates the stage of the policy where the terms of outputs, process, and outcomes or the extent to which programmatic

goals are achieved using implementation directives. Implementation issues denotes to the common observed gap between what was planned and what actually occurred as a result of a policy. The mere presence of an implementation plan does not guarantee the absence of implementation issues or its success. Finally, violence against women refers to any act of gender-based violence that results in, or is likely to result in, physical, sexual and psychological harm to women and girls, whether occurring in private or in public.

Furthermore, the level of knowledge was quantified by the number of correct points the barangay officials obtained in a 13-item tool or instrument developed from the provisions of Women in Development and National Building Act or otherwise known as RA 7192. On the other hand, the level of implementation was measured by an 8-item Likert-type scale. Lastly, the implementation issues was also measured by a separate 3-item questions.

Specifically, the data, as shown in Table 3.1, gathered for this study covers information during the last 12 months pertaining to the level of knowledge of the barangay officials, level of implementation and implementation issues, as well as the trends of the policy outputs over the specified time are analyzed. Other relevant data was also gathered through focus group interviews (FGIs) of key stakeholders of the policy using guide questions prepared for this purpose.

In FGIs, participants were asked questions in an interactive setting and were encouraged to confer thoughts freely as compared from other participants. The respective responses of the participants generated common ideas and provided a wealth of information regarding the implementation of GAD policy. In addition, content analysis was used in analyzing the level of knowledge, level of implementation and implementation issues.

In addition, secondary data was also used to substantiate the results of this study. Secondary data include reports, figures, local government directives including circulars, memoranda and other related files from the national and city government.

## Highlights of Findings and Discussion/Data Presentation

The following were the significant findings of the study:

Problem 1: What is the extent of implementation of the barangay councils of GAD provisions?

In this study, the term level of implementation is classified into 3 measures: full implementation (with 8 achieved measures), partial implementation (with 5-7 achieved measures) and low implementation (with 3-4 achieved measures) of the policy. Moreover, measures under study referred to the manifestation of the following measures: through formulation of Barangay Development Plan (BDP) on GAD, creation and mobilization of women organizations, conducting assemblies or sessions on GAD, efficient used of 5% GAD Budget, proposal and approval of GAD resolutions, proposal and enactment of GAD ordinances, Representation of Women in Barangay Institutions, and conducting Regular Committee Session on Women.

As shown in Table 4.3.1, the extent of implementation of the barangay councils of GAD provisions were only 6.67% or only 2 barangays fully implemented GAD provisions. However, the data reveals that 80% of the barangays partially implemented the said policy. As such, 13.33% of the barangays belonged to the low implementation of the GAD provisions. The data further reveals that most of the barangays (80%) is fair in the implementation of GAD provisions.

Table 4.3.1 Frequency Distribution on Extent of Implementation of the Barangay Councils of GAD provisions

	Characteristics	Frequency	Percent
Level of Implementation	Fully Implemented (Good) (with 8 achieved measures)	2	6.67
	Partially Implemented (Fair) (with 5-7 achieved measures)	24	80
	Low Implemented (Poor) (with 3-4 achieved measures)	4	13.33
	Total	30	100

With regard to the level of implementation of the barangays on GAD provisions, Table 4.3.2 shows the summary of level of implementing the policy. The data further revealed that 86.67% of the barangays have barangay development plan, 93.33% have women organizations established by the barangays, 96.67% have conducted assemblies on women’s welfare, 86.67% had utilized 5% of GAD budget in accordance with the policy guidelines, 33.33% of the barangays passed GAD resolutions, 20% passed GAD ordinances, 80% of the barangays said that there was a representation of women in barangay institutions and 56.67% among the barangays conducted regular committee sessions on women.

Table 4.3.2 Frequency Distribution on the Level of Implementation of the Barangay on GAD provisions

Level of Implementation	Frequency			%		
	Yes	No	Total	Yes	No	Total
Barangay Development Plan	26	4	30	86.67	13.33	100
Women Organizations	28	2	30	93.33	6.67	100
Conduct Assembly	29	1	30	96.67	3.33	100
Utilization of 5% GAD allocation	26	4	30	86.67	13.33	100
With Proposed Resolutions	10	20	30	33.33	66.67	100
Enacted Ordinances	6	24	30	20	80	100
Representation of Women in Barangay Institutions	24	6	30	80	20	100
Conduct Regular Committee Session that Includes Women	17	13	30	56.67	43.33	100

The prioritization of legislative agenda through local legislation (Local Government Support Program, 2004) will promote gender equality provided that local laws and guidelines enacted guarantee that needs of women, men and other subgroups are considered and addressed.

As shown in Table 4.3.3, the data reveals that all barangays have Barangay Development Plan (BDP). This further shows that barangay councils find it essential and gives priority on programming and budgeting of funds in their respective locality.

Accordingly, the BDP can well be regarded as the plan for the long-term management of the barangay territory. As the skeletal-circulatory framework of the territory's physical development, it identifies areas where development can and cannot be located and directs public and private investments accordingly. The BDP, on the other hand, is the action plan utilized by every barangay administration to develop and implement priority sectoral and cross-sectoral programs and projects in the proper locations to put flesh on the skeleton as it were, gradually and incrementally, until the desired shape or form of development is eventually attained over the long term (DILG, 2009).

Table 4.3.3 Frequency Distribution on the Presence of Barangay Development Plan (BDP)

Yes/No	Frequency	%
Yes	30	100
No	0	0
Total	30	100

On the contrary, there were 13.33% barangays which do not have legislative agenda on gender and development while 86.67% have GAD programs. Furthermore, it has to be noted that the following barangays (13.33%) still on the process of making barangay development plan that includes women: Barangay FS Catanico, Barangay 24, Barangay 38 and Barangay 40. According to the respondents, they were still on the process of making their barangay development plan considering that the 5-year (2008-2012) barangay development plan ended. Thus, they gave an assurance that they would include gender and development as their main priority project.

Table 4.3.4 Frequency Distribution on the Presence of Barangay Development Plan (BDP) that Includes Women

Yes/No	Frequency	%
Yes	26	86.67
No	4	13.33
Total	30	100



Accordingly, the need of barangay development plan is in accordance with the budgeting principle that local government budgets shall operationalize the approved local development plans as mandated under Sec. 305 of R.A. No. 7160. Without the priority programs and projects embodied in the plan especially concerning gender and development or women's welfare, there will be no basis for the programming of funds and therefore no basis for budgeting.

A closer view on the presence of women organizations, Table 4.3.5 reveals the distribution on women organizations that have been organized by the barangay council. The data shows that almost all barangays have women organizations organized by the barangay council. There were 93.33% of the barangays initiated for the establishment of women organizations and only 6.67% have not recognized the crucial role of women organization on gender and development.

Furthermore, according to the respondents, the following women organizations were established by the barangay councils: *Zone 10 Active Women Association, Barangay Womens Development Council, FS Catanico Women's Association, Macabalan Women's Network, Senior Citizen Women Association, Barangay Womens Development Association, Barangay Women Development Committee, Barangay Womens Network, Nagkahiusang Kababainhan sa Sta. Crus (NaKaSa), Balacans Womens' Development Council, Motherhood Association and Nagkakaisang Kababainhan.*

Table 4.3.5 Frequency Distribution of Women Organizations Organized by the Barangay Council

Yes/No	Frequency	%
Yes	28	93.33
No	2	6.67
Total	30	100

It is evident that 93.33% of the barangay councils promoted gender and development and advocated women empowerment both within the household and the community. On the other hand, it has to be

noted that the 6.67%, which referred to the Barangay 38 and Barangay Camaman-an, where women organizations were not organized by the barangays. Among the 30 barangays, only Barangay Consolacion have more than two women organizations established by the Barangay Council. These women organizations were named as Barangay Women's Development Council, *Nagkahiutang Kababainhan sa Sta. Crus (NaKaSa)*, Balacanas Motherhood Association and Violence Against Women and Children Committee.

It has to be noted that the members of the women organizations varied on the establishment of the said organizations. There were barangays that women organizations have a number of members which have more than 2,000 (Barangay Lapasan), 500 (Barangay Puntod) and 250 (Barangay Macabalan). There were also women organizations where a number of members were less than 9 (Barangay Balubal), 10 (Barangay 20), and 15 (Barangay 11). Furthermore, these women organizations were established in the year 2000, 2007, 2008, 2009, 2010 and 2013.

Accordingly, the level of involvement of women sector especially in decision-making is an indicator of potential socio-cultural and political growth performance of a barangay (UN FAO, 2012). The participation of women and their contribution to the community growth empowered them to become active participants in social, political and cultural life.

Hence, the data in Table 4.3.6 validates the distribution on barangay council that held assembly including women. It was also shown that almost all of the barangay councils have been responsive in conducting assemblies that included women. There were 96.67% of the barangays which held assemblies were women was included in the agenda and only 3.33% of the barangays which did not conduct assemblies that included women.

According to the barangay councils, most of the present barangay administrators were newly elected officials and still on the process of organizing and planning barangay development plan which

hindered the barangay councils to initiate assemblies focused on women.

Relatively, the respondents mentioned that most of the barangay councils held assemblies twice in a year where women were included. Such assemblies were conducted during first and fourth quarter or in particular during March and October of the calendar year. According to them, the month of March particularly March 8 is held to commemorate International Women's Day and during October of the same year in celebration of International Day of Rural Women. There were also barangays which conducted other assemblies that included women, once a year, twice a year or four times a year if the need arises.

Table 4.3.6 Frequency Distribution on Barangay Council hold Assembly that Includes Women

Yes/No	Frequency	%
Yes	29	96.67%
No	1	3.33%
Total	30	100

Consequently, annually on March 8, thousands of events are held throughout the world to inspire women and celebrate their achievements. A global web of rich and diverse local activity connects women from all around the world ranging from political rallies, business conferences, government activities and networking events through to local women's craft markets, theatric performances, fashion parades and more. Also, the United Nations' (UN) International Day of Rural Women celebrates and honors the role of rural women on October 15 each year. It recognizes rural women's importance in enhancing agricultural and rural development worldwide.

In addition, most of the assemblies conducted by the barangay councils were held at the barangay hall and covered courts only. Other barangays also considered the venue in their assemblies near the barangay office or at its nearest zone. This further gives avenue for the

women organizations to gather and discuss women concerns and development issues.

In addition, the data as shown in Table 4.3.6 presents that barangay councils do not conduct assemblies exclusively focused on women or gender and development. This will have an implication particularly in decision making of the barangay officials on prioritization of women in agenda setting and policy initiatives.

Concerning the allocation of GAD programs, Table 4.3.7 describes on a five percent provision for gender and development used by the barangay council according to the guidelines. It explains that the implementing agencies particularly the barangay ensures that at least five percent of funds are allocated and are in support of programs and projects that mainstream or include gender concerns in development.

Table 4.3.7 Frequency Distribution on 5 percent Allocation for GAD

Yes/No	Frequency	%
Yes	26	86.67
No	4	13.33
Total	30	100

Consequently, 86.67% of the barangays apportioned budget on gender and development. Such allocations were mobilized for utilization to support programs and projects for women while 13.33% did not include gender and development on budget and projects prioritizations. It has to be noted that the following barangays that did not allocate 5% of their budget for women or GAD programs/projects were the following: Barangay 26, Barangay Indahag, Barangay Tinagpoloan and Barangay Mambuaya. Thus, the said barangays did not make certain budget that addressed women's welfare.

In accordance with RA 7192, the application of the required percentage, which is 5% allocation, shall be explicit in the programs and projects in recognition of women or women organizations as beneficiaries. Such allocation will address the concept of mainstreaming gender concerns in the development process which shall be strongly pursued at all times. This standpoint is essential in ensuring the

expedient participation in development and nation building of women as a distinct human resource of society.

On the aspect of barangay councils with proposed resolutions on gender and development (Table 4.3.8), it appears that only 66.67% of the barangays has proposed resolutions concerning GAD. These following barangays were Barangay Macabalan, Barangay Lapasan, Barangay 38, Barangay 40, Barangay 20, Barangay 26, Barangay 19, Barangay 1, Barangay 30, Barangay 11, Barangay Camaman-an, Barangay 33, Barangay Gusa, Barangay Kauswagan, Barangay Tinagpoloan, Barangay Mabuya, Barangay Tagpangi, Barangay 34, Barangay 35 and Barangay 37.

According to the respondents, the proposed GAD resolutions referred to the Reorganization of Women Development Council and Livelihood Programs for Women.

It has to be noted as well that only Barangay Puntod among the 30 barangays have seven proposed GAD barangay resolutions. These were Barangay Resolution No. 41-10-06, Barangay Resolution No. 012-01-08, Barangay Resolution No. 036-04-08, Barangay Resolution No. 034-04-08, Barangay Resolution No. 057-06-08, Barangay Resolution No. 067-06-2011, and Barangay Resolution No. 084-08-2012 respectively.

Table 4.3.8 Frequency Distribution of Barangay Council with Proposed Resolutions

Yes/No	Frequency	%
Yes	20	66.67
No	10	33.33
Total	30	100

On the other hand, Table 4.3.9 further clarifies that only 16.67% of the barangays has approved GAD resolutions. These following barangays with include Barangay 10, Barangay Camaman-an, Barangay Puntod, Barangay 36, and Barangay Balubal. According to the respondents, such approved GAD resolutions were Authorization of Barangay Women's to Camiguin 2010, Reorganization of the Barangay

Women Development Council (BWDC), Full Authority of Funds for the Women’s and Livelihood Programs for Women.

Table 4.3.9 Frequency Distribution on Approved Resolutions

Yes/No	Frequency	%
Yes	5	16.67
No	25	83.33
Total	30	100

In making and in approval of resolutions especially on gender and development, it is essentially about giving substance or flesh and form to ideas. These ideas are generally about how to address or solve problems that affect the women’s welfare and the search for lasting and effective interventions to gender and development’s pressing concerns or problems (LGSP, 2004). Gender and Development (GAD) will remain ideas if they are not translated into resolutions. However, ideas need to be further analyzed and discussed before they could result into action.

Particularly, on the passage of ordinances, it was shown in Table 4.3.10. The data explains the barangay council that has proposed ordinances concerning women. It justifies that there were only 20% among the 30 barangays have proposed ordinances. It has to be noted that the following barangays which belonged to the 20% were Barangay Tinagpolean, Barangay 10, Barangay Macabalan, Barangay FS Catanico, Barangay Balubal and Barangay Cugman. Such ordinances referred to Violence against Women and Children (VAWC) and Livelihood programs and inclusion in codified ordinances from the city

Table 4.3.10 Frequency Distribution on Barangay Council has proposed Ordinances concerning Women

Yes/No	Frequency	%
Yes	6	20
No	24	80
Total	30	100

Table 4.3.11 Frequency Distribution on Enacted GAD Ordinances

Yes/No	Frequency	%
Yes	5	16.67
No	25	83.33
Total	30	100

Table 4.3.12 shows the representation of women in barangay institutions. It appears that 80% of the barangays said that women were present in barangay institutions and 20% of the barangays (Barangay FS Catanico, Barangay 38, Barangay 20, Barangay 19, Barangay Camaman-an, and Barangay 33) mentioned the absence of women participation in barangay institutions.

Table 4.3.12 Frequency Distribution on Women Represented in Barangay Institutions (e.g. Barangay Peace Council, Barangay Drug Protection Council etc.)

Yes/No	Frequency	%
Yes	24	80
No	6	20
Total	30	100

Based on the data, there were 2, 3, 4 and at most 5 barangay institutions existing in some of the barangays where women were involved in community development. It has to be noted that *Barangay Women Development Committee, Barangay Tanod, Barangay Social Workers, Barangay Health Workers, Barangay Youth Volunteers, Barangay Council for the Protection of Children, Barangay Solid Waste Management, Barangay Anti-Drug Abuse, Barangay Nutritionist, Local Youth Council, and Barangay Peace and Order Committee* were only some of the institutions that were being organized by the barangay councils where women were present and involved.

This describes the active involvement of women in barangay associations initiated by barangay councils. The RA 7192 clearly emphasizes that all government departments including the barangays

shall ensure the initiatives in the organization of women and guarantee the role of women in community development.

The establishment of women organizations is in accordance with Sec 2 of RA 7192, which states that the government recognizes the role of women in nation building and shall ensure the fundamental equality before the law of women and men. The State shall provide women rights and opportunities equal to that of men.

On the aspect of barangay council conducting regular committee sessions that includes women, Table 4.3.13 give details that only 56.67% of the barangays conducts regular sessions were women concerns were included. Accordingly, there were some barangays that conducted sessions once a month, twice a month, twice in a year, every third Monday of the month, four sessions in a year and/or as the need arises. It has to be noted that the following barangays (43.33%) did not conduct sessions that included women concerns: Barangay FS Catanico, Barangay Macabalan, Barangay 24, Barangay 38, Barangay 40, Barangay 19, Barangay Camaman-an, Barangay Kauswagan, Barangay Mambuaya, Barangay Tagpangi, Barangay 34, Barangay Nazareth and Barangay 37.

Table 4.3.13 Frequency Distribution on Barangay Council Conducting Regular Committee Sessions that Includes Women

Yes/No	Frequency	%
Yes	17	56.67
No	13	43.33
Total	30	100

“Be it enacted by the Sanggunian assembled that...” This phrase captures the importance of the sanggunian acting as a collegial body in approving an ordinance or resolution (LGSP, 2004). In short, an ordinance pertaining women can only be valid if enacted by a sanggunian that has assembled in a session for the purpose. The conduct of sessions therefore is an important activity of the sanggunian and must be guided by clear procedures.



Preventing and responding to gender-based violence is a basis of the government especially the barangays' commitment to advancing sustainable gender and development. To further advance local commitment to GAD issues and concerns, the implementing barangay councils must develop new strategies that will prevent and respond more effectively to gender-based violence locally (USAID Gender-based Prevention, 2012). This will establish a community-wide approach that identifies, coordinates, integrates, and leverages current efforts and resources. There must have a strategy that provides barangay officials with a set of concrete goals and actions to be implemented and monitored over the course of their service.

Problem 2: To what extent do the socio-economic characteristics of the barangays affect the implementation of the GAD policy?

This section (as shown in Table 4.4.1) presents the extent of socio-economic characteristics of the barangays that affect the implementation of GAD policy.

Table 4.4.1 Regression Analysis Output on the Socio-Demographic Profile of the Barangays and the GAD Policy Implementation

Predictors	Regression Coefficient	Standard Error	T	p-value
Income	$8.72 \times 10^{-8}$	<.0005	.545	.591
Population	$-1.95 \times 10^{-5}$	<.0005	-.391	.699
Sex Ratio	-.006	.003	-1.671	.107
Distance	.024	.029	.833	.413
Constant	6.164	.574	10.738	<.0005

$HO R^2 = .123$

$F = .877$

$\alpha = .05$

The socio-economic characteristics of the barangays do not significantly affect the implementation of GAD policy.

Results from the regression analysis revealed no significant predictors for GAD policy implementation. The F-value (.877), which is not significant, indicated that the four predictors did not form a significant set of predictors for GAD policy implementation. The  $R^2$  (.123) indicated that 12.3% of the variance in the observed

implementation scores could be explained by the joint effects of the four predictors. Thus, the null hypothesis is not rejected.

Socio-economic demographic indicators provided substantial information on demographic processes and their outcomes. Such indicators tracked economic progress and social change, and generally portrayed a people's state of well-being and quality of life. Indicators may be expressed as a proportion in relation to a given characteristic, rate of incidence, rate of change, mean, mode, median, percentage distribution or frequency distribution (FAO, 2013).

According to United Nations Environment Program (2013), the growth of world population and production combined with unsustainable consumption patterns places increasingly severe stress on the life-supporting capacities of our planet. These interactive processes affect the use of land, water, air, energy and other resources. Rapidly growing cities, unless well-managed, face major environmental problems. The increase in both the number and size of cities calls for greater attention to issues of local government and municipal management.

The human dimensions are key elements to consider in this intricate set of relationships and they should be adequately taken into consideration in comprehensive policies for sustainable development. Such policies should address the linkages of demographic trends and factors, resource use, appropriate technology dissemination, and development. Population policy should also recognize the role played by human beings in environmental and development concerns. There is a need to increase awareness of this issue among decision makers at all levels and to provide both better information on which to base national and international policies and a framework against which to interpret this information.

The capacity of national, regional and local structures to deal with issues relating to demographic trends and factors and sustainable development should be enhanced. This would involve strengthening the relevant bodies responsible for population issues to enable them to elaborate policies consistent with the national prospects for sustainable development. Cooperation among government, national research

institutions, non-governmental organizations and local communities in assessing problems and evaluating policies should also be enhanced (UNEP, 2013).

Hence, population programmes in relation with gender and development are more effective when implemented together with appropriate cross-sectoral policies. To attain sustainability at the local level, a new framework is needed that integrates demographic trends and factors with such factors as ecosystem health, technology and human settlements, and with socio-economic structures and access to resources. Population programmes should be consistent with socio-economic and environmental planning. Integrated sustainable development programmes should closely correlate action on demographic trends and factors with resource management activities and development goals that meet the needs of the people concerned.

**Problem 3: To what extent do the levels of knowledge of the barangay officials relate to the level of implementation of GAD policy?**

This section explains the extent to which the levels of knowledge of the barangay officials relate to the level of implementation of GAD policy.

As shown in Table 4.5.1, the extent of implementation of the barangay councils of GAD provisions were only 6.67% or only two barangays fully implemented GAD provisions. However, the data reveals that 80% of the barangays partially implemented the said policy. As such, 13.33% of the barangays belongs to the low implementation of the GAD provisions. The data further reveals that most of the barangays (80%) is fair in the implementation of GAD provisions.

**Table 4.5.1 Frequency Distribution between the Knowledge of Barangay Officials on the GAD Policy and Its Implementation**

Characteristics		Frequency	Percent
Level of Knowledge  Mean: 9.69 population sd = 2.34 s = 2.35	High (10-13 points)	6	2.51
	Middle (6-9 points)	36	15.06
	Low (Less than 6)	197	82.43
	Total	239	100
Level of Implementation	Fully Implemented (Good) (with 8 achieved measures)	2	6.67
	Partially Implemented (Fair) (with 5-7 achieved measures)	24	80
	Low Implemented (Poor) (with 3-4 achieved measures)	4	13.33
	Total	30	100

With this regard, the data (Table 4.5.1) reveals the barangay officials level of information about the GAD policy. The results showed that only 2.51% and 15.06% of the barangay officials have high and middle level of knowledge on the provisions of RA 7192 while 82.43% or 197 of the officials have low level of knowledge.

Relatively, the data in Table 4.5.2 reveals that the knowledge of the barangay officials is a good predictor for GAD policy implementation. The regression coefficient (.069) suggested that the more knowledge the barangay officials have, the more they can initiate GAD activities and address GAD issues. The F-value (4.056) which is significant, revealed that knowledge of the barangay officials formed a very good set of predictor. Moreover, 1.5 percent ( $R^2 = .015$ ) of the variance of the observed implemented scores could be explained by the knowledge scores. Hence, the null hypothesis is rejected.

Table 4.5.2 Regression Analysis Output between the Knowledge of Barangay Officials on the GAD Policy and Its Implementation

Predictor	Regression Coefficient	Standard Error	T	p-value
Knowledge	.069	.034	2.014*	.045
Constant	5.136	.327	15.698	<.0005

$R^2 = .015$

F = 4.056\*

\*p<.05

Ho: There is no significant relationship between the knowledge of the barangay officials on the GAD policy and its implementation?

As illustrated in the data (Table 4.5.2), it further explains that barangay officials have a low level of knowledge about gender and development policy. Accordingly, it is important that the level of information of the barangay officials should also be reflected especially in recognizing and integrating the roles of women in community-building.

According to Oxman (2010), several initiatives have been launched to develop the capacities of local authorities that are needed for evidence-informed policy making, but very few have been rigorously assessed. Few have focused on the capacity of policy makers and civil society to use research, or on making research evidence more accessible to policy makers. The production of systematic reviews has substantially increased over the past two decades, including reviews that are relevant to decisions about public programmes.

However, according to United Nations Environment Programme (2013) an effective consultative process should be established and implemented with concerned groups of society where the well-informed formulation and decision-making of all components of the programs are based on a nationwide consultative process drawing on community meetings, regional workshops and national seminars, as appropriate. This process should ensure that views of women and men on needs, perspective and constraints are equally well reflected in the design of programs, and that solutions are rooted in specific experience. The poor and underprivileged should be priority groups in this process.

With enough knowledge on GAD policy, nationally determined course of actions for integrated and multifaceted GAD programmes, with special attention to women, to the poorest people living in critical areas and to other vulnerable groups should be implemented, ensuring the involvement of groups with a special potential to act as agents for change and sustainable development. Special emphasis should be placed on those programmes that achieve multiple objectives,

encouraging sustainable economic development, and mitigating adverse impacts of demographic trends and factors, and avoiding long-term environmental damage. Food security, access to secure tenure, basic shelter, and essential infrastructure, education, family welfare, women's reproductive health, family credit schemes, reforestation programmes, primary environmental care, women's employment should, as appropriate, be included among other factors (UNEP, 2013).

Special attention should be given to the critical role of women in population/environment programs and in achieving sustainable development. Projects should take advantage of opportunities to link social, economic and environmental gains for women and their families. Empowerment of women is essential and should be assured through education, training and policies to accord and improve women's right and access to assets, human and civil rights, labour-saving measures, job opportunities and participation in decision-making. Population/environment programs must enable women to mobilize themselves to alleviate their burden and improve their capacity to participate in and benefit from socio-economic development. Specific measures should be undertaken to close the gap between female and male illiteracy rates (UNEP, 2013).

Problem 4: What are the problems encountered in GAD implementation?

This section onwards presents the results on problems encountered by the barangay council in the implementation of GAD programs.

The data in Table 4.6.1 reveals that 53.33% of the barangays mentioned that insufficient budget allocation is the major problem encountered by the barangays in the implementation of gender and development programs and activities. Other problems encountered in the implementation of GAD programs were lack of resources which include personnel and facilities (26.67), lack of awareness of the policy (20%), lack of monitoring scheme (20%), and lack of leadership capacity of the implementing barangay officials (10%). Other relevant problems (20%) that was encountered in the enforcement of GAD

initiates were because of the debt and credit of the previous administration and time management of the present barangay officials.

Table 4.6.1 Frequency Distribution on Problems encountered by the Barangays in the Implementation of GAD Programs

Problems	Frequency			%		
	Yes	No	Total	Yes	No	Total
Insufficient Budget Allocation	16	14	30	53.33	46.67	100
Lack of Awareness of the Policy	6	24	30	20	80	100
Lack of Resources	8	22	30	26.67	73.33	100
Lack of Leadership Capacity of the Implementing Official	3	27	30	10	90	100
Lack of Monitoring Scheme	6	24	30	20	80	100
Others	6	24	30	20	80	100

Accordingly, respondents further mentioned some of the reasons they encountered in the implementation of GAD programs: insufficient funding for women activities and programs, lack of workshop and seminar regarding GAD, lack of know-how regarding GAD programs, difficulty to gather the members of the Barangay Women Development Council, lack of resources such as facilities and personnel, lack of awareness of the policy, insufficient budget allocation, limited source of budget, and no available space for GAD activities.

To attain the foregoing GAD programs, a substantial budget shall be set aside and utilized by the barangays concerned to support and address programs and activities for women (Sec 2 of RA 7192).

Thus, the barangays are challenged with gender planning which involves the technical and political processes and procedures necessary to implement gender-sensitive policy and practice and make necessary interventions pertaining to women's welfare (BRIDGE Development Gender, 2000). The purpose of gender planning is to ensure gender-sensitive policy outcomes through a systematic and inclusive process. If gender policy has transformatory goals, then gender planning as a process will necessarily be a political one, involving consultation with and participation of different stakeholders.

In addition, Table 4.6.3 shows pertaining actions/interventions done by the barangay council to address cases on violence against women: massive awareness of GAD policy (only 43.33% of the barangay), conducting capacity building for the barangay implementing officials (only 36.67%), strengthening the monitoring scheme (only 40%), and increasing the allocation of GAD budget (only 13.33%). Other relevant interventions (40%) done by the barangay councils were the creation of Violence against Women Desk and strengthening of mediation proceedings. It has to be noted that establishment of Violence Against Women' Desk, Strengthen Mediation Proceedings, Conduct Counseling sessions, and Strengthen Amicable Settlement Proceedings were some of the concrete actions done by other barangays to address these problem.

Table 4.6.3 Frequency Distribution on Actions/Interventions to Address Problems in the Barangays that Includes Women

Problems	Frequency			%		
	Yes	No	Total	Yes	No	Total
Increase the Allocation of GAD Budget	4	26	30	13.33	86.67	100
Massive Awareness of GAD Policy	13	17	30	43.33	56.67	100
Enhance Resources (Personnel and Facilities)	1	29	30	3.33	96.67	100
Conduct Capacity Building for the barangay implementing officials	11	19	30	36.67	63.33	100
Strengthen the Monitoring Scheme	12	18	30	40	60	100
Others	12	18	30	40	60	100

In this regard, the data further illustrates the weak responses of the barangay councils concerning gender and development. Without systematic reactions, gathering and examination of information on gender differences and social relations, gender issues, violence against women, gender inequities and women's safety and protection will still be the same and if not it will gradually increase its numbers.

Preventing and responding to gender-based violence is a basis of the government especially the barangays' commitment to advancing sustainable gender and development. To further advance local commitment to GAD issues and concerns, the implementing barangay councils must develop new strategies that will prevent and respond



more effectively to gender-based violence locally (USAID Gender-based Prevention, 2012). This will establish a community-wide approach that identifies, coordinates, integrates, and leverages current efforts and resources. There must be a strategy that provides barangay officials with a set of concrete goals and actions to be implemented and monitored over the course of their service.

## **CONCLUSION AND RECOMMENDATIONS**

In consideration of the foregoing data and the corresponding interpretation, the data explains the low interest and weak responses of the barangay councils concerning gender and development. As such, the following points summarizes the conclusions and implications of the study: (1) the socio-economic attributes of the barangays in Cagayan de Oro City in terms of Income Classification, Population Ratio, Ratio of Men to Women and Distance from Economic Hub; (2) the level of knowledge of the barangay officials on GAD provisions, (3) the extent of implementation of the barangay councils on GAD provisions; (4) the extent of the socio-economic characteristics of the barangays affect the implementation of the GAD policy; (5) the extent do the level of knowledge of the barangay officials relate to the level of implementation of GAD policy; and (6) the problems encountered and interventions made in GAD implementation.

The socio-economic characteristics of the barangays significantly illustrate the current status of the barangays. Particularly, the barangays is primarily limited to its Internal Revenue Allotment (IRA). This further explains that the number of population available will have an implication to the budget allocation of a certain barangay. The population sex ratio, which describes the number of males in female presence, will define the allocation of GAD services. Thus, the distance of the barangays from economic hub of the locality further features from its financially viable location. However, the identified characteristics of the barangays greatly did not influence the implementation of GAD

policy. Socio-economic demographic indicators only provide substantial information on demographic processes and their outcomes.

Relatively, the level of information of the barangay officials reveals that most of them have a low level of knowledge about GAD provisions. With this, what is crucial is the level of knowledge of the barangay officials will greatly affects in GAD initiatives or even their apparent recognition of women's roles are integrated and taken into account as early as programs conceptualization. The barangay officials can make relevant GAD programs and interventions provided that they are well informed and knowledgeable with the policy. The more that they are educated with the guiding principle of gender and development, determined course of actions and GAD initiatives will be integrated with special attention to women, to the poorest people living in critical areas and to other vulnerable groups, ensuring the involvement of groups with a special potential to act as agents for change and sustainable gender and rights development.

In effect, special attention will be given to the critical role of women in basic services programs and in achieving sustainable development. GAD initiatives will take advantage of opportunities to link social, economic and environmental gains for women and their families. Empowerment of women will become essential and will be assured through education, training and policies to accord and improve women's right and access to assets, human and civil rights, labour-saving measures, job opportunities and participation in decision-making. The role of the barangay officials are crucial in programs where it must enable women to mobilize themselves to alleviate their burden and improve their capacity to participate in and benefit from socio-economic development.

On the other hand, the extent of implementation under study measures the manifestation of the following indicators: through formulation of Barangay Development Plan (BDP) on GAD, creation and mobilization of women organizations, conduct assemblies or sessions on GAD, efficient used of 5% GAD Budget, proposal and approval of GAD resolutions, proposal and enactment of GAD ordinances,

Representation of Women in Barangay Institutions, and conduct Regular Committee Session on Women. Based on the information's, the extent of implementation of the barangay councils of policy reveals that most of the barangays is classified with fair in the implementation of GAD provisions. The data further revealed that not all barangays have barangay development plan, prioritization on the establishment of women organizations, conduct assemblies focused on women' welfare, utilization of 5% of GAD budget in accordance with the policy guidelines, barangays proposed and approved GAD resolutions, enacted GAD ordinances, there is a representation of women in barangay institutions and conduct regular committee sessions on women.

Accordingly, RA 7192 is apparent that the role of the government institutions in the declaration of policies where the State recognizes the role of women in nation building and shall ensure the fundamental equality before the law of women and men. Thus, the state shall provide women rights and opportunities equal to that of men. In the study, the data reveals substantial indication that there is insufficiency of the barangays to ensure the full implementation of the policy and full participation and involvement of women in the development process. The barangays did not strictly observed the GAD provisions to attain the foregoing policy. In particular, there is no substantial portion that the barangays set aside development assistance funds to support programs and activities for women, that the barangays are ineffective in ensuring the full participation and involvement of women in the community development process and that the barangays as a government entities that will regulate guidance, mobilize and provide measures are unproductive in enhancing the participation of women in the development process in ways equal to that of men.

As such, because of the ineffective intervention made by the barangays, there were relevant major problems that the barangay officials encountered by the barangays in the implementation of gender and development programs and activities. These problems are lack of resources which includes personnel and facilities, lack of awareness of the policy, lack of monitoring scheme, lack of leadership capacity of the

implementing barangay officials and the potential of the barangays as councils to address gender rights and sustainable development. The barangays are challenge with gender planning which involves the technical and political processes and procedures necessary to implement gender-sensitive policy and practice and make necessary interventions pertaining to women's welfare. The purpose of gender planning where the barangays did not met its objective, which is to ensure gender-sensitive policy outcomes through a systematic and inclusive process.

Further, the data further illustrates the weak responses of the barangay councils concerning gender and development. Without systematic reactions from respective barangays in terms of gathering and examination of information on gender differences and social relations, gender issues, violence against women, gender inequities and women's safety and protection will still be the same and if not it will gradually increase its numbers. Preventing and responding to gender-based violence is a basis of the government especially the barangays' commitment to advancing sustainable gender and development.

Having all these said, to further advance local commitment to GAD issues and concerns, the implementing barangay councils must develop new strategies that will prevent and respond more effectively to gender-based locally. This will establish a community-wide method that identifies, coordinates, integrates, and leverages current efforts and resources. There must have defined strategy that provides barangay officials with a set of concrete goals and actions to be implemented and monitored over the course of their service.

As general conclusion, in order that the fundamental rights and welfare of women must at all times be upheld, the LGU of Cagayan de Oro through the Barangay level, shall observe the full implementation of the foregoing policy and develop a strategic gender and development capability enhancement agenda particularly on the welfare of women.

## RECOMMENDATIONS

This study identified a number of practical and policy recommendations that hope to use gender and rights based approach to development as an agenda to the implementation of gender and development policy.

### Recommendation for Policy

The city government of Cagayan de Oro should take strong measures in respecting, protecting and fulfilling the rights of women. While the enactment of RA 7192, seemed to signal some progress, its adequate implementation is a cause to rethink whether indeed recognition and protection of women's rights is genuinely understood by relevant duty bearers. The following are this study's policy recommendations to improve the GAD policy implementation:

(a). Improve governance in the implementation of Gender and Development (GAD)

In addressing social predicaments of women there is a need to establish political, legal, economic and social circumstances for the delivery of basic social services. The local development administration particularly the respective barangay councils can be made more effective by using gender and rights based approach to development as a frame not only in the formulation but also more importantly in the implementation of GAD and other women-related laws. The gender and rights based approach to development as an agenda in local government operations will provide direct measures and social interventions to social predicament and at the same time it also improve the capacity of the local authorities to perform its functions. Having this approach as a tool to effective governance will help and guide the local government in policy environment. Hence, the local government of Cagayan de Oro City must establish systems and adopt mechanisms

within the framework of gender and rights based approach to development that will allow the local authorities to respond to the needs of their constituents, particularly the women.

Furthermore, in order that the fundamental rights and welfare of women must at all times be upheld, it is recommended that the LGU of Cagayan de Oro through the Barangay level, will develop a strategic gender and development capability enhancement agenda particularly on the welfare of women.

(b). More Extensive Advocacy on Gender and Development (GAD) for all Stakeholders

Although all the region's local chief executives, legislative officials, and other barangay officials are aware of the need to address social issues affecting women, the idea that these have been given more focus under gender and development escapes many of them. The awareness level on the policy concerning women is particularly high among local heads of offices and service providers who are directly involved in activities related to the said policy. This awareness level, however, dips among local officials, especially those in the local legislative bodies. Another very critical factor in the achievement of the local policy implementation is the participation of the private sector, particularly the civil society and the business community. Hence, a broader advocacy needs to be undertaken to spread the concept of the GAD policy in accordance to the RA 7192. As such, an advocacy plan may need to be formulated to increase the level of awareness about the policy and generate the much-needed support for their achievement.

The increased number of cases against women (e.g. rape, physical, harassment etc.) and lack of facilities that will cater women's needs should be immediately addressed by the LGU of Cagayan de Oro City. It is not enough to simply mouth policy rhetoric but the real challenge is in making the laws relevant in practice and implementation. One mode of action that should be done immediately is reorienting the perspective of duty bearers regarding gender rights in relation to women's general welfare. Without a change in perspectives, no

meaningful implementation of the law in relation to gender and development rights is ever possible.

(c.) Intensive Localization of the Gender and Development (GAD) at the Barangay Level

Relatively, the achievement of the GAD policy in the region relies heavily on the commitment of the barangay officials to do their part, in this case, the local government of Cagayan de Oro City. This commitment can only be gained by their full internalization of the concept of the policy. While the LGU may by now streamlined the barangays into undertaking steps to localize the implementation of said policy, the desired initial outcomes still have not fully materialized. Not all barangays have updated or created their barangay development plan for women so as to be able to merge them into the Local Development Plan for Women (LDPW). While the barangay development plan has incorporated issues and concerns that also encompass GAD, they still lack focus on the concept. As such, efforts must still be exerted to ensure that different barangays have fully internalized gender rights and women's welfare.

The lack of coordination among different government agencies often results in the lack of strategic impact for support services provided to women, which should also be given importance by the local government of Cagayan de Oro City.

(d.) Institutionalize Budgetary Support for GAD by Pushing for Automatic Appropriations

The good financial standing of the city especially the respective barangays did not generate the expected financial support for the achievement of the GAD targets. Particularly, the LGU of Cagayan de Oro City's budgetary support for GAD services has limited supply and subsequently access to such services, especially by the women. GAD services, for example, which had been devolved to barangays, need to receive more adequate support from the LGUs since the financial from the national government would not be adequate. Official development assistance may be generated but accessing such fund source may take

some time. Hence, there is a need to push for automatic budget appropriations for the implementation of GAD. This will result into a more institutionalize implementing mechanism that is long term and less dependent on the Local Chief Executive. Also, regular as well as adequate budget should also be allocated in prioritizing far-flung barangays.

(e.) The Barangays of Cagayan de Oro City to Adopt More Effective Revenue Generation Strategies

Majority of the LGUs' budget come from the Internal Revenue Allotment (IRA), indicating a very minimal effort to generate local revenues. Likewise, barangays experiencing deficits in recent years cannot be expected to provide increasing support for gender and development. Thus, advocacy must be initiated to encourage LGUs and barangays alike to adopt revenue generation strategies within the framework of the Local Government Code of 1991. This can be done provided that the local government of Cagayan de Oro City must engage into commerce or activities that can generate finances in order for them to sustain if not implement essential GAD services to its people and not just merely depend on the budget given to them by the city government.

(f.) Need to Institutionalize Monitoring Mechanisms at the LGU and Barangay Level

The local government of Cagayan de Oro City should ensure the regular and systematic monitoring of the compliance of barangays as well as other government bodies to the Gender and Development (GAD) policy as soon as it is implemented. If not, an ad hoc body should be temporarily created to oversee the implementation of GAD policy.



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