

# WOMEN AND GENDER IN DEVELOPMENT: AN ANALYSIS OF GENDER AND DEVELOPMENT (GAD) PROGRAMS AND FUND UTILIZATION OF QUEZON AND PASIG CITIES

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## ABSTRACT

*Gender-Based Budgeting has been the new aim of nations around the world. This is to ensure that programs and projects of the government are aimed at women and gender rights. In the Philippines, EO 273 and Republic Act 9170 or the Women in Development and Nation Building Act ensures the participation of women and gender in government affairs, including budgeting. Furthermore, the Philippines also requires the local government units to allot 5% of the total budget in gender and development (GAD) projects, further identifying the need to evaluate programs under this category. Thus, this paper aims to compare and contrast the GAD program and fund utilization experiences of City of Pasig and Quezon City (QC), being the two local government units with very prominent GAD programs in Metro Manila, through Key Informant Interviews and Focus Group Discussions. Results of the KIIs and FGDs revealed that even though the foci were different, both cities had complied with the required GAD PPAs as stated in EO 273 and RA 9710. The areas of interests varied (e.g., Pasig is more concerned with livelihood and family relationships while QC is more inclined on governmental changes in gender) but similarities were also present, such as their analysis of gender issues and the inclusion of all genders in GAD. Regardless of the success of their GAD plans, certain points must be taken into consideration to improve the GAD services of both LGUs.*

**Keywords:** Gender-Based Budgeting, Gender and Development, City of Manila, Pasig City, LGU Budgeting

## INTRODUCTION

Academics of Women and Gender Studies consider the United Nations Convention on the Elimination of All Forms of Discrimination against Women (CEDAW) as the cornerstone of advances in favor of women empowerment. This 1979 document became the guide of academics, statespersons, and private entities in ensuring that women and gender rights are being upheld in their respective fields. The heart of this document is the abolition of discrimination against women in the political, economic, social, cultural, civil, and any other field (United Nations Women [UN Women], 1979). This has been promulgated in countries all around the world.

In the Philippines, Republic Act 7192 or The Women in Development and Nation Building Act is the counterpart of the CEDAW. This law underlines the importance of women in national development as also stated in the 1987 Philippine

Constitution. RA 7192 recognizes the role of women in nation-building and encourages them to participate in fields mostly dominated by males (RA 7192, 1991). The law also mentions) that woman should have participated in projects and activities by the government from the cities to the barangay.

Both the CEDAW and the Act deal with gender-responsive budgeting (GRB). Gender-responsive budgeting, as they have defined, is the integration of the gender dimension in the process of budgeting for the achievement of gender equality (Patel, 2018). This concept is to cope with the financial demands of women empowerment projects which include seminars, training, infrastructure, and promulgation of GAD objectives in their respective jurisdiction.

When it comes to the Philippines, the Local Government Unit is expected to incorporate gender in their respective plans. 5% of the total annual budget appropriations must be

allocated to GAD programs per city. (PCW, 2016). As such, proper budgeting and evaluation of their projects are necessary to maintain transparency and accountability in the LGU. Constant evaluation is one way to determine the aligning of the barangay to local, national, and international standards of women empowerment and capacity building.

Thus, this study aims to compare and contrast how Quezon City (QC) and the City of Pasig allocate and implement their GAD funds and projects. Specifically, this study wants to:

1. Explore how Quezon City and Pasig City allocate the GAD Fund in different areas of interest;
2. Identify specific GAD Programs/ Projects/ Activities (PPAs) in which the GAD Fund is utilized;
3. Evaluate the GAD PPAs at the city level and recommend possible plans of action to make them more encompassing to all genders.

## Literature Review

The concept of budgeting for gender issue-related programs was only recently introduced. Terms about this concept such as ‘gender budgeting’, ‘gender-responsive budgeting’, ‘gender fund’, and ‘GAD fund’ have been used in various literature. For the purposes of this study, these terms may be used interchangeably.

An expert group of the Council of Europe defined gender budgeting as “a strategy to achieve equality between women and men by focusing on how public resources are collected and spent” (Council of Europe, 2017). Patel (2018) refines this definition as a means of infusing aspects of gender into budgets and the budgeting process. Both definitions imply that gender budgeting is a function of management, integrating gender issues. Procedures and regulations are ‘mainstreamed’ within a specific institution. As management follows a strategic process, gender budgeting follows a cycle. It consists of three phases (Frey, 2016; Ng, 2016):



Figure 1. The Gender Budget Cycle

### 1. Planning

Structuring and adopting the budget by the government comprise this step. To perform this step, an analysis of needs and interests with regards to gender is done. It results in a legally binding budget.

### 2. Implementing

Here, the government utilizes the set money to employ staff, execute projects and programs, engage private companies, etc. Beneficiary incidence analysis is therefore emphasized to ensure that the appropriate constituents gain from the gender budget

### 3. Auditing

Monitoring and evaluation take place in this step, where it appraises the projects and their appropriateness to the target beneficiaries.

Gender budgeting is important in the context of, not only providing equal opportunities to all people regardless of gender but also evoking confidence among the most vulnerable in the gender spectrum. In studies, reducing, if not eradicating, gender inequality through gender budgeting lead to higher growth rates, healthier children increased productivity in terms of labor, and a more responsive government (Stotsky, 2016; Elborgh-Woytek et al, 2013). While the effects are visible, understanding and implementation vary significantly across the globe. Various interpretations have been adapted by different states and organizations who trail-blazed in the use of the concept.

## Perceptions on Gender-Responsive Budgeting

On December 18, 1979, a convention was organized with its goal geared towards improving the situation on gender-based violence – thereby dubbed as the “Convention on the Elimination of All Forms of Discrimination against Women” (CEDAW). For the elimination of discrimination against women, CEDAW has enlisted ten focal points that must be met and may be subject to GPB. Among these are Political and Public Life, Nationality, International Representation, Education, Employment, Healthcare, Economic and Social Life, Needs of Rural Women, Residence, and Marriage and Family.

States who have participated in the convention must ensure that these focal points must be addressed. It is therefore the responsibility of the participating State Governments to create GPBs pursuant to what was stated and capacitate its LGU counterparts in the planning, implementing, monitoring, and evaluating of GPBs as patterned from the focal points. However, interest in gender budgeting depends upon the recognition of its importance by these state governments, civil society, and other stakeholders (Sharp, R., 2003).

Answering CEDAW’s call to address gender-based discrimination, Australia introduced the idea of gender budgeting in 1983-1984. The said country believed that gender-responsive budgeting is aimed for women empowerment and advocated to strengthen government efforts toward gender equity. However, Australia’s gender budgeting system abruptly ended after 30 years in 2014.

Within Asia, India interpreted the term as “allocating means to ensure efficiency and gender equity in fiscal policy”. Patel (2018) advanced that it takes into account the needs and priorities of men and women and tailor-fits policies into these gender-specific needs. Penang, Malaysia takes a step forward as a Gender Responsive and Participatory Budgeting pilot project was initiated by the Penang Women’s Development Corporation, in coordination with two municipal councils. This pilot project was launched back in 2012, as it sought to “address the needs of the citizenry by amalgamating two models, namely Gender-Responsive Budgeting and Participatory Budgeting to influence public expenditure” (Kamarudin, 2016).

The Philippines followed suit and incorporated gender-responsive programs into its annual appropriations. Davao City was the first LGU in the Philippines to have ordained a comprehensive Women Code in the Philippines, with the

support and initiative of women’s groups (PCW, 2013). On the national scale, Republic Act 7192 imposed that the government and its agencies shall “ensure that women benefit equally and participate directly in the development programs and projects.” Three encompassing strategies were formulated to measure outcomes of the policy, and these are (Illo et al, 2010):

1. Allocating a significant portion of official development assistance (ODA) funds for projects directed to women;
2. Guaranteeing that women benefit equally and participate directly in the projects and programs concocted by each government department, and;
3. Removing gender bias in all proceedings, official departmental policies, circulars, et al of all government agencies.

With these in mind, the government formulated the Philippine GAD Budget Policy, aiming to secure appropriate allocations for GAD from all programs developed by the government and for the Filipinos. Thus, starting from the 1995 version of its annual General Appropriations Act (RA 7845), GAD funds were given emphasis. Annual appropriations for GAD funds were earmarked at 5% of the total national budget. Reports of utilization, thereby termed as GAD Accomplishment Report, of such funds shall be submitted to the National Commission on the Role of Filipino Women (NCRFW). According to the Philippine Department of Budget and Management (DBM), NCRFW, and CIDA (n.d.), this report is supposed to provide specifications on the actual funds used for GAD activities and to explain variances between the projected budget and the actual expenditure.

With these international and local policies set, a manifest of each state’s perception on gender-responsive budgeting and allocations on related programs have been scrutinized by the respective nations.

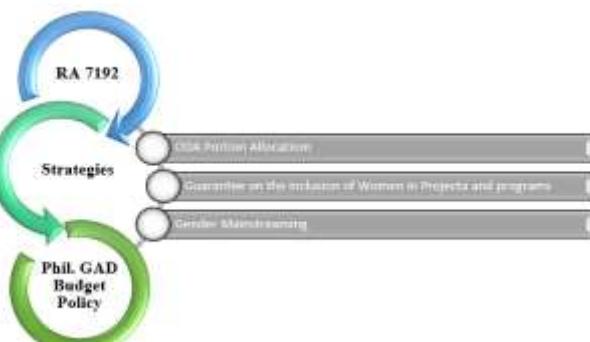


Figure 2. Development of the Philippine GAD Budget Policy

## Allocations on Gender-Responsive Programs

Based on the respective perceptions on gender-responsive budgeting, each state carefully appropriated funds and formulated systems to ensure that there is efficiency in the delivery of gender-responsive programs.

For instance, the Australian Government required its entities, including territories and states, to provide a women's budget statement with specific allocations for the following categories:

1. Expenditure targeted solely on women;
2. Expenditure targeted for the promotion of equal employment, pay, and managerial representation in organizations between men and women; and
3. Mainstream expenditures with gender as a relevant component.

These were submitted to a department that is responsible for navigating government efforts toward gender equality and is directly under the office of the head of state – i.e. Office on the Status of Women.

Similarly, India constructed its system of allocating gender-responsive funds for its territory. India's gender budgeting system stood out internationally because, in addition to its influence in gender budgeting, revenue policies were revisited and the central, state, and union governments were all included in the program (Stotsky, 2016). Efforts in gender budgeting were encompassed in four sequential phases, namely:

1. Knowledge Building and Networking
2. Process Institutionalization
3. Capacity Building
4. Accountability Enhancement

With the size of the Indian Subcontinent, a whopping 30% of its total annual budget was earmarked for GAD Plan and Budget (GPB). Some of the highlights of recent India's GPB are as follows:

1. The budget of India's Ministry of Women and Child Development was increased from Rs. 22, 095 crore (\$ 3.22B) in 2017-2018 to Rs. 24, 700 crore (\$ 3.6B) in 2018-2019.
2. A fund (Nirbhaya Fund) was allocated to combat violence against women. (Patel, 2018)

Stakeholders from Penang argued that communities should be empowered in terms of budgeting because they know what their needs are and that they are the direct beneficiaries. Moreover, common folk "deserve to know and

determine how public funds are being utilized" (Kamarudin, S., 2016). In their pilot project, a community was surveyed and focused group discussions were organized to understand the needs of men and women in target age groups. Voting for budget allocation was performed thereafter. Each member of the community with an age of 10 years old and above was given five ballots of RM100 (USD30) to vote for their prioritized items on the needs list. This activity was subsequently discussed with local government representatives to determine project feasibility, budget availability, and other important considerations. The local residents' association was tapped by the implementing committee for one of its projects. This association was awarded with a cleanliness contract as part of building maintenance. The contract paved the way to provide jobs for some of the residents within the community. Of the entire team of cleaners, 50% were women (Penang Women's Development Corporation, 2013).

In the Philippines, budget allocations for gender-based programs are imposed upon the local government units, government agencies, and government-owned and -controlled companies' (GOCCs') share from the general appropriations budget. (Illo et al, 2010). About 5% of the specific unit's budget must be allocated for GAD programs. DBM reiterated that this percentage is inclusive of the general budget given to a specific agency, and that gender budgeting should be linked to the nature of the work the implementing agency has.

At the barangay LGU level, an Annual Barangay GAD Plan and Budget Form must be accomplished by barangays (PCW, NEDA, DILG, 2013). This plan identifies target gender issues as perceived by the people and by the analyses of sex-disaggregated data from the barangay itself. Moreover, it details the degree of a project's "gender-responsiveness" and how the GAD budget should be attributed to each of the projects. Thus, to ensure that the goals and objectives of each project have been obtained, Performance Targets and Indicators of Project Effectiveness must also be laid out through the said form.

As with all systems, flaws and challenges are bound to exist. The following section talks about each state's challenges with regards to appropriations on GAD.

## Challenges in the Utilization of GAD and GAD-related Funds

Each country's system on allocating funds for GAD has dealt with challenges due to the changing mindset of the leaders and beneficiaries, and the needs of the vulnerable population.

With Australia's 30-year course of Australia's gender budgeting system, there was a perceived need in the shift in policy discourse towards reducing the size of government. As such, the Office on the Status of Women, a once-independent office from any department, was subsequently put under the Australian Department of Community and Family Services. As a result, monitoring for the gender-differential impact of policies and budget was subsequently decreased. Moreover, in 2014, the Women's Budgeting Statement system was stopped, and no women's or gender analysis was created (Stewart, 2016). Comparing Australia with the 36 member countries of the Organization for Economic Cooperation and Development (OECD) (2014), Australia had no systematic process to assess the impact on women and men of taxing, spending, or government programs – may it be pre- or post-enactment of legislation, government appropriation of funds, or policy initiation.

While Australia had difficulties in maintaining an efficient and effective system, India's dilemma was focused on GAD fund utilization. Union Budgets (budgets prepared and allocated to the local government units of India) still pose inadequate gender-responsive programs. An example is inadequate budgetary allotment in the local government units of India and the central government to service providers of one-stop crisis centers for women that cater to the medical services, counseling, legal aid, etc. Allocations for Special Women's Desk in police stations remain insufficient. (Patel, 2018)

Chakraborty (2006, 2010) argued that floor expenditures set upon for gender-related aims resulted in misallocation of resources in the different departments of the Indian Government. Moreover, while India earmarked a whopping 30% of their general funds for their gender budget, in a study conducted by Lahari et al in 2002, it was found out that there was an inconsistency with the high allocation for gender budgeting and its subsequent utilization. Government beneficiaries were not able to utilize the entire budget allocated. It was then concluded that a high allocation for gender budgeting "does not necessarily equate to full utilization of budget for programs geared towards GAD".

The Philippines experiences unique challenges on GAD budgeting as compared with Australia and India. Delgado (2017) stated that the major challenges in gender-responsive budgeting in the Philippines can be compartmentalized in 4 (four) areas - policy, people, enabling mechanisms, and programs, activities, and projects (PAPs).

### Policy

The presence of a GAD Budget Policy opens avenues for various gender-responsive budgeting. However, the National Commission on the Role of Filipino Women and the United Nations Development Fund (2004) claimed that, while the Philippines is the only country authorizing a specific percentage for the GAD budget, compliance with the policy has been very low. Moreover, there is currently no mechanism to promote actively and to monitor compliance and performance.

The existing guidelines on GPB must be updated. Moreover, GAD Agenda must be given importance and formulated by agencies. Because of devolution in the Philippine Government, planning, implementation, and evaluation of GAD PAPs rest upon the salience of the leaders in the local government units. (RA 7160).

### People

GAD Focal Point Systems and program implementers lack the capacity to conduct analyses of the extent GPBs of an agency or organization serves for the gender issues within that organization and its clients.

### Enabling Mechanisms

A variety of factors contribute to the low utilization of GAD budgets, especially in the LGUs. With the constant change of leaders in office, the salience of the LGU and the perceived need and problems experienced by its constituents may frequently mismatch. In addition, systematic monitoring of GPB is not integrated with the monitoring and evaluation system of the governing agency in GAD - i.e. the Philippine Commission on Women.

### PAPs

The assessment on the impact of GAD projects implemented and conducted is currently non-existent. As

observed, agencies lack the knowledge and skills to integrate the GAD perspective in their major programs. Moreover, with current policies in place in the Philippines for GAD funds, there is no penalty for not utilizing all of the money, thereby termed as "unspent money", in GAD.

Aside from those stated in Delgado's report, there appears to be no implementation of any GAD project directed for lesbians, gays, bisexuals, and transgender (LGBT). Most programs presented were directed only for women - such as the Balik Pinay, Balik Hanapbuhay project of the Department of Labor and Employment, Maternal, Neonatal, and Child Health and Nutrition of Department of Health, Violence against Women Desk and Referral System, Women and Child Protection Unit, among others.

### **Projects and Policies Related to GAD in Key Locations in the National Capital Region (NCR)**

In contrast with national projects involving GAD funds, Quezon City directs a portion of its appropriations to projects and policies for the benefit of the LGBT. The city made history when it promulgated one of its first GAD-directed ordinances – i.e. the prohibition of discrimination against homosexuals in the workplace (QC Government, 2003). Further expanding on its GAD advocacy, the “Gender Fair City” passed an ordinance providing for a comprehensive anti-discrimination policy based on sexual orientation, gender identity, and expression (SOGIE) (QC Government, 2014). With this policy, the city held its first QC Pride in March last 2014. All of these policies related to LGBT were concocted from the city’s own GAD code, which was promulgated in 2004. This GAD code was a response to the creation of RA 9710, otherwise known as the Magna Carta for Women. Equal treatment for men and women of all sexual orientations is ensured and people’s rights are upheld, regardless of gender.

## **METHODOLOGY**

This section presents how this research will be conducted, the method that will be used, and the justification of the selection criteria. The section also includes the description of each subject used in this research, the sample size, and the technique that will be used to complete this study. This section also describes the instrument that will be used for the

study to ensure validity and reliability on the evaluation of GAD fund utilization.

### **Research Approach and Design**

The researchers will use a qualitative descriptive approach for data gathering. Qualitative research is a form of social inquiry particularly delving into the experiences of people, and the way they make sense of these experiences and the world they live in (Holloway and Galvin, 2016). Descriptive research is more concerned with what happened, rather than why or how something happened (Nassaji, 2015). A combination of these two methods of research is determined as the most suitable for this study as it describes the situation of GAD fund use in the respective cities involved and matches this with the observable outcomes within their areas.

### **Research Locale**

The researchers shall conduct the study in the LGUs of Quezon City and Pasig City. These cities were selected for their experience in GAD fund utilization in their projects for women and other genders (Malpal, 2017). Quezon City is widely known for trailblazing ordinances related to major contemporary issues in gender and in fighting violence against women and children (VAWC) (Chavez, 2018; QC LGU, 2016). On the other hand, Pasig directs its GAD efforts from the grassroots. Collectively, barangays in Pasig direct GAD projects for the betterment of the livelihood and economic status of women. The Best GAD Practices award in 2010 and the Innovative Project Galing Pasig in 2012 were bestowed to Barangay San Joaquin for developing products out of the water hyacinth plant (De La Cruz, 2013).

These two cities were also chosen because of their contrasting way of GAD implementation. Quezon City mostly implements projects from the city-wide level, then reaching out to its specific constituent areas. This strategy is very evident when it established the city-wide QC Pride Council years before the inception of its Barangay Pride Councils (Villamente, 2017). Pasig, on the other hand, starts various novel projects from among its barangay constituents, and these projects are adopted by neighboring barangays – as in the obvious case of the water hyacinth products of Barangay San Joaquin that is adopted by Barangay Kalawaan, and even by the town of Morong in Rizal Province.

## Data Gathering Procedure

The researchers shall do a semi-structured Key Informant Interview (KII) or an expert sampling method for GAD heads and/or GAD Focal Persons of the two LGUs. In the absence of a GAD head or Focal Person, the City Mayor or Vice-Mayor may be interviewed or any person in charge of GAD budgeting and utilization.

Moreover, while the interview is taking place, the interviewer shall take down important notes so that the main key points from the participants' answers are highlighted. The proceedings shall be audio-recorded through a cellular phone for possible review after the interview proper. The instrument that will be used in both the procedures shall also be translated to vernacular Filipino or a mixture of Filipino and English (Taglish) if the need arises.

## Interview Guides

The following interview questions shall be asked to the Key Informants of the KII and participants of the FGD. These questions shall be validated two times—by an expert in Gender Studies and Public Administration. Validation of the interview questions is indeed important because it forms a significant aspect of research methodology – validity and reliability (Taherdoost, 2016).

### For the KII

1. What is the process of GAD (GAD) Fund planning, allocation, disbursement, and evaluation in your city?
2. How is the GAD Fund being used in your city? In what projects does it usually get spent on?
3. How do the GAD projects affect the residents, women, men, and LGBT? How do they benefit from those projects?
4. What are the challenges faced by both the city officials and residents when it comes to GAD funds and projects?

## Analysis of Data

For reliability and systematic data organization, thematic analysis is used. It is one of two approaches in qualitative descriptive research that is used to capture patterns and features, thereby termed as “themes”, across qualitative datasets (Braun et al, 2016; Vaismoradi, et al, 2016; Braun et al, 2019). Raw, gathered data from the KIIs shall be transcribed and coded into themes. Recurring and frequently

mentioned answers from participants shall be categorized as a basic theme. As an additional second level of coding, the categorical thematization shall come from the various basic themes that answer the specific research objectives of this study. Lastly, the third level of coding shall be done to focus on the four main variables used in this study, which are Gender-Based Budgeting, Gender Fund Allocation, GAD Projects/Programs, and Women and Gender Rights.

Coding software such as NVivo or Qualyzer may also be considered by the researchers for easier thematization and analysis. In research-speak, coding software is termed as qualitative data analysis software (QDAS). Woods et al (2015), in their review of published studies that used QDAS, said that QDAS enables validity, rigor, and trustworthiness to be demonstrated more readily by “enabling more transparent analytical processes.”

## Ethical Consideration

The participants that will take part in this study will first be informed about the main objective of this research, and they will be asked for their voluntary participation and full consent prior to interviewing them. Before the interview, the researcher will first present a letter of request to the city hall and representative of the office stating their significant role in this research. Only the researchers shall have access to the data that will be gathered. The participants will neither be threatened, obliged, forced nor coerced to participate in this study. All the personal information and data will be kept confidential.

## RESULTS

Presentation of collected data and their analysis is provided in this section. Interview content is segregated for better data presentation.

### QC GAD

“QC will enhance and continue to remain at the forefront as promoters of gender equality and women empowerment, LGBT rights, and mediate male dominance. “

This was verbalized by [a representative] of the Quezon City GAD office. According to her, this is a philosophy her office embodies as it undertakes the role of bringing about true equality across the gender spectrum. When asked, representatives of QC's GAD office explained that their goal is for women's empowerment and to help decrease, if not eradicate, cases of all forms of Violence Against Women.

Quezon City was the first LGU in the National Capital Region to stabilize a GAD code that will guide its constituents on how to incorporate GAD for formulating local policies, platforms, agenda, proper de quorum, budget allocations, and updated/innovated programs. This LGU has put into effect various institutional mechanisms to advance responsive and effective governance.

### Prioritized Issues

Quezon City was recognized as having one of the best GAD programs by the then NCRFW. To achieve such recognition, the city came up with a list of issues that QC people of various genders felt that they needed help with. In the interview conducted with the representatives of QC's GAD office, human trafficking is among the highly prioritized issues that the office is campaigning against. Other issues given special attention include gender mainstreaming, lack of national and international linkages with groups of the same advocacy, and women's health.

### Campaigns

With issues come solutions and programs. An information, education, and communication (IEC) campaign about anti-trafficking law was conducted. Health services directed to women were highly supported, such as pre-natal and post-natal consultations, family planning, and seminars on the most prevalent women's reproductive health issues (e.g., breast cancer). Women's Month was also a heavily highlighted program QC GAD had to offer. Quezon City partnered with the cities of Makati and Muntinlupa for this initiative. The Department of Interior and Local Government supported this collaboration through a memorandum mandating LGUs to engage in partnerships that strengthen GAD advocacy.

### Budget System

Quezon City's main arm in GAD is its own GAD office. However, as the budget is distributed among its other constituent offices, QC mandates that each office separates at least 5% of its budget. This budget is dedicated to that office's own GAD projects. For example, QC's City Health Department (CHD) has a set budget per annum. CHD shall allocate at least 5% of its budget directed to GAD projects that it performs. In the case of CHD, allocations can be provided for the improvement of CHD's basic health services dedicated primarily for women, such as family planning and marriage counseling, seminars on women's health, essential intrapartum, and newborn care (Unang Yakap), among others. Their yearly proposal shall formally be presented before QC officials before the budget hearing. Furnished copies must also be given to GAD Resource and Coordinating Office (GADRCO). GADRCO coordinates with the city's social welfare department for budget appropriation.

### Challenges Experienced in the Implementation of GAD Projects

"The gaps and challenges of GAD Program in QC were very evident."

This statement was uttered by QC GAD office's representatives when asked if gaps in the implementation of GAD programs were present. They reiterated that GAD's purpose is for true gender equality. As such, GAD programs must also be directed in disrupting societal harmful and irrelevant standards on what men are or should do. However, in the years of GAD program development and implementation, men have seldom reached because they:

1. Are the breadwinners of their families and they are not always present;
2. Feel that "mawawala ang pagkalalaki ko/namin" when they participate in GAD campaigns;
3. Have this notion of "mapapakain ba niyan ang kumakalam na sikmura ng asawa at ng mga anak ko."
4. Subscribe to the notion that "women should only be at home and tending to the children".

All these resulted to some women not partaking in GAD campaigns. Moreover, in a more general view, people do not intently participate if there is nothing that they can immediately get in return – for example, money or food.

On the side of QC's constituent offices, executives of some offices do not directly participate in GAD. Even if mandatory attendance is imposed, only representatives of each executive, or their GAD focal persons, will attend. While it is understandable that there are times that these leaders' schedules will not align with the campaigns, this issue fosters problems that lead to GAD being least prioritized. GAD projects are approved in the final by the leader of each office. If the leader is not gender-sensitive or does not prioritize GAD for his/her/their office, GAD programs in a specific office may not be implemented.

### **Recommendations for Better GAD Program Development and Implementation**

For better programs to be developed, a clearer view of the present GAD situation must be assessed thoroughly first. The GAD office representatives recommended that sex-disaggregated data. GAD needs of men and women are much different, and thus data segregated based on gender may provide a clearer view of these needs.

They also argued that IEC materials for GAD must be disseminated uniformly and on a national scale. This dissemination of materials will ensure that every Filipino will have the most basic understanding of what GAD is, and why it is important for every single Filipino, the nation, and nation-building.

Women's month celebration also highlighted the platform of GAD programs as a bedrock to engage women as stakeholders of government – that matriarchy can dominate the male streaming. This engagement challenges the patriarchal structure of the society – a social order that consists of a male-dominated power structure throughout an organized society and individual relationships. Feminist theorists have expanded the radical notion with their workplace, family structure, policy decision making, rulemaking, and leadership. The celebration emphasizes the empowerment of women as claimholders of social development and justice.

GAD projects must also be implemented with a gender-transformative approach in mind. The gender-transformative approach is to seeks to reshape gender relations to be more gender-equitable (Dworkin, Fleming, and Colvin, 2015). This approach enables every individual to have opportunities to challenge gender norms and assert development by themselves for themselves. Various studies indicate high acceptance of men and women in gender-transformative

programs (Dworkin, Fleming, and Colvin, 2015; Casey et al, 2018; Cole, et al 2015).

Quezon City somehow followed a top-down approach in ensuring compliance of its constituent offices in the advancement of GAD. On the other hand, Pasig City somehow differs in the execution of its GAD campaign.

### **Pasig City GAD**

Comparing to the experience of QC in GAD allocation, a majority of Pasig's PPAs were focused on capacity-building and education, livelihood efforts, and basic social services for women. Based on the data gathered, education on gender issues, staff development, and inclusion of men in the gender arena are also some of the dominant thrusts of the Pasig LGU in promoting gender equality and justice.

### **Education**

One of its school campaigns on gender equality and advocacy building is their seminar regarding a violence-against-women (VAW) free community aptly called My Advocacy is to Effect Gender Equity Movement in School (MAE GEMS). The seminar aim is to impart new knowledge to those who may be unfamiliar with VAW in school – may it be the teachers, parents, or the students. Through this program, GAD personnel enlightened them on VAW and how to avoid this in their respective homes and schools. More than 500 participants attended the event. The audience consisted of students from elementary to high school, as well as representatives from the Department of Education. Weekly campaigns were also carried out during school days. After the implementation, a sharp decline in incident reports of gender-based violence and bullying in schools was observed.

The MAE GEMS campaign had an offshoot in the journalism subject of the students. Official school papers from elementary and high schools were asked to include a Gender Fair MAE GEMS column to promote gender-sensitive values. To prepare the school papers for this, staff from Pasig's GAD Office initiated three phases of training (See Table 1). The number of attendees varied but a rough estimate of total attendance per day and per phase was around 300 advisers and campus journalists combined.

**Table 1. Phases of training for Gender-Fair MAE GEMS**

Training	Description	Topics
<b>Phase I</b>	Training of <b>advisers</b> on news and creative writing for gender and gender rights	<ul style="list-style-type: none"> <li>• Gender Fair Language</li> </ul>
<b>Phase II</b>	Training of <b>campus journalists</b> on news and creative writing for gender and gender rights	<ul style="list-style-type: none"> <li>• Gender Equity In News Reporting</li> </ul>
<b>Phase III</b>	Final workshops for campus journalists and their advisers	<ul style="list-style-type: none"> <li>• Gender-Sensitive Film-Making</li> </ul>

Another project is Pasig GAD Office's program for literacy called "Reading is the Key: Let's Read". As determined by Pasig's gender analysis, "education should also be an important facet of gender equality and rights and therefore, should be focused on". This project aims to revive the Pasigueno children's interest in reading, especially those from the areas of San Miguel, Liberato, Sagad, De Castro, and San Joaquin. More specifically, the project focused on third to fifth graders in danger of failing or dropping out of class because they are unable or lacking the capacity to read and/or understand their lessons.

Adding to this roster of projects is Pasig's Mahalaga ang Edukasyon sa Bawat Pasigueno (Education is Important for Pasigueños). The aim of this scholarship program is for marginalized people to have a chance to develop their skills that may be useful in their chosen fields. For this year, almost 80% of successful scholars used their learned skills in entrepreneurship or through employment. This is in line with Chapter V, Sec. 27 of RA 9710 (Right to Education and Training).

## Staff Development

Aside from education and grassroots advocacy development, the Pasig GAD Office focuses on the development of their staff for better delivery of services. One of their staff capacity-building activities is the development of a tool kit for GAD PPA Evaluation in their LGU. As mentioned, GAD funds should only be used in forwarding gender-related activities for men, women, and all genders. This policy presupposes the need to come up with an unbiased toolkit that will measure the LGU's adherence to the proper utilization of the funds. According to the GAD office, almost all participants (Department Heads, staff members, and even GAD officers, a total of 48 participants) learned and understood the process of gender budgeting and had helped in crafting a Monitoring and Evaluation Tool for

GAD PPAs. This achievement was considered as a monumental leap in Pasig GAD because this will now serve as their framework in the development of their gender programs.

## Men-inclusive Programs

The Pasig City LGU also boasted of the inclusivity of their GAD programs for all members of the gender spectrum. Bearing the project title "TODA MOVE and Senior on the MOVE", this program aimed to include men in the gender agenda as well, making the GAD program accessible and feasible for all. Through campaign activities in the barangay levels, men were introduced to various gender issues (e.g., violence against women, human immunodeficiency virus [HIV] awareness, and the like). Also, barangay officials were tasked to support the GAD office in attaining the LGU's gender objectives and it somehow opened up to new frontiers in GAD programs. Instead of being women-centric, the Pasig GAD program now became all-inclusive – a similarity they share with QC.

In various locations and timeframes (Nov. 22, Nov. 23, and Dec. 11-15, 2018 in Tanghalang Pasigueno, Youth Development Center, and Pasig City Jail) projects were attended by almost 800 people. Even though the topics of the forums are mostly for women, this large turnout illustrates the intent of men in forwarding women's rights. The Pasig City GAD office is optimistic that this number will rise as they get exposed to the LGU's gender mainstreaming efforts.

## Vulnerable Sector

With the goal of "all-inclusivity", Pasig launched a GAD program aimed at one of the most vulnerable sectors that are also directly affected by gender issues – prisoners. Project ALIVE (Attainable Livelihood for Inmates with Values and Empowerment): Gender Sensitivity Capability Building is one of the cornerstones of Pasig's GAD efforts. Various seminars were conducted inside female prisons to get them involved in important issues despite their isolation from the general society. This seminar was attended heavily by both inmates and prison guards because involvement in the project provided financial or in-kind help for the families of detainees. About 300 female inmates, jail personnel, partner agencies, and community support groups had gone to the in-jail seminars, as well as the follow-up booster seminars that the GAD office prepared.

From November to December of 2017, various topics were covered by the seminar series. Among them were stress management, cooperative and therapeutic, and after-care seminars. These seminars were all conducted in the Pasig City Jail Multi-Purpose Hall.

In summary, the Pasig City GAD office has three pivotal thrusts in their GAD program planning and implementation:

1. Education and advocacy development, where the minds of young people are being trained to accept gender issues as the norm and to have them find a solution that will benefit everybody;
2. Staff Development through Capacity-building, the primary servicing unit in gender mainstreaming efforts of the government;
3. All-inclusive GAD programs.

Through these three arms, the Pasig City GAD office shall retain influence over their constituents by allocating and disbursing gender funds for their general welfare.

## **DISCUSSION**

This paper aims to evaluate and analyze how the LGUs of Quezon City and Pasig allocate their GAD fund. Based on the findings above, there were some intersections and some divergence between the two LGUs. A vis-à-vis analysis is done to capture the very essence of GAD in both cities.

### **GAD Trainings**

The first point of intersection is on the activities of each LGU directed for staff and individual development in GAD. Both QC and Pasig focused on staff development, particularly for gender mainstreaming of public offices. As the primary office designated for gender mainstreaming, the GAD offices in this study spearheaded seminars and trainings to further the reach of gender mainstreaming in the government. Furthermore, by training themselves, feedback can be used for the continuous development of the LGU. Errors in the delivery of services would have been dealt with even before they reach the grassroots.

Outside the city hall, trainings for barangay officials and even the Sangguniang Kabataan (Youth Council) officials were conducted by both offices. This initiative is vital because

it is at the grassroots that we can see tangibly the effects of the gender seminars being conducted at the city level. In both LGUs, it has been a practice to include gender mainstreaming efforts down to the barangay level. Results were very positive, thus underlining the importance of GAD trainings.

Whether at the city level or the barangay level, the tangible outputs of these seminars are the following:

1. Development and identification of GAD focal persons and;
2. Toolkits that can be used in evaluating gender projects.

By doing such, the alignment of PPAs is seamless because one or a few people coordinate with the GAD central office. There is an assurance in the continuity of programs and the general population has easier access to gender mainstreaming in QC and Pasig.

Related to this is the effort exerted by the QC and Pasig LGUs in training their staff in the GAD budgeting process per se. This effort is in accordance with EO 273 and RA 9170 to ensure the participation of women in budgeting through a five-percent budget allotment. To fund GAD PPAs, seminars on how to determine GAD projects and how to evaluate them are required. Both LGUs in this study are doing continued budget seminars, not only to execute the plans but also to contribute to the planning process itself.

### **GAD in Pen and Paper**

Another similarity in QC and Pasig GAD budget allocation is their focus on creative writing via essay writing endeavors. Since the primary demographic of both projects were school children (primary and secondary), one way to inculcate the topic of gender is through these projects. By focusing on topics that revolve around respect, gender equality, and gender issues, information campaigns were easier to deliver to the younger generation.

### **Institutionalization of GAD Advocacy**

Closely related to this similarity is the institutionalization of gender advocacy in both QC and Pasig. Through various projects like Pasig's MAE GEMS and QC's training for teachers for gender equality, both LGUs imbibed the importance of gender issues to students and their teachers at a tender age. For the issues not to be belligerent and hifalutin for the students, particularly minors, gender issues are

'wrapped' in essay-writing and filmmaking contests. Those contests provided students with space to realize how and why gender is important – thereby institutionalizing gender advocacy in the students.

This student-focused campaigning will only work well if educational institutions cooperated and followed suit. This dilemma was solved through campaigns directed to teachers and professors. Both LGUs fostered a good relationship with both the students and teachers, enabling gender advocacies to flourish.

### **Gender Analysis**

When it comes to disaggregation of data collected in each city, both LGUs started breaking their data on demographics to determine the percentage of women and LGBTs as compared to the whole population. To undergo this kind of data analysis was deemed necessary for gender planning and budgeting. Moreover, gender-disaggregated data were considered useful to point out other gender issues that are solely dependent on quantity. Such examples were incidence rates of diseases, numbers of reported cases of violence, and projections of unreported cases vis-à-vis the data that they have. This process was not meant to discriminate between men, women, and the LGBT community. Instead, this process was done to tabulate the demographics properly, not only for women but also for other members of the gender spectrum.

Even though RA 9170 is solely for the use and benefit of women and children, Pasig and QC did not disregard the participation of men in the entire gender process. To develop a balanced perspective, projects, and programs directed to men appreciating GAD were vital. From seminars to livelihood programs, portraying men as partners of women in promoting gender awareness was also one way to instill gender knowledge to the—public. For example, the anti-catcalling law of QC LGU might have been primarily for the benefit of women, but it also discussed how men were responsible for catcalling. Instead of shaming them, men were treated as part of the gender process. Both LGUs were aware that, for gender mainstreaming to be successful, no one should be left behind.

### **Core Themes**

The convergence of Quezon City and Pasig City in their respective GAD PPAs and budget can be clustered into four themes

1. Gender mainstreaming efforts;
2. Advocacy and education;
3. Gender data profiling;
4. Men as allies in GAD

While these are similar for both LGU and GAD offices, certain divergences also occur.

In the case of Pasig, the emergence of livelihood thrusts in their GAD efforts suggested that their GAD is community-based. The City's GAD aimed to develop the capacities of Pasigueños, especially of women, to participate in the economic and political spheres. Pasig City's apparent focus on literacy in their MAE GEMS project strengthened the fact that capacity-building was the major focus of their GAD program. Furthermore, the city's capacity-building programs for detainees in their city jail underlined their focus on livelihood and continued development. The primary reason for this focus was for detainees to continue providing for their families despite isolation from society. Hence, the inclusion of this program to the Pasig GAD PPAs was justified.

It is also worthy to note that, in the literacy thrusts of the LGU, a special inclination was made for gender issues, which is timely in the Philippines today. Although QC also had a program on gender issues in schools, what makes Pasig City unique was its focus on literacy without using the gender lens. Meaning to say, it is primarily the right of all children, even without the gender perspective put on top of it. Pasig City's appreciation of GAD PPAs transcended gender discussions and directly included children of all genders.

When it came to the focus of their GAD, themes that were gathered by the researchers are:

1. Livelihood;
2. Continued development of families, and;
3. Literacy and education.

These themes were also found in QC, but some themes were focused more on the latter.

In the case of Quezon City GAD, the most robust focus of their PPAs was on information dissemination. With various publications, guides, and publicity materials throughout the entire city, the QC GAD Office hoped that, through their campaigns, gender issues will be brought to better light and bigger audiences. This goal was evident in their programs that were mostly focused on introducing gender issues to the public—in schools, in the streets, in government, and even inside the residents' homes. In fact,

these IEC programs were well-accepted by the residents. Moreover, the programs even gained the attention of the press and other LGUs.

For education, like Pasig City GAD, Quezon City GAD was also doing campaigns in schools. However, these efforts were purely gender-based – seminars and talks regarding specific gender issues (i.e., SOGIE and HIV awareness). This campaign was very important for developing children in school, especially since gender is not explicitly being talked about outside schools.

Quezon City GAD was not alone in its gender mainstreaming efforts. Partnership with UN Women was also one of the key programs of the office in preventing gender-related crimes. In this partnership, various offenses such as catcalling and sexual harassment were focused on more closely – a feat QC trailblazed. As a result, the reach of gender issues was lengthened and clamor in government actions regarding gender violence became stronger.

With their partnership with global organizations, QC LGU released a GAD Code for the benefit and guidance of all genders. Provisions in this code were promulgated in the city and were followed by residents. Thus, government ordinances and actions regarding gender-based violence were deemed worthy of noting for QC GAD.

This combination of IEC, gender-based education, international linkages, and government action proved that QC had gone a long way in assuring gender equality for all. This mechanism was being benchmarked by various cities and municipalities all around the Philippines because of its success in the GAD field. It might also be inferred that QC GAD and Pasig City GAD, are serious in forwarding gender rights, which is the priority of a GAD program.

Combining all these, the researchers have come up with a diagram to explain how both LGUs plan, budget, and allocate their respective GAD funds for their PPAs (See Figure 3).

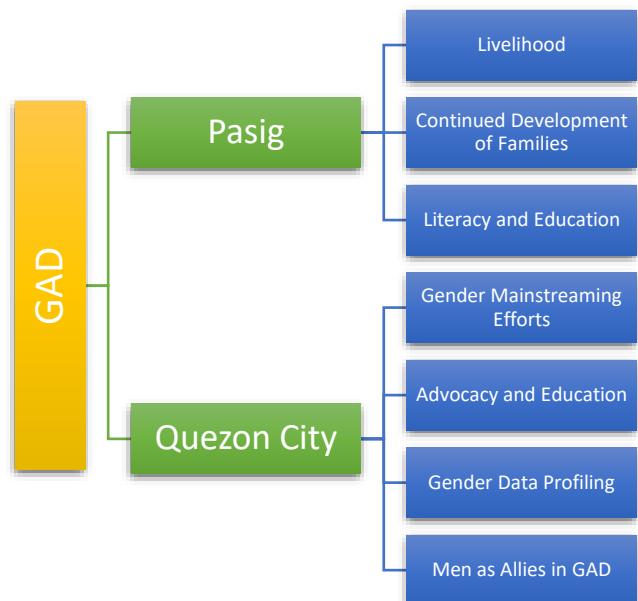


Figure 3. Simulacrum of the Study

## CONCLUSIONS AND RECOMMENDATION

This paper tackled how the LGUs of Pasig City and Quezon City were planning and allocating their respective GAD funds through their GAD offices. Thus, the researchers concluded that the GAD PPAs of each LGU have different foci—livelihood, education, policy-making, and human rights. Even though the foci were different, they all complied with the required GAD PPAs as stated in EO 273 and RA 9710. Their areas of interests varied (e.g., Pasig is more concerned with livelihood and family relationships while Quezon City is more inclined with making governmental changes in gender but similarities were also present, such as their analysis of gender issues and the inclusion of all genders in GAD).

Furthermore, the various PPAs identified in this paper were aligned to the GAD foci of each LGU. Projects and programs like Pasig City's capacity-building for the survival of family members and QC's partnership with UN Women to combat street harassment were funded by their respective GAD budgets and were happily accepted by their residents. These PPAs were long-term, yet various new projects were also in line for each LGU – such as HIV summits, infrastructure development, and a more intensive call for gender and social justice.

When it comes to convergence, both LGUs are now considering the contribution of men and all genders in the gender conversation. To develop gender awareness and gender sensitivity to everyone, no one must be left behind. Both LGUs were tapping men, not only to aid the GAD office but also to come up with projects for the development of their perspective on gender issues.

Gender data disaggregation was also one finding that was interesting to point. In determining GAD PPAs, it was mandatory to determine the percentage of women vis-à-vis the percentage of males and the LGBT community. This process was to determine the most appropriate program for them. Gender disaggregated data, apparently new in the field of gender studies, was practiced by both LGUs for the development of an improved and encompassing GAD program.

The main findings of this paper focused on the respective GAD programs of Pasig City and Quezon City. Based on the data collected and analyzed by the researchers, these LGUs did not differ in mechanisms when it comes to gender and gender-based budgeting. Nonetheless, the efforts of each LGU were dynamic and relevant to the needs of their respective populations.

Regardless of the success of their respective GAD plans, certain points must be taken into consideration to improve the services of both:

- Diversification of gender efforts to more sectors of society (e.g. business, arts, and culture);
- Development of a Gender Center/Center for Gender Studies that shall be the secretariat for all gender-related concerns of the city;
- Additional staff members for GAD offices should be a priority by the LGU. As mentioned by the LGU representatives interviewed in this study, staffing was a major concern for the GAD office;
- A change in perspective from the top management is necessary to cascade change down to the people. As was deemed concerning by the respondents, some department heads were adamant in participating in gender-related activities;
- Intersectionality of gender issues must be tackled in their planning and allocation, for some issues are not only gender-based alone (e.g. prostitution is more than just GAD, it has something to do with the socioeconomic conditions of the city and of the individual);

- Constant research on the current state of the gender condition in their respective LGUs must be done to craft development for and to the people.

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