



# Advancing Change Scorecard

Measuring the level of readiness of Local Government Units to  
protect their constituents from SOGIE-based discrimination

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# THE SCORECARD

This scorecard considers policy strength, institutional structure, institutional resources, and the health of political participation of a community to assess the readiness of a local government unit (LGU) to implement their Anti-Discrimination Ordinances (ADO). Ultimately, this tool seeks to measure how well-equipped an LGU is in protecting its constituents from SOGIE-based discrimination.

The indicators against which each LGU is scored on is based on a document review of each area's ADO, consultations with Duty Bearers and community members, and assessments conducted throughout the project duration.

## OBJECTIVES

The main objective of this scorecard is to measure the readiness of the LGUs identified as focus areas for Rainbow Rights Philippines' (RRights) Advancing Change project with the US Embassy.

The other objectives of the scorecard are as follows:

- To determine the sensitivity, willingness, and capacity of an LGU to protect its constituents from SOGIE-based discrimination;
- To assess the level of awareness and knowledge of the ADO among Duty Bearers and Rights Holders;
- To evaluate the health of public involvement and participation of the local LGBT community in the focus areas; and
- To predict a possible success rate for LGUs to pass the Implementing Rules and Regulations (IRR) of their ADOs.

## STAGES

As the primary monitoring and evaluation tool for “Advancing Change: A Project to Operationalize the ADOs through IRR,” this scorecard is designed to be used at three key points:

- *Initial*: This covers the period from project conception until the start of the first Advancing Change training and workshop.
- *Intermediate*: This covers the period from the start of the first Advancing Change training held in Batangas until the submission of the end-of-project report.
- *Annual*: This period begins after the submission of the end-of-project report and resets every year thereafter.

The following is the legend for the scorecard:



The action has been done and verified. Indicators have been met.



The action was not done and indicators have not been met.



The action has not been done and will be tracked in the Annual Monitoring Stage.

## Initial Monitoring Stage Scorecard

<b>COMPREHENSIVENESS</b>									
<b>INITIAL MONITORING (PRE-PROJECT)</b>	<i>indicators</i>	<i>source of indicators</i>	<i>Batangas Province (BP)</i>	<i>Batangas City (BC)</i>	<i>Puerto Princesa City (PPC)</i>	<i>Cebu City (C)</i>	<i>Mandaue City (M)</i>	<i>Davao City (D)</i>	<i>Dinagat Islands (DI)</i>
Actual and perceived SOGIE-based discrimination is covered	Presence of "actual and perceived SOGIE" in the definition of discrimination.	Published ADO: LGU	×	✓	×	×	×	×	×
Includes Sexual Orientation, Gender Identity, and Gender Expression in the definition of terms	Presence of "Sexual Orientation," "Gender Identity," and "Gender Expression" in the definition of terms.	Published ADO: LGU	✓	✓	×	×	✓	×	✓
Prohibits discrimination in education from application period until graduation	Presence of these provisions in the ordinance.	Published ADO: LGU	✓	✓	✓	✓	✓	✓	✓
Prohibits discrimination on the basis of the SOGIE of students and their parents	Presence of these provisions in the ordinance.	Published ADO: LGU	×	×	×	×	×	×	✓
Prohibits discrimination in employment	Presence of these provisions in the ordinance.	Published ADO: LGU	✓	✓	✓	✓	✓	✓	✓
Prohibits discrimination in Employment from hiring until dismissal	Presence of these provisions in the ordinance.	Published ADO: LGU	✓	✓	✓	✓	×	✓	✓
Prohibits discrimination in both public and private institutions and services	Presence of these provisions in the ordinance.	Published ADO: LGU	✓	✓	✓	✓	✓	✓	✓
Prohibits discrimination in accommodation and housing	Presence of these provisions in the ordinance.	Published ADO: LGU	✓	✓	×	✓	✓	✓	✓
Prohibits discrimination in access to facilities, utilities, goods, and services	Presence of these provisions in the ordinance.	Published ADO: LGU	✓	✓	✓	✓	✓	✓	✓
Prohibits discrimination in access to health services	Presence of these provisions in the ordinance.	Published ADO: LGU	✓	✓	✓	✓	✓	✓	✓
Prohibits public ridicule and vilification	Presence of these provisions in the ordinance.	Published ADO: LGU	×	✓	✓	×	✓	✓	✓
Prohibits discrimination in applying for government licenses and permits	Presence of these provisions in the ordinance.	Published ADO: LGU	✓	×	×	✓	✓	×	✓
Prohibits forced medical or psychological examination to determine or alter SOGIE	Presence of these provisions in the ordinance.	Published ADO: LGU	✓	×	×	✓	✓	×	×
Prohibits harassment, unjust detention, and involuntary confinement on the basis of SOGIE	Presence of these provisions in the ordinance.	Published ADO: LGU	×	✓	✓	×	✓	×	✓
Includes provision on Analogous Acts	Presence of these provisions in the ordinance.	Published ADO: LGU	×	✓	✓	×	×	✓	✓
Ordinance has affirmative actions	Presence of these provisions in the ordinance.	Published ADO: LGU	✓	✓	×	✓	✓	×	✓
Access to Legal representation for victims is specifically provided for	Presence of these provisions in the ordinance.	Published ADO: LGU	✓	✓	×	✓	✓	×	✓
Clear penalties for each violation is identified	Presence of these provisions in the ordinance.	Published ADO: LGU	✓	✓	✓	✓	✓	✓	✓
<b>SCORE</b>			<b>13</b>	<b>15</b>	<b>10</b>	<b>12</b>	<b>14</b>	<b>10</b>	<b>16</b>
<b>out of</b>			<b>18</b>						





## IMPLEMENTABILITY AND SUSTAINABILITY

INITIAL MONITORING (PRE-PROJECT)	indicators	source of indicators	Batangas Province (BP)	Batangas City (BC)	Puerto Princesa City (PPC)	Cebu City (C)	Mandaue City (M)	Davao City (D)	Dinagat Islands (DI)
Implementing body identified in ordinance	Presence of these provisions in the ordinance.	Published ADO: LGU	✓	✓	✓	✓	✓	✓	✓
Source for appropriations identified in ordinance	Presence of these provisions in the ordinance.	Published ADO: LGU	✓	✓	✗	✗	✓	✗	✓
Deadline for passage of IRR identified in ordinance	Presence of these provisions in the ordinance.	Published ADO: LGU	✓	✓	✗	✗	✓	✗	✓
SOGIE trainings for local police	Presence of these provisions in the ordinance.	Published ADO: LGU	✗	✗	✗	✓	✓	✗	✓
SOGIE trainings for barangay law enforcement	Presence of these provisions in the ordinance.	Published ADO: LGU	✗	✓	✗	✓	✓	✗	✓
SOGIE trainings for government officials	Presence of these provisions in the ordinance.	Published ADO: LGU	✗	✗	✗	✓	✓	✗	✓
SOGIE trainings for service providers	Presence of these provisions in the ordinance.	Published ADO: LGU	✗	✓	✗	✓	✓	✗	✓
<b>SCORE</b>			3	5	1	5	7	1	7
<b>out of</b>			7						

## AWARENESS

INITIAL MONITORING (PRE-PROJECT)	indicators	source of indicators	Batangas Province (BP)	Batangas City (BC)	Puerto Princesa City (PPC)	Cebu City (C)	Mandaue City (M)	Davao City (D)	Dinagat Islands (DI)
LGU representatives are aware of the presence of an ADO	Feedback from LGU point person	Project report: RRights	✓	✓	✓	✓	✓	✓	✓
LGU representatives are aware of the need for an IRR	Feedback from LGU point person	Project report: RRights	✓	✓	✓	✓	✓	✓	✗
Community members are aware of the presence of an ADO	Feedback from Community point person	Project report: RRights	✓	✓	✗	✓	✓	✓	✗
Community members are aware of the need for an IRR	Feedback from Community point person	Project report: RRights	✓	✓	✗	✓	✓	✓	✗
<b>SCORE</b>			4	4	2	4	4	4	1
<b>out of</b>			4						



CHAMPIONSHIP									
INITIAL MONITORING (PRE-PROJECT)	indicators	source of indicators	Batangas Province (BP)	Batangas City (BC)	Puerto Princesa City (PPC)	Cebu City (C)	Mandaue City (M)	Davao City (D)	Dinagat Islands (DI)
Elected official committed to pushing for LGBT rights in area	Presence of legislative champion among elected officials	Feedback from community: Community	✓	✓	✓	✓	✓	✓	✓
Local chief executive, in particular the incumbent Vice Mayor (who chairs the SPs or Sanggunian), openly supports LGBT rights	Presence of media coverage supporting LGBT Rights and the ordinance	Media coverage (articles, radio interviews, tv interviews): Local media	✗	✗	✗	✓	✗	✓	✓
Other local public officials openly support LGBT rights	Presence of media coverage supporting LGBT Rights and the ordinance	Media coverage (articles, radio interviews, tv interviews): Local media	✓	✓	✓	✓	✓	✓	✓
Community leaders openly support the ordinance	Feedback from community leaders	Project report: RRights	✓	✓	✓	✓	✓	✓	✓
SCORE			3	3	3	4	3	4	4
out of			4						

ENGAGEMENT									
INITIAL MONITORING (PRE-PROJECT)	indicators	source of indicators	Batangas Province (BP)	Batangas City (BC)	Puerto Princesa City (PPC)	Cebu City (C)	Mandaue City (M)	Davao City (D)	Dinagat Islands (DI)
Consultation of duty-bearers with local community in creating ordinance	Feedback from community leaders and LGU	Project report: RRights	✓	✓	✓	✓	✓	✓	✓
LGBT community organizations are explicitly represented in identified implementing bodies for ADO	Presence of these provisions in the ordinance.	Published ADO: LGU	✗	✗	✗	✗	✓	✗	✓
Political participation of community members	Feedback from community leaders and LGU	Project report: RRights Media coverage of community members running for office	✓	✓	✓	✓	✓	✓	✓
SCORE			2	2	2	2	3	2	3
out of			3						



REPORTING AND MONITORING									
INITIAL MONITORING (PRE-PROJECT)	indicators	source of indicators	Batangas Province (BP)	Batangas City (BC)	Puerto Princesa City (PPC)	Cebu City (C)	Mandaue City (M)	Davao City (D)	Dinagat Islands (DI)
Mechanisms to address grievances exist in ADO	Presence of specific grievance mechanism in ADO	Published ADO: LGU	✓	✓	✓	✓	✓	✓	✓
SCORE			1	1	1	1	1	1	1
out of			1						

OVERALL SCORES	Batangas Province (BP)	Batangas City (BC)	Puerto Princesa City (PPC)	Cebu City (C)	Mandaue City (M)	Davao City (D)	Dinagat Islands (DI)
	26	30	19	28	32	22	32
	37						
	70%	81%	51%	76%	86%	59%	86%



## Intermediate Monitoring Stage Scorecard

<b>COMPREHENSIVENESS</b>									
<b>INTERMEDIATE MONITORING (PROJECT PROPER)</b>	<i>indicators</i>	<i>source of indicators</i>	<i>Batangas Province (BP)</i>	<i>Batangas City (BC)</i>	<i>Puerto Princesa City (PPC)</i>	<i>Cebu City (C)</i>	<i>Mandaue City (M)</i>	<i>Davao City (D)</i>	<i>Dinagat Islands (DI)</i>
Actual and perceived SOGIE-based discrimination is covered	Presence of "actual and perceived SOGIE" in the definition of discrimination in the IRR or amended ADO.	Published IRR or amended ADO: LGU	✗	✓	✗	✗	✗	✗	✗
Includes Sexual Orientation, Gender Identity, and Gender Expression in the definition of terms	Presence of "Sexual Orientation," "Gender Identity," and "Gender Expression" in the definition of terms in the IRR or amended ADO.	Published IRR or amended ADO: LGU	✓	✓	✗	✗	✓	✗	✓
Prohibits discrimination in education from application period until graduation	Presence of these provisions in the IRR or amended ADO.	Published IRR or amended ADO: LGU	✓	✓	✓	✓	✓	✓	✓
Prohibits discrimination on the basis of the SOGIE of students and their parents	Presence of these provisions in the IRR or amended ADO.	Published IRR or amended ADO: LGU	✗	✗	✗	✗	✗	✗	✓
Prohibits discrimination in employment	Presence of these provisions in the IRR or amended ADO.	Published IRR or amended ADO: LGU	✓	✓	✓	✓	✓	✓	✓
Prohibits discrimination in Employment from hiring until dismissal	Presence of these provisions in the IRR or amended ADO.	Published IRR or amended ADO: LGU	✓	✓	✓	✓	✗	✓	✓
Prohibits discrimination in both public and private institutions and services	Presence of these provisions in the IRR or amended ADO.	Published IRR or amended ADO: LGU	✓	✓	✓	✓	✓	✓	✓
Prohibits discrimination in accommodation and housing	Presence of these provisions in the IRR or amended ADO.	Published IRR or amended ADO: LGU	✓	✓	✗	✓	✓	✓	✓
Prohibits discrimination in access to facilities, utilities, goods, and services	Presence of these provisions in the IRR or amended ADO.	Published IRR or amended ADO: LGU	✓	✓	✓	✓	✓	✓	✓
Prohibits discrimination in access to health services	Presence of these provisions in the IRR or amended ADO.	Published IRR or amended ADO: LGU	✓	✓	✓	✓	✓	✓	✓
Prohibits public ridicule and vilification	Presence of these provisions in the IRR or amended ADO.	Published IRR or amended ADO: LGU	✗	✓	✓	✗	✓	✓	✓
Prohibits discrimination in applying for government licenses and permits	Presence of these provisions in the IRR or amended ADO.	Published IRR or amended ADO: LGU	✓	✗	✗	✓	✓	✗	✓
Prohibits forced medical or psychological examination to determine or alter SOGIE	Presence of these provisions in the IRR or amended ADO.	Published IRR or amended ADO: LGU	✓	✗	✗	✓	✓	✗	✗
Prohibits harassment, unjust detention, and involuntary confinement on the basis of SOGIE	Presence of these provisions in the IRR or amended ADO.	Published IRR or amended ADO: LGU	✗	✓	✓	✗	✓	✗	✓
Includes provision on Analogous Acts	Presence of these provisions in the IRR or amended ADO.	Published IRR or amended ADO: LGU	✗	✓	✓	✗	✗	✓	✓
Ordinance has affirmative actions	Presence of these provisions in the IRR or amended ADO.	Published IRR or amended ADO: LGU	✓	✓	✗	✓	✓	✗	✓
Access to Legal representation for victims is specifically provided for	Presence of these provisions in the IRR or amended ADO.	Published IRR or amended ADO: LGU	✓	✓	✗	✓	✓	✗	✓
Clear penalties for each violation is identified	Presence of these provisions in the IRR or amended ADO.	Published IRR or amended ADO: LGU	✓	✓	✓	✓	✓	✓	✓
<b>SCORE</b>			<b>13</b>	<b>15</b>	<b>10</b>	<b>12</b>	<b>14</b>	<b>10</b>	<b>16</b>
<b>out of</b>			<b>18</b>						



## IMPLEMENTABILITY AND SUSTAINABILITY

INTERMEDIATE MONITORING (PROJECT PROPER)	indicators	source of indicators	Batangas Province (BP)	Batangas City (BC)	Puerto Princesa City (PPC)	Cebu City (C)	Mandaue City (M)	Davao City (D)	Dinagat Islands (DI)
Source of appropriations identified/clarified	Feedback from LGU regarding source of appropriations	Training documentation: RRights	✓	✓	✓	✓	✓	✓	✓
IRR or a similar substantial policy has been passed	Presence of published IRR, Executive Ordinance (EO), or other similar policy	Published IRR: LGU	✓	✗	✗	✓	✗	✗	✗
Legal practitioners are committed to aiding in SOGIE-based discrimination cases	Presence of lawyers that signed commitment documents	Training documentation: RRights	✓	✗	✗	✓	✓	✓	✓
Legal practitioners know and understand SOGIE	Increased level of understanding among legal practitioners regarding SOGIE	Pre and post-test: RRights	✓	✗	✗	✓	✓	✗	✓
Service providers know and understand SOGIE	Increased level of understanding among service providers regarding SOGIE	Pre and post-test: RRights	✓	✓	✓	✓	✓	✓	✓
Community members know and understand SOGIE	Increased level of understanding among community members regarding SOGIE	Pre and post-test: RRights	✓	✓	✓	✓	✓	✓	✓
Government officials know and understand SOGIE	Increased level of understanding among government officials regarding SOGIE	Pre and post-test: RRights	✓	✓	✓	✓	✓	✓	✓
Service providers understand their ADO	Increased level of understanding of the ADO among service providers	Pre and post-test: RRights	✓	✓	✓	✓	✓	✓	✓
Community members understand their ADO	Increased level of understanding of the ADO among community members	Pre and post-test: RRights	✓	✓	✓	✓	✓	✓	✓
Community members know and understand the SOGIE-specific legal issues that the LGBT community experiences	Presence of trained community paralegals versed in SOGIE-specific legal concerns	Training documentation: RRights	✓	✓	✓	✓	✓	✓	✓
<b>SCORE</b>			10	7	7	10	9	8	9
<i>out of</i>			10						

## AWARENESS

INTERMEDIATE MONITORING (PROJECT PROPER)	indicators	source of indicators	Batangas Province (BP)	Batangas City (BC)	Puerto Princesa City (PPC)	Cebu City (C)	Mandaue City (M)	Davao City (D)	Dinagat Islands (DI)
Policy makers and heads of institutions are knowledgeable about situation on the ground	Feedback from LGU representatives	Training documentation: RRights	✓	✓	✗	✓	✓	✓	✓
LGU representatives are aware of the contents of the ADO	Feedback from LGU representatives	Training documentation: RRights	✓	✓	✗	✓	✓	✓	✗
Community representatives are aware of the contents of the ADO	Feedback from Community representatives	Training documentation: RRights	✓	✓	✗	✓	✓	✓	✓
Community representatives educate their community members about the ADO	Feedback from Community representatives	Training documentation and Project Report: RRights	✓	✓	✗	✓	✓	✓	✗
<b>SCORE</b>			4	4	0	4	4	4	2
<i>out of</i>			4						





CHAMPIONSHIP									
INTERMEDIATE MONITORING (PROJECT PROPER)	indicators	source of indicators	Batangas Province (BP)	Batangas City (BC)	Puerto Princesa City (PPC)	Cebu City (C)	Mandaue City (M)	Davao City (D)	Dinagat Islands (DI)
Possible legislative champions identified	Feedback from training participants	Training documentation: RRights	✓	✓	✓	✓	✓	✓	✓
Duty-bearers committed to passing IRR at soonest possible time	Presence of timeline for passage of IRR that includes specific dates, champions, point of contact for passage of IRR	Training documentation: RRights	✓	✓	✗	✓	✗	✓	✗
Concrete action plans for the passage of the IRR	Pronouncements from LGU representatives regarding passage of the IRR	Training documentation: RRights	✓	✗	✗	✗	✓	✓	✗
Identified LGU representatives or departments in charge to lead the passage of the IRR	Presence of clearly identified point persons or departments within the LGU in charge of leading the passage of the IRR	Feedback from RRights coordination	✓	✗	✗	✓	✗	✓	✗
Identified LGU representatives or departments in charge to lead the passage of the IRR are responsive to requests for updates	Responsiveness of clearly identified point persons or departments within the LGU in charge of leading the passage of the IRR	Feedback from RRights coordination	✓	✗	✗	✓	✗	✓	✓
Community representatives committed to pushing for the passage of the IRR	Number of Commitment Documents signed by Community Members	Training documentation: RRights	✓	✓	✓	✓	✓	✓	✓
SCORE			6	3	2	5	3	6	3
out of			6						

ENGAGEMENT									
INTERMEDIATE MONITORING (PROJECT PROPER)	indicators	source of indicators	Batangas Province (BP)	Batangas City (BC)	Puerto Princesa City (PPC)	Cebu City (C)	Mandaue City (M)	Davao City (D)	Dinagat Islands (DI)
LGBT community organizations are represented in indentified implementing bodies for ADO	Presence of representatives from LGBT community organizations in implementing bodies for ADO	List of sitting members on implementing body: LGU	✗	✗	✗	✓	✗	✗	✗
Consultation of duty-bearers with local community in passing IRR	Feedback from community leaders and LGU	Project report: RRights	✓	✓	✗	✓	✓	✓	✓
SCORE			1	1	0	2	1	1	1
out of			2						



REPORTING AND MONITORING									
INTERMEDIATE MONITORING (PROJECT PROPER)	indicators	source of indicators	Batangas Province (BP)	Batangas City (BC)	Puerto Princesa City (PPC)	Cebu City (C)	Mandaue City (M)	Davao City (D)	Dinagat Islands (DI)
LGU aware of cases of SOGIE- based discrimination occurring in their area	Feedback from participants	Training documentation: RRights	✗	✗	✗	✓	✓	✓	✓
Community aware of cases of SOGIE-based discrimination occurring in their area	Feedback from participants	Training documentation: RRights	✓	✓	✓	✓	✓	✓	✓
LGU practices sensitive case- handling even in the absence of the IRR	Feedback from participants	Training documentation: RRights	✗	✗	✗	✓	✓	✗	✗
SCORE			1	1	1	3	3	2	2
out of			3						
OVERALL SCORE			Batangas Province (BP)	Batangas City (BC)	Puerto Princesa City (PPC)	Cebu City (C)	Mandaue City (M)	Davao City (D)	Dinagat Islands (DI)
			35	31	20	36	34	31	33
			43						
			81%	72%	47%	84%	79%	72%	77%

## Annual Monitoring Stage Scorecard

<b>COMPREHENSIVENESS</b>									
<b>ANNUAL MONITORING (POST-PROJECT)</b>	<i>indicators</i>	<i>source of indicators</i>	<i>Batangas Province (BP)</i>	<i>Batangas City (BC)</i>	<i>Puerto Princesa City (PPC)</i>	<i>Cebu City (C)</i>	<i>Mandaue City (M)</i>	<i>Davao City (D)</i>	<i>Dinagat Islands (DI)</i>
Actual and perceived SOGIE-based discrimination is covered	Presence of "actual and perceived SOGIE" in the definition of discrimination in the IRR or amended ADO.	Published IRR or amended ADO: LGU	✗	✓	✗	✗	✗	✗	✗
Includes Sexual Orientation, Gender Identity, and Gender Expression in the definition of terms	Presence of "Sexual Orientation," "Gender Identity," and "Gender Expression" in the definition of terms in the IRR or amended ADO.	Published IRR or amended ADO: LGU	✓	✓	✗	✗	✓	✗	✓
Prohibits discrimination in education from application period until graduation	Presence of these provisions in the IRR or amended ADO.	Published IRR or amended ADO: LGU	✓	✓	✓	✓	✓	✓	✓
Prohibits discrimination on the basis of the SOGIE of students and their parents	Presence of these provisions in the IRR or amended ADO.	Published IRR or amended ADO: LGU	✗	✗	✗	✗	✗	✗	✓
Prohibits discrimination in employment	Presence of these provisions in the IRR or amended ADO.	Published IRR or amended ADO: LGU	✓	✓	✓	✓	✓	✓	✓
Prohibits discrimination in Employment from hiring until dismissal	Presence of these provisions in the IRR or amended ADO.	Published IRR or amended ADO: LGU	✓	✓	✓	✓	✗	✓	✓
Prohibits discrimination in both public and private institutions and services	Presence of these provisions in the IRR or amended ADO.	Published IRR or amended ADO: LGU	✓	✓	✓	✓	✓	✓	✓
Prohibits discrimination in accommodation and housing	Presence of these provisions in the IRR or amended ADO.	Published IRR or amended ADO: LGU	✓	✓	✗	✓	✓	✓	✓
Prohibits discrimination in access to facilities, utilities, goods, and services	Presence of these provisions in the IRR or amended ADO.	Published IRR or amended ADO: LGU	✓	✓	✓	✓	✓	✓	✓
Prohibits discrimination in access to health services	Presence of these provisions in the IRR or amended ADO.	Published IRR or amended ADO: LGU	✓	✓	✓	✓	✓	✓	✓
Prohibits public ridicule and vilification	Presence of these provisions in the IRR or amended ADO.	Published IRR or amended ADO: LGU	✗	✓	✓	✗	✓	✓	✓
Prohibits discrimination in applying for government licenses and permits	Presence of these provisions in the IRR or amended ADO.	Published IRR or amended ADO: LGU	✓	✗	✗	✓	✓	✗	✓
Prohibits forced medical or psychological examination to determine or alter SOGIE	Presence of these provisions in the IRR or amended ADO.	Published IRR or amended ADO: LGU	✓	✗	✗	✓	✓	✗	✗
Prohibits harassment, unjust detention, and involuntary confinement on the basis of SOGIE	Presence of these provisions in the IRR or amended ADO.	Published IRR or amended ADO: LGU	✗	✓	✓	✗	✓	✗	✓
Includes provision on Analogous Acts	Presence of these provisions in the IRR or amended ADO.	Published IRR or amended ADO: LGU	✗	✓	✓	✗	✗	✓	✓
Ordinance has affirmative actions	Presence of these provisions in the IRR or amended ADO.	Published IRR or amended ADO: LGU	✓	✓	✗	✓	✓	✗	✓
Access to Legal representation for victims is specifically provided for	Presence of these provisions in the IRR or amended ADO.	Published IRR or amended ADO: LGU	✓	✓	✗	✓	✓	✗	✓
Clear penalties for each violation is identified	Presence of these provisions in the IRR or amended ADO.	Published IRR or amended ADO: LGU	✓	✓	✓	✓	✓	✓	✓
<b>SCORE</b>			<b>13</b>	<b>15</b>	<b>10</b>	<b>12</b>	<b>14</b>	<b>10</b>	<b>16</b>
<b>out of</b>			<b>18</b>						





IMPLEMENTABILITY AND SUSTAINABILITY									
ANNUAL MONITORING (POST-PROJECT)	indicators	source of indicators	Batangas Province (BP)	Batangas City (BC)	Puerto Princesa City (PPC)	Cebu City (C)	Mandaue City (M)	Davao City (D)	Dinagat Islands (DI)
Implementing body actively working on implementing the ADO	Number of projects and programs under the ADO executed by the implementing body	Annual report: LGU/Implementing body	*	*	*	✓	*	*	*
Appropriations used to implement the ADO	Number of projects and programs under the ADO being financed	Annual report: LGU/Implementing body	*	*	*	✓	*	*	*
IRR or a similar substantial policy has been passed	Presence of published IRR, Executive Ordinance (EO), or other similar policy	Published IRR, EO, or similar policy: LGU	✓	*	*	✓	*	*	*
Legal practitioners visibly aiding in SOGIE-based discrimination cases	Number of lawyers assisting in SOGIE-based discrimination cases.	Annual report: LGU/Implementing body	*	*	*	*	*	*	*
Legal practitioners know and understand SOGIE	Increased level of understanding among legal practitioners regarding SOGIE	SOGIE capacity building pre and post-test: LGU	*	*	*	*	*	*	*
Service providers know and understand SOGIE	Increased level of understanding among service providers regarding SOGIE	SOGIE capacity building pre and post-test: LGU	*	*	*	*	*	*	*
Community members know and understand SOGIE	Increased level of understanding among community members regarding SOGIE	SOGIE capacity building pre and post-test: LGU	*	*	*	*	*	*	*
Government officials know and understand SOGIE	Increased level of understanding among government officials regarding SOGIE	SOGIE capacity building pre and post-test: LGU	*	*	*	*	*	*	*
Service providers know and understand their ADO	Increased level of understanding of the ADO among service providers	ADO capacity building pre and post-test: LGU	*	*	*	*	*	*	*
LGU has adequate human resources to respond to ADO concerns	Number of personnel handling ADO concerns	Annual report: LGU/Implementing body	*	*	*	*	*	*	*
Community members know and understand their ADO	Increased level of understanding of the ADO among community members	ADO capacity building pre and post-test: LGU	*	*	*	*	*	*	*
<b>SCORE</b>			1	0	0	3	0	0	0
<b>out of</b>			<b>12</b>						



AWARENESS									
ANNUAL MONITORING (POST-PROJECT)	indicators	source of indicators	Batangas Province (BP)	Batangas City (BC)	Puerto Princesa City (PPC)	Cebu City (C)	Mandaue City (M)	Davao City (D)	Dinagat Islands (DI)
Ordinance and IRR are publicized	Number of publications where ADO and its IRR are announced	LGU	*	*	*	✓	*	*	*
Policy makers and heads of institutions use their knowledge of the situation on the ground to convert the policy to services	Number of services created to respond to SOGIE-based discrimination interventions needed by the community	Annual report: LGU/Implementing body	*	*	*	*	*	*	*
LGU includes awareness-raising about the ADO in all their GAD programming	Number of GAD activities that includes awareness-raising efforts for the ADO	Annual report: LGU/GAD	*	*	*	✓	*	*	*
Community includes awareness-raising about the ADO in their activities.	Number of community activities that includes awareness-raising efforts for the ADO	Official programs of community activities: Community organizations	*	*	*	*	*	*	*
LGU uses local media to raise awareness about the ADO	Number of media coverage regarding the local ADO	Media coverage (articles, radio interviews, tv interviews): Local media	*	*	*	✓	*	*	*
LGU raises awareness about how to use the ADO	Presence of awareness raising efforts for using the ADO	Annual report: LGU	*	*	*	✓	*	*	*
SCORE			0	0	0	3	0	0	0
out of			5						



CHAMPIONSHIP									
ANNUAL MONITORING (POST-PROJECT)	indicators	source of indicators	Batangas Province (BP)	Batangas City (BC)	Puerto Princesa City (PPC)	Cebu City (C)	Mandaue City (M)	Davao City (D)	Dinagat Islands (DI)
Duty-bearers champion passage of IRR	Number of published documentation (e.g. quotes in media, press release, position paper, etc.) that expresses support for passage of IRR by duty-bearers	Published documentation: Local media, official social media pages	*	*	*	*	*	*	*
Community members champion passage of IRR	Number of published documentation (e.g. quotes in media, press release, position paper, etc.) that expresses support for passage of IRR by community members	Published documentation: Local media, official social media pages	*	*	*	*	*	*	*
Identified LGU representatives or departments in charge to lead the passage of the IRR are responsive to requests for updates	Responsiveness of clearly identified point persons or departments within the LGU in charge of leading the passage of the IRR	Feedback from RRights coordination	*	*	*	*	*	*	*
Government officials openly support ADO	Number of published documentation (e.g. quotes in media, press release, position paper, etc.) that expresses support for ADO by government officials	Published documentation: Local media, official social media pages	*	*	*	*	*	*	*
Government officials aside from legislative champion support LGBT rights	Number of published documentation (e.g. quotes in media, press release, position paper, etc.) that expresses support for LGBT rights by government officials	Published documentation: Local media, official social media pages	*	*	*	*	*	*	*
Duty-bearers champion LGBT rights	Number of published documentation (e.g. quotes in media, press release, position paper, etc.) that expresses support for LGBT rights by duty-bearers	Published documentation: Local media, official social media pages	*	*	*	*	*	*	*
SCORE			0	0	0	0	0	0	0
out of			6						



ENGAGEMENT									
ANNUAL MONITORING (POST-PROJECT)	indicators	source of indicators	Batangas Province (BP)	Batangas City (BC)	Puerto Princesa City (PPC)	Cebu City (C)	Mandaue City (M)	Davao City (D)	Dinagat Islands (DI)
LGBT organizations are consulted in creating projects and programs under the ADO	Number of consultations that the LGU has done with the local LGBT community	Annual report: GAD/LGU/Implementing body	*	*	*	*	*	*	*
LGBT organizations are consulted in implementing projects and programs under the ADO	Number of consultations that the LGU has done with the local LGBT community	Annual report: GAD/LGU/Implementing body	*	*	*	*	*	*	*
LGBT community organizations are represented in identified implementing bodies for ADO	Presence of representatives from LGBT community organizations in implementing bodies for ADO	List of members of implementing body: LGU	*	*	*	*	*	*	*
SCORE			0	0	0	0	0	0	0
out of			3						



REPORTING AND MONITORING									
ANNUAL MONITORING (POST-PROJECT)	indicators	source of indicators	Batangas Province (BP)	Batangas City (BC)	Puerto Princesa City (PPC)	Cebu City (C)	Mandaue City (M)	Davao City (D)	Dinagat Islands (DI)
Community knows how to file cases under the ADO	Number of cases filed by community members under the ADO	Annual report: LGU Documentation: Community	*	*	*	*	*	*	*
Community feels safe and comfortable in using reporting mechanisms	Positive feedback from LGBT community indicating level of safety and comfort in using reporting mechanisms	Interviews with LGBT community	*	*	*	*	*	*	*
Mechanisms to address grievances under the ADO are effective	Positive feedback from community members who have tried to file complaints under the ADO	Interviews with community members Evaluation forms issued after service has been provided: LGU	*	*	*	*	*	*	*
LGU practices SOGIE-sensitive case-handling	Positive feedback from community members who have tried to file complaints under the ADO	Interviews with community members Evaluation forms issued after service has been provided: LGU	*	*	*	*	*	*	*
LGU has accurate and secure documentation system for reports of SOGIE-based discrimination in the area	Presence of accurate and secure documentation system	Interviews: LGU	*	*	*	*	*	*	*
Community has accurate and secure documentation system for reports of SOGIE-based discrimination in the area	Presence of accurate and secure documentation system	Interviews: Community	*	*	*	*	*	*	*
Test cases filed under the ADO are resolved in a timely manner.	Average time for ADO case to be resolved.	Annual reports: LGU/Implementing body	*	*	*	*	*	*	*
SCORE			0	0	0	0	0	0	0
out of			7						
OVERALL SCORE			Batangas Province (BP)	Batangas City (BC)	Puerto Princesa City (PPC)	Cebu City (C)	Mandaue City (M)	Davao City (D)	Dinagat Islands (DI)
			14	15	10	18	14	10	16
			51						
			27%	29%	20%	35%	27%	20%	31%



## FOCUS AREAS

Within the five geographical areas outlined in our proposal (Batangas, Puerto Princesa City, Mandaue City, Davao City, and Dinagat Island), seven focus areas were identified. These are Batangas City, Batangas Province, Puerto Princesa City, Cebu City, Mandaue City, Davao City, and Dinagat Island.

Aside from being seven of the twenty-three localities in the Philippines without an IRR to operationalize their ADOs, these areas were selected for these reasons:

- **Batangas Province** and **Batangas City** were chosen because Southern Tagalog region is one of the fastest growing regions in terms of population and it needed to be represented. Additionally, Congressperson Vilma Santos, representative of the 6th district of Batangas, is an LGBT ally in Congress. She championed a bill that seeks to create LGBT help desks in all Philippine National Police stations. She also voted “Yes” to the Anti-Discrimination Bill that hurdled the House of Representatives last year.
- **Puerto Princesa City** has received very limited advocacy engagements from LGBT rights organizations. But we have information that there was a very significant incident of violence and discrimination that led to the passage of their ADO. This, notwithstanding, no IRR was passed.
- **Cebu City** is the first city in the country to pass a comprehensive ADO that covers “persons with disability, senior citizens and elderly, children and youth, people living with HIV, women, LGBT, people with different religious persuasion and indigenous peoples.” It has been without an IRR for 6 years, but the implementing body for the ordinance was convened last year. Through this engagement we’d like to see how they are operationalizing it and how their work is impacting the local community.
- **Mandaue City** was chosen to have a representation in Visayas, other than Cebu. Also because it features a rather unique local ADO, the LGBT Code. While no case has yet to be filed under it, we heard from local community (informally) that theirs might not need an

IRR in order to be accessible. Hearing from legal minds and the city legal office on how they are operationalizing that could either confirm or negate their claim of not needing an IRR.

- **Davao City**, the President's city, is one of the earliest ADOs that were passed in the country. However, to this day it still doesn't have its IRR. Of all the areas, if IRRs will be in place in Davao and a case arises under the ordinance, it will shed a much needed light on SOGIE-based discrimination and the need for effective legislative remedies.
- **Dinagat Island** was chosen primarily because LGBT human rights advocacy has had very limited engagements here. While not the local chief executive, one of the local leaders (Congresswoman Kaka Bag-ao) is a community ally. Being a staunch champion and principal author of the Anti-Discrimination Bill in the House of Representatives, we felt this could possibly increase the likelihood of passing their IRR.

## Scores per area

Batangas Province							
KEY STAGES	Comprehensiveness	Implementability and sustainability	Awareness	Championship	Engagement	Reporting and Monitoring	Overall Score
INITIAL MONITORING (PRE-PROJECT)	13	3	4	3	2	1	70%
INTERMEDIATE MONITORING (PROJECT PROPER)	13	10	4	6	1	1	81%
ANNUAL MONITORING (POST-PROJECT)	13	1	0	0	0	0	27%

Batangas City							
KEY STAGES	Comprehensiveness	Implementability and sustainability	Awareness	Championship	Engagement	Reporting and Monitoring	Overall Score
INITIAL MONITORING (PRE-PROJECT)	15	5	4	3	2	1	81%
INTERMEDIATE MONITORING (PROJECT PROPER)	15	7	4	3	1	1	72%
ANNUAL MONITORING (POST-PROJECT)	15	0	0	0	0	0	29%

Puerto Princesa City							
KEY STAGES	Comprehensiveness	Implementability and sustainability	Awareness	Championship	Engagement	Reporting and Monitoring	Overall Score
INITIAL MONITORING (PRE-PROJECT)	10	1	2	3	2	1	51%
INTERMEDIATE MONITORING (PROJECT PROPER)	10	7	0	2	0	1	47%
ANNUAL MONITORING (POST-PROJECT)	10	0	0	0	0	0	20%

Cebu City							
KEY STAGES	Comprehensiveness	Implementability and sustainability	Awareness	Championship	Engagement	Reporting and Monitoring	Overall Score
INITIAL MONITORING (PRE-PROJECT)	12	5	4	4	2	1	76%
INTERMEDIATE MONITORING (PROJECT PROPER)	12	10	4	5	2	3	84%
ANNUAL MONITORING (POST-PROJECT)	12	3	3	0	0	0	35%



Mandaue City							
KEY STAGES	Comprehensiveness	Implementability and sustainability	Awareness	Championship	Engagement	Reporting and Monitoring	Overall Score
INITIAL MONITORING (PRE-PROJECT)	14	7	4	3	3	1	86%
INTERMEDIATE MONITORING (PROJECT PROPER)	14	9	4	3	1	3	79%
ANNUAL MONITORING (POST-PROJECT)	14	0	0	0	0	0	27%

Davao City							
KEY STAGES	Comprehensiveness	Implementability and sustainability	Awareness	Championship	Engagement	Reporting and Monitoring	Overall Score
INITIAL MONITORING (PRE-PROJECT)	10	1	4	4	2	1	59%
INTERMEDIATE MONITORING (PROJECT PROPER)	10	8	4	6	1	2	72%
ANNUAL MONITORING (POST-PROJECT)	10	0	0	0	0	0	20%

Dinagat Island							
KEY STAGES	Comprehensiveness	Implementability and sustainability	Awareness	Championship	Engagement	Reporting and Monitoring	Overall Score
INITIAL MONITORING (PRE-PROJECT)	16	7	1	4	3	1	86%
INTERMEDIATE MONITORING (PROJECT PROPER)	16	9	2	3	1	2	77%
ANNUAL MONITORING (POST-PROJECT)	16	0	0	0	0	0	31%

## CATEGORIES

To predict the likelihood of success of an LGU in passing its IRR, we divided the indicators for success into six categories. These are: Comprehensiveness, Implementability and Sustainability, Awareness, Championship, Engagement, and Reporting and Monitoring.

At each stage of monitoring, while the categories remain the same, the indicators change to reflect the anticipated progress of the focus area in passing its IRR.

### Comprehensiveness

*A document review of the Anti-Discrimination Ordinances.*

The cornerstone of an LGUs readiness to protect its citizens from SOGIE-based discrimination is its Anti-Discrimination Ordinance, the very legislation that mandates this protection. As such, it is important to gauge whether or not the ordinance's provisions provide the most comprehensive protection against this SOGIE-based discrimination.

Ultimately, the purpose of this category is to check if the legislation is an effective remedy or if it is just tokenism.

This section was used mostly during the initial and intermediate stage of the project. However, it can be adapted for annual evaluations by reviewing whether or not amendments have been added to the ADO or if the IRR has been crafted to address gaps in their current legislation.



## Implementability and Sustainability

*Presence of appropriations and strength of capacity building programs.*

In our experience two of the most often cited reasons for failure in policy change is the lack of a budget and the absence of knowledge management systems regarding these policies. This section seeks to determine whether or not LGUs have both in place.

To help ensure the effectiveness of this policy, it is essential that appropriations for the bill's implementation are explicitly mentioned and adequate resources are allocated for its programs and projects.

The sustained capacity development of leaders, service providers, community members, NGOs, and other stakeholders is necessary in generating and institutionalizing transformational changes in a community (UNDP, 2009). In this case, the goal is to sustain institutionalized policy change that leads to effective service delivery and human rights protection . Affecting public perception through targeted educational activities is also needed if social change is to be sustained.

## Awareness

*Level of knowledge of leaders and awareness raising efforts regarding the ADO and IRR.*

With the oldest of these ordinances dating back to 2012, there is concern about whether the local communities are aware of the existence of their ADOs let alone the need for an IRR for full implementation.

Aside from determining their level of awareness regarding the ordinance, this section seeks to to assess how much the current LGU knows about the situation on the ground. Specifically, we want to know if knowledge of the local situation has been used by officials to determine needs-based interventions to convert their policy into services

In the intermediate and annual monitoring stages, we will also look into the awareness-raising

efforts that have been done to promote public knowledge about their ordinance and LGBT issues in general.

## Championship

*Commitment of local leaders to publicly advocating for LGBT rights and local protections from SOGIE-based discrimination.*

A key factor in social and cultural change is the visible adaptation of these changes by a community's leaders (Gleeson, 2016).

The aim of this section is to evaluate the communications and visibility efforts of the LGU, local public officials, and other community leaders to declare themselves as supporters of the measure. In an effort to assess their commitment to LGBT community, we will also look into whether or not there are dedicated points of contact for the passage of their IRR and if systems have been created for LGBT specific programming.

## Engagement

*Participation of the local LGBT community in policy development and legislative reform.*

When local communities are actively involved in every stage of policy reform, the likelihood of achieving sustainable development is higher. Policy makers who do not engage their local communities run the risk of alienating their constituents with the very policies that are designed to help them (Chirenje, Giliba, & Musamba, 2012).

Engaging the local community by consulting them, involving them in planning, and giving them decision-making roles in implementation allows for an accurate representation of the situation on the ground. This then helps ensure that the policies and services being developed address prevalent and pressing problems in the area.

This section uses the richness of participation of the local LGBT community in predicting the LGUs readiness to protect them from SOGIE-based discrimination.

## Monitoring

*Strength of monitoring and investigating efforts of LGU regarding SOGIE-based discrimination cases.*

A constant roadblock in local LGBT advocacy work is the lack of data about the issues that impact the community. Most of the data about local SOGIE-based discrimination is supported only by anecdotes (UNDP & USAID, 2014). The inclusion of data gathering for SOGIE-based discrimination in Anti Discrimination Ordinances can help clear these roadblocks.

Data monitoring provisions in the ADOs aids in determining how prevalent SOGIE-based discrimination is in the area. This in turn provides the community and LGUs with data to create needs-based and data-driven programs and services.

Even with reporting and monitoring mechanisms in place, underreporting is still a major concern. A report by Human Rights Watch on anti-LGBT bullying experienced by students in Luzon and Visayas found that victims either do not feel comfortable reporting bullying or did not know how to report these incidences (Thoreson, 2017). This is pattern of underreporting discrimination is not uncommon among LGBT people (European Union Agency for Fundamental Rights, 2013; Bachman & Gooch, 2017). To help bridge this gap, local government units need to work with the local community to raise awareness on reporting procedures and the safety of these reporting mechanisms.

This section seeks to examine whether the LGU has accessible and safe complaints mechanism, if it's awareness raising efforts includes popularizing the existence of and how to use these mechanisms, if it monitors and investigates these complaints, and if they practice sensitive case-handling.

## Scores per category

<b>COMPREHENSIVENESS</b>							
<b>KEY STAGES</b>	<i>Batangas Province (BP)</i>	<i>Batangas City (BC)</i>	<i>Puerto Princesa City (PPC)</i>	<i>Cebu City (C)</i>	<i>Mandaue City (M)</i>	<i>Davao City (D)</i>	<i>Dinagat Islands (DI)</i>
INITIAL MONITORING (PRE-PROJECT)	13	15	10	12	14	10	16
INTERMEDIATE MONITORING (PROJECT PROPER)	13	15	10	12	14	10	16
ANNUAL MONITORING (POST-PROJECT)	13	15	10	12	14	10	16

<b>IMPLEMENTABILITY AND SUSTAINABILITY</b>							
<b>KEY STAGES</b>	<i>Batangas Province (BP)</i>	<i>Batangas City (BC)</i>	<i>Puerto Princesa City (PPC)</i>	<i>Cebu City (C)</i>	<i>Mandaue City (M)</i>	<i>Davao City (D)</i>	<i>Dinagat Islands (DI)</i>
INITIAL MONITORING (PRE-PROJECT)	3	5	1	5	7	1	7
INTERMEDIATE MONITORING (PROJECT PROPER)	10	7	7	10	9	8	9
ANNUAL MONITORING (POST-PROJECT)	1	0	0	3	0	0	0

<b>AWARENESS</b>							
<b>KEY STAGES</b>	<i>Batangas Province (BP)</i>	<i>Batangas City (BC)</i>	<i>Puerto Princesa City (PPC)</i>	<i>Cebu City (C)</i>	<i>Mandaue City (M)</i>	<i>Davao City (D)</i>	<i>Dinagat Islands (DI)</i>
INITIAL MONITORING (PRE-PROJECT)	4	4	2	4	4	4	1
INTERMEDIATE MONITORING (PROJECT PROPER)	4	4	0	4	4	4	2
ANNUAL MONITORING (POST-PROJECT)	0	0	0	3	0	0	0



## CHAMPIONSHIP

KEY STAGES	<i>Batangas Province (BP)</i>	<i>Batangas City (BC)</i>	<i>Puerto Princesa City (PPC)</i>	<i>Cebu City (C)</i>	<i>Mandaue City (M)</i>	<i>Davao City (D)</i>	<i>Dinagat Islands (DI)</i>
INITIAL MONITORING (PRE-PROJECT)	3	3	3	4	3	4	4
INTERMEDIATE MONITORING (PROJECT PROPER)	6	3	2	5	3	6	3
ANNUAL MONITORING (POST-PROJECT)	0	0	0	0	0	0	0

## ENGAGEMENT

KEY STAGES	<i>Batangas Province (BP)</i>	<i>Batangas City (BC)</i>	<i>Puerto Princesa City (PPC)</i>	<i>Cebu City (C)</i>	<i>Mandaue City (M)</i>	<i>Davao City (D)</i>	<i>Dinagat Islands (DI)</i>
INITIAL MONITORING (PRE-PROJECT)	2	2	2	2	3	2	3
INTERMEDIATE MONITORING (PROJECT PROPER)	1	1	0	2	1	1	1
ANNUAL MONITORING (POST-PROJECT)	0	0	0	0	0	0	0

## REPORTING AND MONITORING

KEY STAGES	<i>Batangas Province (BP)</i>	<i>Batangas City (BC)</i>	<i>Puerto Princesa City (PPC)</i>	<i>Cebu City (C)</i>	<i>Mandaue City (M)</i>	<i>Davao City (D)</i>	<i>Dinagat Islands (DI)</i>
INITIAL MONITORING (PRE-PROJECT)	1	1	1	1	1	1	1
INTERMEDIATE MONITORING (PROJECT PROPER)	1	1	1	3	3	2	2
ANNUAL MONITORING (POST-PROJECT)	0	0	0	0	0	0	0

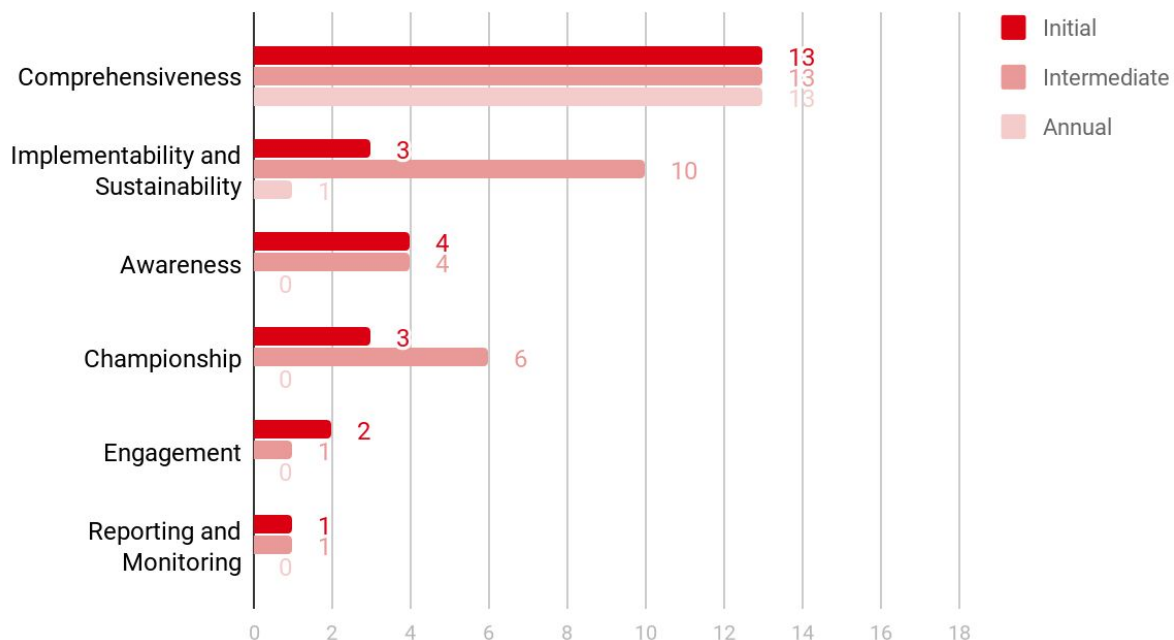


# FINDINGS

The following are featured to illustrate the highlights and some of the limitations of each focus area in implementing their Anti-Discrimination Ordinances. These supplement the scoring of specific indicators in the scorecard.

## Batangas Province

### PERFORMANCE PER MONITORING STAGE



*Initial Stage Overall Score: 70%*

*Intermediate Stage Overall Score: 81%*

*Annual Monitoring Stage Overall Score: 28%*

*IRR status: No need for IRR*

A unique quality of the Batangas Province ADO is the lack of any obligation for the LGU to create an IRR for its ordinance. As such, the provincial ADO has been fully claimable since its passage in 2015.

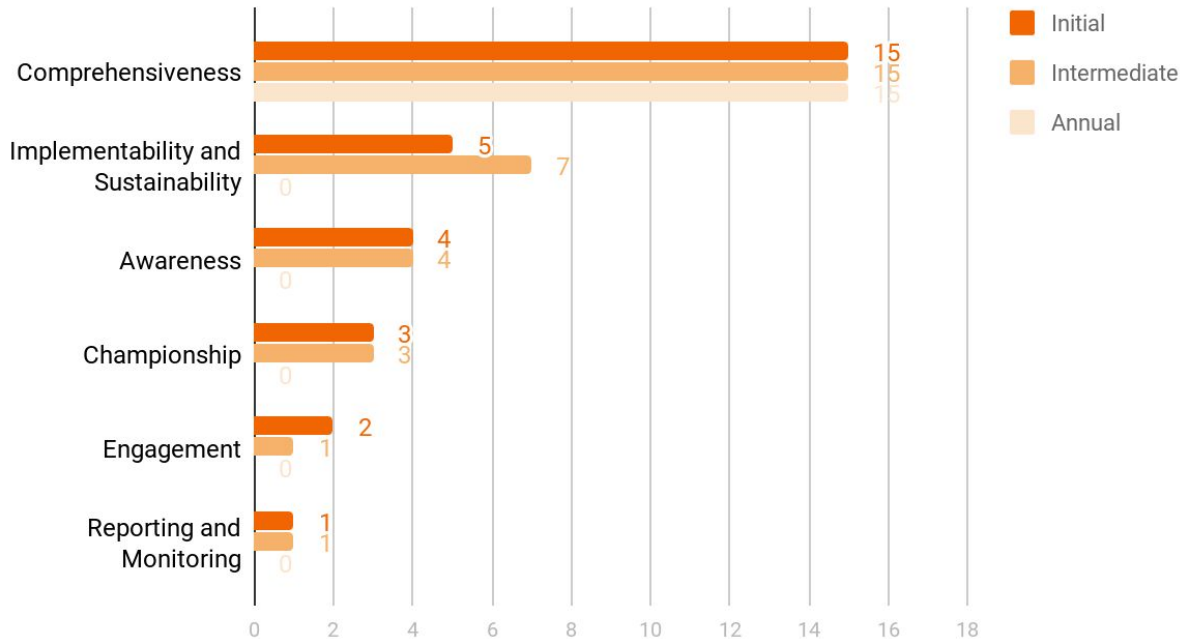
This information allowed us to give the province a perfect score for each IRR related activity in the initial and intermediate monitoring stage. However, with no identified plans for popularizing the ADO and its reporting mechanisms, we're unsure how successful the province will be in the annual monitoring stage.

The province's performance in the Implementability and Sustainability section of the scorecard is the biggest observable change across monitoring stages. Scoring 3 out of a possible 10 in the initial stage, it was the lack of provisions in its ADO for capacity building for Duty Bearers that brought their performance down. However, the presence of government officials, legal practitioners, service providers, and community representatives at the training who are well-versed in SOGIE and in utilizing the ADO raised their score to a perfect 10 in the intermediate stage.

While they are to be commended for high-awareness about these issues, without the provision on capacity building, it remains to be seen if Batangas Province will be able to maintain the knowledge transfer that is needed to sustain institutional change.

## Batangas City

### PERFORMANCE PER MONITORING STAGE



*Initial Stage Overall Score: 81%*

*Intermediate Stage Overall Score: 72%*

*Annual Monitoring Stage Overall Score: 30%*

*IRR status: Drafting*

*No IRR for 2 years*

Rainbow Rights experienced a roadblock with the Batangas City LGU when our invitation was met with resistance from some members of the Mayor's office. Despite receiving verbal support from the City Mayor, the earlier resistance contributed to a low turnout from the city's Duty Bearers.

in the last update we received from Batangas City, we learned that the IRR is still being drafted. However, low responsiveness from our contacts in the Batangas City LGU is an obstacle in getting any further updates regarding the status of the IRR. No clear date for passage was communicated during or after the training we conducted.

Despite these setbacks, what is notable about Batangas City is the inclusion of “actual and perceived SOGIE” as a basis for discrimination. Articulating “actual and perceived SOGIE” is important because people who are perceived to be LGBT are still targets of SOGIE-based abuse and attacks (UN Human Rights Council, 2015). By using this language in the ordinance, there is broader protection against SOGIE-based discrimination that is directed towards LGBT and non-LGBT persons alike.

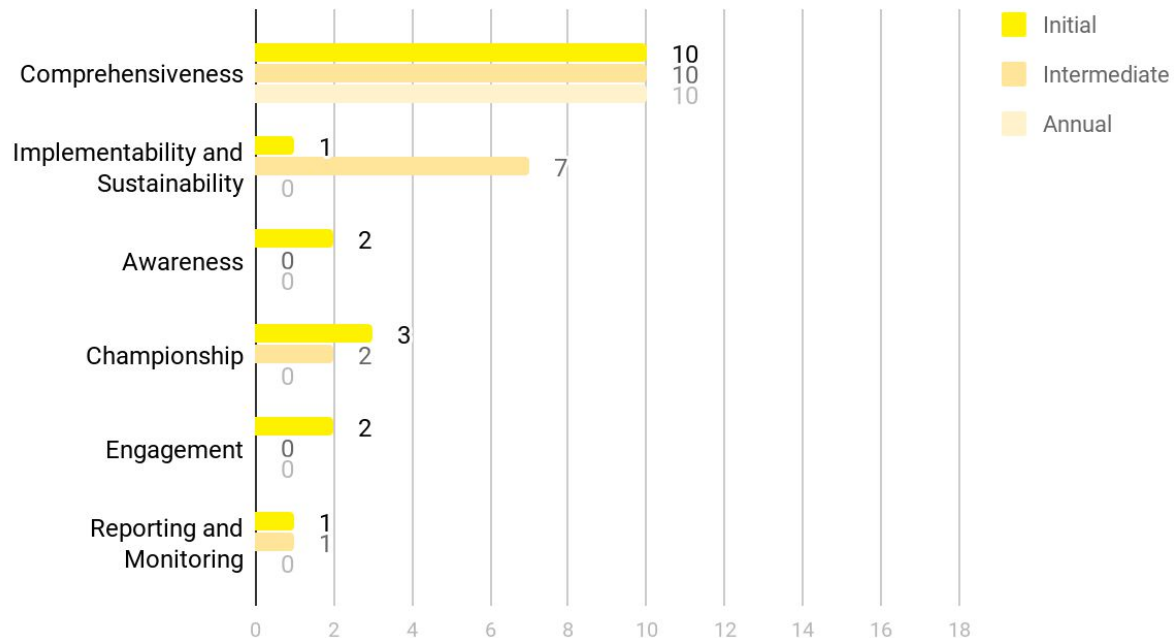
With a variety of organizations present in the area, one of the strongest points of Batangas City is its vibrant LGBT community. Community members exhibit high political participation and a keen awareness of the existence and importance of the ADO.

According to the participants of the training, even in the absence of an IRR to operationalize the reporting mechanisms of the ADO, the local community has been informally documenting cases of discrimination and abuse.

If the local LGBT community is able to engage their LGU regarding the passage of their IRR, then there is a high likelihood for good scores during the annual monitoring stage.

## Puerto Princesa City

### PERFORMANCE PER MONITORING STAGE



*Initial Stage Overall Score: 51%*

*Intermediate Stage Overall Score: 47%*

*Annual Monitoring Stage Overall Score: 20%*

*IRR status: Unknown. Point persons unresponsive to requests for updates.*

*No IRR for 3 years*

In this project, Puerto Princesa City consistently scored the lowest in all stages of monitoring compared to other focus areas.

Receiving only 10 out of a possible 18 in Comprehensiveness, Puerto Princesa's ADO is tied with Davao City for the bottom rank in the document review section of this scorecard. The most crucial absence from the document is the lack of protections from discrimination based on gender expression and perceived SOGIE. Puerto Princesa joins Cebu City and Davao City as one of three focus areas that lack both of these critical provisions.

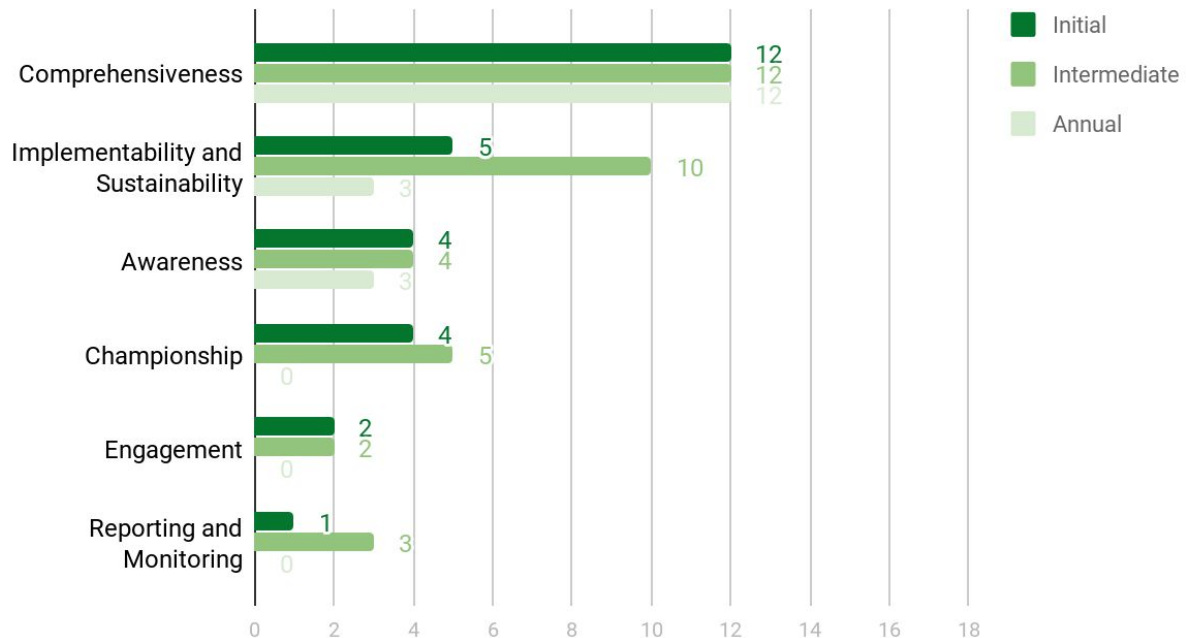
There is also low awareness among Duty Bearers about the situation on the ground. During the training with Duty Bearers, participants insisted that there are no cases of SOGIE-based discrimination in the area. However, during the training for community members, participants reported several cases of discrimination.

While funding for HIV programming has allowed the LGU to engage some LGBT citizens in the area, LGBT-specific programs are wanting. During the training, LGU representatives and other Duty Bearers did not offer firm commitments or plans for the passage of the IRR. Coupled with the unresponsiveness of the LGU when we request updates on the IRR, there seems to be a low likelihood of the ADO being implemented in the near future.



## Cebu City

### PERFORMANCE PER MONITORING STAGE



*Initial Stage Overall Score: 76%*

*Intermediate Stage Overall Score: 84%*

*Annual Monitoring Stage Overall Score: 36%*

*IRR status: Passed*

*No IRR for 6 years*

The Cebu City Anti-Discrimination Ordinance is the first comprehensive ADO in the country. While its passage is historical, there are crucial elements missing in the legislation that weakens it. These missing elements are the explicit mention of “actual and perceived SOGIE” and gender expression as a basis for SOGIE-based discrimination; and a provision on analogous acts.

The absence of the former leaves Cebu City susceptible to discrimination based on perceived SOGIE. Most of these incidents happen when perpetrators mistake someone for LGBT based on their gender expression. If the Cebu City ADO included either gender expression or “perceived

SOGIE” in their definition for discrimination, this gap could have been bridged. Other focus areas that do not have these elements in their ADO are Puerto Princesa City and Davao City.

With the absence of a provision on analogous acts, the ordinance is unable to protect Cebu City against other types of SOGIE-based discrimination that were not explicitly mentioned in the ADO. Other focus areas that do not have this provision are Batangas Province and Davao City.

That said, Cebu City has made important steps to implement their ADO even without an IRR.

On September 29, 2017, they convened the Cebu City Anti-Discrimination Commission<sup>1</sup>. Since then, the Commission has consistently created programs and projects to implement the ordinance.

At the training, several participants mentioned being able to successfully use the ADO to combat cases of SOGIE-based discrimination even without the presence of an IRR.

While training participants did not make concrete plans or commitments to pass their IRR, they were still able to draft and pass it shortly after. This makes the Cebu City ADO the first and only comprehensive Anti-Discrimination Ordinance in the country with an IRR (Demecillo, 2018).

After signing the IRR on June 5, 2018, City Mayor Tomas Osmeña endorsed “the conduct of a barangay-based education on the Anti-Discrimination Ordinance through the Cebu City Anti-Discrimination Commission in cooperation with AKBAYAN partylist (Demecillo, 2018).” The Anti-Discrimination Commission has also launched a series of educational materials regarding use and coverage of the ADO through its Facebook page<sup>2</sup>.

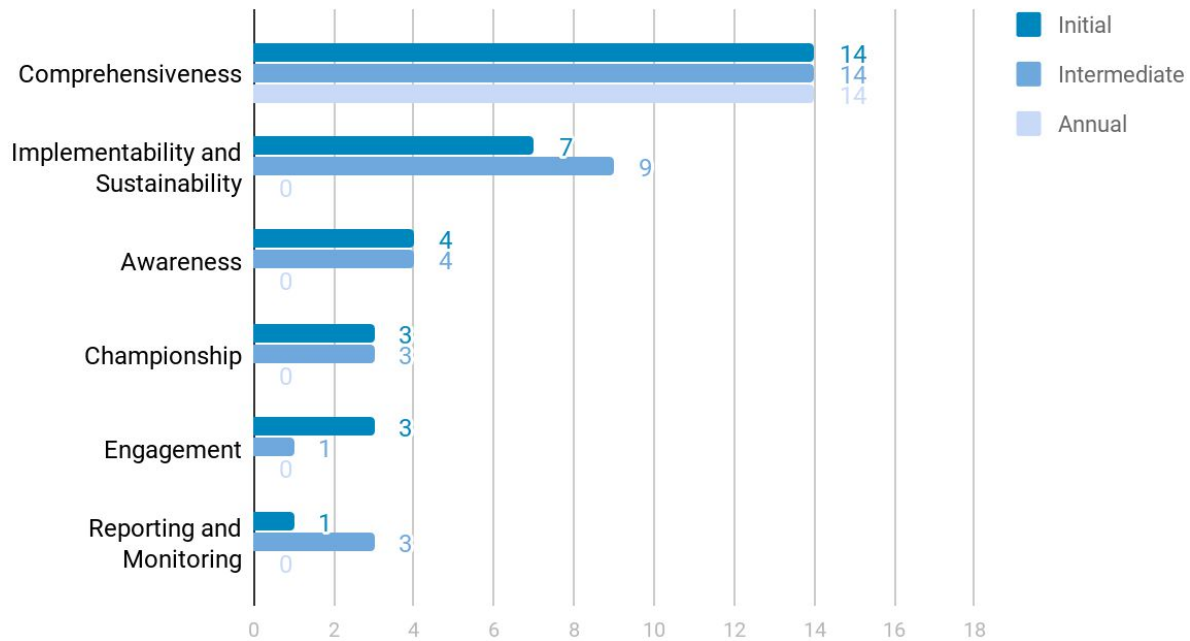
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<sup>1</sup> Cebu City Anti-Discrimination Commission first convened on September 29, 2017 <https://bit.ly/2O2Zzly>

<sup>2</sup> Information campaigns from the Cebu City Anti-Discrimination Commission on scope of the ADO (<https://bit.ly/2Jhyomf>), coverage (<https://bit.ly/2JeDDTR>), steps to take in case of discrimination (<https://bit.ly/2RdG3Vj>), and how to file reports under the ordinance (<https://bit.ly/2PSaBvB>).

## Mandaue City

### PERFORMANCE PER MONITORING STAGE



*Initial Stage Overall Score: 86%*

*Intermediate Stage Overall Score: 79%*

*Annual Monitoring Stage Overall Score: 28%*

*IRR status: Drafting*

*No IRR for 2 years*

Referred to locally as the Mandaue LGBT Code, the Mandaue City ADO is the only one of this project's seven focus areas that explicitly includes representatives from the local LGBT community in its implementing body.

Participants from Mandaue indicated that even without the IRR, some members of the community were able to successfully use the ADO against SOGIE-based discrimination.

One such case was of a transgender woman who was required to cut their hair and wear masculine clothing for graduation. With the help of a friend familiar with their ADO, the student wrote to the university president citing the provisions that the school were in violation of. In the end, the student was allowed to wear the clothing and hairstyle that they felt comfortable in.

That said, unlike their Visayan counterpart, Mandaue City has yet to convene the implementing body for its ADO. As such, it has been unable to operationalize the provisions and programs laid out in their legislation. Nonetheless, this issue can be addressed when the city passes their IRR.

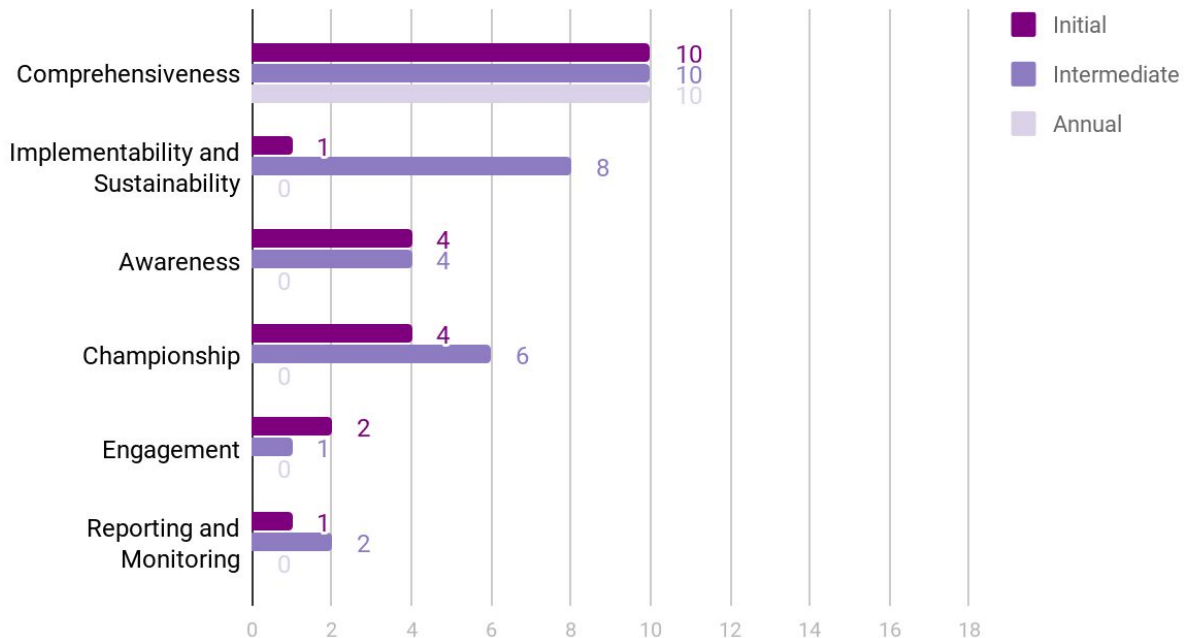
During the training, participants laid down clear plans, timelines, and identified leads for the passage of the IRR. They also received near perfect scores on Implementability and Sustainability in the intermediate stage of this project.

However, after the training the persons or departments in charge of leading the passage of the IRR became less clear. This has resulted in a stall in developments and updates regarding the status of the IRR.

Currently, the city enjoys one of the top marks in the scorecard. However, without a clear lead for passing the IRR, their performance in the annual monitoring stage might decline.

## Davao City

### PERFORMANCE PER MONITORING STAGE



*Initial Stage Overall Score: 59%*

*Intermediate Stage Overall Score: 72%*

*Annual Monitoring Stage Overall Score: 20%*

*IRR status: Drafting*

*No IRR for 6 years*

Davao City has one of the oldest ADOs in the country. It was championed by President Rodrigo Duterte when he was the city's Vice Mayor in 2012. To this day, the ADO enjoys public support from top leadership in the city.

City Vice Mayor Bernard Al-ag opened the Davao City leg of the project by delivering a message from City Mayor Sara Z. Duterte-Carpio. The message acknowledged that since they passed the ordinance they have made "a few inroads towards creating a better, more welcome, respectful environment and equal opportunities for all, but there is much left to be done."



On the second day of the training, Presidential Commission for the Urban Poor Commissioner for the LGBT sector, Norman Baloro, echoed a commitment to marginalized sectors in their opening address.

In April 2018, Vice Mayor Al-ag announced the opening of the first all-gender restroom in the city (“Davao City gov’t,” 2018). According to Al-ag, “Following our anti-discrimination ordinance, it will be an opportunity for the LGBT community not to be discriminated against with this all-gender comfort room.”

There is also high awareness among government officials regarding the need for an IRR. In 2016, Davao City Councilor Halila Sudagar urged Mayor Duterte-Carpio to pass the IRR due to rampant discrimination against Muslim and LGBT members of the community (Tejano, 2016).

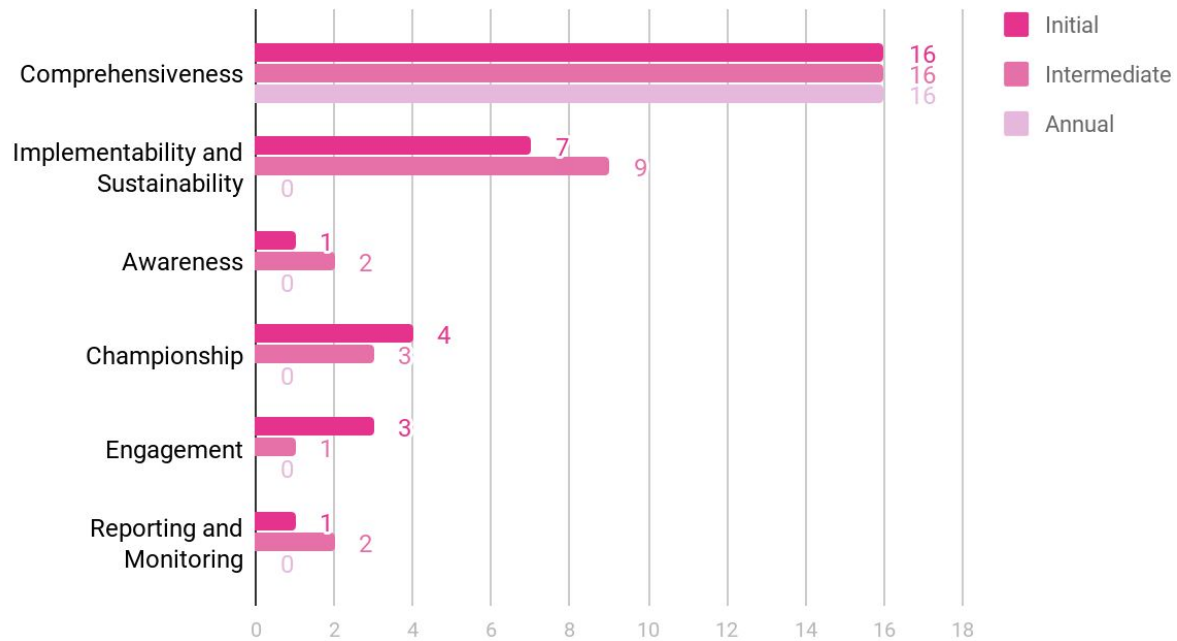
When asked to create an action plan for the passage of their IRR, representatives from the LGU highlighted the issuance of an Executive Ordinance to create a technical working group in charge of the IRR. Davao City was the only focus area to offer this initiative.

While they have not met their self-imposed 6 month deadline, the high responsiveness and ownership of LGU representatives regarding the IRR is encouraging.

The Davao City ADO itself scored the lowest among the seven focus areas. That said, the enthusiasm of the Duty Bearers and rights-holders to implement their ADO leads us to believe that, Davao City has the capacity and political will to improve on it moving forward.

## Dinagat Island

### PERFORMANCE PER MONITORING STAGE



*Initial Stage Overall Score: 86%*

*Intermediate Stage Overall Score: 79%*

*Annual Monitoring Stage Overall Score: 32%*

*IRR status: Drafting*

*No IRR for 2 years*

Of the seven areas, the Province of Dinagat Island has the most robust ADO, scoring 16 out of a possible 18 on Comprehensiveness. As it was patterned after the Anti-Discrimination Bill authored by Congressperson Kaka Bag-ao, Lone Representative of the Province of Dinagat Island, this high score is not surprising.

It is also only one of two focus areas that received perfect marks for Championship in the Initial stage. This was due mainly to Dinagat Island Vice Governor Benglen Ecleo's public support for LGBT rights in the province ("Itaas ang bandila," 2017).

This support was felt at the training through the presence of two Dinagat Island Board members. Board Members Nilo P. Demerey, Jr. and Joslyn Ecleo delivered the opening address on Day 1 and Day 2 of the training, respectively.

One of the biggest advantages that the Dinagat Island ADO has over others in this project is that it is the only one that prohibits discrimination on the basis of the SOGIE of students and their parents. In our work, we have found that educational institutions have enforced discriminatory practices because of parents who are LGBT or who are perceived to be so.

Despite the high marks received by Dinagat Island in the scorecard, we found that there was consistently low awareness of the ADO and the need for an IRR among the LGU and community members. Participants offered the absence of information campaigns about the ordinance as the reason for this.

Additionally, despite the public support from their Vice Governor, Duty Bearers point to a lack of champions in office as the cause for delays in implementing their ordinance. Due to these limitations, the planning workshop at the end of the training had no firm deadlines or assignments attached to each action point.

While our point person in the area is highly responsive, without any actionable plans or technical working group in charge of working on the IRR, implementing their ADO will be an uphill battle.

Despite these limitations, the enthusiasm and passion of the local LGBT community is promising. Their rich participation at the training was an indicator of how well they understood the need to work together. As a testament to their dedication to working together to see their IRR through, nine of the participants who were self-identified lesbians joined the Dinagat Island Gay Association (DIGA) at the end of the training. An organization composed of predominantly cisgender gay men, the group is the biggest and most active in the island. With the addition of lesbian members, they have renamed themselves the Dinagat Islands Gay and Lesbian Association (DIGLA).

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