Women's Empowerment, Development and Gender Equality Plan

2013 - 2016

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Foreword

The pursuit of gender equality and women's empowerment in the Philippines has achieved major inroads in the past decades. The gender-responsive laws, policies, and programs in place and the institutional and enabling mechanisms in national government agencies and local government units are a result of the continuing advocacy of government and its partners among lawmakers, people's organizations, civil society groups, and the academe. The inclusion of gender-related targets and strategies in the Philippine Development Plan 2011–2016 and the gender vision articulated in the Social Contract of President Benigno Aquino infused additional impetus to national efforts to address gender issues in agency programs.

The Women's Empowerment, Development and Gender Equality Plan 2013–2016 is the fourth gender-focused plan formulated by the Philippines since 1989; the first ones being the Philippine Development Plan for Women (PDPW 1989–1992), the Philippine Plan for Gender-Responsive Development (PPGD 1995– 2025), and the Framework Plan for Women (FPW 2004–2010). Reports on the implementation of these plans indicate that many of the gender concerns they raised have been addressed. However, there are still many issues that need attention and resolution and recent developments have given rise to yet new issues requiring new solutions.

The formulation of the Women's EDGE Plan provides a timely opportunity to review persistent and emerging gender issues and to take these into account in the existing plans of government. This is also the time to concretize the gender-responsive provisions of the PDP and translating them into strategies and programs to address the gender issues. As a companion document to the PDP, the Women's EDGE Plan will guide agencies in mainstreaming the gender dimension in their regular programs, as well as in implementing gender-focused activities. Monitoring the implementation of the Plan, alongside the PDP, through the annual gender and development (GAD) plan and budget process is likewise expected to generate a more solid basis for assessing the extent to which the government is implementing the President's Social Contract No. 13.

The formulation of the Women's EDGE Plan was led by the Philippine Commission on Women (PCW). It is a result of numerous consultations and validation sessions

with planning committee representatives from government, nongovernment organizations, and the academe. Representatives of local government units also took part in validating the Plan, particularly in ensuring that it is attuned to the actual situation on the ground.

We encourage concerned government agencies to refer to the Women's EDGE Plan as a tool for addressing gender equality issues in their respective areas of concern. PCW will continue its technical assistance, advocacy, and monitoring to guide gender mainstreaming efforts toward fulfilling women's human rights and accomplishing the commitment of the President to gender equality and women's empowerment.

Remedios I. Rikken
Chairperson

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Acronyms

ADB	Asian Development Bank
ADSDP	ancestral domain sustainable development plan
AFP	Armed Forces of the Philippines
AFPSLAI	Armed Forces and Police Savings & Loan Association, Inc.
AIP	annual investment plan
AO	Administrative Order
ARB	agrarian reform beneficiary
ARC	agrarian reform community
ARG	Autonomous Regional Government
ARMM	Autonomous Region in Muslim Mindanao
ARMM MLO	ARMM Manila Liaison Office
ASRH	adolescent sexuality and reproductive health
BDT	Bureau of Domestic Trade
BemonC	Basic Emergency Obstetric and Newborn Care
BFAR	Bureau of Fisheries and Aquatic Resources
BJMP	Bureau of Jail Management and Penology
BLE	Bureau of Labor and Employment
BLES	Bureau of Labor and Employment Statistics
BMCA	Bureau of Muslim Cultural Affairs
BMS	Bureau of Muslim Settlement
BMSMED	Bureau of Micro, Small and Medium Enterprise Development
BOI	Board of Investments
BP	Batas Pambansa
BPfA	Beijing Platform for Action
BPO	business process outsourcing
BSP	Bangko Sentral ng Pilipinas (Central Bank of the Philippines)
BuCor	Bureau of Corrections
CADC	certificate of ancestral domain claim
CADT	certificate of ancestral domain title
CALT	certificate of ancestral land title
CBA	collective bargaining agreement
CBFM	community-based forest management
CCA	climate change adaptation
CCC	Climate Change Commission

CCT	conditional cash transfer (Pantawid Pamilyang Pilipino)
CEDAW	Convention on the Elimination of All Forms of Discrimination against Women
CELA	Certificate of Eligibility and Lot Award
CemonC	Comprehensive Emergency Obstetric and Newborn Care
CESB	Career Executive Service Board
CFO	Commission on Filipinos Overseas
CHD	Center for Health Development
CHED	Commission on Higher Education
CHR	Commission on Human Rights
CIDA	Canadian International Development Agency
CITC	Cottage Industry Technology Center
CITEM	Center for International Trade Expositions and Missions
CIW	Correctional Institution for Women
CLOA	certificate of landownership award
CMPL	Code of Muslim Personal Laws
COB	corporate operating budget
CODI	Committee on Decorum and Investigation
CSC	Civil Service Commission
CSO	civil society organization
CSRPDV	Counselling Services for Rehabilitation of Perpetrators of Domestic Violence
CSWDO	city social welfare and development office
DA	Department of Agriculture
DA-ACPC	Department of Agriculture-Agricultural Credit and Policy Council
DA-BAS	Department of Agriculture-Bureau of Agricultural Statistics
DARFU	Department of Agriculture Regional Field Unit
DBM	Department of Budget and Management
DepEd	Department of Education
DFA	Department of Foreign Affairs
DILG	Department of Interior and Local Government
DND	Department of National Defense
DOE	Department of Energy
DOF	Department of Finance
DOH	Department of Health
DOLE	Department of Labor and Employment
DOST	Department of Science and Technology
DSWD	Department of Social Welfare and Development
DTI	Department of Trade and Industry
ECC	Employees' Compensation Commission
EFA	Education for All
ELA	executive–legislative agenda
EO	executive order
ENR	environment and natural resources
ENRA	Environmental and Natural Resources Accounting
EP	emancipation patent
EPP-Ripples	Export Pathway Program-Ripples
ERC	Energy Regulatory Commission

FAO	Food and Agriculture Organization
FAP	Film Academy of the Philippines
FBO	faith-based organization
FDCP	Film Development Council of the Philippines
FDUP	Foundation for the Development of the Urban Poor
FIMC	Fisheries Information Management Center
FLEMMS	Functional Literacy, Education and Mass Media Survey
FLA	Fishpond Lease Agreement
FMB	Forest Management Bureau
FP	family planning
FPIC	free and prior informed consent
GAA	General Appropriations Act
GAD	gender and development
GBV	gender-based violence
GDI	gender disparity index
GDP	gross domestic product
GEC	Gender Equality Committee
GEWE	gender equality and women's empowerment
GFI	government financing institution
GFPS	GAD Focal Point System
GO	government organization
GRC	Gender Resource Center
GREAT Women	Gender-Responsive Economic Actions for the Transformation of Women
GRRB-IRH	Gender-Responsive and Rights-Based Integrated Reproductive Health
GSIS	Government Service Insurance System
GST	gender-sensitivity training
GWP	GREAT Women Project
HDI	human development index
HEI	higher educational institution
HGG	Harmonized GAD Guidelines
HH	household
HOA	homeowners' association
IACAT	Inter-Agency Council Against Trafficking
IACVAWC	Inter-Agency Council on Violence Against Women and Their Children
ICC	indigenous cultural community
IEC	information, education and communication
ILO	International Labour Organization
IP	indigenous people
IRR	Implementing Rules and Regulations
KALAHI-CIDSS	Kapit-Bisig Laban sa Kahirapan (Comprehensive and Integrated Delivery of Social Services)
LAD	land acquisition and distribution
LBP	Land Bank of the Philippines
LCE	local chief executive
LCP	League of Cities of the Philippines
LDC	local development council
LFPR	labor force participation rate
LFS	Labor Force Survey

LGA	Local Government Academy
LGC	Local Government Code
LGU	local government unit
LPDC	local planning and development coordinator
LSB	local special body
MAGCAISA	Magna Carta for the Informal Sector Alliance
MAO	municipal agriculture office
MARA	Monitoring, Analysis, and Reporting Arrangements
MC	memorandum circular
MCW	Magna Carta of Women
MCWIE	Magna Carta for Workers in Informal Employment
MDG	Millennium Development Goals
M&E	monitoring and evaluation
MEGC	Media and Gender Equality Committee
MFARMC	Municipal Fisheries and Aquatic Resources Management Council
MFI	microfinance institution
MFO	major final output
MILF	Moro Islamic Liberation Front
MISP	Minimum Initial Service Package
MMA	Muslim Mindanao Autonomy
MMDA	Metropolitan Manila Development Authority
MMR	maternal mortality rate
MNLF	Moro National Liberation Front
MPS	mean percentage score
MSM	men having sex with men
MSME	micro, small and medium enterprises
MSMED	micro, small and medium enterprises development
MSWDO	municipal social welfare and development office
MTRCB	Movie and Television Review and Classification Board
NAFC	National Agricultural and Fisheries Council
NAP	National Action Plan
NAPC	National Anti-Poverty Commission
NAPOLCOM	National Police Commission
NAT	National Achievement Test
NCCA	National Commission for Culture and the Arts
NCCAP	National Climate Change Action Plan
NCIP	National Commission on Indigenous Peoples
NCMB	National Coordinating and Monitoring Board
NCMF	National Commission on Muslim Filipinos
NDRRMC	National Disaster Risk Reduction and Management Council
NDRRMP	National Disaster Risk Reduction and Management Plan
NEDA	National Economic and Development Authority
NFARMC	National Fisheries and Aquatic Resources Management Council
NGA	national government agency
NGO	nongovernment organization
NHRAP	National Human Rights Action Plan
NIPAS	National Integrated Protected Areas System
NNC	National Nutrition Council

NOSHP	National Occupational Safety and Health Plan
NRCO	National Reintegration Center for OFWs
NRS	National Referral System
NSCB	National Statistical Coordination Board
NSCWPS	National Steering Committee on Women, Peace and Security
NSO	National Statistics Office
NTC	National Telecommunications Commission
ODA	official development assistance
OFW	overseas Filipino worker
OMB	Optical Media Board
OP	Office of the President
OPAPP	Office of the Presidential Adviser on the Peace Process
OPIF	Organizational Performance Indicator Framework
OSCA	Office for Senior Citizens Affairs
OSH	occupational safety and health
OTOP	one town-one product
OWWA	Overseas Workers Welfare Administration
PACBRMA	Protected Area Community-based Resource Management Agreement
PAGASA	Philippine Atmospheric, Geophysical and Astronomical Services Administration
PAO	provincial agriculture office/public attorney's office
PAOS	post-arrival orientation seminar
PAMANA	PAyapa at MAsaganang PamayaNAn
PAMB	Protected Area Management Board
PAWB	Protected Areas and Wildlife Bureau
PAP	programs, activities and projects
PBR	Philippine Business Registry
PCFC	People's Credit and Finance Corporation
PCOO	Presidential Communications Operations Office
PCW	Philippine Commission on Women
PDDCP	Product Development and Design Center of the Philippines
PDOS	pre-departure orientation seminar
PEOS	pre-employment orientation seminar
PESO	Public Employment Service Office
PGA	Participatory Gender Audit
PGEA	Philippine Government Employees Association
PhilHealth	Philippine Health Insurance Corporation
PHILMEC	Philippine Center for Postharvest Development and Mechanization
PHILSSA	Partnership of Philippine Support Service Agencies Inc.
PIA	Philippine Information Agency
PNAC	Philippine National AIDS Council
PNHA	Philippine National Health Accounts
PNP	Philippine National Police
PO	people's organization
POEA	Philippine Overseas Employment Administration
PLEP	Philippine Labor and Employment Plan
PLLO	Presidential Legislative Liaison Office
POPCOM	Commission on Population
PPASC	Philippine Plan of Action for Senior Citizens

PPGD	Philippine Plan for Gender-responsive Development
PTFAIR	Presidential Task Force Against Illegal Recruitment
PTTC	Philippine Trade Trading Center
PVAO	Philippine Veterans Affairs Office
PWD	persons with disability
RA	Republic Act
RBMES	Results-based Monitoring and Evaluation System
RCBW	Regional Commission on Bangsamoro Women
ReproCen	Reproductive Health, Rights, and Ethics Center for Studies and Training
RH	reproductive health
RLA	Regional Legislative Assembly
RODG	Regional Operations and Development Group
RPRH	Responsible Parenthood and Reproductive Health
RSCGAD	Regional Sub-Committee on Gender and Development
RuMEPP	Rural Micro-Enterprise Promotion Programme
SBA	skilled birth attendant
SGBV	sexual and gender-based violence
SGISM	Shared Government Information System for Migration
SHEDA	Subdivision and Housing Developers Association
SME	small and medium enterprise
SOF	Survey of Overseas Filipinos
SOGI	sexual orientation and gender identity
SSS	Social Security System
STI	sexually transmitted infection
SUC	state universities and colleges
TBA	traditional birth attendant
TESDA	Technical Education and Skills Development Authority
TRC	Technology Resource Center
TVET	technical vocational education and training
TWG	Technical Working Group
UDHA	Urban Development and Housing Act
ULAP	Union of Local Authorities of the Philippines
UNDP	United Nations Development Programme
UNFPA	United Nations Population Fund
UNICEF	United Nations Children's Fund
UNIFEM	United Nations Development Fund for Women
UNSC	United Nations Security Council
UPE	universal primary education
UP-ISSI	University of the Philippines Institute for Small-Scale Industries
VAWC	violence against women and their children
WCPD	women and children protection desk
WCPU	women and children protection unit
WCS	women in closed settings
WEDC	women in especially difficult circumstances
WEE	women's economic empowerment
WME	woman microentrepreneur
WPD	women protection desk

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Introduction and Overview

The Women's Empowerment, Development and Gender Equality Plan 2013–2016, or the Women's EDGE Plan 2013–2016 (Women's EDGE Plan, or the Plan), is the gender equality guiding plan of the Philippine Development Plan 2011–2016. It is the second (2nd) Framework Plan for Women and the second time-slice plan of the Philippine Plan for Gender-Responsive Development (PPGD 1995–2025). The first (1st) Framework Plan for Women, the first time-slice plan of the PPGD 1995–2025, was implemented during the period 2004–2010.

The Women's EDGE Plan responds to the commitment to realizing the Presidential gender vision: "From a lack of concern for gender disparities and shortfalls to the promotion of equal gender opportunity in all spheres of public policies and programs . . ." (Philippine Development Plan 2011−2016, page 398).
The PDP seeks to mainstream this gender commitment in the different sector goals, objectives, and strategies, although in varying degrees and levels of integration. In explaining "Gender Roles in Governance Structures," it recognizes that "the challenge remains for government to ensure statutory mandates relating to gender and development [GAD] concerns are observed and implemented efficiently and effectively by all concerned sectors" (ibid., 214). The PDP also acknowledges the gains made in legislation, referring in particular to the Magna Carta of Women (Republic Act [RA] No. 9710), which became law in 2009.1 It reiterates GAD mainstreaming in government planning and budgeting, and the inclusion of GAD budget allocation of all government agencies and local government units (LGUs) in the annual General Appropriations Act (GAA).

In implementing the PDP, the government is committed to fulfilling the President's social contract, including working toward gender equality. The Women's EDGE Plan serves to guide the achievement of gender-focused goals and objectives, defining the responses appropriate for government as the primary duty-bearer, together with civil society partners and claim-holders. Implementing the Plan alongside the PDP will ensure monitoring of the accountability of government agencies for attaining gender equality goals and carrying out gender-responsive strategies that have been mainstreamed in the sector-specific plans of the PDP.

Policy Mandates for the Women's EDGE Plan

Given its thematic and sectoral priorities, the Women's EDGE Plan embodies several laws and policies intended to address gender disparities. It provides the platform for implementing these laws and policies and monitoring and evaluating their implementation against the envisioned gender equality results and outcomes of the Plan. Principal among these laws and policies are those that focus on gender equality and women's empowerment, which the Philippines has committed to implementing. These are briefly discussed below.

The Philippine Plan for Gender-Responsive Development 1995–2025

The PPGD 1995–2025 is the thirty-year long-term perspective plan that carries the country's long-term vision of women's empowerment and gender equality. It mandates every government administration to develop time-bound framework plans for women.

The Magna Carta of Women

The Magna Carta of Women (MCW, or RA 9710), a watershed legislation signed into law on 14 August 2009, reiterates the Constitutional policy declaring: "the State affirms the role of women in nation building and ensures the substantive equality of women and men." Defining, recognizing, and upholding the human rights of women, the MCW implements the Convention on the Elimination of Discrimination against Women (CEDAW), which seeks to eliminate discrimination by dismantling social structures, such as laws and institutions, that treat women unequally and bar them from attaining their full human development.

Beginning 2010, the government has been expected to implement the MCW and has been accountable for its results. The Women's EDGE Plan comes at an opportune time for the primary duty-bearer — the state — to focus on the rights-holders and to shape and harmonize its policies, plans, and programs based on women's rights and empowerment.

As a rights-based law, the MCW brings to sharper focus the responsibilities of two groups of human rights stakeholders that are major implementers of the Plan:

- *Rights-holders, who are all Filipino women.* Among the women population, a greater number belongs to the poor and marginalized sectors, whose rights in all spheres or aspects of life — civil, social, cultural, political, and economic — are threatened and disregarded by the powerful sectors of society. Key to claiming their rights is their own capacity to think, act, organize, and advocate these rights.

- *Primary duty-bearers, which comprise the state, with all its agencies and instrumentalities.* Their main mandate is to respect, protect, promote, and fulfill the rights of women in all spheres of life.

The UN Convention on the Elimination of All Forms of Discrimination against Women

An active member of the United Nations, the Philippines is a signatory and state party to major international human rights treaties, including CEDAW. The Women's EDGE Plan is intended to catalyze the more comprehensive national implementation of CEDAW, particularly in terms of eliminating discriminatory values and practices and progressively realizing women's human rights in the political, economic, and sociopolitical spheres.

Aside from CEDAW, the Plan pursues the realization of the country's commitments to other international conventions and agreements as well as their gender equality and women's empowerment provisions. In particular, it focuses on the goals enshrined in the Beijing Platform for Action (BPfA), the Millennium Development Goals (MDGs), and Agenda 21 (Global Action for Women towards Sustainable and Equitable Development).

Coverage of the Plan

The Women's EDGE Plan consists of five main parts or strategic goal areas that have been identified based on the priorities of the MCW, PPGD 1995–2025, and government commitments to CEDAW. These main areas are detailed in the different chapters of the Plan as outlined below:

Part 1: Women's Economic Empowerment

- Formal Labor
- Migrant Workers
- Informal Economies and Micro, Small, and Medium Enterprises
- Agriculture, Fisheries, and Forestry

Part 2: Women's Social Development Rights

- Health and Nutrition
- Education
- Housing
- Vulnerable Groups (women and girls with disabilities, women in detention, senior citizens, and lesbians, gays, bisexuals, and transgender persons)
- Indigenous Women and Girls
- Muslim Women and Girls

Part 3: Gender in Security, Justice, and Peace

- Protection and Access to Justice
- Peace and Security

Part 4: Gender in Environment

- Environment, Biodiversity, Climate Change, and Disaster Risk Reduction

Part 5: Gender-responsive Governance

- Empowerment and Gender Equality in Civil Service
- Politics and Governance
- Culture, the Arts, and Popular Media

The last chapter explains the implementation and monitoring and evaluation mechanisms to guide the duty-bearers in ensuring that the provisions of the Plan are carried out, and the intended results are achieved at the end of the Plan period and beyond.

Each chapter includes an overview, a discussion of priority gender issues, and a matrix that lays out the strategies, indicators, targets, and implementing agencies. The matrix is strongly recommended as an important reference of agencies and LGUs in formulating their annual GAD plans and budgets.

Part 1

Women's Economic Empowerment

Much of the literature on economic empowerment points to paid employment as a key factor in making individuals active participants in producing economic output. Economic empowerment also leads to sustained poverty alleviation. In the Philippines, it is unfortunate that the tragedy of a "jobless growth" has hampered job generation efforts of government. In response to this, the Philippine Development Plan 2011–2016 pursues labor and employment as an important sector that can sustainably address poverty and inequality and bring about inclusive growth. With this goal in mind, this cluster of the Women's EDGE Plan attempts to provide vital inputs on the current state of the sectors of formal labor, migrant workers, informal economies and MSMEs, and agriculture, fisheries, and forestry. The capacity of these sectors to provide women with access to employment or income-generating activities while protecting women and their rights will make economic empowerment truly inclusive.

As the chapters in this cluster illustrate, the challenges that hamper women from fully gaining access to these sectors are daunting. The formal labor and migrant workers sectors, for instance, suffer from occupational sex segregation, placing women in types of work that reify their traditional roles as "nurturers." The informal economy, where women are usually found, needs to accelerate its social protection mechanisms and resolve occupational safety and health issues so that women are not relegated to precarious work. The overall decrease in output of agriculture has not only contributed to loss of jobs but also aggravated women's unfortunate role as the usual unpaid workers in this sector. In MSMEs, the participation of women as managers and workers needs to be ensured by making the sector more woman-friendly through, for instance, easier access to loans and credits. This chapter recommends specific strategies that seek to amend existing statutes, improve policy and program coordination, and enhance advocacies in order to achieve effective and sustainable implementation of the interventions.

CHAPTER 1

Formal Labor

The Philippine economy has been perennially characterized as "jobless growth." This means that even in times of economic boom, it has difficulty generating sufficient jobs to curtail persistent unemployment. Consistent high poverty rates in the country have been attributed to this phenomenon. A case in point is that while the Philippine economy experienced economic growth from 2006 to 2012, overall unemployment rate remained at an average of 7.4 percent within this period. A slightly higher unemployment rate was noted among men than women in 2012 (7.2 percent versus 6.7 percent) (NSCB Factsheet, Update on Women and Men, 19 March 2013). Underemployment rates have also been considerably high, pegged at 19.2 percent as of April 2013.

Grown, Gupta, and Kes (2005, 88–89) argue that women's paid employment has significant "welfare consequences" on their children, household, and communities because they generally use their income for the health and education needs of their family. However, the extent to which women can access employment opportunities is a function of traditional notions of what constitutes "women's work," how society attributes value to this, and the support system available to meet family obligations. Institutional arrangements that can potentially address key challenges and issues of women in formal labor are already in place. The Labor Code of the Philippines, as amended, serves as a key policy reference of the Department of Labor and Employment (DOLE)[1]. It cites gender equality (Article 3), nondiscrimination (Article 135, as amended by RA 6725 [An Act Strengthening the Prohibition on Discrimination Against Women with Respect to Terms and Conditions of Employment]), and other provisions governing the employment of women (Articles 132 to 138). The repeal of Articles 130–131 of the Labor Code by RA 10151 (An Act Allowing the Employment of Night Workers) totally lifted the prohibition of night work on women, thus contributing to

[1]The Department of Labor and Employment is the lead agency mandated to develop the competencies and competitiveness of Filipino workers, to deliver employment facilitation services for full and decent employment, and to promote industrial peace based on social justice.

equal opportunity and treatment of women in employment.

With the passage of the MCW (RA 9710), GAD programs on labor and employment will need to be fine-tuned to respond to the provisions of the law, particularly Section 22 on women's right to decent work standards. As defined by the MCW, decent work refers to:

> *opportunities for work that are productive and fairly remunerative as family living wage, security in the workplace, and social protection for families, better prospects for personal development and social integration, freedom for people to express their concerns, organize, participate in the decisions that affect their lives, and equality of opportunity and treatment for all women and men.*

Some elements integral to decent work standards include:

- support services and gears to protect women from occupational safety and health hazards, taking into account their maternal functions;
- support services that will enable women to balance their family obligations and work responsibilities, including, but not limited to, establishing day care or child-minding centers and breast-feeding stations at the workplace, paternity leave and providing maternity leave pursuant to the Labor Code and other pertinent laws;
- membership in unions regardless of status of employment and place of employment; and
- respect for the observance of indigenous peoples' cultural practices even in the workplace.

With regard to overseas work, given its temporary nature, the law directs government to exert all efforts to address the causes of outmigration by developing local employment and other economic opportunities for women and by introducing measures to curb violence and forced and involuntary displacement of local women. Government shall protect and promote the rights and welfare of migrant women regardless of their work status, and protect them against discrimination in wages, conditions of work, and employment opportunities in host countries.

A holistic approach to gender equality forms an intrinsic part of the Decent Work Agenda. This mandate is a development frontier, given that gender-related challenges have been left at the sidelines for several years.

The Philippine Labor and Employment Plan 2011-2016 (PLEP 2011–2016), which is the sectoral implementing plan of PDP 2011–2016, articulates the commitment to pursuing the Decent Work Agenda, specifically noting the need to be responsive to the Decent Work Common Agenda Strategic Objective of creating greater opportunities for women and men to secure decent employment incomes (page 23). The PLEP 2011–2016 also reiterates the government commitment to the MDGs, specifically the pursuit of Goal 1, target 1b, which requires government to commit to the achievement of full and productive employment and decent work for all, including women and young people.

Priority Gender Issues

For the period it will cover, the Women's EDGE Plan will prioritize three issues that will partly address the gender deficit in employment patterns: gender gap in labor force participation, low participation of women in paid employment, and gender-based discrimination.

Gender Gap in Labor Force Participation

Data from the Bureau of Labor and Employment Statistics (BLES) indicate that Filipino women have consistently low labor force participation rate (LFPR) compared to Filipino men (table 1.1). From 2006 to 2012, the gap ranged from 28 percent to 30 percent. It is important to note that, unlike other countries with low LFPR among women, women in the Philippines are generally more literate and educated than men.

One factor in the low LFPR of women could be the definition of LFPR itself and of persons who are and who are not in the labor force. The National Statistics Office (NSO) defines persons not in the labor force as those who are "15 years old and over as of their last birthday who are neither employed nor unemployed (e.g., housewives, students, disabled, retired persons, and seasonal workers)" (Explanatory Notes, *2012 Philippine Yearbook of Labor Statistics*). This definition effectively excludes women who take care of their families but whose work is not counted. Furthermore, NSO defines work as "any economic activity that a person does for pay in cash or in kind, in any establishment, office, farm or private home; for profit; or without pay in family farm or enterprise; or on exchange labor for another's farm" (ibid.).

Another factor is women's reproductive responsibilities. According to BLES, "the LFPRs of ever married women over the life course were generally lower than that of never married women. It was lowest at ages 15–24 but started to peak during their late 40s, the gap being more pronounced during the childbearing age of 29–39 years" (www.bles.dole.gov.ph). This is echoed by the findings of a related study that links the low LFPR of women to the country's high fertility rates (Orbeta 2005).

BLES further notes that women who did not finish school consequently had lower LFPRs compared to those with a college degree. The LFPRs among

Table 1.1. Gross domestic product growth rate, labor force participation rate, employment rate, unemployment rate, and underemployment rate, 2006–2012

Year	Real GDP growth rate	Labor force participation rate			Employment rate			Unemployment rate			Underemployment rate		
		Both sexes	Men	Women	Both sexes	Men	Women	Both sexes	Men	Women	Both sexes	Men	Women
2006	5.2	64.2	79.3	49.3	92.0	91.8	92.4	8.0	8.2	7.6	22.6	25.4	18.1
2007	6.6	64.0	78.8	49.3	92.7	92.5	93.0	7.3	7.5	7.0	20.1	22.9	15.8
2008	4.2	63.6	78.8	48.6	92.6	92.4	92.9	7.4	7.6	7.1	19.3	22.0	14.9
2009	1.1	64.0	78.6	49.4	92.5	92.4	92.8	7.5	7.6	7.2	19.1	21.7	15.0
2010	7.6	64.1	78.5	49.7	92.7	92.4	93.1	7.4	7.6	6.9	18.8	21.3	14.8
2011	3.9	64.6	79.0	50.4	93.0	92.7	93.4	7.0	7.3	6.6	19.3	21.8	15.4
2012	6.6	64.2	78.5	50.0	93.0	92.8	93.3	7.0	7.2	6.7	20.0	22.4	16.2

Sources of data: National Statistical Coordination Board (NSCB), National Accounts of the Philippines; National Statistics Office (NSO); Labor Force Survey (LFS); Public Use Files.

educated women appeared to correlate with their childbearing years, i.e., starting to peak after graduation, when the women were around 20–24 years old, dipping slightly at 30–34, and plateauing until they were in their 60s. The slight dip is attributed to the capability of working women, particularly at urban centers, to hire household help so that they could work.

Low Participation of Women in Paid Employment

In terms of employment and unemployment rates, women have been slightly better-off than men since 2006 (table 1.1 above). This outcome is linked to the rise of business process outsourcing (BPO) companies and the overall growth of the service sector within the last five years, which generally privileges woman employees (NSO 2010). However, PLEP 2011–2016 shows that women constitute a mere 40 percent of paid employment outside agriculture.

Gender segregation characterizes employment in the Philippines. Men are found in construction and transport industries, while women are in the service sector and education and health industries. Export processing zones likewise favor women for their attention to detail and the traditional notions of what constitutes women's work.

Outside of paid employment, women are more likely to be found as unpaid family workers in home-based industries and in the agricultural sector. Data from the National Statistical Coordination Board (NSCB) show that, as of October 2012, there were more women than men in this category (56.6 percent versus 43.4 percent). According to the World Bank (2011), unpaid workers are the least likely to have formal work arrangements and to have social protection and safety nets against economic shocks, and often are incapable of generating sufficient savings to offset these shocks.

Educational attainment and age affect employment opportunities. Employment rates decrease with educational level, a pattern that is reversed only at the completion of a college degree, specifically for women. Data from BLES for the period 2006 to 2011 indicate that women in their reproductive years tend to have lower unemployment rates compared to their older counterparts (www.bles.dole.gov.ph). This condition has remained relatively unchanged from the previous years.

Unemployment is a problem particularly for young people in the Philippines. In 2010, the youth (aged 15 to 24 years) comprised only one-fifth (21.3 percent) of the labor force but more than half (51.1 percent) of the total unemployed. Youth jobless rates were more than twice the national rates and more than thrice the adult (aged 25 years and over) unemployment rates (in both the old and new data series). Unemployment rates of adults (ages 25 to 54) and the elderly (ages 55 and over) averaged 5 percent and 2 percent, respectively, as against that of the youth, which stood at 17 percent, based on the new data series (World Bank 2011, 13). Young women, in particular, were disproportionately affected by unemployment: in 1995, unemployment among young women stood at 24 percent — some 6.4 percentage points higher than men. By 2010, however, this gap had declined to 3 percentage points (19.5 percent against 16.5 percent).

Underemployment was relatively higher among men than women from 2006 to 2012 (table 1.1 above). Underemployment rate among women also decreased from 18.1 percent in 2006 to 16.2 percent in 2012. Care-giving responsibilities at home are the reasons often cited by women for not seeking additional hours of work. Underemployment is particularly felt in the agriculture, forestry, and fisheries sectors, where work is seasonal.

Vulnerabilities of Employed Women

Lower wages. One of woman workers' vulnerabilities is lower wages arising from lower- level jobs. The Decent Work Country Profile of the Philippines notes that from 2001 to 2004, women declared a higher average real daily basic pay than men. The reverse happened from 2005 to 2008, but women's pay was marginally higher in 2009 and continued to increase slightly in 2010 (ILO 2012, 23). Still overall, the average daily basic pay of women in real terms was lower than that of their male counterparts.[2] Moreover, while women dominated the BPO industry, they were usually assigned to data processing, application hosting, call center, and medical transcription services, which offered considerably lower pay compared to men, who were in the high-end BPO jobs, such as software publishing, computer programming, and video programming (NSO 2010).

Job insecurity or work uncertainty. While this form of vulnerability applies to both woman and man workers, women are in a worse situation, as the wage gap among short-term, seasonal, and casual workers

[2] Except in the occupation group, which included plant and machine operators and assemblers. Women in this group demonstrated the lowest employment share (less than 10 percent), but it was in this group that the narrowest gender wage gap was found compared to the other occupational groups. This means that although women accounted for only a small proportion of workers in this occupational group, their basic pay was relatively higher than that of their male counterparts (ILO 2012).

has widened over time (ILO 2012, 52). This problem is most apparent in the industry sector because the proportion of its employees in precarious work (as percent of the employed), based on the Labor Force Survey (LFS), is twice that in agriculture and services, and it is in this sector that the deficit is growing overtime (ibid.).

Decent work hours. The Decent Work Country Profile 2012 summarizes that the percentage share of women in respect to the total number of employed with excessive hours (more than 48 hours per week) grew over the years and, on average, women worked slightly longer hours than men (ibid., 33). The issue of long work hours for women has also been pointed out in BPOs along overtime and shifting work schedules (Sobritchea 2012). Considering women's reproductive responsibilities, working longer hours exacerbates their multiple burden.

Lack of social protection. Considerable progress has been achieved in national health insurance, with the figures showing 74 percent enrolment in 2010 (ILO 2012, ix). However, this is not consistent with the growing trend in healthcare expenditures, which are increasingly financed out-of-pocket by households and individuals (ibid.). This trending data shows that while woman workers are covered by health insurance, they still bear the bulk of the expenditures even as the government and other institutions have been disbursing proportionally less than the workers. This could mean that (1) women are not aware of the benefits or the packages available; (2) women do not know how to access services; (3) there are limited packages specific to their needs; or (4) in cases where they are covered by existing packages, the support value is low. Related to this issue is some employers' non-remittance of workers' SSS, Philhealth, and Pag-ibig contributions even while they deduct these from workers' salaries.

Low participation in union activities. Active participation in union activities provides opportunities to voice out work-related concerns and have these tabled in labor negotiations. Women's participation in labor unions ranged from 32 percent to 38 percent in 1995–2010 (ILO 2012). Among employed women in the non-agricultural sector in 2010, only 10 percent were members of unions and they made up only 21 percent of union officers, mostly (33 percent) in the manufacturing sector (see www.bles.dole.gov.ph). This low participation in labor unions weakens women's actual and potential capacity to articulate their concerns and negotiate for working conditions that are more responsive to their needs.

Poor working condition of woman domestic workers. Based on the findings of the 2010 LFS, women dominated the domestic work category. They reportedly made up 84.5 percent of 1.9 million workers employed in private households and 92.1 percent of 585,000 live-in domestic workers, whose duties involved cooking, babysitting, washing clothes, gardening, and keeping the house. Woman household workers spent slightly longer hours of work per week than their male counterparts (52.1 versus 51.4). The average daily basic pay for this type of work was PhP 133.20, with men earning more (PhP 188.17) than women (PhP 123.20) (BLES 2011).

Woman domestic workers are vulnerable to exploitation and physical and sexual abuse, a condition that is exacerbated by their being mostly migrants from poorer provinces and their low education and awareness of their rights. An ILO study of Filipino domestic workers lists some of the abuses they experience, including absence of a written contract, long working hours with no day-off or overtime pay, heavy workloads, assignment of non-household duties, such as working in employer's enterprise without additional pay, verbal and physical abuse and even sexual abuse, and lack of opportunity for education or self-improvement (Sayres n.d.). A related issue is child labor, where girls younger than 15 are forced to work as domestic help, at times together with their mother.

There have been major advances at the global and national levels in ensuring the protection of woman workers employed in private households. In 2012, the Philippines ratified ILO Convention 189 (Domestic Workers' Convention), and the government passed the *Kasambahay* Law (Domestic Workers' Act) as a breakthrough legislation for domestic workers, the Implementing Rules and Regulations of which took effect on June 4, 2013. It is expected that the implementation of this law would help address the issues concerning them.

Gender-responsive Strategies

The following are the strategies prioritized in the Women's EDGE Plan:

Service Delivery

- The Department of Health (DOH) and public health care service providers to fully sustain the implementation of RA 10354, otherwise known as the Responsible Parenthood and Reproductive Health Act of 2012, to broaden women's economic options through improved access of women to family planning services.

- Address gender segregation at work by providing scholarships for college and high-end technical and vocational courses that are not traditionally taken by females.

- Initiate social dialogue mechanisms by including gender-focused discussions/ agenda items in collective bargaining and negotiation agreements and putting in place incentives for women to join and lead unions.

Advocacy

- Conduct public education and information campaign that instills the positive image of working women (including work that is not traditionally performed by them) and promotes sharing of household responsibilities between partners or spouses, in order to change societal norms that bar women from seeking paid employment.

- Conduct information dissemination on woman workers' rights and promote their increased membership and leadership in unions.

- Intensify information campaign and dissemination on all employment facilitation programs of DOLE, such as Labor Market Information (PhilJobNet),

job fairs, and career advocacy. The DOLE and PESOs shall likewise advocate for the institutionalization of the PESOs to strengthen the delivery of employment facilitation services at the local level.

- Conduct information dissemination on the provisions of the *Kasambahay* Law, targeting woman domestic workers and their employers.

- Intensify advocacy on health insurance, especially among poor families, including reviewing current health insurance packages to determine if they really respond to the needs of women, and increasing the support value of these packages.

Monitoring

- Improve monitoring and evaluation of employers' compliance with labor standards, particularly those that address gender-related issues, including, but not limited to, sexual harassment, social protection, provision of benefits, such as special leave benefits, VAWC leave, maternity leave, and lactation breaks, and provision of family-friendly facilities (e.g., day care).

- Assess and evaluate labor and employment laws and programs through the use of gender analysis tools and review their compliance with international conventions and agreements.

- Monitor the implementation of the *Kasambahay* Law.

- Improve the collection, analysis, and maintenance of up-to-date gender-disaggregated labor and employment data for policy and program development, evaluation, and enhancement.

Policy Development

- Amend the Public Employment Service Office Act of 1999 toward the establishment, operation, and maintenance of PESOs in provinces, cities, and first-class municipalities by LGUs, with the end in view of enhancing and expanding gender-responsive jobs fairs and labor market awareness programs.

Capability Building

- For program implementers to scale up the promotion of and training in gender-responsive and decent work, in accordance with labor standards, and for all industries and sectors, including microenterprises, to ensure compliance with occupational safety and health (OSH) standards. Focus must be on industries or sectors where there are high vulnerabilities among woman employees.

Matrix of Issues, Strategies, Indicators, Targets, and Accountabilities

Strategic gender issues to be addressed

1. Gender gap in labor force participation
2. Low participation of women in paid employment
3. Vulnerabilities of employed women

Gender equality outcome

Improved participation and lower vulnerabilities of women in formal labor as a result of the programs and projects of national government agencies and their partners

PDP 2011–2016 outcomes

Sector: Competitive Industry and Services Sector

Sector Outcome: Industry and services sectors made globally competitive and innovative

- Generated employment from industry and services increased by 4.67 million during the period from 2011 to 2016

Strategies	Indicators	Baseline		Targets	IAs/OAs
		Year	Value		
• *Gender gap in labor force participation* • *Low participation of women in paid employment*					
• Intensify information campaign and dissemination on all employment facilitation programs of DOLE, such as Labor Market Information and job fairs.	Improved employment level and access to employment opportunities, especially among women, through gender-responsive labor market programs. • No. of job fairs attractive to women (or no. of job fairs responsive to woman job seekers)				DOLE-BLE, DOLE Regional, TESDA, DepEd, LGUs
• Establish PESOs in all LGUs and ensure timely and efficient delivery of employment service and provision of information on the other DOLE programs, specifically for women.	• No. of PESOs established with personnel trained in gender equality and decent work • No. of institutions reached				

Strategies	Indicators	Baseline Year	Baseline Value	Targets	IAs/OAs
• Conduct an orientation on benefits and claims for *kasambahay*, or domestic help (e.g. PhilHealth, Pag-Ibig, and other social protection schemes).					
• Amend the Public Employment Service Office Act of 1999 toward the establishment, operation, and maintenance of PESOs in capital towns, key cities, and municipalities by LGUs. • Establish job placement offices instead of PESOs • Resubmit provision on the services of PESOs in the next Congress.	• No. of policy reforms on employment and decent work				PLLO, BLE
• Build partnership with concerned institutions to address the employment problem and promote Women's Economic Empowerment (WEE).	• No. of partnerships forged with local and international donors/ funding agencies, academe, and private sector with commitments on women's employment				
• Develop a programmatic capacity development for DOLE technical staff in relation to gender equality and decent work.	Improved gender responsiveness of DOLE programs and services • No. of recommendations from the participatory gender audit (PGA) implemented • Presence of policy directive on DOLE's implementation of MCW/Women's EDGE Plan				
• Assess and evaluate the gender-responsiveness of labor and employment programs using the Harmonized GAD Guidelines (HGG).	• No. of DOLE GAD Focal Point System (GFPS) functional and trained in GAD. • No. of DOLE labor and employment programs/ projects assessed per HGG • No. of gender-sensitive modules developed — gender equality and decent work			6 bureaus and 16 regional offices, 11 attached agencies trained 100% ILO and other UN-supported projects	

Strategies	Indicators	Baseline Year	Baseline Value	Targets	IAs/OAs
• Improve the generation, analysis, and maintenance of sex-disaggregated labor and employment data as basis for policy and program development, evaluation, and enhancement. • Intensify the promotion and training on labor standards, decent work, and OSH focusing on industries and sectors where there are known vulnerabilities of woman employees (for all industries/sectors, including microenterprises).	Improved quality of women's employment • No. of woman employees benefiting from OSH programs				DOLE-OSHC, BLES
• *Vulnerabilities of women in formal employment*					
• Institute an effective monitoring of the implementation of labor and social protection policies. • Heighten information dissemination on workers' rights, specifically to social protection. • Establish partnerships with unions toward an effective and sustained monitoring of the implementation of CBAs. • Enhance M&E of employers' compliance with labor standards of employers, particularly gender-related issues, including, but not limited to, sexual harassment cases, provision of benefits, such as special leave benefits, VAWC leave, and lactation breaks, and provision of family-friendly facilities	Improved quality of women's employment characterized by reduced vulnerabilities through enhanced Labor Law Compliance System and its monitoring and evaluation system Expanded social protection for women in formal labor • Percentage of agency hired and contractual women with social protection • Percentage of employers/ establishments that are compliant with labor-related policies on women • M&E system for Labor Law Compliance Systemk integrated with gender-related indicators				DOLE-OSHC, BWC, NCMB, DOLE regional offices

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CHAPTER 2

Migrant Workers

Migration for work abroad has been recognized as a long-term structural feature of the national economy, with women making up 50–60 percent of the overseas workforce. The economy has been notably healthier in decades for various reasons, among others:

> Thanks to overseas remittances, surpluses on current account have been [running] consistently since 2003. The country is emerging relatively unscathed from the worst global economic downturn since the 1930s. (*Philippine Development Plan 2011–2016*, pp. 32–33)

The large number of overseas Filipino workers (OFWs) is a key feature of the Philippine labor market. The Commission on Filipinos Overseas (CFO) estimates that, as of December 2012, there were about 10.48 million Filipinos abroad: 47 percent as permanent migrants, 40 percent as temporary migrants, and 13 percent as undocumented migrants. OFWs refer to temporary migrants whose annual outflow reached the one million mark in 2006 (1.063 million) and has consistently increased in the succeeding years. About 75 percent of OFWs are land-based workers and the rest are deployed as sea-based workers.

President Benigno Aquino's contract with the Filipino people contains his migration-related statement:

> From a government that treats its people as an export commodity and a means to earn foreign exchange, disregarding the social cost to Filipino families to . . . a government that creates jobs at home so that working abroad will be a choice rather than a necessity and when its citizens do choose to become Overseas Filipino Workers, their welfare and protection will still be the government's priority.

Temporary overseas migration was largely a male phenomenon in the 1970s. However, the aging population and growth patterns of developed countries in the past four decades have induced a demand for women and their reproductive labor, resulting in the feminization of migration. The *Philippine Labor and Employment Plan 2011–2016* specifically mentions that more than 60 percent of annual deployments of new hires over the past nine years have been women; most of them work as caregivers and domestic workers in the Middle East, Hong Kong, Singapore, and Italy. Among high-skilled workers, Filipino nurses are also in great demand worldwide.

Migration of women is often portrayed as a form of "victimization," in which women are compelled to work abroad despite the risks involved. Their vulnerabilities, which are often depicted in the media, heighten criticism toward sending women abroad for work. The other view, which is not necessarily conflicting, is that economically imposed migration appeals to a woman's personal growth (Tacoli 1996 cited in Aguilar 2002, 44; ADB 2008, 44). Workers abroad tend to be better remunerated than those at home. In the case of women, there are experiences of increased economic empowerment and autonomy relative to their home, community, and family, which may even continue when they repatriate. Because of these factors, women's mobility for work brings into sharp focus a host of gender issues at different levels.

Within the household, gender relations are affected when women leave and her supposed caretaking responsibilities are passed on to the husband left behind or to other family members. At the societal level, gender ideologies of sending and receiving countries shape emigration policies pertaining to woman migrant workers (Oishi 2005). In the Philippines, for example, while there is general acceptance of women migrating for work, anxieties over the perceived social cost of migration and reports of exploitation and deaths often result in the periodic banning of deployment to erring migrant-receiving countries. At the global level, the demand for woman migrant workers is argued to be a part of the international division of reproductive labor, in which aging societies and increased labor force participation of women in developed countries create a demand for so-called "women-specific" jobs such as domestic work and care-giving. Global economic restructuring has likewise led to economic growth in oil-rich countries in the Middle East, in which hiring maids has become a status symbol despite the low participation of local women in the job market (ibid.). In East Asia, Japan's and South Korea's strict immigration policies for low-skilled workers have brought about cross-border marriages among Filipino women wishing to attain permanent residency status in these countries.

Owing to the presence of several government agencies catering to the different phases of the migration cycle, the Philippines is often looked up to as a "model" among migrant-sending countries in terms of migration management. It is also signatory to various international instruments that protect migrant workers such as the International Convention on the Rights of Migrant Workers and Their Families. It likewise led the ASEAN in forging the Declaration on the Promotion and Protection of Migrant Workers and is the second country in the world to have ratified International Labour Organization (ILO) Convention 189, which recognizes the right to better working conditions of domestic workers. In 1995, after the much-publicized hanging of Flor Contemplacion, a Filipina maid in Singapore accused of killing her ward and fellow Filipina maid, the government enacted the Migrant Workers' Law, or RA 8042, later amended into RA 10022. The law specifically mandates the application of gender-sensitive criteria in labor outmigration.

The MCW specifically holds the Department of Foreign Affairs (DFA), Department of Labor and Employment (DOLE), Philippine Overseas Employment Administration (POEA), and Overseas Workers Welfare Administration (OWWA) accountable and responsible for protecting the rights and promoting the welfare of woman migrant workers, especially those classified under the vulnerable skills categories. They are also expected to review and forge

bilateral and multilateral labor agreements to ensure safe migration and better work conditions that will curb violence against woman migrant workers.

For returning migrants, the law states that all possible assistance shall be provided to women, including returning woman migrants, in their pursuit of owning, operating, and managing business enterprises toward the promotion of their economic rights and independence. Assistance shall focus on the availability of the following: credit, training and technology, information, packaging and marketing, and social protection. The law mandates the Department of Finance (DOF), Department of Trade and Industry (DTI), Bangko Sentral ng Pilipinas (BSP; Central Bank of the Philippines), People's Credit and Finance Corporation (PCFC), government financing institutions (GFIs), and microfinance institutions (MFIs) to formulate and implement policies, plans, and programs to give women easy and preferential access to capital and credit for business enterprises. Related to this is the responsibility assigned to DOLE and its attached agencies of ensuring migrants' reintegration into the labor force through the provision of incentives to companies that will provide employment to returning OFWs, the elimination of any barriers to employment qualifications of migrant woman workers, and the establishment of a benchmark on the number of training hours to enhance the knowledge and skills of OFWs.

The MCW also directs the National Anti-Poverty Commission (NAPC) to make sure that policies and programs addressing poverty reduction as well as initiatives taken by civil society and the basic sectors shall include local employment and other economic opportunities for women, in recognition of the temporary

nature of overseas work and the need to exert all efforts to address the causes of outmigration.

Nongovernment organizations (NGOs) with migration advocacies have significantly contributed to raising awareness of the various issues and conditions of migrant workers in all stages of the migration process. The greater role they have played in migration is a result of a provision of RA 8042, as amended by RA 10022, which recognizes NGOs "as partners of the State in the protection of Filipino migrant workers and in the promotion of their welfare." They have also been conducting research, collecting and generating useful information on the status and living conditions of migrant workers.

These efforts notwithstanding, the complex nature of migration and its gendered nature and processes make it imperative for stakeholders to respond to key challenges that remain unresolved.

Priority Gender Issues

Data from POEA shows that from 2001 to 2012, more women than men were consistently deployed, except in 2007 and 2008 (table 2.1). The 2011 Survey on Overseas Filipinos (SOF) indicates that the largest proportion of OFWs belonged to the 25–29 and 30–34 age groups (NSO 2011). Female OFWs were younger compared to the males. About 3 of 10 female OFWs (26.6 percent) were aged 25 to 29 years, and 1 of 4 (24.8 percent) were aged 30 to 34 years. This predominance of relatively younger migrant women implies that they could be leaving behind their relatively younger children, whose care is now left to the husband or other relatives.

The survey identifies the largest proportion of male OFWs to be 45 years old and older (22.9 percent). They were employed mostly as plant and machine operators and assemblers (23.8 percent) or as trade and related workers (23.5 percent). More than half of their female counterparts (55.5 percent) were laborers and unskilled workers.

High Vulnerability of Woman Migrant Workers to Exploitation

From 2007 to 2011, household service workers topped the list of occupational categories of new hires, followed by nursing professionals (table 2.2). The fourth largest category consisted of caregivers. The very nature of these occupations is consistent with the caring and nurturing roles of women.

Table 2.1. Deployment of land-based OFWs, by sex, 2001–2012

Year	Male	Female	Gender not stated	Total
2001	72,187	186,018	11,546	269,751
2002	77,850	197,441	10,837	286,128
2003	66,401	166,325	8,785	241,511
2004	72,355	209,372	86	281,813
2005	79,079	201,538	44	280,661
2006	123,668	184,416	38	308,122
2007	160,046	146,285	52	306,383
2008	174,930	163,324	12	338,266
2009	154,454	175,296	2	329,750
2010	154,677	185,602	–	340,279
2011	195,087	240,099	–	435,186
2012	206,383	249,201	–	455,584

Source: POEA, Overseas employment statistics (various years).

Table 2.2. Number of deployed land-based OFWs, by top 10 occupational categories (new hires: 2008–2012)

	Occupational category	2008	2009	2010	2011	2012
No.	All Occupational Categories – Total	376,973	349,715	341,966	437,720	458,575
1	Household service workers	50,082	71,557	96,583	142,689	155,831
2	Nurses professional	11,495	13,014	12,082	17,236	15,655
3	Waiters, bartenders, and related workers	13,911	11,977	8,789	12,238	14,892
4	Wiremen and electrical workers	8,893	9,752	8,606	9,826	10,575
5	Charworkers, cleaners, and related workers	11,620	10,056	12,133	6,847	10,493
6	Laborers/helpers general	9,711	8,099	7,833	7,010	9,987
7	Plumbers and pipe fitters	9,664	7,722	8,407	9,177	9,657
8	Caregivers and caretakers	10,109	9,228	9,293	10,101	9,128
9	Welders and flame-cutters	6,777	5,910	5,059	8,026	8,213
10	Cooks and related workers	5,791	5,028	4,399	5,287	6,344
	Others	238,920	197,372	168,782	209,283	207,800

Source: POEA, Overseas employment statistics (various years).

Even as woman migrant workers are able to find jobs abroad, however, the gendered nature of their jobs makes them vulnerable to multiple types of exploitation. Men, in contrast, are usually found in more skilled jobs and are therefore less likely to suffer as much as the women.

Household service workers and caregivers are generally located in workplaces that are hidden from public scrutiny, which exposes them to higher risks of exploitation, economic and sexual abuse, and inhumane working conditions. The conditions could be worse in destination or host countries that do not ensure migrant workers' protection, such as those in the Middle East. Cases of woman migrants experiencing arbitrary changes in work contracts, exorbitant application fees, maltreatment, and sexual abuse are common (*National Human Rights Action Plan,* Chapter 7, Convention on the Rights of Migrant Workers, page 400).

Domestic workers are more prone to illegal recruitment, human trafficking, prostitution, exploitation, and child and forced labor. A recent documentation of their experiences was filed in a report[1] by the House of Representatives Committee on Overseas Workers' Affairs,

[1] For details of the report, see Final Report of the Investigating Mission of the Committee on Overseas Workers' Affairs (COWA) to Saudi Arabia, 9 to 13 January 2011.

detailing cases of maltreatment and verbal abuse, overwork, and sexual harassment and rape among the 212 Filipino women who were interviewed. The concentration of woman migrants in unprotected sectors provides more cause for concern over their wellbeing (Asis 2008).

Recently, the government has made significant strides in addressing some of these problems. An example is the pact inked by Saudi Arabia and the Philippines on a Standard Employment Contract and the recently signed agreement on the recruitment of domestic workers that, among others, guarantees ethical recruitment and prohibition on salary deductions.

Vulnerability to human trafficking. Migrant workers are victims of institutionalized exploitation. Such vulnerability relates to supply and demand factors. As numerous aspiring workers compete for limited jobs in the global labor market, they become susceptible to the unscrupulous practices of the migration industry and employers, not to mention unlicensed agencies, smugglers, and traffickers. The US State Department's Trafficking in Persons Report had placed the Philippines for some time on its watch list due to the low rates of conviction for trafficking and illegal recruitment (IOM 2013). It must be noted that such reports could cause knee-jerk reactions among both migrant-sending and migrant-receiving states that are sensitive to criticisms. Japan, for instance, has dramatically decreased its quotas for entertainers, thereby denying jobs to thousands of Filipino men and women, some of whom might have opted to stay in Japan undocumented.

Human trafficking continues to this day and is sometimes discovered only during conflict situations when overseas Filipinos have to be mandatorily repatriated. A case in point is the discovery by the Inter-Agency Council Against Trafficking (IACAT) during the rescue and repatriation efforts in Syria that 80 percent of the 1,800 OFWs they had processed to return home were trafficked (Quilinguing 2012). [2] As of the end of May 2013, there were 4,178 OFWs in this war-torn country (DOLE 2013), a great majority of whom were female undocumented domestic workers. What made the repatriation efforts more difficult was the system of kafala, in which visas granted to migrant workers are tied to the employer based on the money the latter spent on the hiring process. This system binds the migrant to the employer despite possible abuses from the latter. It also delays the rescue and repatriation process during emergency situations, as the Philippine government has to negotiate (and sometimes pay back) the employers for the release of the migrants.

De-skilling of professionals. De-skilling is prevalent, especially among woman migrant workers. The Survey on Overseas Filipinos has consistently indicated that, in general, migrant workers have completed at least a high school education and some years in college. Their presence in low-skilled jobs, such as domestic work and care-giving, shows that they are performing jobs not commensurate to their educational background. This can be attributed to two things. One is the reluctance of migrant-receiving countries to forge mutual agreements that will recognize educational qualifications in the Philippines. The other is government's

[2] Though Syria was not initially among the countries involved in the uprising that swept the Middle East and North African (MENA) countries, violence soon erupted in the country in 2011 and up to the present, prompting the Philippine government to implement mandatory repatriation of overseas Filipinos there.

persistent announcements of courses that will be in "great demand in the future" abroad, which affect students' career options. For instance, there was a belief years ago that nursing could provide a lucrative career, and so many students took that course. Today, while nurses are still in great demand, there is currently a huge surplus of them without jobs in the Philippines. It is not surprising then that some of the caregivers working abroad are actually nurses who have been compelled to take on a care-giving job to recoup their parents' investment in their education. The lack of data on the educational background of those deployed vis-à-vis their actual job orders prevents the government from measuring the extent of the de-skilling trend. This also makes it hard to design reintegration programs for those who wish to return to the country for good.

Marriage migration. Marriage migration has been another growing concern in recent years. CFO estimated that from 1989 to 2012, about 430,000 Filipinos left the country as marriage migrants, of whom 91 percent were women. The US, Japan, and Australia are reportedly the top destinations, while South Korea is quickly gaining popularity for cross-border marriages. Reports of trafficking under this arrangement have been documented.

Women often resort to marriage migration to acquire permanent residency in countries where there are strict immigration laws, such as Japan and South Korea. Key factors here are the presence of marriage brokers that process these types of arrangements and modern technology that facilitates communication channels. While the Anti-Mail Order Bride (RA 6955) and Anti-Trafficking Law of 2003 penalize companies for engaging in these types of activities, RA 6955 has been effectively outdated by modern technology since it was enacted in 1989. Moreover, marriage brokers are legal in some countries like South Korea, which makes arrest and prosecution difficult without an extradition treaty.

Return and reintegration concerns. An emerging concern is the return and reintegration of woman migrant workers, particularly those who have been repatriated due to exploitative working conditions or those affected by conflicts or calamities in the destination country. The absence of viable local jobs and livelihood for women makes it difficult for them to be economically productive when they return home for good. It is important to note here that these women are likely economically empowered, considering the skills and knowledge they acquired during their years of work abroad. It would thus be a waste if they could not put these to productive use simply because opportunities are not available to them in their home country. Designing retooling and livelihood programs appropriate for their acquired skills and their education has reportedly been a challenge because of the absence of systematic data on their educational background.

Social Costs of Migration

The feminization of migration, together with its social costs, is felt and evident among top sending regions of the country (Atikha 2012). The Atikha research notes that, in Region IV, where 16.7 percent of the population was working abroad, the social costs of labor migration affecting woman migrants and their families were usually tied to long years of working abroad and the women's expressed desire to return home economically empowered:

- Family and domestic issues, including dependency, consumerism, and materialism, which drained the resources of woman migrants.
- Lack of savings for the long-term development of woman migrants and their families.[3]
- The deskilling of women in the medical and allied professions (e.g., health professionals such as doctors, nurses, and medical technologists) and teachers and educators.

[3] The Atikha research estimates that 70 percent of women migrants are unable to save for their long-term goals.

- Woman migrants' lack of psychological and emotional preparation for reintegration. Migrant women and their families had become used to the separation after being away from one another for more than five years. Some of the migrant women realized that the bond linking them to their families was no longer an emotional but a financial one. Other women resented the traditional role they had to fulfill, which their husbands and families expected them to do when they came back home.

Findings of various research are mixed as to the effects of migration on children. The issue on care drain has been cited as one result of women's migration where the transfer of children's care to the husbands, or in cases when both are OFWs, to the members of the extended family members, such as grandparents, aunts, uncles, etc. The *National Human Rights Action Plan (NHRAP)* states that one negative effect on children left behind is low performance in school, notably in the case of an absent mother (Chapter 7, page 406). In other cases, as noted by POEA/OWWA, remittances enable them to attend private schools (where the quality of education is higher than that in public schools) and allow them to participate in more extracurricular activities (that can boost their social and cognitive skills). [4] The CHAMPSEA Philippines study indicates changes in findings of studies that have been conducted on the impact of parental migration on children over the years. While earlier studies noted that adolescent children of OFWs were not worse-off than children of non-OFWs, later studies observed that children of woman migrants, while generally doing fine, were indeed lagging behind in school or had more emotional difficulties than other children.[5] As a response to the need to maintain family cohesiveness and unity between those abroad and their families left behind, OWWA through the Regional Welfare Offices (RWOs) implements special projects for OFW families. They partner with NGOs, religious groups, and private institutions for this endeavor. Through organizing and establishing OFW families into Family Circles that become venues for regular livelihood and entrepreneurial activities and trainings, and family values formation and reorientation.

With more and more women working abroad, it is unfortunate that government interventions to alleviate the social costs of migration, although existent, have limited scope and reach. Initiatives of civil society organizations (CSOs) are mainly center-based programs focused on the advocacy for migrants' rights and welfare, interventions in crisis, return and reintegration of victims of trafficking, abuses, and exploitation. Few CSOs tackle gender issues brought about by the growing feminization of migration, such as the social costs of migration and community-based reintegration preparedness program of OFWs and their families (Atikha 2012).

Once again, it must be noted that the social cost of migration is one that has been articulated much but is lacking in systematic data. Existing data collection mechanisms of the government do not capture the civil status or number of children of OFWs. Availability of such data will assist the government at the national and local levels in planning and designing programs and policies for families left behind.

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[4] Based on the comments of Marla Asis documented during the Women's EDGE Plan consultation, 1 February 2013.
[5] Ibid.

Gender-responsive Strategies

The Women's EDGE Plan supports the four pillars of decent work that guide the PLEP 2011–2016. It is also cognizant of the results and recommendations of the Participatory Gender Audit (PGA) conducted by POEA.
Specifically, the following strategies shall be implemented to address the strategic issues during the Plan's time frame:

Advocacy

- Sustained advocacy for the rights of migrant workers at the national and global levels, specifically the ratification by migrant-receiving countries of treaties and conventions on migrant workers' rights, such as ILO Convention 189 (on the rights of domestic workers and the portability of social protection mechanisms, among others).

- Policy advocacy on the development of coherent and coordinated gender-responsive databases among migration-related agencies.

Service Delivery

- Enhancement of pre-employment orientation seminars (PEOS) to make them more gender-responsive.

- Sustained livelihood and skills training for women at the local (LGU) levels.

- Formulation and implementation of gender-responsive return and reintegration programs for woman migrant workers.

Policy Development

- Formulation of a gender- and rights-based framework in forging bilateral agreements, pacts, etc., among migrant-receiving countries.

- Amendments to the Anti-Mail Order Bride law to update its provisions, given the developments in modern technology.

Capability Building

- Training of trainers on how to mainstream gender and migration issues, debates, and current knowledge of gender and migration in the pre-employment, pre-departure, and post-arrival orientation seminars (PEOS, PDOS, and PAOS, respectively).

- Gender training with customized modules that deal with sectoral issues, concerns, and themes (e.g., trafficking in women and girls, illegal recruitment, repatriation).

Monitoring

- Study and review of data collection mechanisms to determine the extent to which they are sex-disaggregated and can serve the needs of woman migrant workers and policymakers.

- Conduct of gender audit of other migration agencies, such as OWWA, National Reintegration Center for OFWs (NRCO), etc.

- Review of the conduct of PEOS, PDOS, and PAOS to determine the extent of their gender-responsiveness.

Matrix of Issues, Strategies, Indicators, Targets, and Accountabilities

Strategic gender issues to be addressed

1. High vulnerability of woman migrant workers to exploitation
   - Vulnerability to human trafficking
   - De-skilling of professionals
   - Feminization of permanent migrants
   - Return and reintegration concerns
2. Social costs of migration

Gender equality outcome

Lessened vulnerabilities and incidence of exploitation among migrant workers, and mitigation of the social costs of labor migration, as a result of the programs and projects of national and local government agencies and their partners.

PDP 2011–2016 outcomes

Sector: Social Development

Subsector: Social Protection

Subsector Outcome: Improved access to quality social protection services

- Increase in the number of OFWs covered by social security, from 2.2 million in 2010 to 9.7 million in 2016

Strategy	Indicators	Baseline		Target	IAs/OAs
		Year	Value		
High vulnerability of woman migrant workers to exploitation					
• Intensify and sustain advocacy campaigns on social protection for woman migrant workers.	• No. of woman migrant workers covered by the National Health Insurance Program (PhilHealth), OWWA, and SSS				DOLE, POEA, OWWA, SSS
• Enhance PEOS to make it more gender-responsive.	• No. of woman participants in job fairs that were provided with information in PEOS about labor and employment conditions, migration realities, and other facts on overseas employment				DOLE, POEA

Strategy	Indicators	Baseline		Target	IAs/OAs
		Year	Value		
	• No. of woman applicants in job fairs that were provided with the POEA List of Licensed Agencies				DOLE, POEA
	• No. of woman migrant workers covered by OWWA benefits				OWWA
	• No. of woman migrant workers covered by SSS				SSS
• Integrate gender and migration issues and current knowledge in PEOS, PDOS, and PAOS. • Conduct training of trainers on how to mainstream gender and migration issues in existing PDOS for migrant workers. • Review the conduct of PEOS, PDOS, and PAOS to determine their gender-responsiveness.	• Modules on gender and migration issues adopted in existing PEOS, PDOS, and PAOS • No. of training of trainers completed				DOLE, POEA, OWWA, with PCW or the GRCs
• Sustain advocacy for the rights of migrant workers at the national and global levels, specifically the ratification by migrant-receiving countries of treaties and conventions on migrant workers' rights, such as ILO Convention 189. • Advocate the continued participation of woman representatives in global dialogues on migration.	Strengthened compliance with constitutionally protected rights of woman migrant workers: • No. of bilateral agreements advocated, reviewed, and forged to ensure safe migration and promote better work conditions that will curb violence against woman migrant workers • No. of international instruments ratified (ILO Convention on Domestic Workers and ASEAN Declaration)				• DFA, DOLE, POEA, OWWA • Migration CSOs, NGOs, women's groups
• Expand and sustain the implementation of (sustainable) livelihood and skills training for women at the local (LGU) level.	• No. of women migrant workers/women dependents provided with livelihood ; and • No. of women migrant workers/women dependents provided with skills/ entrepreneurship training/s				DFA, DOLE, POEA, OWWA

Strategy	Indicators	Baseline		Target	IAs/OAs
		Year	Value		
• Advocate the development of gender-responsive and well-coordinated database among migration-related agencies. - Study and review the existing data collection mechanisms on migration as to their gender-responsiveness	• No. of functional and gender-responsive databases (SGISM and POEA database)				DOLE, POEA, OWWA
- Existence of three woman conciliators - Attendance in gender-fair training - Gender-fair practice in conciliation, especially for woman OFWs	• No. of gender-satisfied parties appearing for conciliation				DOLE, POEA
• Adopt and implement recommendations from the Participatory Gender Audit of POEA conducted in 2009 • Conduct a gender audit of all agencies concerned with migration	No. of recommendations from the 2009 Participatory Gender Audit of POEA adopted and implemented				POEA
• Conduct gender training using customized modules that deal with sectoral issues, concerns, and themes (e.g., trafficking in women and girls, illegal recruitment, repatriation).	• Functional and gender-responsive mechanisms, e.g., IACAT, PTFAIR • No. of women benefitting from information campaigns on RA 10022				• PCW, DOLE (training for NGAs), CFO • DILG-LGA (training for LGUs), AIRTIP SEMINAR, POEA AIRB
• Lobby for the ratification of ILO Convention 189 by receiving countries.	• No. of countries that ratified ILO Convention 189				DFA, DOLE, POEA
• Develop and implement gender-responsive return and reintegration programs for woman migrant workers.	• No. of returning/returned women OFWs who availed themselves of formal livelihood opportunities				DOLE, NRCO, LGUs

Strategy	Indicators	Baseline		Target	IAs/OAs
		Year	Value		
	• No. of returning/returned woman OFWs in the regular labor force of private companies and government agencies				DOLE, OWWA-NRCO, LGUs
	• No. of women migrant workers/women dependents who availed of skills training and business and livelihood-related capability building or training/s)				DOLE, NRCO, TESDA, LGUs OWWA

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CHAPTER 3

Informal Economies and Micro, Small, and Medium Enterprises

3.1 INFORMAL SECTOR

The informal sector is officially defined in the Social Reform and Poverty Alleviation Act of 1988 (RA 8425) as "poor individuals who operate businesses that are very small in scale and not registered with any national government agency, and [. . .] workers in such enterprises who sell their services in exchange for subsistence wages or other forms of compensation . . ." (Sibal 2007). Being unregistered, informal sector workers are presumably outside the reach of government services. Thus, while most of them operate without paying their taxes, they could be exposed to exploitative working conditions, including low wages, violation of workers' rights, hazardous working environment, and lack of social protection.

In the Philippines, bureaucratic requirements and regulations discourage firms from entering the formal sector, which explains why a huge bulk of economic activities (about 80 percent) are considered as part of the informal sector (World Bank 2010, 178). Based on its 2008 survey, the National Statistics Office (NSO) estimated about 10.5 million workers in the informal sector, of whom two-thirds (66 percent) were males and the remaining one-third (34 percent) were females (table 3.1).

In the Autonomous Region in Muslim Mindanao (ARMM), women made up only 17 percent of informal workers, which was almost five times less than the number of men (table 3.1). In NCR, they had an almost equal number with men (49 percent versus 51 percent). It is important to note that women comprised a significant number of informal workers in the Luzon and Visayas regions, but a lesser number in the northern Luzon regions (e.g., Cagayan Valley, Cordillera, and Ilocos). Luzon and Visayas are characterized as agriculture-intensive and highly urbanized but also very populous, where poverty can be mitigated by opportunities for informal work.

Table 3.1. Number of informal sector operators based on the first job, by sex and region (estimates in thousands)

Region	Total	Male (66%)	Female (34%)
Philippines	**10, 456**	**6,895**	**3,559**
National Capital Region	785	398	387
Cordillera Administrative Region	161	115	46
I – Ilocos Region	630	458	172
II – Cagayan Valley	437	339	98
III – Central Luzon	868	553	315
IVA – CALABARZON	1,161	701	460
IVB – MIMAROPA	418	275	143
V – Bicol	747	498	249
VI – Western Visayas	843	553	290
VII – Central Visayas	781	482	299
VIII – Eastern Visayas	572	372	200
IX – Zamboanga Peninsula	412	291	121
X – Northern Mindanao	568	360	208
XI – Davao	540	364	176
XII – SOCCSKSARGEN	585	405	180
XIII – Caraga	336	228	108
ARMM	612	504	108

Source of data: National Statistics Office, 2008 *Informal Sector Survey, Phase 1*.

Wholesale and retail engaged the highest number of women (63 percent), followed by agriculture, hunting, and forestry (18 percent) and manufacturing (9 percent). Among men, the majority derived income from farming while the rest were involved in transport and storage (16 percent), wholesale and retail (16 percent), and fishing (12 percent) (table 3.2).

The World Bank and PCW (2014) note that most women in the informal sector had reached a certain level of education. More than a third were high school graduates (39 percent) and about 14 percent were college graduates. The rest had obtained some elementary, high school, and college education. [1]

In their desire to help sustain the needs of their households, poor women, while saddled with their domestic, family, and childcare obligations, are compelled to take on any work in the informal sector. They contend with low wages, poor working environment, and even exploitative work arrangements. While this type

[1]These observations or computations are based on the NSO 2008 Informal Sector Survey (Table 3).

of work is seen as a flexible alternative source of income that is suitable especially for wives and mothers, the short-term gains may be outweighed by the long-term negative impact on economic growth and job creation (Spaeth, Franco, and Raras 2010, 23).

Women are considered as marginalized because they are generally unpaid or underpaid, unprotected, unorganized home-based workers (counted statistically as self-employed or own-account workers). Desperate to earn, they grab any opportunity, entering into, for instance, outsourcing arrangements with export-oriented companies that target homeworkers in their peak childrearing age (25 to 34 years) who want to combine family responsibilities with income-generating activities close to their home (ibid., 9).

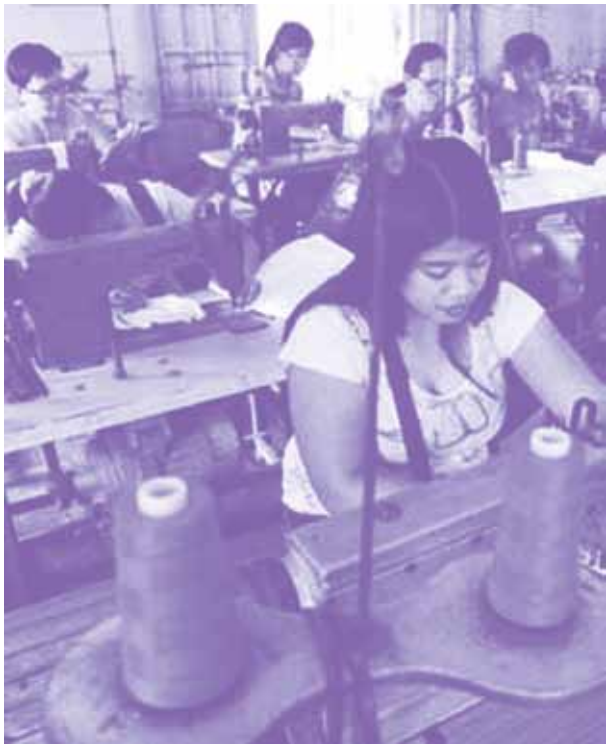

Table 3.2. Number of own-account or self-employed workers based on the type of primary job, by sex and major industry group (estimates in thousands)

Industry group	Total	Male	Female
Philippines	**9,163**	**5,855**	**3,308**
Agriculture, hunting, and forestry	3,468	2,876	592
Fishing	703	681	22
Mining and quarrying	36	32	4
Electricity, gas, and water	0	0	0
Manufacturing	474	184	290
Construction	91	89	2
Wholesale and retail trade	2,924	839	2,085
Hotels and restaurants	98	24	74
Transportation, storage, and communication	976	965	11
Financial intermediation	13	3	10
Real estate renting and business activities	85	57	28
Education	4	1	3
Health and social work	30	12	18
Other community social and personal services	261	92	169

Source of data: National Statistics Office, *2008 Informal Sector Survey, Phase 1*.

According to the 2008 NSO Informal Sector Survey, informal workers could have a verbal contract (63 percent) or no contract at all (37 percent). About 72 percent were not covered by any social insurance (e.g., SSS, GSIS, Pag-Ibig, and PhilHealth). Almost all did not enjoy the usual employment benefits, such as paid vacation leave (84 percent), paid sick leave (83 percent), paid maternity and paternity leave (84 percent), social protection in case of injury, sickness, death, or dismissal (52 percent), and compensation upon dismissal (82 percent) (table 3.3).

Table 3.3. Number of informal employees based on the type of production unit, informality, by nature and conditions of employment of primary job and by sex (estimates in thousands)

Category of data	Total	Male	Female
Nature of employment	15,114	9,877	5,237
Permanent business/unpaid family work	10,074	6,501	3,573
Short-term or seasonal or casual unpaid family work	4,023	2,621	1,402
Worked for different employer/"*amo*" on day to day or week to week	1,017	755	262
Type of contract			
Verbal	6,891	4,675	2,216
No contract	4,087	2,760	1,327
Social insurance (SSS/GSIS)			
With social insurance	4,250	2,558	1,692
Without social insurance	10,862	7,318	3,544
Paid Leave			
With paid leave	2,466	1,390	1,076
Without paid leave	12,647	8,486	4,161
Sick Leave			
With sick leave	2,619	1,489	1,130
Without sick leave	12,493	8,387	4,106
Maternity/paternity Leave			
With maternity/paternity leave	2,364	1,250	1,114
Without maternity/paternity leave	12,748	8,626	4,123
Protection against dismissal			
With protection against dismissal	7,305	4,838	2,467
Without protection against dismissal	7,808	5,038	2,770
Compensation in case of dismissal			
With compensation in case of dismissal	2,786	1,651	1,135
Without compensation in case of dismissal	12,326	8,225	4,101

Source of data: National Statistics Office, *2008 Informal Sector Survey, Phase 1*.

Strategic Gender Issues

Lack of Access to Social Protection

The country's social security schemes currently cover a mere 31 percent of the total employed, effectively marginalizing the larger part of the workforce that is found in informal, less permanent, and vulnerable occupations. Women are concentrated in the lower strata of unpaid family and industrial home workers, where earnings are meager and poverty-inducing risks, such as illness and job insecurity, are high. They have nothing to cushion them from the impact of economic crises, for instance; nor do they have any recourse to social protection schemes (labor market programs, social insurance, social services, and social safety nets). They are thus rendered highly vulnerable in times of illness, disability, work injury, maternity, unemployment, and old age.

Gender-responsive measures for social protection were initiated by PhilHealth through the issuance of Board Resolution No. 1479, series of 2011, approving the implementation of the partial subsidy scheme for woman microentrepreneurs (WMEs) and small self-employed and underground economy workers, and PhilHealth Board Resolution 1613, stipulating the prioritization of unmarried mothers and pregnant women in guaranteeing access to health insurance. The implementation of these policies needs to be closely monitored, since women are required to enroll in the benefits program, and the LGUs and PhilHealth need to facilitate their enrolment and their regular payment of their share.

Lack of Access to Productive Resources

Most women in the informal sector and microentrepreneurs are not served by GFIs and MFIs for many reasons. One is the cost of service delivery versus the capacity of women to meet the stringent requirements, such as minimum loanable amount, quality of collateral, repayment terms, number of years of business experience, submission of business plans, and consent of the husband. Over-indebtedness, multiple borrowing, and credit burdens also affect the women's capacity to access services.

Moreover, the women have limited information and awareness of the macro perspective and potential of their businesses. Their capacity to increase their productivity and profitability is limited because they lack information and training in product development and product costing, as well as access to affordable market windows. Access to strategic business resources is further hindered by the remoteness of their area and poor infrastructure, such as communication and transport facilities, farm- or factory-to-market roads, and the like.

A significant government effort to provide informal sector workers with access to productive resources is DOLE's Integrated Livelihood Program. Productive resources include equipment, raw materials, and tools that can be used by eligible beneficiaries; as well as training, orientation, and advisories on entrepreneurship development, business planning, productivity improvement, worker's safety and health, networking, and business alliances. The program also assists in establishing common service facilities that will allow the beneficiaries access to low-cost inputs, wider market, and higher technology; and that will promote the setting up of self-help mechanisms for social security among informal workers.

Other noteworthy initiatives are the Kapit-Bisig Laban sa Kahirapan – Comprehensive and Integrated Delivery of Social Services (KALAHI–

CIDSS) and the Pantawid Pamilyang Pilipino Program (4Ps) of the Department of Social Welfare and Development (DSWD). They promote microentrepreneurship and provide the corresponding support resources to the program beneficiaries.

Exposure to Poor Occupational Safety and Health Standards

Health and safety issues are also related to the workers' lack of access to social protection. Measures are very poor, if not nil, in informal workplaces, which are mostly beyond the radar of government monitoring. This is further exacerbated by inadequate financial support for the implementation of programs under the National Occupational Safety and Health Plan, or NOSHP (NAPC 2012). Stress is common among woman informal workers, which leads to illnesses that can affect their productivity, such as changes in blood pressure and heart rate, ulcer, migraine, and menstrual irregularity. [2]

The lack of security and protection from violence in the workplace is another issue that women in the informal sector/MSMEs face on a daily basis. Because of the tight labor market, poor women's tendency is to accept job offerings with substandard wages, very long hours of work, and poor working conditions that make them vulnerable to occupational safety and health hazards, including sexual harassment, with little or no access to security and protection. Grassroots women in the informal sector also face physical, psychological, and economic abuses when accessing loans without the consent or approval of their

[2] Based on the Policy Brief on Occupational Safety and Health 2009 by Teresita Villamor Barrameda, with inputs from Homenet Philippines and MAGCAISA (Magna Carta for the Informal Sector Alliance); and on focus group discussions on OSH risks conducted among vendors and home-based workers.

husbands, and this continues when they are no longer able to pay their loans.

Lack of Representation in Governance and Decision-making Structures

Women are usually excluded from or underrepresented in decision-making structures and processes for the informal sector. Thus, they do not have a voice in the crafting of relevant policies and programs. While sectoral participation and representation of women are now normally practiced, it does not necessarily follow that woman representatives raise issues affecting the economic rights of women in the informal sector and MSMEs. There are only a few exceptions where women have influence in the proceedings, such as in the NAPC, where a woman represents the informal sector and MSME sector.

Because of the localized nature of economic activities of the informal sector and MSMEs, the women need to assert their participation in local development and governance structures, where a majority of economic decisions are made. Beyond this, however, they need proper representation in national policymaking structures as well, since their economic activities collectively impact the national economy.

Such lack of women's representation may be related to the unorganized nature of women in the informal sector. Most of them are not members of any women's groups or coalitions that pursue women's economic rights. The limited available data show that only a small percentage of women in the informal sector and MSMEs are organized, usually in the form of cooperatives, or are affiliated with politically driven organizations that do not necessarily advocate women's issues in this sector.

Gender-responsive Strategies

To effectively address strategic gender issues, the following gender actions and strategies are recommended. They are intended to minimize risks in the lives of woman workers in the informal sector, as well as promote mechanisms for ensuring smooth income flow and enhancing productivity and sustainability.

Service Delivery

Develop, enhance, and implement social protection programs to improve coverage, benefits and delivery, efficiency in targeting vulnerable groups, and sustainability.

Policy Development

- Lobby for the passage of the proposed Magna Carta for Workers in the Informal Sector.
- Develop, amend, and advocate legislation and the effective implementation of various laws and policies to ensure the protection, promotion, and advancement of woman workers in the informal sector.
- Advocate the ratification of ILO Conventions 177 on Home Work, 155 on Occupational Safety and Health, and 167 on Safety and Health in Construction to ensure the security of women in the informal sector.

Advocacy

Improve the organization, participation, and representation of women's groups, especially in the informal sector, in planning and decision-making processes, and in local bodies, to advocate technical assistance and support for the implementation and delivery of social protection program priorities.

Matrix of Issues, Strategies, Indicators, Targets, and Accountabilities

Strategic gender issues to be addressed

1. Lack of access to social protection
2. Lack of access to productive resources
3. Exposure to poor occupational safety and health standards
4. Lack of women's representation in governance and decision-making structures

Gender equality outcome

Vulnerabilities of workers in the informal sector addressed by programs and projects of national government agencies

PDP 2011–2016 outcomes

Sector: Competitive Industry and Services Sector

Sector Outcome: Industry and Services Sector made globally competitive and innovative

- Increase in generated employment from industry and services by 4.67 million from 2011 to 2016

Intermediate Outcome 1: Improved business environment

- Improved public and business satisfaction with public services (reduced forms, delays, and steps)
- Fully operationalized Philippine Business Registry (PBR)

Sector: Social Development

Subsector: Social Protection

Subsector Outcome: Improved access to quality social protection services

Strategies	Indicators	Baseline		Targets	IAs/OAs
		Year	Value		
Lack of access to social protection					
• Improve access of informal workers/microentrepreneurs to social protection and productive resources through LGU social protection desks/ multi-agency one-stop shops in barangays.	• Percentage of woman workers in the informal sector with social protection coverage (e.g., SSS, Pag-Ibig, PhilHealth, GSIS)				SSS, Pag-Ibig, PhilHealth, GSIS, ECC, LGUs

Strategies	Indicators	Baseline		Targets	IAs/OAs
		Year	Value		
• Push for the amendment of RA 7875 (National Health Insurance Act, including the adoption of an effective Health Care Financing Strategy and the coverage of informal sector and MSME workers). • Lobby for the passage of the Magna Carta for Workers in Informal Employment (MCWIE). • Integrate financing of local health service delivery in LGU GAD Codes and in province-wide health development plans.	• No. of LGUs with social protection desk established. • No. of LGUs that mainstreamed OSH programs in the local health development plans				DOH, PhilHealth
Lack of access to productive resources					
• Improve women's access to market, information, technology, and training. • Improve monitoring of government programs providing support to informal sector workers. • Liberalize the branching of banks to far-flung areas.	• No. of livelihood and technology training conducted • No. of sustainable livelihood and entrepreneurship programs for woman workers in the informal and MSME sectors • No. of microenterprises that have accessed programs and services • Proportion of women obtaining loans from formal sources (in %)				• DOLE, TESDA, DOST, DSWD, DTI, NAPC, PCW • LBP, DA-ACPC, PCFC
• *Inadequate representation in governance and decision-making structures* • *Exposure to poor occupational safety and health standards*					
• Increase women's participation in local and national decision-making for the informal and MSME sectors. • Support the organization and federation of informal sector workers/operators.	Participation of women in national, regional, and local development planning for the informal and MSME sectors: • No. of organized women's groups in the informal sector • No. of organized women's groups in the informal sector participating in national planning bodies and in regional and local development councils				

3.2. MICRO, SMALL, AND MEDIUM ENTERPRISES

The Philippine MSME sector is a critical driver of the country's economic growth (Micro, Small and Medium Enterprise Development [MSMED] Plan 2011–2016). This chapter focuses on the economic rights of women in business, particularly owners and managers of registered enterprises catering to the domestic market. The Magna Carta for Micro, Small and Medium Enterprises (MSMEs), or RA 9501, defines the MSME sector as enterprises with an asset size (less land) of up to PhP 100 million. As indicated in the MSMED Plan 2011–2016, registered MSMEs largely consisted of microenterprises (91.6 percent).

IThe MSME sector is extremely heterogeneous. The technologically backward sweatshop can be found alongside highly flexible and innovative small enterprises (Spaeth, Franco, and Raras 2010, 44–45). Statistics, although not always up to date and reliable as desired (ibid., 44), highlight the following characteristics of MSMEs:

- As in most countries, MSMEs constitute the vast majority of enterprises in the Philippines.
- The share of MSMEs in 2006 was about 99.6 percent of all enterprises, and they provided almost over 60 percent of the jobs generated by all enterprises (MSMED Plan 2011–2016, page 3).
- MSMEs are often the only source of new employment and serve as a safety net, not only for the urban poor but also for rural women who have no access to formal employment.

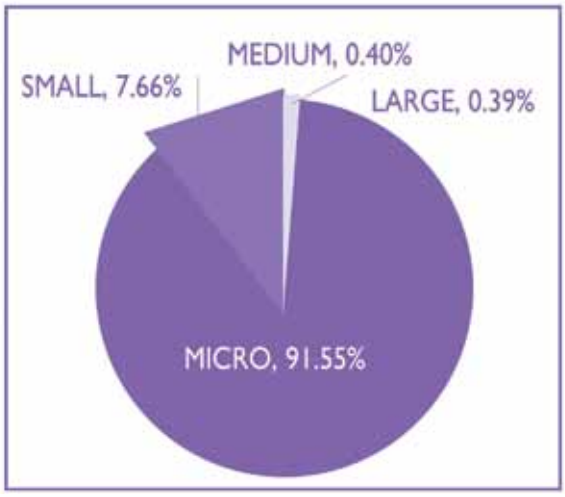

Fig. 3.1. Distribution of Philippine MSMEs, by size (Source: NSO [2008])

- About 4 of 10 Filipinos aged 18 to 64 years are engaged in business, and they constitute half of the Philippine labor force (MSMED Plan 2011–2016, page 40, citing GEM Philippine Report 2006–2007).

Despite the fact that the general business environment is wanting compared to other countries, the 2010 Women Economic Opportunity Index shows that the Philippines

ranked 63rd out of 113 countries. Thus, it could be said that the Filipino woman is very enterprising.

This is confirmed by the Global Entrepreneurship Monitor Survey, which reveals that of 42 countries surveyed in 2006–2007, the Philippines had the second highest percentage of entrepreneurially active females, next to Peru. This is corroborated by data from DTI in 2008 showing that 54 percent of enterprises were female-owned (MSMED Plan 2011–2016, page 40, citing 2008 DTI data). If one would look closely, however, one would see that most of the enterprises are small, consisting of only the owner or manager without any employees. Women usually have little capital (below PhP 10,000) for activities with low entry barriers, such as retail trade, food stalls, or personal services, but also low productivity (Spaeth, Franco, and Raras 2010, 9). They are more inclined to avail themselves of programs and services from DTI (table 3.4). [3]

Aside from having an education and/or a job, owning a business or entrepreneurship provides great opportunities for women's economic empowerment. It does not only give women financial independence but also expands their choices and decision-making abilities. For this reason, the government has in place a policy environment for MSME development and gender equality. Aside from major international gender equality instruments that the government has ratified, the 1987 Philippine Constitution stipulates the recognition of women's role in nation building and the fundamental equality before the law of women and men. Very recently, the MCW has also mandated very specific provisions for technical assistance toward women's economic empowerment.

Cognizant of the great potential of women as entrepreneurs, the MSMED Plan 2011–2016 includes gender mainstreaming among its four key themes, together with migration, corporate social responsibility (CSR), and climate change. Gender, as a thematic area of the MSMED Plan, pushes local stakeholders to analyze women's and men's access to resources and opportunities, as well as constraints in upscaling the enterprise.

The significant number of women in entrepreneurship implies its huge potential for

Table 3.4. Sex-disaggregated data on availment of DTI services

PAPs (2010)	Beneficiaries or recipients	
	% female	% male
SME development services, training-related services	56	44
SME development services other than training	65	35
OTOP	52	48
CARP	51	41
RuMEPP (BD Services)	78	22
ReMEPP (Financing)	79	21

[3] Based on a PowerPoint presentation on the DTI GAD Framework 2011.

the creation of wealth and its contribution to the national economy. For these to be realized, however, appropriate and timely intervention must be made by concerned government agencies to enable the women to grow and upscale their businesses.

Strategic Gender Issues

Scientific studies and databases (e.g., GEM Report and DTI Monitoring and Evaluation System), as well as the emergence of many successful and outstanding woman entrepreneurs, attest to women's high interest and involvement in the MSME sector. However, there are still issues that hinder the growth and development of women in business, mostly relating to their inability to sustain and upscale their businesses. The Women's EDGE Plan hopes to focus on these issues in the next three years.

Women's Lack of Social Preparation and Technical Skills in Entrepreneurship [4]

Many women venture into business without a thorough market analysis and feasibility study of the enterprise to be set up. Informants from agencies and LGUs [5] dealing with woman entrepreneurs raised this concern as a mindset or practice that is prevalent. A common observation among aspiring entrepreneurs is the tendency to imitate a business that is thriving or to produce the same product even if it does not have a well-studied market. Related to this, the decision to start a microenterprise usually stems from their desire to take advantage of government financial assistance or dole-outs, despite their lack of skills and technical and social preparation to do so. Experienced entrepreneurs also point to the lack of business discipline and low level of interest of women to experiment and learn new things to improve their products. [6] They have very little incentive or interest to be competitive and expand their markets.

Difficulty of Woman MSMEs in Accessing Funds

While there are laws that support women's entrepreneurship, their implementation remains low (MSMED Plan 2011–2016). For instance, while RA 7882 of 1995 (An Act Providing Assistance to Women in Engaging in Micro and Cottage Business Enterprise)

[4] DTI states this issue as follows: "Knowledge management does not yet effectively target women entrepreneurs who need knowledge and skills upgrade on business and enterprise development."
[5] During the regional validation of the Women's EDGE Plan in Makati City, 21 March 2013.
[6] Based on the consultation with social enterprises for the Gender Responsive Economic Actions for the Transformation of Women (GREAT) Women Project 2 design preparation in Makati City, 10 July 2013.

aims to allocate 5 percent of funds of government financial institutions for women's access to loans, the Asian Development Bank notes that there are no known credit windows for women. In her 2010 study, Pineda-Ofreneo cites that loan availment is impeded by stringent requirements, hence preventing women from utilizing this access to finance (2006, 109 cited in Spaeth, Franco, and Raras 2010, 42). This concern is reiterated under the access to finance (A2F) outcome portfolio of the MSMED Plan 2011–2016. [7] Some of the issues included in the A2F portfolio are as follows:

- Funds are available but MSMEs find these difficult to access because of stringent and voluminous requirements as well as the slow processing time of their loan applications.
- MSMEs have difficulty in borrowing funds from banks because of the collateral requirements.
- MSMEs find the minimum loan requirement and the short repayment period restrictive.
- The financial packages for MSMEs in several regions are available only in urban areas.
- MSMEs in several regions lack the capacity for financial management.

While these impediments generally affect both women and men, it is still important to address these in the Women's EDGE Plan, considering that access to funds is an important component of enterprise development.

Difficulty of Woman Entrepreneurs in Sustaining and Upscaling Their Businesses

Available data from DTI shows that there were more women-registered businesses (around 54 percent) compared to men (46 percent). However, at renewal time after five years, men outnumbered the women (55 percent versus 45 percent). This indicates that some women were unable to sustain their businesses. Some of the factors accounting for this situation are the priority given to women's reproductive responsibilities over the enterprise, especially where there is tension or conflict between the spouses or the woman has small children; the women's lack of technical and financial capacity; and the women's lesser competitive nature and poor marketing strategies.

Women also prefer to borrow from the Rural Micro-Enterprise Promotion Programme (RuMEPP), which is intended for micro and rural enterprises, than take out small business loans. This supports the earlier perception that women prefer to take advantage of government programs for entrepreneurship. Under the DTI-SBCorp Loan Program in 2010, women made up over three-fourths of the participants or recipients of RuMEPP, while the men comprised less than one-fourth.

Need to Harmonize and Coordinate Government Efforts to Develop and Improve the Business Environment

Aside from DTI, various government agencies are mandated to provide technical and financial

[7] There are four outcome portfolios under the MSME Development Plan 2011–2016: Business Environment (BE); Access to Finance (A2F); Access to Markets (A2M); and Productivity and Efficiency (P & E).

assistance to MSMEs. This has resulted in a duplication of programs among service providers, as DTI has noted (MSMED Plan 2011–2016, page 23). Monitoring and evaluation of these programs also needs to be improved to determine whether these can indeed provide focused and synergized services to women and men engaged in MSMEs.

Gender-responsive Strategies

Generally, policies and programs that foster a business environment that is highly competitive and fair induces wealth creation. This will then redound to the great benefit of woman entrepreneurs and business operators. However, the following strategies are also deemed urgent if the country is serious in harnessing women's potential:

Service Delivery

- Ensure full implementation of gender as a thematic area of the MSMED Plan 2011–2016, particularly in the four outcome portfolios.
- Improve coordination of services and programs of government agencies supporting MSMEs.
- Provide assistance in organizing potential woman entrepreneurs into cooperatives or business associations toward starting a business venture.
- Improve access of woman entrepreneurs to relevant business information and linkages such as trade fairs, subcontracting, market matching, product design, and other information that will help them grow their businesses.
- Ensure the availability of business development services, such as training, counseling, and consultancy services to woman entrepreneurs, including access to financing.
- Utilize existing promotional instruments and measures for MSME development such as good practice examples and toolkits (gender-sensitive value chain, management training).

Capability Building

- Conduct/sustain enterprise-development-related capacity development activities for woman microentrepreneurs (i.e., Current Good Manufacturing Practices, How to Start a Business, Hazard Analysis and Critical Control Points, Packaging and Labeling, ISO 22000: 2005 Food Safety Management System Marketing Seminar, Product Development).
- Expand and sustain the conduct of livelihood training courses and other capacity development initiatives for woman entrepreneurs, potential woman entrepreneurs, and students (e.g., starting and managing a business).
- Incorporate a module on cultivating the entrepreneurial spirit among women toward putting up their own business in existing livelihood training and information/promotional activities.
- Motivate woman entrepreneurs to move from survival to micro and small enterprises through the provision of training focused on packaging, product development, marketing, etc.

Monitoring

- Develop an integrated monitoring and sex-disaggregated database system on MSMEs as a main source of data for gender-responsive planning and decision-making for the sector.
- Process and analyze data from the Business Permit and Licensing Offices of LGUs, by sex of registrants, to determine how many women go into business and to determine the progress of their businesses.

Advocacy

- Develop and intensify community-based information dissemination on available skills training, technical services, and resources that prospective woman entrepreneurs can avail themselves of.

- Seek the support of women's groups and CSOs to help intensify the promotion of entrepreneurship among women at the local level.

- Grant awards to successful woman entrepreneurs who have hurdled the barriers and graduated from micro to small or from small to medium enterprises.

Policy Development

- Formulate gender-responsive policy reforms by mainstreaming gender issues in the amendment of laws on MSMEs and barangay enterprises.

- Formulate a coordinated strategy framework/plan among government agencies toward improving the business environment.

- Harmonize existing laws related to the definition of MSMEs that are inconsistent and that limit women from enjoying the benefits provided in said laws.

Matrix of Issues, Strategies, Indicators, Targets, and Accountabilities

Strategic gender issues to be addressed

1. Women's lack of social preparation and technical skills in entrepreneurship
2. Difficulty of woman MSMEs in accessing funds
3. Difficulty of woman entrepreneurs in sustaining and upscaling their businesses
4. Need to harmonize and coordinate government efforts to develop and improve the business environment

Gender equality outcome

Duty-bearers (national government agencies) and claim-holders implemented programs and projects that eventually generated a positive economic effect on the lives of woman business owners, managers, and entrepreneurs.

PDP 2011–2016 outcomes

Sector: Competitive Industry and Services Sector

Sector Outcome: Industry and services sectors made globally competitive and innovative

- Increase in generated employment from industry and services by 4.67 million from 2011 to 2016

Intermediate Outcome: Improved business environment

- Improved public and business satisfaction with public services (reduced forms, delays, and steps)
- Fully operationalized Philippine Business Registry (PBR)

Strategies	Indicators	Baseline		Targets	IAs/OAs
		Year	Value		
Women's lack of social preparation for and technical skills in entrepreneurship					
• Advocate strongly for the implementation of gender as a thematic area of the MSMED Plan 2011–2016, particularly in the four outcome portfolios.	• No. of concerned government agencies with specific PAPs addressing concerns of woman entrepreneurs in the four outcome or results portfolios			All key government agencies with specific PAPs on woman entrepreneurs	DTI and attached agencies, women's groups, CSOs

Strategies	Indicators	Baseline		Targets	IAs/OAs
		Year	Value		
• Develop and intensify community-based information dissemination on available skills training, technical services, and resources that prospective woman entrepreneurs can avail themselves of.	• No. of community-based information-dissemination activities and orientation on available training, resources, and technical services being provided by government and the private sector			• Information dissemination activities implemented at community level by all DTI regional offices and concerned attached agencies • MOA among DTI, PIA, and local radio and television stations on promoting and disseminating available resources and services for enterprise development	PIA, local radio and TV stations
• Seek the support of women's groups and CSOs to help intensify the promotion of entrepreneurship among women at the local level.	• No. of women's groups and CSOs that provided assistance in promoting entrepreneurship at the local level			30 provinces and cities having existing networks with women's groups on the promotion of entrepreneurship among women	
• Provide assistance in organizing potential woman entrepreneurs into cooperatives or business associations toward starting a business venture.	• No. of government-supported groups/ associations of potential woman entrepreneurs			At least one government-initiated group/ association of woman entrepreneurs	DTI regional offices
• Expand and sustain the conduct of livelihood training and other capacity development activities on entrepreneurship (e.g., starting and managing a business) for woman entrepreneurs, potential woman entrepreneurs, and students.	• No. of livelihood/skills training courses for woman entrepreneurs, potential woman entrepreneurs, and students • No. of women who attended livelihood and other entrepreneurial training			• Training calendar for livelihood and other capacity development activities developed by DTI regional offices and attached agencies • At least 10 training sessions per region/ agency from 2014 to 2016	DTI attached agencies and regional offices

Strategies	Indicators	Baseline		Targets	IAs/OAs
		Year	Value		
• Expand technical assistance to cover more cities and municipalities in streamlining the issuance of business license and mayor's permit, using the "Toolkit on Simplifying Business Permit and Licensing Process of Local Government."	• Percent of cities and municipalities with streamlined issuance of business license and mayor's permit	No baseline	No baseline	30% of cities and municipalities with streamlined system and procedures for the issuance of business license and mayor's permit	DTI and relevant attached agencies
• Livelihood training and information/promotional activities to incorporate a module on cultivating the entrepreneurial spirit among women toward putting up their own business.	• Business and livelihood training courses with specific modules/ sessions on cultivating the entrepreneurial spirit among potential woman entrepreneurs			Major business and livelihood training courses of PTTC, TESDA, TRC, and UP-ISSI, including DTI regional offices, with a module on cultivating the entrepreneurial spirit among potential woman entrepreneurs	PTTC, TESDA, TRC, UP-ISSI, DOST, DTI regional offices
Difficulty of woman MSMEs in accessing available funds					
• Formulate and implement policies, plans, and programs to give women preferential access to capital and credit for enterprise development.					
• Simplify the stringent and voluminous requirements, including collateral and procedures, in accessing funds or credit facility.	• Simplified requirements and procedures in applying for loans • reduced processing time of loan applications • simplified loan/credit application forms • collateral for woman entrepreneurs in securing loans/credit for business expansion made easier/affordable	No baseline	No baseline	• BSP memorandum order for banks to make it easier for women to apply for and obtain bank loans • Commitment from LGUs, banks/GFIs, academe, radio, women's groups, and CSOs to information dissemination on credit	DTI, BSP, GFIs

Strategies	Indicators	Baseline		Targets	IAs/OAs
		Year	Value		
• Improve access to information on available sources of funds for MSMEs and how to avail themselves of these funds.	• Regular dissemination of information on sources of funds, credit facilities, and requirements for MSMEs conducted through LGUs, banks/ GFIs, academe, radio, women's groups, and CSOs			• Leaflets, posters, handouts, and other forms of information materials available	
	• No. of woman entrepreneurs who availed themselves of loans/credit, by source • Amount of loans availed of by woman entrepreneurs, by source	2010	• 13,156 women under RuMEPP • 16 women taking out small business loans • PhP 25,956,741		
Difficulty of woman entrepreneurs in sustaining and upscaling their businesses					

• Motivate woman entrepreneurs to move from survival to micro and small enterprises through the provision of training focused on packaging, product development, marketing, etc.	• No. of training sessions conducted for woman entrepreneurs, including those who are enrolled in Export Pathway Program-Ripples (EPP-Ripples)
	• No. of woman entrepreneurs who attended training on:
	  • product development
	  • packaging and labeling
	  • managing a healthy cash flow (financial management)
	  • sales and marketing
	  • current Good Manufacturing Practice, ISO22000: 2005 Food Safety Management System
				• 40 sessions/ seminars on EPP-Ripples
				• Mapping of woman entrepreneurs, by type of business
				• List of woman entrepreneurs with strong potential to expand and upscale their businesses
				• At least 20 training sessions conducted for priority groups of woman entrepreneurs
				• At least 80% of woman and man entrepreneurs provided with design and technical services for SMEs	

Strategies	Indicators	Baseline		Targets	IAs/OAs
		Year	Value		
	• No. of woman entrepreneurs who received handouts and other information materials on trade fairs, market matching, product design, and other technical services that will help grow their businesses			• All households in target localities	
• Ensure the availability of business development services, e.g., counseling and consultancy services, market matching, etc.) to woman entrepreneurs.	• Mechanism for facilitating access to available business development services developed • No. of woman entrepreneurs who availed themselves of business development services	2011		• 10,505 women assisted in export promotion • 788 in international trade missions • 7,019 provided with entrepre-neurial support and development • 143 assisted in domestic market matching • 4,661 provided with assistance related to the cottage industry • 5,049 provided with export-related assistance	
• Grant awards to successful woman entrepreneurs who have hurdled the barriers to graduating from micro to small or from small to medium enterprises.	• Awards to successful woman entrepreneurs in place			• Mechanism and processes for granting of awards to woman entrepreneurs • Six woman recipients of successful business awards	

Strategies	Indicators	Baseline		Targets	IAs/OAs
		Year	Value		
Need to harmonize and coordinate government efforts to develop and improve the business environment					
• Ensure the full implementation of gender as a thematic area of the MSMED Plan 2011–2016, particularly in the four outcome portfolios.	• No. of concerned government agencies with specific PAPs addressing the concerns of woman entrepreneurs in the four outcome portfolios			All key government agencies concerned with specific PAPs on woman entrepreneurs	DTI and attached agencies, women's groups, CSOs
• Formulate a coordinated strategy framework/plan among government agencies toward improving the business environment.	• Percent completion of a coordinated strategy/ plan for improving the business environment to become conducive for women to establish business and make it sustainable and grow into a bigger scale • Improved coordination of services and programs among government agencies and LGUs in supporting MSMEs			• Technical Working Group (TWG) to synergize programs for MSMEs • Coordinated strategy framework for improving the business environment • Biannual consultative meeting with key players in MSMEs	
• Develop an integrated monitoring and sex-disaggregated database system on MSMEs as the main source of data for gender-responsive planning and decision making for the sector.	• Percent completion of an integrated and sex-disaggregated database system on MSMEs			• Monitoring framework and database structure and processes developed by concerned agencies, with DTI as lead agency	DTI and its attached agencies, TESDA, PTTC, DOST, DA, SUCs
• Process and analyze data from the business permit and licensing offices of LGUs (by sex of registrants) to determine how many women go into business and to determine the progress of their business.	• No. of registered woman businesses • Percent of LGUs that process and analyze sex-disaggregated data from their business and permit and licensing offices	No baseline	No baseline		

Strategies	Indicators	Baseline		Targets	IAs/OAs
		Year	Value		
• Harmonize existing laws, particularly in relation to the definitions of MSMEs that are inconsistent and that limit women from enjoying the corresponding benefits.	• Finalized proposed amendments to laws with inconsistent official definitions of MSMEs (Magna Carta for MSME; RA 7882; 1997 Social Reform and Poverty Alleviation Act; 2002 Barangay Micro Business Enterprises Act)			• Technical Working Group to study the inconsistencies of existing laws related to the official definition of MSMEs • Proposed amendments to laws	DTI, Committee on Women and Family Relations at the Senate and House of Representatives, DTI, private sector representatives, NGOs
• Utilize existing promotional instruments and measures for MSME development, such as good practice examples and toolkits (gender-sensitive value chain, management training).	• No. of learning and other promotional materials used regularly by relevant agencies in pursuing a gender-responsive MSME			Inventory of available training materials/modules, toolkits, and other instruments for MSME development	PTTC, TRC, TESDA, DTI regional offices
• Strengthen women's representation/ participation in MSME planning and policymaking	• Percent representation of women in consultative meetings and other MSME-related programs and activities (trade events, business counseling, etc.)			At least 50% of women represented in MSME consultative meetings, trade events, and other related activities	BMSMED

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CHAPTER 4

Agriculture, Fisheries, and Forestry

Rural poverty incidence was estimated at 41.5 percent in 2006, accounting for about 75 percent of total poverty in the country. High poverty incidence was particularly noted among those engaged in agriculture and fisheries: 61 percent of households in agriculture and 1.3 million municipal fisherfolk had an average annual household income below the poverty line. Women formed a significant presence in the rice and corn subsector (64 percent) and the fisheries sector (60 percent).[1] As indicated by Canlas and Rivera (2011, 13), among the causes of rural poverty were the decline in the productivity and profitability of farming and unsustainable practices that had led to deforestation and depleted fishing waters.

The agriculture sector employed an average of 11.8 million people, constituting around 35 percent of the total workforce. If the whole agriculture value chain would be considered, the contribution to GDP and total employment would reach 35 percent and 50 percent, respectively (PDP 2011–2016, pp. 102–103). In 2010, the employment share of those in the agriculture, fisheries, and forestry sectors stood at 33.2 percent. The services sector contributed more than half (51.8 percent), while the industry sector accounted for only 15.0 percent.

For the period from 1995 to 2010, the proportional share of woman employment in agriculture in the country was around 25 percent (ILO 2012, 7). The Food and Agriculture Organization (FAO) estimates that equalizing access to productive resources between female and male farmers could increase agricultural output in developing countries by as much as 2.5 percent to 4.0 percent (World Bank 2011, 5). Related to this, the World Bank says that when woman farmers lack security of land tenure, the result is lower access to credit and inputs and to inefficient land use, thereby reducing yields.

Women and children in the agriculture, fisheries, and forestry sectors bear the brunt and impact of rural poverty and natural resource

[1] Presentation by Oxfam titled "Why Women are Vulnerable," Institute of Social Order, Ateneo de Manila University, Quezon City, 10 December 2009.

degradation and destruction. In resource-poor communities, there is evidence of increasing malnutrition and chronic hunger, as well as higher maternal and infant mortality. Because of poverty, families are unable to send their children to school. Thus, children and youth from rural agricultural, fisheries, and forestry communities are highly disadvantaged because of illiteracy. Instead of studying, they work with their parents in farms and plantations, especially during cycles of planting and harvesting.

Because of their traditional roles in family upkeep, women are more affected by environmental degradation than men. For example, inaccessibility of water and fuel can lengthen a woman's working day and increase her burden as she struggles to ensure the health and safety of her family. Women's economic activities that rely on natural resources as inputs may also be hampered.

When disaster strikes in rural areas, it renders the women even more vulnerable because their subordinate position and traditionally embedded cultural values limit their power to make decisions. Rural housewives and young mothers affected by floods and displacement experience difficulty in finding wage labor and other income-earning opportunities. Those who have lost all their meager belongings and their lifelong savings will struggle in recovering their losses even for decades. This situation threatens their security within the family relationship. Children (both girls and boys) often drop out of school, as they are forced to help seek food or to stay at home because their parents cannot sustain their daily requirements for school.

Women and men from impoverished and indigenous communities face the reality of migration, seeking work particularly in urban areas. Canlas and Rivera (2011, 13) state that since 1995, migration toward urban areas has

become more pronounced. Poverty and loss of agricultural lands lead to loss of livelihoods, which then trigger the movement of peoples from rural to urban areas.

Article 14 of CEDAW (rural women) mandates governments to eliminate discrimination against rural women and promote equality of participation in development planning; access to healthcare and family planning, social security, education, and extension services; participation in self-help groups and community activities; access to agricultural credit and other facilities; and adequate living conditions. Moreover, as clearly defined in the MCW, several government agencies are accountable for ensuring that women in agriculture, fisheries, and forestry are not deprived of their rights.

Government agencies with the mandate to pursue the implementation of Agenda 21[2] should note that this action plan supports gender equality. In particular, it recommends the strengthening of the elements of CEDAW that are related to environment and development, including issues of equal access to resources. The CEDAW is particularly important as a legal tool, since it is the only international legal instrument that directly addresses rural women's rights.

Strategic Gender Issues

The strategic gender issues presented here are interrelated: women's limited access to and control over resources and women's limited participation and representation in decision making.

Limited Access to and Control over Resources

Women in agriculture, fisheries, and forestry have limited access to and control over land, water, and other resources for food security and self-sufficiency. Four elements are salient in this issue:

1. ***Threats to property rights in agrarian and aquatic areas and ancestral domain***

    - The Department of Agrarian Reform (DAR) reported in 2010 that women comprised only 29 percent of agrarian reform beneficiaries, which means men were still considered as the land title holders. Such low percentage of woman title holders could be attributed to the fact that most of the ARBs were male-headed households. This finding implies that many women are deprived of their right to own property, which then limits their bargaining power in the household and the community.

    - Ancestral lands proclaimed through certificates of ancestral domain claim or title, (CADCs/CADTs) and coastal resources, particularly the

[2] Philippine Agenda 21, or PA 2, provides for the creation of an enabling environment to assist various stakeholders in integrating sustainable development in their decision-making processes. One of the strategies adopted is the institutionalization of the system of Environmental and Natural Resources Accounting (ENRA), a management tool for integrating environment and the economy. Various initiatives are underway to consider and adequately value natural capital and environmental services in socioeconomic decisions as well as establish a reliable database on the valuation estimates of environmental services (http://www.un.org/esa/agenda21/natlinfo/ countr/philipi/inst.htm).

municipal waters, are severely affected by mining, logging, commercial plantations, and commercial capture fishery. These exploitative and unsustainable practices have affected the stability of community property rights or claims and contributed to the marginalization of indigenous women and woman fishers.

- Little control over land and aquatic resources has resulted in loss of control over food resources and unsustainable food production.

2. ***Loss of traditional sources of food***

- Women play a major role in agriculture, fisheries, and forestry, doing most of the work related to food production, such as rice planting, harvesting, marketing, and processing. They also preserve traditional varieties of seeds, endemic fish species, and indigenous trees, which are their households' traditional sources of food. Commercial activities that exploit resources in rural communities thus pose a threat to their subsistence.

3. ***Limited access to support services***

- Women have less access than men to the means of food production, i.e., livelihood services, market, technology, credit, training and education, and support services.

- Women's access to support services is hindered by unequal gender relations in the household, stereotyping of women and their non-recognition as farmers and fishers, and incidents of gender-based violence.

- Many indigenous peoples have no legal documents, such as education diploma or landownership, that are required to access credit, training, and other support services.

4. ***Geological and climate-related hazards hurt women and children more than men.***

- As rural communities rely on natural resources as source of livelihood, geological and climate-related hazards intensify the vulnerabilities of women and children. This sector has the most difficulty in recovering from natural and climate-related disasters.

Limited Participation and Representation in Decision Making

One of the major programs of DAR is the formation of agrarian reform communities or ARCs. These are clusters of barangays where the majority of the lands covered by the Comprehensive Agrarian Reform Program (CARP) have been awarded to a critical mass of ARBs to facilitate an integrated area development approach. More than half of the ARC membership consists of women. However, their participation in activities and decision-making functions has remained limited:

- No woman serves as deputized fish warden (bantay dagat) or law enforcer because of gender biases or cultural norms.

- In the mandatory representation of indigenous peoples (IPs)/indigenous cultural communities (ICCs) in local legislative councils, pursuant to Section 16 of RA 8371 (Indigenous Peoples Rights Act), women make up only 14 percent of the identified representatives.

Gender-responsive Strategies

Advocacy

- Institute advocacy campaigns and information dissemination on the MCW and other GAD-related laws, specifically on the rights of rural women and the state obligation to them.

- Organize rural women and set development agenda along strategic gender issues.

Capability Building

- Build capacities of rural women to engage with governments, NGOs, and other stakeholders of rural development and train them for leadership and community-building roles.

- Build capabilities of government agencies for gender-responsive project implementation.

Service Delivery

- Implement MCW provisions and other GAD-related laws on program delivery.

Monitoring

- Monitor implementation of relevant provisions of the MCW by concerned government agencies.

- Establish and strengthen the database of women and men in the agriculture, fisheries, and forestry sectors.

- Assess the current state of gender mainstreaming in the agriculture, environment, biodiversity, climate change, and disaster risk sectors. There should be an analysis of the following: (1) differing needs of women and men in promoting more efficient agriculture and environment and natural resources (ENR) management, and (2) effectiveness of gender policies, activities, and programs (PAPs) in achieving sector outcomes.

Policy Development

- Formulate guidelines in the sector that are consistent with the MCW provisions and other GAD-related laws.

- Review and enhance existing policies and programs to increase their gender responsiveness.

Matrix of Issues, Strategies, Indicators, Targets, and Accountabilities

Strategic gender issues to be addressed

1. Limited access to and control over resources
2. Limited participation and representation in decision making

Gender equality outcome

- Improved women's access to and control over resources
- Wage differentials between male and female decreased
- Access of women to agricultural credit increased
- Increased women's participation in decision making
- Literacy rates for female farmers and fisherfolk increased
- Work participation rate for females increased

PDP 2011–2016 outcomes

Sector: Competitive and Sustainable Agriculture and Fisheries Sectors

Sector Outcome (Goal 4a): Improved food security

- Decrease in food subsistence incidence (in percent of population), from 10.8 percent in 2009 to 8.3 percent in 2015

Sector Outcome (Goal 4b): Increased incomes in the agriculture and fisheries sectors

- Increase in annual average income of families in the agriculture and fisheries sectors (in pesos, real terms), from PhP 17,582 in 2009 to PhP 19,412 to PhP 19,793 in 2015

Sector Outcome (Goal 4c): Increased sector resilience to climate change risks

- Reduction in average annual agri-production loss due to weather and climate-related disasters (in PhP billion) of up to PhP 13.8 billion (2004–2010)

Sector Outcome (Goal 4d): Increased growth in the agriculture and fisheries sectors

- Increase in annual agriculture and fisheries gross value added (in PhP million at constant prices) from PhP 257,214 million in 2010 to PhP 331,132 to PhP 334,306 million by 2016
- Increase in annual value of agricultural export (in US$ million) from US$3,181 million in 2004–2010 to US$5,484 million to US$5,534 million in 2011–2016

Strategies	Indicators	Baseline Year	Baseline Value	Targets	IAs/OAs
• *Limited access to and control over resources* • *Limited participation and representation in decision making*					
• Sex-disaggregated fisherfolk registration nationwide (forms and processes) • National advocacy and awareness campaigns for registration of woman fishers • Partnership with NGOs and LGUs • *Bantay dagat* deputization (forms and processes) • Capability building for fisherfolk to enhance their knowledge and acceptance that women are fishers • Advocacy and campaigns for the adoption and implementation of gender-responsive guidelines and standards, in partnership with DILG, NFARMCs, MFARMCs, and coastal municipalities • Development of guidelines and standards for gender-responsive: – FLAs licensing; – municipal boat licensing, and fisherfolk registration	1. No. of municipalities and municipal fisheries organizations (MFOs) and registration processes commenced 2. No. of women registered 3. Guidelines reviewed and improved		Baseline not available	• 100% in all coastal communities with MFOs • Gender-responsive registration processes concluded • Increase in baseline to 30% by 2016 • Observance of gender-responsive guidelines for fisherfolk licensing (e.g., licensing giving value to gender division of labor) • 30% increase in baseline for number of gender-responsive FLAs • 20% of coastal LGUs adopting and implementing gender-responsive guidelines and standards for: – FLA licensing, – boat licensing, and – fisherfolk registration	• FIMC, FARMC, LGU – cities, municipalities • BFAR central and regional offices • FARMCs and NAFC and other co-management bodies • GAD Focal Point to monitor its implementation
• Implementation of agriculture and fisheries programs, such as: – Package of Technology (POT) – Rice demo farms – Corn husk training – Livestock program – Production inputs (vegetables seeds, garden tools) – Training on the development of woman-friendly fishing and environment-friendly programs	• No. of women assisted or benefited, or woman adoptors • Percent of women's participation (M:F ratio); annual rate of increase • No. of woman-friendly fishing gears developed • No. of woman beneficiaries/organizations of woman beneficiaries • No. of training conducted for women on the new technology • No. of technologies produced		Baseline not available	• Agriculture/Fishery/ Forestry: Appropriate and woman-friendly technology developed in agriculture, fisheries, and forestry • 40%–60% increase from baseline • Agriculture/Fishery/ Forestry: Increased participation of rural women in livelihood projects to augment average family income	• DARFUs • GAD Focal System • PHILMEC – development of woman-friendly technologies

Strategies	Indicators	Baseline		Targets	IAs/OAs
		Year	Value		
• Hands-on training on the use of the developed women and environment-friendly fishing gears				• Fisheries: Woman-friendly fishing gears developed • 50% of woman fishers and farmers with capacity to operate woman-friendly machineries and fishing gears	
• Sharing of CBFM Program and Great Women Project good practices	• Percentage of CBFM woman beneficiaries trained in the FMB green kit • Percentage of CBFM woman beneficiaries capacitated to use the FMB green kit		Baseline not available	• At least 1 CBFM site in all GWP areas • 100% of women beneficiaries capacitated to use the FMB green kit	• FMB/DENR • GWP budget • Regular GAD budget
• Implementation of IEC and other capacity development programs on food production – Regular agency program enhancement – Extension training on Agri-Pinoy Program (e.g., rice, corn, high-value crops and fisheries) – Project feasibility/ proposal making	• No. of rural women trained and capacitated for food production		Baseline not available	• 60–70% of rural women trained and capacitated for food production by 2016 (25–30% increase from current number) • 60% of woman farmers able to sell their products as a result of access to modern technology and livelihood and other resources	DA; provincial LGUs
• Field orientation on DAR AO No. 1, series of 2011, for implementers • Consultation with rural women and conduct of forums at the provincial and municipal levels	• No. of woman ARBs (individuals and couples) • Guidelines/directives issued for the screening of woman ARBs		Baseline not available	Land Acquisition and Distribution (LAD) 2014 targets completed, with full implementation of DAR AO No. 1, series of 2011	DAR regional offices PAROs, MAROs
	• No. of EPs and CLOAs issued to qualified beneficiaries (regardless of sex, civil status, etc.)		Baseline not available	100% of EPs and CLOAs reflecting the names of individuals that are legally married and/or common-law spouses	• DAR regional and provincial offices • GFPS

Strategies	Indicators	Baseline		Targets	IAs/OAs
		Year	Value		
• Implementation of the CBFM Program • Implementation of the National Greening Program	• No. and percentage of woman beneficiaries (M:F ratio)		Baseline not available	100% of communities affected by EO No. 23 (moratorium on logging) prioritized in the CCT Program of DSWD, with livelihood opportunities for women	• DENR central office • GAD Focal Point
• Implementation of IEC and other capacity development programs on climate change and food security – Regular agency program enhancement – Extension/training on Agri-Pinoy Program (e.g., rice, corn, high-value crops and fisheries) – Project feasibility/ proposal making	• No. of technologies introduced • No. of training on climate change vis-à-vis seed banking, crop production, and food storage and processing • No. of climate change projects for women: – traditionally/locally adapted vegetable seeds – small irrigation facilities and rainwater harvesting facilities – composting facilities and equipment for organic fertilizer production • No. of woman beneficiaries of social protection mechanisms/ insurance programs		Baseline not available	• Increase in knowledge and capacity of women for climate change adaptation (CCA) by 5–10% within the same period • By 2013, women-managed seedbanks installed in every region as models for women's food security projects • Annual increase of 10% in women's involvement in seedbanking (individuals and households) as an integrated program on CCA • 30–50% of rural women with access to social protection mechanisms (e.g., crop insurance and social insurance)	• DENR/DA RFUs • LGUs • PAO; MAOs

Strategies	Indicators	Baseline		Targets	IAs/OAs
		Year	Value		
1. Implementation of land delineation and titling	• No. of issued and registered CADTs and CALTs		Baseline not available	Tenure of IPs and their ancestral domains secured	• NCIP • DENR • DAR • LGUs
2. NCIP monitoring of concerned project implementer/agency on IP concerns	• No. of IPs who have accessed credit, loans, and other services provided by government (e.g., 4Ps, PhilHealth, etc.)		Baseline not available	Increased access of IPs to support services	
3. Conduct of workshops/ seminars and field training	• No. of IP women trained • No. of IP products in the market • No. of IP women provided with equipment • No. of agroforestry projects		Baseline not available	• IP-sensitive agriculture programs established • IP products mainstreamed in the market chain • Increased access of IPs to agricultural equipment • IPs included in agroforestry development programs	

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Part 2

Women's Social Development Rights

For growth to be inclusive, social development rights must be protected and given priority. This serves not only to fulfill the country's commitment to international human rights laws and norms, but also to better uplift the quality of lives of disadvantaged groups in society. For many years, government expenditure on health and education as a percentage of gross domestic product (GDP) has fallen below international standards. It is worth noting that the current administration has provided huge budgetary support for social services as a means to improve the delivery of basic services. Hopefully, this will be sustained in the future to correct the imbalance in expenditure. Increasing resources for these sectors thus constitutes a type of equity for women and other vulnerable groups, enabling them to access services that will aid in their long-term empowerment. While the perception in the international community is that the Philippines has made significant strides in its gender equality goals, class, ethnicity, and geography are crucial factors affecting whether women and minority groups will access basic services. This is especially true among poor rural women, Muslim women, women with disabilities, and indigenous peoples.

This cluster presents a picture of how the country has made a difference in the lives of women across the country, including the LGBT sector. The inclusion of the LGBT chapter brings to fore the notion that gender includes sexual minorities who often suffer discrimination and exploitation, in the absence of a law penalizing discrimination on the basis of sexual orientation and gender identity (SOGI). Multiple discrimination encountered by LGBT persons is rarely discussed in the policy arena.

Aside from financial resources, this cluster discusses laws and statutes as well as traditional norms that continue to impinge on women's full access to their rights. It also recommends specific rights-based strategies that stand to make a difference in the lives of vulnerable groups in society.

CHAPTER 5

Health and Nutrition

The overall health and nutrition of women and girls is important to a nation's overall quality of life. As they are childbearers and the typical family caretakers, women's wellbeing has a direct impact on child survival, health, and nutrition. Women and men have been noted to differ in accessing health care. Power relations within the household and cultural notions of sexuality and reproductive health, for instance, play key roles in determining the health-seeking behavior of men and women.

The 1987 Constitution provides that vulnerable groups in society, including women and children, shall have access to quality health services.[1] However, the extent to which the government can fulfill this mandate will depend on the budget allocation and overall institutional setup of the health delivery system. The World Health Organization (WHO) and the Department of Health (DOH) describe health service delivery in the Philippines as evolving into a dual delivery system of public and private provision, covering the entire range of interventions with varying degrees of emphasis at different health care levels. Public services are used mostly by poor and low-income groups, including communities in isolated and deprived areas, while private services are accessed by approximately 30 percent of the population, who can afford fee-for-service payments (WHO and DOH 2012).

The Philippines Health Service Delivery Profile of 2012 shows that there were about 1,800 hospitals in the Philippines, of which 721 (40 percent) were public, including 70 DOH hospitals (ibid.). In 2010, the number of hospital beds totaled 98,155, half of which (49,372) were found in government hospitals. Of the 17 regions of the country, only 4 had sufficient numbers of beds per 1,000 population.

[1] Section 11 of Article XII: Social Justice and Human Rights (Health) of the 1987 Philippine Constitution states, "The State shall adopt an integrated and comprehensive approach to health development which shall endeavor to make essential goods, health and other social services available to all the people at affordable cost. There shall be priority for the needs of the underprivileged, sick, elderly, disabled, women, and children. The State shall endeavor to provide free medical care to paupers.".

In the public sector, DOH delivers tertiary services, rehabilitative services, and specialized health care, while the LGUs handle health promotion, disease prevention, and primary, secondary, and long-term care. Primary health services are delivered in barangay (village) health stations, rural health units or health centers, and hospitals.

In 1995, the government established the Philippine Health Insurance Corporation (PhilHealth) to ensure a sustainable health insurance program for all. President Aquino reported during his 2013 State of the Nation Address that enrollment in PhilHealth was at 81 percent. However, it has been noted that PhilHealth coverage of services is not comprehensive, co-payments are high, and reimbursement procedures are difficult.

As reported by WHO and DOH (2012), inequity in health status and access to health services is a glaring health problem in the Philippines. Population surveys, special studies, and routine data collection consistently note the existence of financial barriers, negative perceptions about quality of care (of public providers), and lack of awareness of services and available benefits packages. Key health outcomes and coverage of major programs on child health, maternal care, and infectious disease are lower in hard-to-reach areas, among the poorest quintiles of the population (urban and rural), and in families with uneducated mothers (urban and rural) (ibid.).

To address the impact on women and the gender dimension of this and other challenges in the health sector, Section 17 of the MCW mandates the government to secure women's right to health through the provision of comprehensive health services: "The State shall, at all times, provide for [. . .] comprehensive, culture-sensitive, and gender-responsive health services and programs covering all stages of a woman's life cycle and which addresses the major causes of women's mortality and morbidity." Complementing this is RA 1035, or the Responsible Parenthood and Reproductive Health Act of 2012 (or RH Law), which was signed into law in December 2012. The anticipated full implementation of this legal mandate will significantly address cultural attitudes as well as resource allocation. Sections 5.02 and 5.03 of the Implementing Rules and Regulations of the RH Law prescribe a service delivery network for reproductive health, including barangay health stations, rural health units, district and/or city hospitals, provincial hospitals, and/or DOH-retained hospitals.

In pursuit of the effective implementation of these laws and the overall goal of meeting health and nutrition targets with a gender perspective, the Women's EDGE Plan seeks to address the following key gender issues.

Priority Gender Issues

Persistence of High Maternal Mortality Ratio (MMR)

The DOH reported the alarming increase in maternal mortality ratio among Filipino mothers, from 162 per 100,000 live births in 2006 to 221 per 100,000 live births in 2011. These figures are significantly high compared to the target of 52 MMR under the Millennium Development Goals (MDGs). DOH officials attribute the persistently high mortality to a number of reasons, including inadequate health services for the poor, complications related to pregnancy, hypertension, and postpartum hemorrhage, which are perennial causes; inadequate reproductive health care services; and lack of access thereto, especially of poor women (Philippine Daily Inquirer, 8 June 2012).

In the State of the World's Mothers 2013 Report of Save the Children, the Philippines ranks 106th out of 176 countries as the best place for mothers, alongside Indonesia. This ranking is based on a composite index derived from (1) maternal health based on lifetime risk of maternal death; (2) children's wellbeing based on under-five mortality rate; (3) educational status or expected number of years of formal schooling; (4) economic status, referring to the gross national income per capita (currently US$); and (5) political status, referring to the participation of women in national government (percent of seats held by women).

The 2006 report of the Allan Guttmacher Institute on the Philippines states that of three million pregnancies occurring every year, half were unplanned and one-third ended in abortion. Induced abortion was the fourth leading cause of maternal death, with young women accounting for 17 percent. Over half of births took place at home, of which one-third were assisted by traditional birth attendants (TBAs). Around 75 percent of the poorest quintile did not have access to skilled birth attendants (SBAs), compared to only 20 percent of the richest quintile. [2]

Lack of Access to Reproductive Health Services and Information

Universal access to sexual and reproductive health education, information, and services improves health, saves lives, and reduces poverty. Findings from the 2008 National Demographic and Health Survey, or NDHS (NSO 2009, 4) on the family planning module indicates the following:

- Knowledge of family planning was universal among women in the Philippines.

[2] Based on UNDP website (http://www.undp.org.ph/?link=goal5).

- More than half of married Filipino women were practicing family planning.
- One-third (34 percent) of married women used a modern method of family planning.
- The most commonly used methods were the traditional method (17 percent), pill (16 percent), withdrawal (10 percent), and female sterilization (9 percent).

As of 2011, unmet need for family planning was found among 19.3 percent of married Filipino women of reproductive age, a slight decrease from the 22 percent indicated in the 2008 NDHS (NSCB n.d.). This figure, however, was higher than that in 2006 (15.7 percent), as cited in the study conducted by Dr. Marilen Danguilan for NEDA, DOH, and UNDP on the National Agenda to Accelerate the Achievement of MDG 5. Unmet need was highest among poor women (25.8 percent), adolescent girls (37 percent), women with no education (29.2 percent), and women in ARMM (35.8 percent). This situation could be linked to the lack of proper information on family planning. Based on the NDHS, more than three-fourths of women aged 15–49 years saw family planning messages on television, and almost half heard of them from the radio several months before the survey.

Aside from lack of proper information, another reason of women for not practicing family planning was difficulty in accessing FP methods ("hard to get").

According to the 2011 Family Health Survey conducted by the National Statistics Office (NSO), pregnancy among girls under 20 increased by 65 percent over a 10-year period, from 2000 to 2010, despite a reverse trend in teen marriages. It also revealed that while childbirth was slowly decreasing among women in the older age groups, it was increasing among girls aged 15 to 19 years, from 39 per 1,000 live births in 2006 to 54 in 2011, across all regions in the Philippines. Teen-age pregnancy in the Philippines is now the highest in Southeast Asia, mostly attributed to the lack of comprehensive sexuality education and limited access to adolescent-friendly reproductive health services (UNFPA Philippines n.d.).[3] Such increase in the number of early adolescent pregnancies (aged 10 to 14 years) is a cause for concern because it contributes to the increase in maternal and infant mortality rates, among other things.[4]

In a study done by ReproCen in 2009 on contraceptive use of young people in select urban poor communities in Metro Manila, it was found that the top sources and/or information on contraceptives among adolescents were friends (42 percent), advertisements (17 percent), and barangay or community health clinics (11 percent). Family members and barangay health providers were the least cited (10 percent and 7 percent, respectively). These findings imply the need for an age-and-development-appropriate Reproductive and Responsible Parenthood Education for adolescents (Aguiling-Pangalangan and Acosta-Alba 2009).

Fertility has gradually decreased over the past 20 years, from 5.1 children per woman in 1983 to 3.5 in 2003 and to 3.3 in 2008 (ibid.). Fertility is closely related to mother's education. Women who went to college have an average of 2.3 children, while those with only an elementary education have 4.5 children. Fertility also varies

[3] While MMR remains highest among women aged 15 to 19 years, NSO data show an increase in cases of early teenage pregnancies (aged 10 to 14 years), from 19.5 percent of all teenage pregnancies in 2000 to 26.7 percent in 2009.

[4] Data based on the Task Force Batang Ina Project of DOH CHD-NCR, the National Youth Commission, and WomanHealth.

depending on women's economic status as measured by the wealth index.[5] The poorest women have more than twice as many children as women who live in the wealthiest households (5.2 versus 1.9 children per woman).

High Prevalence of Malnutrition and Iron-Deficiency Anemia among Pregnant Women and Girls

Women and girls from poor households are the most vulnerable to health problems and malnutrition, since their meager household resources limit their capacity to enjoy minimum basic needs such as food, health, education, and housing, in a sustained manner.[6] For the first semester of 2012, NSCB estimated that a Filipino family of five needed PhP 5,548 to meet basic food needs every month.

Malnutrition and anemia cases were prevalent among women and girls in poor households. About 26.3 percent of pregnant women were nutritionally at risk, and nearly half of pregnant women and girl children (42.5 percent) had iron-deficiency anemia (PDP 2011–2016). Recognizing this as a pressing health issue, the MCW mandates government to ensure access of women to maternal care services, including prenatal and postnatal services, thereby guaranteeing pregnancy and infant health and nutrition. Among the thrusts provided under the PDP is the reduction of disparities in nutrition by focusing on population groups and areas highly affected by or at-risk of malnutrition, specifically pregnant women. The health and nutrition of mothers is strongly related to child survival and nutrition; therefore, addressing the health of pregnant women is not an end in itself but also an investment in children's nutrition and wellbeing.

Disparities in Access of Women and Girls to Health Services

WHO cites notable accomplishments in the Philippine public health system, especially the approach to primary health care, but there still remain major geographic inequities in access to health facilities, services, and information. While the devolution of health services to LGUs brought planning and management of public health services closer to the people, it has also unintentionally splintered health services and financing. Thus, the country's health financing system is extremely fragmented, leading to major coordination problems, aggravated by inadequate regulation (Atinza 2004). All these may have implications for health services to women and girls, particularly on reproductive and maternal health.

Added to this is the increasing migration of health professionals over the last decade, resulting in shortage nationwide. The number of available doctors, dentists, and therapists is insufficient for the needs of the population. Even nurses and midwives train to work overseas on a temporary basis. Moreover, doctors, nurses, and midwives are concentrated in Metro Manila and nearby regions, which leave rural hospitals in far-flung areas severely understaffed. In 2011, the number of PhilHealth-accredited professionals included 10,773 general practitioners, 12,701 medical specialists, 201 dentists, and 522 midwives. DOH has specified the minimum number of workers required for hospitals to be licensed, but it is not known if this is consistently and fully met (WHO and DOH 2012).

[5] The 2008 NDHS calculated household wealth through household assets such as type of flooring, source of water, availability of electricity, and possession of durable consumer goods. These were combined into a single wealth index. Households were then divided into five groups of equal size, or quintiles, based on each household's relative standing on the wealth index.

[6] As indicated in RA 8425, or the Social Reform and Poverty Alleviation Act.

Growing Prevalence of HIV and AIDS Cases

The Philippine HIV and AIDS Registry of the National Epidemiology Center of DOH reported 14,025, HIV Ab Sero-Positive Cases as of June 2013, of which 88 percent involved males. It is important to note, however, that the current AIDS registry does not fully capture the extent of spousal or intimate partner transmission, which makes potential HIV cases among women invisible.

Moreover, notwithstanding the lower incidence of HIV cases among women, their lack of proper knowledge of the disease and its prevention is a cause for concern. The 2008 NDHS reveals that almost all women who participated in the survey (94 percent) had heard of AIDS, but knowledge of HIV prevention methods was lower. Only 53 percent of women aged 15–49 years knew that HIV could be prevented by using condoms and by limiting sex to one faithful partner. Fewer (22 percent) had a comprehensive knowledge of HIV.[7]

The NDHS findings further indicate misconceptions about HIV and AIDS among the participants. Two-thirds of the women knew that a healthy-looking person could have HIV, and 58 percent were aware that one could not contract HIV by sharing food with an HIV-positive person (NSO 2009, 10).

The Philippine National AIDS Council (PNAC) highlights another issue related to the growing prevalence of HIV and AIDS cases that impacts women. The woman is usually the caregiver in the family. In cases where a family member contracts HIV/AIDS, the woman usually takes on the responsibility of caring for her sick spouse and/or family member. Moreover, especially in cases of heterosexual couples where the woman is HIV-negative, the woman is at risk of contracting the virus.

The 2008 NDHS shows that about half of the women included in the survey knew where to get an HIV test, but only 2 percent had ever been tested and claimed or received the results. The survey further reveals the lack of knowledge of HIV/AIDS among young people. Only 21 percent of young women aged 15–24 years had a comprehensive knowledge of the disease, and almost two-thirds knew where to get a condom. Among the 17 percent of young women aged 18–24 years who had sexual intercourse at age 18, only 4 percent used a condom during the first time. The large majority of never-married Filipino young women (94 percent) had never had sex. Among those who had sex in the past year, 14 percent used a condom during their most recent sexual encounter (ibid.).

Increasing Number of Reported Cases of Gender-based Violence

Gender-based violence poses physical and mental health risks to women and children. However, the stigma attached to it, along with the notion that it is a private issue between couples, has prevented the government from verifying its real extent and magnitude.[8] The passage of the Anti-Violence Against Women and Their Children Act of 2004 (RA 9262) and the sustained

[7] Based on the criteria set by the 2008 NDHS, an individual with a comprehensive knowledge of HIV/AIDS knows that consistently using condom during sexual intercourse and having just one uninfected partner reduce the risk of getting HIV, that a healthy-looking person can have HIV, and that people cannot become infected through mosquito bite or sharing of food with an HIV-infected person.

[8] Data based on The UN Secretary-General's database on violence against women (http://sgdatabase.unwomen .org/searchDetail.action?measureId=15529&baseHREF=country&baseHREFId=1039).

advocacy and information campaign involving both men and women are intended to improve public understanding of VAWC. Structures for reporting have also been put in place to influence good turnout in reporting, such as the Women's and Children's Desk in police precincts. Cases are believed to be still underreported, however, because of several factors, including shame and self-blame for the violence, fear of the abuser's retaliation, limited resources to pursue justice, and inaccessible or unavailable facilities where one can report the violence (WWTSVAW 2009). Added to this is the woman's poor understanding of their rights.

Philippine National Police (PNP) data in figure 5.1 show substantial increases in the reporting of cases from 2008 to 2011. Rape and beating (physical injuries) consistently constituted the highest number of reported cases.

In the 2008 NDHS, 3 in 10 women were found to have reported experiences of spousal violence (physical, sexual, or other) at some time in their lives. One in 7 ever-married women claimed to have been a victim of physical violence by her husband, and 8 percent disclosed having been sexually violated by their husbands.

The survey further notes that the woman participants had a low level of acceptance of violence. Only 14 percent of them agreed that a husband beating his wife was justified for any of the following reasons: if she burns the food, if she argues with him, if she goes out without telling him, if she neglects the children, and if she refuses to have sexual intercourse with him. Neglecting the children was the most cited justifiable reason (12 percent), while refusal to have sexual intercourse with the husband or burning the food (2 percent each) were the least mentioned.

In the 2008 NDHS, NSO included the "Women's Safety Module" to generate statistics and information on women's experience of violence from their spouse, boyfriend, or dating partner, incidence of violence against women by geographical area, and demographics of the victims and perpetrators, including services

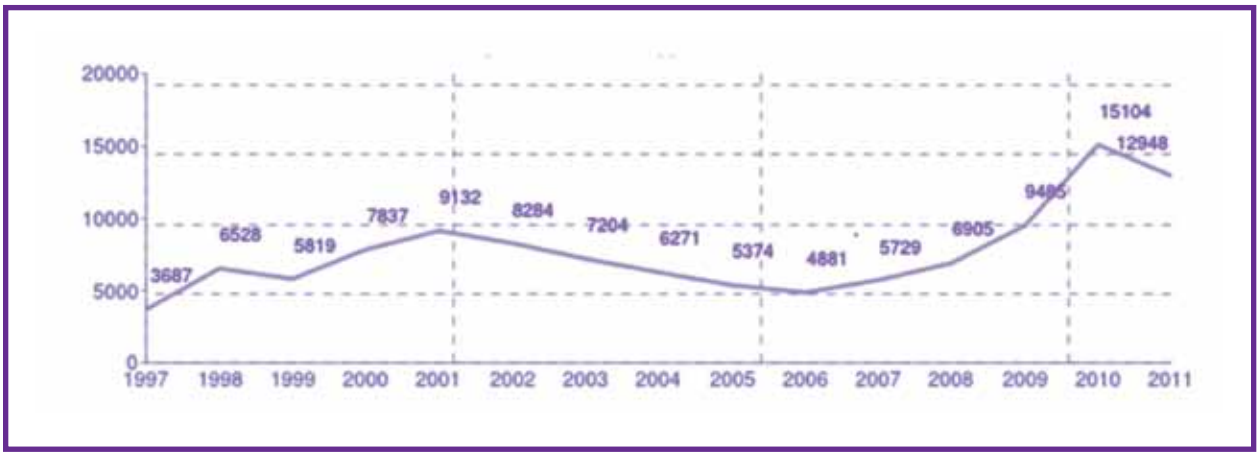

Fig. 5.1. VAW cases reported to the Philippine National Police, 1997–2011

accessed.[9] The survey results show that:

- 20 percent of women aged 15–49 years had experienced physical violence since age 15;
- 7 percent of women had experienced violence in the past 12 months;
- 4 percent of women who had been pregnant experienced physical violence during pregnancy;
- 4 percent of women who had experienced sex were forced against their will during their first sexual encounter; and
- 9 percent of women had never experienced sexual violence.

Among the women who had experienced violence said that the source of abuse was their current or former husband/partner. Other perpetrators cited were the father, mother, and other relatives. Pushing, shaking, and slapping were mentioned as the most common forms of physical violence.

Another area of concern is violence against young girls in school. The 2009 State of the Filipino Children Report of the Council on the Welfare of Children states that of 10,000 child abuse cases reported by the Department of Social Welfare and Development (DSWD) in 1998–2004, teachers were the perpetrators in 500 to 800 cases. Aside from teachers, children suffered in the hands of janitors, bus drivers, and school personnel. They also experienced violence from their fellow students, in the form of bullying or as participants in gang-related fighting. The types of violence experienced by children included verbal, physical, and sexual abuse (Plan International and WAGI 2012, 21).

From 2004 to 2010, the Women and Children Protection Units (WCPUs)[10] of government hospitals (total of 28 WCPUs in 25 provinces) reportedly handled an average of 6,224 cases of gender-based violence, with a mean increase of 156 percent over the period. The 2010 statistics present a record high of 12,787 new cases and an average of 79.86 percent increase from 2009. Most of the reported cases were physical abuse while the rest were both physical and sexual abuse and neglect. More than 50 percent of the new cases were obtained from WCPUs based in highly urbanized areas across the country (ibid.).

Aside from health consequences, VAWC has economic costs at the individual, family, community, and national levels. This has been a subject of studies not only in the Philippines but also across countries all over the world. However, it has not been a prominent discourse when policymakers and advocates speak about VAWC. Linking VAWC to its economic costs may further push VAWC to the public agenda.

Lack of Gender Sensitivity of Health Care Providers

In the 2012 study conducted by Dr. Danguilan for NEDA, DOH, and UNDP, women reportedly refused to give birth in hospitals because of their unpleasant experience and the lack of sensitivity of health service providers. Women experienced verbal abuse and disrespectful treatment for such

[9] Data based on The UN Secretary-General's database on violence against women (http://sgdatabase.unwomen .org/searchDetail.action?measureId=15529&baseHREF=country&baseHREFId=1039).

[10] Created by virtue of DOH Administrative Order (AO) No. 1-B of 1997 to respond to the increasing number of woman and child victims of violence due to rape, incest, and other related cases, the WCPU is a unit composed of a multidisciplinary team of trained physicians, social workers, mental health professionals, and police providing comprehensive medical and psychological services to women and children who are victims of violence.

reasons as failure to bring their records or crying out in pain during delivery. Given the general conditions in hospitals and the overall treatment they had been subjected to in the past, women preferred to give birth in their own homes, assisted by a hilot (traditional healer), even if they were in life-threatening obstetric conditions. This highlights the urgent need to train health service providers in the gender-sensitive handling of woman clients, including victim-survivors of gender-based violence.

Gender-responsive Strategies

Consistent with the PDP 2011–2016 strategy in addressing the concerns of social development, the strategies in efficiently addressing the priority gender issues shall focus on ensuring an enabling policy and program environment for converging service delivery, maximized synergies, and active multi-stakeholder participation.

Service Delivery

- Sustained and comprehensive implementation of the RH Law up to the LGU level
- Widening of PhilHealth coverage to include unmarried couples and those with more than four children, women with disabilities, IP women and children, Moro women and children, and lesbian, gay, bisexual, and transgender persons (LGBTs)
- Development of LGU–NGO–private sector partnerships in programs and services on VAWC, including but not limited to addressing its psychological, rehabilitative, and mental effects on both victim and perpetrators

- Creation or enhancement of existing WCPUs in hospitals and LGUs, in accordance with the Performance Standards and Assessment Tools for Services Addressing Violence against Women in the Philippines for DOH-retained Women & Children Protection Units & Health Services

Capability Building

- Conduct of specialized training on Health and GAD Planning and Budgeting and proper utilization of the Health and GAD Budgets, especially at the LGU level

- Development of modules and conduct of training on Gender-Responsive and Rights-Based Integrated Reproductive Health (GRRB-IRH) service delivery, especially at the LGU level

- Development of modules and conduct of training on patients' rights specifically focused on the rights of poor women and girls, IP women and girls, Moro women and girls, women and girls with disabilities, and LGBTs

- Integration of reproductive health, responsible parenthood, gender sensitivity, and VAWC concepts and its consequences in the pre-marriage counseling modules

Advocacy

- Advocacy for sustained budgetary allocation needed to implement the RH Law effectively at the LGU level and for the implementation of the RH Law

- Advocacy for the shared responsibility of women and men when it comes to matters of responsible parenthood and reproductive health

- Information, education and communication campaigns regarding PhilHealth coverage and benefits to be initiated by LGU, NGOs, CSOs, and the private sector

- Implementation of a national campaign on the RH Law, VAWC, and HIV prevention and testing, particularly the possibility of spousal or intimate partner transmission among women

- Conduct of capacity building programs among LGUs on the management of WCPUs and gender-sensitive management of VAWC cases

Monitoring

- Establishment of gender-sensitive client feedback system or scorecard to generate information on the level of client satisfaction with services provided by health facilities

- Conduct of studies detailing the economic costs of VAWC on the family and the country

- Revision of the HIV/AIDS registry to include gender-responsive indicators that will capture spousal or intimate partnership transmission, among others

- Inclusion of instances of pregnancy among girls aged 10 to 14 years to ensure the issue of early adolescent pregnancy will be addressed

Matrix of Issues, Strategies, Indicators, Targets, and Accountabilities

Strategic gender issues to be addressed

1. Persistence of high maternal mortality rate due to inadequate health services and lack of access to reproductive health services and information
2. High prevalence of malnutrition and iron-deficiency anemia among pregnant women and girls
3. Disparities in access of women and girls to health services
4. Increase in incidence of gender-based violence
5. Lack of gender sensitivity of health service providers, particularly in dealing with poor woman and girl patients

Gender equality outcome

Programs and projects on health and nutrition implemented by national government agencies and LGUs have improved the awareness and access of women and girls to health services and information, and thus lowered the incidence of gender-based violence/VAWC. These have also positively improved the attitudes and practices as well as gender awareness of health service providers in catering to poor women and girls.

PDP 2011–2016 outcomes

Sector: Social Development
Subsector: Health, Nutrition, and Population Management
Subsector Outcome: Improved access to quality health and nutrition services
Sector: Social Protection
Subsector Outcome: Improved access to quality social protection

Strategies	Indicators	Baseline		Targets	IAs/OAs
		Year	Value		
• *Persistence of high maternal mortality rates* • *Disparities in access of women and girls to health services* • *High prevalence of malnutrition and iron-deficiency anemia among pregnant women and girls* • *Lack of gender sensitivity of health service providers, particularly in handling poor woman and girl patients*					
• Advocate the allocation of additional budget for health services, facilities improvement, and capacity building of health personnel. • Build the capacities of health service providers in all service facilities, especially those managed by LGUs. • Conduct specialized training in health and GAD planning and budgeting and the proper utilization of the health and GAD budgets.	• Amount of local budget appropriated and spent on devolved health services, specifically for: • Reproductive health • Maternal health • Nutrition • STI, HIV, and AIDS • Gender-based violence/VAWC – Increase in the number of BemonC and CeMonC facilities established and fully functional – Development of IEC campaigns and modules on maternal health • GAD training for health service providers	Not available		Increasing	– DOH and LGUs – Public hospitals – Private hospitals
• Conduct specialized training in GRRB-IRH service delivery.	• No. of health service providers trained in GRRB-IRH service delivery	Not available		Increasing	DOH, LGUs
• LGUs, NGOs/CSOs, and women's groups to conduct IEC campaigns on PhilHealth coverage and benefits.	• No. of PhilHealth beneficiaries with coverage and benefits initiated and financed by LGUs	Not available		Increasing	LGUs and PhilHealth
• Advocate the expansion of PhilHealth coverage to include unmarried couples and those with more than four children, women with disabilities, IP women and children, and LGBTs.	• No. of LGUs with PhilHealth coverage programs	Not available		Increasing	
	• Amount of out-of-pocket expenditures of private households for health care	2007	54%[a]	Increasing	

Strategies	Indicators	Baseline Year	Baseline Value	Targets	IAs/OAs
Increasing number of cases of gender-based violence					
• Conduct IEC on health-related consequences of VAWC.	Increased information and services to eliminate GBV and VAWC • No. of country-wide IEC activities conducted by NGAs on anti-VAWC		Not available	Increasing	PCW, DOH, POPCOM, NNC PNAC, DSWD, DILG, PhilHealth LGUs, private sector, CSOs, IACVAWC members
• Develop LGU-level programs and services to address the psychological and mental effects of VAWC.	• No. of LGU-initiated anti-VAWC IEC activities incorporated in pre-marriage counseling modules		Not available	Increasing	
• Integrate concepts of VAWC and its consequences in the pre-marriage counseling modules.	• No. of GBV and VAWC facilities of LGUs with gender-aware, trained, and competent staff, personnel, and counselors		Not available	Increasing	
• Create or enhance existing WCPUs in hospitals and LGUs. • Conduct capacity building programs on management of WCPUs and gender-sensitive management of VAWC cases for DOH-retained and LGU-managed hospitals.	– Increase in the number of WCPUs established in DOH-retained and LGU hospitals		28 (2010)		
	– Enhanced mechanisms for providing services to victim-survivors of VAWC at the community level		Not available		
	– No. of victim-survivors of VAWC provided with counseling services				
• Provide free legal services to victim-survivors of VAWC.	– No. of victim-survivors of VAWC provided with free legal services by LGUs and NGOs		Not available	Increasing	
	– No. of VAWC perpetrators convicted		Not available	Increasing	
	– No. of VAWC perpetrators counseled and rehabilitated		Not available	Increasing	
	– No. of LGU-managed hospitals with WCPUs		Not available	Increasing	
	– No of personnel handling VAWC cases, including non-medical personnel of WCPUs at LGU-managed hospitals, trained in GAD		Not available	Increasing	

Strategies	Indicators	Baseline		Targets	IAs/OAs
		Year	Value		
Lack of gender sensitivity of health service providers, particularly in catering to poor women and girls					
• Eliminate discriminatory attitudes/practices of health service providers, particularly in catering to poor women and girls.	• No. of LGUs trained by national government agencies in patients' rights, specifically the rights of poor women and girls, IP women and girls, Moro women and girls, women and girls with disabilities, and LGBTs		Not available	Increasing	DOH, DSWD, LGUs, hospitals (both public and private)
• Implement national campaigns on patients' rights. • Develop modules and conduct training on patients' rights, specifically the rights of poor women and girls, IP women and girls, Moro women and girls, women and girls with disabilities, and LGBTs.	• No. of personnel, including non-medical personnel, of LGU-managed health centers and hospitals trained in patients' rights, specifically the rights of poor women and girls, IP women and girls, Moro women and girls, women and girls with disabilities, and LGBTs		Not available	Increasing	
• Establish client feedback system or scorecard to generate information on the level of client satisfaction with services provided by health facilities. • Develop modules and conduct training on the establishment of client satisfaction feedback systems.	Clients' level of satisfaction on health service delivery improved				DOH and LGUs
	• Rating of client satisfaction with service and information delivery		Not available	Increasing	
	• No. of health facilities with client satisfaction feedback systems and mechanisms, including those managed by LGUs and national government agencies		Not available	Increasing	

[a] Philippine National Health Accounts (also cited in ILO 2012, 73).

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CHAPTER 6

Education

Education is an important development strategy to achieve gender equality and women's empowerment. Women's level of education is significantly linked to their participation in the labor force and paid employment. Enhancing educational opportunities for women likewise correlates with decreased fertility and infant mortality rates and increased access to reproductive health services. A mother's level of education has also been found to have positive educational outcomes for their children (Grown, Gupta, and Kes 2005). Investing in women's education is thus not an end in itself but rather yields valuable economic and social dividends.

The MCW aims to address substantially the major gender issues faced by women and girls in education. Section 13 explicitly provides for equal access to and elimination of discrimination in education, scholarships, and training. The law states that government must ensure gender stereotypes and images in educational materials and curricula are adequately and appropriately revised and gender-sensitive language is used at all times.

The MCW also mandates the implementation of capacity-building programs on GAD, peace and human rights, and education for teachers and all those involved in the education sector, alongside the establishment of linkages and partnerships between and among stakeholders of the education sector, including the private sector, churches, and faith-based organizations. It encourages the enrollment of women in nontraditional skills training at the vocational and tertiary levels. It proscribes the expulsion and non-admission of female students and faculty due to pregnancy outside of marriage.

The Philippine educational system is composed of two major subsystems: formal and nonformal. This chapter primarily focuses on formal education but likewise touches on some issues in nonformal and informal education. With the passage of the so-called "K to 12 law," or the Enhanced Basic Education Act (RA 10533), the country's basic education has been redefined to align with global standards. From the ten-year cumulative elementary and high school curriculum, schoolchildren now have to undergo at least one (1) year of kindergarten , six (6) years of elementary education (grades 1 to 6), and six (6) years of secondary education. Secondary education includes four years of junior high school (grades 7 to 10) and two years of senior

high school (grades 11 to 12). Senior high school students are given a choice among four tracks: academic; technical-vocational-livelihood; and sports and arts and design. The general academic track covers the areas of Business, Accountancy, Management (BAM); Humanities, Education, Social Sciences (HESS); and Science, Technology, Engineering, Mathematics (STEM).); and Humanities and Social Sciencies (HUMSS).

The transition to K to 12 further seeks to redesign pedagogy — from teacher-centered to learner-centered, based on the students' experiences and local culture. The extent to which this redefinition of basic education will cover gender-fair standards and gender equality goals remains to be seen. But definitely, it presents a unique opportunity for GAD advocates in the education sector to make a difference.

Priority Gender Issues

Underperformance of Boys in Key Education Indicators Compared to Girls

More than a decade ago, the Philippines committed to Education for All (EFA) targets and the Millennium Development Goals (MDGs), which include the attainment of universal primary education (UPE) and gender parity in education. However, according to PDP 2011–2016, the Philippines Midterm Progress Report on the MDG points to a low probability of achieving the UPE targets (Chapter 8, page 232).

However, insofar as gender parity in education is concerned, table 6.1 shows that girls perform better than boys in selected indicators. Data from the Department of Education (DepEd) for School Year 2012–13 indicate that, for both public and private schools, girls had higher elementary and secondary net enrolment as well as elementary and secondary completion rates than boys.[1] Girls in both elementary and high school also consistently showed higher Mean Percentage Scores (MPS)[2] than males in all National Achievement Test (NAT) subjects in 2012 (figure 6.1). This continues the trend in the past couple of years.

Similarly, the 2008 Functional Literacy, Education and Mass Media Survey (FLEMMS) found that females were slightly ahead of males in terms of basic literacy (96 percent versus 95 percent) and functional literacy (88.7 percent versus 84.2 percent).

With girls outperforming boys in school as could be gleaned from the indicators cited above, there emerges a concern on how to address the factors responsible for the boys' low academic performance. Education determines the level of preparedness of young people to face greater responsibilities in the future, including their capacity to raise a family. Parity in education means boys have the same capacity with girls to assume these responsibilities. Disparities may result in either

[1] The net enrollment rate (NER) data presented in table 6.1 is based on the 2010 population census, which reports elementary NER at 94.25 percent in 2012. This figure is much higher than that recorded in 2010 (89.89 percent), which is based on population estimates from the 2000 census. The data suggests that the country is nearing the target of universal primary education, although much still needs to be done to finally achieve the 100 percent NER target and the gender parity goal. It is important to note that the data presented above are based on initial computation by DepEd pending the approval by the National Statistical Coordination Board (NSCB) of the methodology for the population estimates used for the NER.
[2] The MPS indicates the percentage of correctly answered items in the said test.

Table 6.1. Key education indicators in the Philippines, by sex (SY 2012–13)

Indicator	Female (%)	Male (%)
Elementary Net Enrolment Rate	96.3	94.25
Secondary Net Enrolment Rate	70.00	59.49
Elementary Completion Rate	78.21	69.61
Secondary Completion Rate	79.92	69.77

Source: Department of Education.

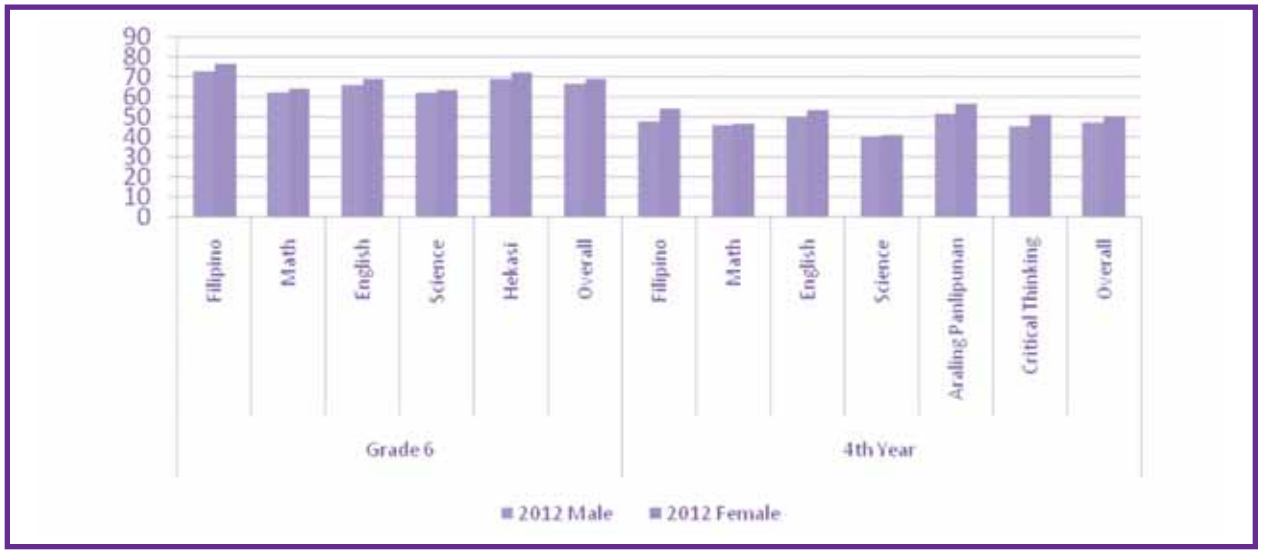


Fig. 6.1. National Achievement Test mean percentage score per subtest and gender (Source: Department of Education [2012])

husband or wife being unduly burdened in raising a family because he or she has better career or income-earning opportunities. There is then a clear need for the education sector to analyze more systematically the factors responsible for the gaps in educational outcome between boys and girls. Poverty is one of the major reasons for the boys' poor school performance. A family's inability to meet its daily needs forces younger members of the family to quit school to work and contribute to the household income. Another perception is that some boys do not take their schooling as seriously as girls. This may be traced to the common household practice in which girls are taught to become more responsible at an earlier age by helping with household chores while boys are allowed to play. This, in effect, perpetuates the ascription of traditional roles of men and women.

Other factors are teaching materials, curricula, or pedagogy, which could be unintentionally biased toward girls. These, however, need to be further examined and validated as to whether they actually contribute to the problem. Equally important is examining how childrearing practices of families reinforce role stereotypes that affect the school performance of boys and girls.

Indigenous People Falling Behind in Enrolment Data and Experiencing Discrimination

Data from the Department of Education (DepEd) indicate that for SY 2013-2014, IPs numbered 957,841, comprising 6.3% of the total enrolment at the elementary level. Girls were slightly fewer than boys (452,840 or 47.3%). In high school, records show a total of 215,762 IP students, of whom 53.4% (115,269) are girls.

The 2012 National Situationer of Girl Children in the Philippines (Plan International and WAGI 2012, vi) reveals that IP children experience multiple discrimination and violation of their rights. Mamanwa children, in particular, were reported to have experienced discrimination and bullying in schools due to their skin color and hair type. These are forms of violation of their rights not only as children but also as IPs or members of minority groups.

Higher Education Degrees Manifesting Marked Gender-Segregation

The 2007 Census of Population reports that there were more women with academic degrees than men (56.2 percent versus 43.8 percent). Data from the Commission on Higher Education (CHED) for 2010 presented the same figures (56.2 percent versus 43.8 percent).

More recent data from CHED on enrollment in higher and vocational education show that women comprised more than half of those enrolled in college and trades courses (54.3 percent; table 6.2). A closer look at the table, however, would reveal courses in which the distribution of enrollees between males and females was around 40–60 percent, or near the gender parity level. These included traditionally male-dominated courses, such as agriculture and related fields, law, fine arts, architecture, information technology, and math. Women still predominated in traditionally female-dominated courses (or courses deemed an extension of their traditional roles), like service trades, education and teacher training, home economics, mass communication, social, behavioral, and natural sciences, business education, and allied medical profession (more than 60 percent). There remained a few courses in which women still made up a minority, such as maritime education (1.4 percent), religion and theology (21.5 percent), engineering and technology (26.0 percent), and certain trade and crafts courses (39.0 percent).

Among those enrolled in technical–vocational courses, data from the Technical Education and Skills Development Authority (TESDA) indicates women's preference for such skill areas as dressmaking, food processing, and housekeeping for hotels; and men's preference for and concentration in automotive, electronics, and welding courses.

The TESDA Women's Center conducts gender-sensitivity training among all its affiliated trainers, and has started reviewing its modules to integrate the gender perspective in the curriculum, and eliminate gender bias among students as well as among technical vocational education and training (TVET) trainers.

Table 6.2. Higher education and trade and crafts enrolment, by discipline group and sex, SY 2011–2012

Discipline group	2011–12			
	Male	Female	Total	% F
Agricultural, Forestry, Fisheries, Veterinary Medicine	34,255	33,878	68,133	49.7
Architectural and Town Planning	15,811	10,790	26,601	40.6
Business Admin. and Related Fields	309,436	530,756	840,192	63.2
Education and Teacher Training	114,237	335,667	449,904	74.6
Engineering and Technology	274,586	97,417	372,003	26.2
Fine and Applied Arts	9,053	10,018	19,071	52.5
General	4,297	5,484	9,781	56.1
Home Economics	1,336	4,888	6,224	78.5
Humanities	13,055	18,835	31,890	59.1
Information Technology	208,994	181,832	390,826	46.5
Law and Jurisprudence	11,251	10,054	21,305	47.2
Maritime	115,887	1,669	117,556	1.4
Mass Communication and Documentation	10,090	26,195	36,285	72.2
Mathematics and Computer Science	5,667	7,691	13,358	57.6
Medical and Allied Fields	81,136	199,902	281,038	71.1
Natural Science	10,386	16,918	27,304	62.0
Other Disciplines	116,269	52,526	168,795	31.1
Religion and Theology	6,845	1,874	8,719	21.5
Service Trades	10,111	40,857	50,968	80.2
Social and Behavioral Science	31,486	60,823	92,309	65.9
Trade, Crafts, and Industrial	1,038	667	1,705	39.1
Grand total	1,385,226	1,648,741	3,033,967	54.3

Source: Commission on Higher Education (2012).

Gender Biases and Stereotypes Embedded in Curricula, Instructional Methods, Materials, Learning Media, and Some School Policies

Gender stereotypes and biases are persistent pedagogical issues in the curriculum, textbooks, and learning materials that have not been substantially addressed. Observations and anecdotes show that gender biases are reflected not only in instructional materials but also in classroom-teaching strategies, including teachers' use of sexist stereotypes in language and the design of classroom activities.

The latest CEDAW Concluding Observations in 2006 recommend that the state take measures for bringing about changes in traditional patriarchal attitudes and in gender-role stereotyping. Such measures should include awareness raising and public educational campaigns addressing women and girls as well as, in particular, men and boys (Paragraph 18, page 6). This particular issue is at the core of Section 13 of the MCW, which mandates the state to ensure that gender stereotypes and images in educational materials and curricula are adequately and appropriately revised and that gender-sensitive language are used at all times.

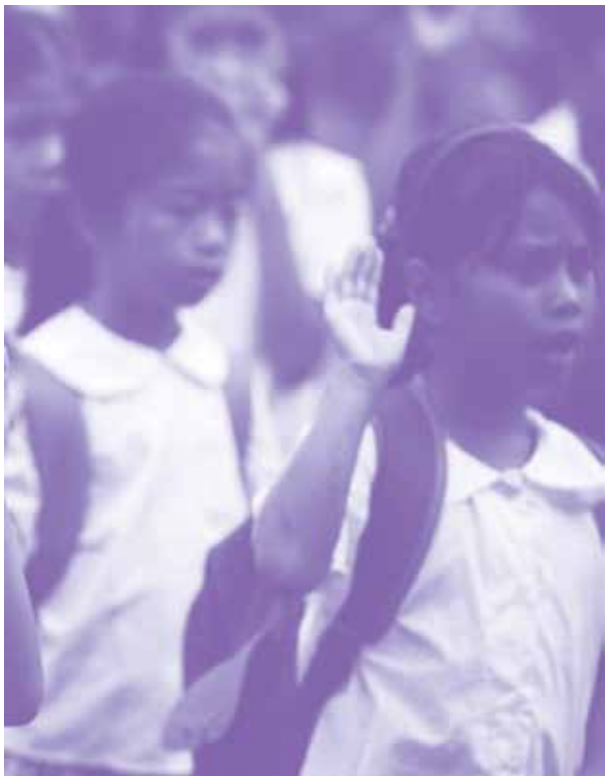
Certain school policies also discriminate against women. While the MCW proscribes the "expulsion and non-readmission of women faculty due to pregnancy outside of marriage" and provides that "no school shall turn [away] or refuse admission to a female student solely on account of her being pregnant outside of marriage during her term in school," PCW still receives reports of students and faculty members being refused enrollment or forced out of school on these grounds.

Continued Vulnerability of Women and Girls to Sexual Harassment and Violence in School because of the Lack of a Safe and Gender responsive Teaching–Learning Environment

There are still reported cases of sexual harassment and incidence of violence against women and girls involving school administrators and faculty members. These are found not only in tertiary institutions but, alarmingly, even in primary and secondary schools. There are also alleged cases of sexual harassment in Citizens' Army Training and field exposure activities (Rodriquez et al. 2004).

To address these concerns, DepEd started including the rights of children and women in the curriculum of Social Studies (Araling Panlipunan) I-III. Gender issues have also begun to be part of reading texts in Filipino and English. Messages on VAWC are likewise incorporated in the Secondary Teachers' Tool Kit on Adolescent Reproductive Health.[3] Recently, DepEd issued Department Order No. 40, series of 2012, otherwise known as the "DepEd Child Protection Policy," promulgating guidelines for protecting children in school from abuse, violence, exploitation, discrimination, bullying, and other forms of abuse.

[3] DepEd reports that the Tool Kit was piloted in 30 schools in 5 regions of the Philippines.



CHED has made similar initiatives to address VAWC inside the campus. One involves mandating higher education institutions (HEIs) to set up a Committee on Decorum and Investigation (CODI). As of 2011, only 201 of 2,248 HEIs (9 percent) had complied with this requirement since it was issued in 2003.[4] Establishing a CODI is intended as a response to the MCW's provision that directs the three main education agencies (DepEd, CHED, and TESDA) to "monitor and ensure compliance of educational institutions" with the development of "programs and policies to prevent VAW, . . . including institutional mechanisms for complaints of rape, sexual harassment, and other forms of violence and discrimination against women, and provide assistance to students, faculty or personnel who have been victims of VAW."

Adolescent reproductive health education has been proven to be crucial in raising awareness of sexuality and responsible sexual behavior among students, and eventually reducing the vulnerability of women and girls to gender-based violence. A Teen Wellness Center program has been pioneered and replicated in 38 schools as a model mechanism for raising young people's awareness of sexuality and for preventing gender-based violence.[5]

Gender-responsive Strategies

To address the priority gender issues efficiently, strategic gender equality actions will be employed:

Capacity Building

- Develop a Comprehensive Capacity Development Plan (pedagogy, gender-fair language, and curriculum development on GAD for the education sector, including both teaching and non-teaching personnel).

- Develop teaching models and exemplars on gender-responsive teaching techniques and classroom management across learning areas.

[4] In 2011, CHED issued a memorandum instructing all HEIs to submit a report on their compliance with RA 7877, or the Anti-Sexual Harassment Act. Based on its report presented at the First CHED Higher Education Summit on Gender Issues, held in October 2011, CHED disclosed that only 67 state colleges and universities (SUCs) and 147 private HEIs had turned in their reports. Moreover, 6 had no CODI and did not see the need to constitute a CODI because they had not yet received any sexual harassment complaint

[5] To promote health-seeking behavior among adolescents and in response to the youth's need for appropriate adolescent sexuality and reproductive health (ASRH) information and services, DepEd, in partnership with UNFPA, established Teen Wellness Centers in schools. This strategy aims to help implement the ARH Program of DepEd and provide a venue for disseminating proper information on teen sexuality and other reproductive health concerns, such as teenage pregnancy, sexually transmitted infection (STI) and HIV, smoking, alcoholism, and drug addiction.

- Develop course modules on the GAD dimensions of human resource and personnel management in academic facilities.

Policy, Advocacy, and Research

- Develop policy to institutionalize gender-fair education in curricula and instructional materials.

- Package resource materials, good practices, and state-of-the-art knowledge of the educational needs of IP and Moro girls, LGBT children, and women and girls with disabilities.

- Advocate a multisectoral (private companies, government, etc.) action plan that will mobilize scholarships for IP children and women. Scholarships for women should target courses that are not traditionally taken by women, such as engineering and architecture. The same strategy should be adopted for technical and vocational training.

- Pilot research projects at the LGU level that will better understand and yield sound policy interventions for the underperformance of boys in basic education to improve their performance compared to girls.

Service Delivery

- Mainstream gender equality projects and activities in school improvement plans, particularly targeting the needs of IP and Moro girls, LGBT children, and women and girls with disabilities.

- Create a pool of sectoral experts in GAD, such as national and regional GAD resource persons, including trainers, module developers, and GAD planning and budgeting experts.

Monitoring

- Conduct gender analyses of curricula and syllabi, by subject and learning area, and feed the results into policies and standards for developing gender-responsive curricula.

- Monitor the GAD ACCORD,[6] an agreement forged by CHED with HEIs to implement relevant provisions of the MCW.

- Conduct inventory of capacities of GAD Focal Point (GFP) Systems in all educational facilities, including DepEd, CHED, TESDA, state colleges and universities, and elementary and secondary public schools.

[6] ACCORD is the output document of the First CHED Higher Education Summit on Gender Issues, held in October 2011, signed by HEI presidents present at the Summit. This contains direct provisions of the MCW on mainstreaming GAD in the education system. The same document was signed by HEIs that were not present at the Summit but attended the regional GAD summits in 2012.

Matrix of Issues, Strategies, Indicators, Targets, and Accountabilities

Strategic gender issues to be addressed

1. Underperformance of boys in key education indicators compared to girls
2. Indigenous people falling behind in enrolment data and experiencing discrimination
3. Higher education degrees manifesting marked gender-segregation
4. Gender biases and stereotypes embedded in curricula, instructional methods, materials, learning media, and some school policies
5. Continued vulnerability of women and girls to sexual harassment and violence in school because of the lack of a safe and gender-responsive teaching–learning environment

Gender equality outcome

Policies, programs, and projects on education implemented by national government agencies, LGUs, and partners to address gender biases and stereotypes in the curricula and academic institutions have become more responsive in preventing sexual harassment and violence in schools.

PDP 2011–2016 outcomes

Sector: Social Development
Subsector: Education, Training, and Culture
Subsector Outcome: Improved access to quality education, training, and culture

Strategies	Indicators	Baseline Year	Baseline Value	Targets	IAs/OAs
• *Underperformance of boys in key education indicators compared to girls* • *Gender biases and stereotypes embedded in curricula, instructional methods, materials, learning media, and some school policies* • *Higher education degrees manifesting marked gender-segregation*					
• Conduct gender analyses of curricula and syllabi, by subject and learning area, and feed the results into policies and standards for developing gender-responsive curricula. • Review the vision, mission, goals, and objectives of academic institutions for gender responsiveness. • Conduct inventory of materials integrating gender sensitivity and materials containing gender stereotypes and biases. • Develop capacity of writers of curricula, instructional materials, and reviewers, as well as of school administrators, for gender-responsive curriculum development. • Develop teaching models and exemplars on gender-responsive teaching techniques and classroom management across learning areas. • Develop policies on the institutionalization of gender in the curricula and instructional materials.	• Policies and standards for gender-responsive curricula and instructional methods/ materials developed and implemented by DepEd CHED, and TESDA • No. of policies and standards developed on gender-responsive curricula • No. of instructional materials developed with GAD dimensions • No. of subject areas taught with GAD dimensions • No. of GAD capacity development programs conducted for curriculum developers • No. of participants (teaching, non-teaching, administrators) who attended GAD capacity development programs	1995–2012 No data available for all indicators		Increasing Increasing Increasing Increasing Increasing	DepEd, CHED, TESDA, other learning institutions

Strategies	Indicators	Baseline Year	Baseline Value	Targets	IAs/OAs
• *Continued vulnerability of women and girls to sexual harassment and violence in school because of the lack of a safe and gender-responsive teaching–learning environment* • *Indigenous people (IPs) falling behind in enrolment data and experiencing discrimination*					
• Replicate child-friendly schools program of DepEd • Enhancing capacities and knowledge of education stakeholders on gender responsive approaches • Mainstream gender equality projects and activities in school improvement plans, particularly targeting the needs of IP and Moro girls, LGBT children, and women and girls with disabilities. • Develop/package resource materials, good practices, and state-of-the-art knowledge of the educational needs of IP and Moro girls, LGBT children, and women and girls with disabilities.	• Standards for safe, accessible/inclusive and gender-responsive teaching–learning environment developed and implemented by DepEd, TESDA, and CHED			Increasing	DepEd, CHED, TESDA, other learning institutions
	• No. of schools replicating the child-friendly schools program			Increasing	
	• Percentage of local school board (LSB) funds utilized for GAD programs			Increasing	
	• No. of school improvement plans with programs and projects on gender equality and GBV prevention			Increasing	
	• No. of educational institutions with facilities for PWDs			Increasing	
	• No. of school administrators and personnel trained in RA 7877			Increasing	
	• No. of GBV cases reported in schools			Increasing	
	• No. of GBV and other discriminatory cases at different levels (basic, tertiary, technical/ vocational) filed in courts			Increasing	
	• No. of schools with response mechanisms for GBV			Increasing	
	• No. (and percentage) of educational and training institutions with established and functional CODI			Increasing	
	• No. of PTCs trained in GAD and GBV prevention			Increasing	

Strategies	Indicators	Baseline		Targets	IAs/OAs
		Year	Value		
	• No. of LSBs trained in GAD and GBV prevention			Increasing	
• Monitor the GAD ACCORD. • Develop course module on the GAD dimensions of human resource and personnel management in academic facilities. • Conduct inventory of capacities of GFP in all educational facilities, including DepEd, CHED, TESDA, SUCs, and elementary and secondary public schools. • Create a pool of sectoral experts in GAD, such as national and regional GAD resource persons, including trainers, module developers, and GAD planning and budgeting experts. • Develop a Capacity Development Plan on GAD for the education sector. • Institutionalize the conduct of gender-sensitivity training and sexual harassment in human resource training, especially for new entrants.	• Teaching–learning community with enhanced capacities and knowledge of gender-responsive approaches to human rights education in educational facilities				DepEd, CHED, TESDA, other learning institutions
	• No. of agreements in the GAD ACCORD implemented by HEIs			Increasing	
	• No. of HRMOs of DepEd, CHED, and TESDA trained in the GAD dimensions of human resource and personnel management in academic facilities			Increasing	PCW, CSC
	• Percent of agency budgets (DepEd, CHED, and TESDA) allocated and spent on GAD programs			Increasing	
	• No. of GAD training sessions conducted by DepEd, CHED, and TESDA for teaching personnel			Increasing	
	• No. of regional GAD trainers pool organized by DepEd, CHED, and TESDA			Increasing	
	• No. of school administrators trained in the GAD dimensions of human resource and personnel management in educational facilities			Increasing	
	• No. of educational and training institutions with functional GFPs			Increasing	
	• No. of educational and training institutions with policy issuance on the creation of GFP			Increasing	

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CHAPTER 7

Housing

Since the 1980s, there has been a growing recognition of the need to ensure women's equal access to public spaces. This applies to physical space, such as streets, parks, and public transport, as well as governance structures and the cultural and economic life of a city. From the perspective of human settlements, it is important to ensure women's access to resources, housing, and basic services, such as electricity, energy, water and sanitation, refuse, and waste management (UN Habitat 2008, 3). Provision of housing decreases poor women's multiple burdens associated with family and household management. Moreover, investing in housing generates important welfare outcomes. It is inextricably linked to women's economic power, provides collateral for loans in times of crisis, and increases women's negotiating power in the household (Grown, Gupta, and Kes 2005, 75–77).

The PDP 2011–2016 aims to address the housing gap of 5.8 million units from 2010 to 2016, or about 800,000 units per year. The government has also increased the target number of housing loans from 75,000 to 150,000 housing units. This is in line with its thrust of facilitating access to a variety of housing options that are decent, affordable, and responsive to the diverse and changing needs of people by providing incentives to low-cost mass housing developers.

The government renders housing tenure assistance through the following reform measures: (1) reduction of loan interest rate to the socialized housing package (3 percent per annum); (2) extension of payment terms for housing loans, from 25 to 30 years; (3) reduction of loan requirements, from 15 to 8; and (4) reduction of loan processing time from 3 months to 7 working days for developer accounts with buy-back guarantee, and 30 days for retail and developer accounts without buy-back guaranty. The PDP 2011–2012, however, points out a number of challenges facing the housing sector: meeting the enormous housing need and demand; rapid growth of informal households and settlements;

and strained basic shelter, and urban services and fiscal constraints (ibid.).

The Urban Development and Housing Act (UDHA) of 1992 (RA 7279) provides the regulatory framework for managing urbanization and shelter/housing provision. It also establishes and strengthens the mandates of key shelter agencies to plan and implement comprehensive and continuing housing programs and create the mechanisms for their implementation.

Priority Gender Issues

Continued Prevalence of Gender Inequalities in Housing and Security of Tenure in the Country

Women are widely marginalized by administrative institutions in respect of land, property, and inheritance. They are often excluded from decision making and control over human settlements resources. This has a historical dimension, in that access to land and property has been a predominantly male domain in the Philippines. Moreover, the patrilineal[1] system prevents low-income and informal settler communities from owning houses, exposing them to high risks of eviction and homelessness.

Invisibility of Women in Current Shelter Laws, Policies, Mechanisms, Structures, and Plans

Women's unequal position in housing and land rights is evident in traditional and historical norms, discriminatory policies and laws (including traditional/customary laws and practices), implementation of laws and policies, land registration laws, representation in decision-making bodies, and level of awareness (UN Habitat 2008). For instance, the Family Code provides for community property with joint administration by both spouses. However, in cases of disputes between spouses on conjugal and children's properties, the husband's decision still prevails. On the other hand, the Code of Muslim Personal Law bars women from owning property without the husband's consent. Wives are also prohibited from acting as guardians of their minor children's properties. Guardianship of such property is granted to the father, and in his absence, male relatives or the courts take over (Ezer et al. 2011, 3). These provisions run counter to those contained in the MCW and CEDAW on women's property rights (ibid., 4).

Current Housing for Low-Income Groups and Informal Settlers

Not Conforming to MCW Standards
Section 24 (Right to Housing) of the MCW specifically mandates responsible government housing or shelter agencies to develop housing programs for women that are localized, simple, and accessible, with potable water and electricity, security, viable employment opportunities, and affordable amortization. The MCW also states that government shall consult women and involve them in community planning and development, especially in matters pertaining to land use, zoning, and relocation. This aligns with the target of the PDP to provide housing to low-income groups and informal settlers that is compliant with the

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Patrilineality is a system in which one belongs to one's father's lineage; it generally involves the inheritance of property, names, or titles through the male line as well.

standards set by UDHA for site development (for relocation sites) and slum upgrading or on-site development.

Women's groups and urban poor civil society organizations (CSOs) have been advocating women's right to house ownership under the government's socialized housing program. Several reasons account for the exclusion of women from housing ownership: (1) selection of housing beneficiaries may be politically motivated; (2) poor women are often perceived as not capable of taking on the financial cost; (3) women are not able to participate in human settlements planning and implementation because of multiple household tasks assigned to them and the stereotypical notion that building houses and communities is the domain of men; and (4) lack of capacities of shelter agencies to initiate gender-responsive housing programs.

Women and girls experience poverty and housing insecurity differently from men and boys. Global shelter policies to which the Philippines is committed, such as the MDGs, Beijing Platform for Action (BPfA), and UN Habitat Agenda, provide standards for human settlements. They also recognize women's differential needs as intrinsic to housing design and land use and zoning, owing to the fact that women play a critical role in making human settlements sustainable. Provisions for women's economic empowerment, recognition and fulfillment of their social development rights (health, education, and other social endowments), guarantee of environmental safety and development of climate change resiliency, and promotion of women's participation in governance and decision-making processes are major considerations in the design and planning of housing and the crafting of shelter plans and strategies, especially for low-income groups and informal settlers (ibid.).

The clamor is to develop resettlement and relocation sites that are sustainable in terms of access to livelihood and employment opportunities; and to make basic services (clean potable water, sanitation, and electricity) affordable to women. Other requirements are health care facilities and formal and nonformal education services and facilities. When these standards are not met, families revert to informal settlement, like in the inner cities, especially if this is more accessible to economic opportunities and basic services. The design of the housing structure must also consider the practical gender needs of women, especially privacy and personal space. Design and innovations that take into account women's and girls' needs help protect them from sexual harassment and domestic violence, including incest and teenage pregnancy (a grave problem that affects young girls in high-density informal settlements). The special needs of the

elderly and differently abled women must likewise be considered in the housing design and the services of community housing projects.

Aside from making houses resilient to climate change and durable in the face of natural hazards, ensuring the safety of women and girls outside the home is another function of community spatial design. It has been noted that women use roads differently from men, often in relation to their reproductive roles (e.g., going to the market or bringing or fetching children to and from school) and their economic and productive functions, such as vending and delivering homemade products to nearby markets. Roads, pathways, and sidewalks therefore can be designed to be more accessible and safe to traverse for women, with adequate lighting fixtures and obstruction-free foot paths.

Women from Low-income and Informal Settler Communities Unorganized and Not Consulted on Decisions Involving Human Settlements

Women, particularly those from the low-income group, the urban poor, and informal settlements, are often not reached by participatory governance structures. This means they are not properly represented in important decision-making processes or bodies. One major reason is that they are mostly not organized. Women usually do not have time for institutional work because of their multiple household tasks.

Women's lack of access to and participation in institutional processes and decision making prevents them from obtaining information important to their housing concerns. They are often invisible, too, in habitat surveys and data gathering, which explains the absence of gender-disaggregated data. This then affects how policies, plans, and programs are designed to address the particular needs of women and girls.

Global experiences show that women's participation in policymaking and planning in local housing boards, homeowners' associations, and other housing and settlement councils make human settlements sustainable, safer, and secure for all, especially in terms of basic services, such as electricity and energy, water and sanitation, and refuse and waste management.

Gender-responsive Strategies

Proven practical entry points in addressing issues of housing and security of tenure had been pursued in the past. Some of the strategies deemed relevant to women's housing needs are as follows:

Policy Development

- Review and amend the Family Code and the Muslim Code to align them with the standards of the MCW and CEDAW.

- Advocate the formulation of gender-responsive home lending guidelines among key shelter agencies.

- Regulate the rental market to cushion the poor and the marginalized in society.

Service Delivery

- Facilitate access of women to microcredit and lending facilities that are linked to housing, in order to help them pursue income-generating activities.

- Ensure women's access to housing and security of tenure through social housing, government projects, and slum-upgrading initiatives.

- Promote and support housing cooperatives that are supported by governmental laws and incentives, provide access to housing and contribute to women's shelter and development.

Capability Development

- Initiate capacity development activities for women from low-income and informal settler groups.

- Conduct comprehensive training on gender-responsive project and policy formulation and implementation for government agencies dealing with housing and human settlements.

Advocacy

- Advocate policies promoting the rights-based approach to housing and security of tenure, titling, and quotas, making housing/land affordable to poor, marginalized women.

- Conduct national campaigns and awareness raising to highlight the importance of housing, land, and related rights of women.

- Advocate with housing developers and professionals to include and consult women from low-income and informal settler groups in developing housing projects.

- Build networks at the national, regional (meso), and local levels as avenues for advocacy.

- Increase organizing among communities to strengthen their participation in decisions related to housing.

Monitoring

- Institutionalize the collection of sex-disaggregated data on housing and shelter, by income group.

- Review the composition of interagency bodies on housing and secure tenure to ensure representation of women's concerns in housing.

- Conduct research and analysis of women's housing rights, including a gender analysis of the housing and shelter programs of key shelter agencies, and feed the results into policy advocacy dialogues of interagency bodies on housing and secure tenure.

Matrix of Issues, Strategies, Indicators, Targets, and Accountabilities

Strategic gender issues to be addressed

1. Continued prevalence of gender inequalities in housing and security of tenure in the country
2. Invisibility of women in current shelter laws, policies, mechanisms, structures, and plans
3. Current housing for low-income groups and informal settlers not conforming to MCW standards
4. Women from low-income and informal settler communities unorganized and not consulted on decisions involving human settlements

Gender equality outcome

Policies, programs, and projects implemented by key shelter agencies, LGUs, and their partners improved access and ownership rights of women from low-income and informal settler communities to safe, decent, and affordable housing.

PDP 2011–2016 outcomes

Sector: Social Development
Subsector: : Housing and Development
Subsector Outcome: Improved access to shelter security

- Increase in percentage of housing target met, from 22.4 percent in 2010 to 43.2 percent in 2016
- Increase in percentage share of socialized housing to housing target, from 18.58 percent in 2010 to 43.4 percent in 2016
- Increase in percentage share of end-user financing to housing target, from 81.4 percent in 2010 to 56.6 percent in 2016

Strategies	Indicators	Baseline Year	Baseline Value	Targets	IAs/OAs
Continued prevalence of gender inequalities in housing and security of tenure in the country					
• Ensure women are not discriminated against and are given equal access to housing and shelter by amending discriminatory provisions in relevant laws and policies, including the Family Code and the Muslim Code.	• Percent completion of the review and proposed amendment of the Family Code and other related laws, particularly those affecting access to property ownership			• 100% completion of the review of the Family Code and other relevant laws and policies on housing • At least one housing law made gender-responsive; 3 key housing agencies with policies and simplified procedures for granting women's access to housing	**GOs:** PCW, HUDCC/attached agencies, PIA, NSCB, MMDA, LGUs, ULAP, PCW **CSOs:** PhilSSA, COSE, TAO-Pilipinas, FDUP **Private sector:** Housing professionals, developers, and owners, SHEDA, UN Habitat, Philippine Urban Consortium (WB, ADB, LCP)
• Adopt measures to ensure greater protection of women's rights to property ownership, ensuring that they will enjoy the same security as men, particularly in the event of marital conflict and/or separation	• No. of woman-headed households granted Certificate of Eligibility and Lot Award (CELA)			• 60% of the 3,462 CELA awards granted to woman beneficiaries	
• Advocate the formulation of gender-responsive home lending guidelines to improve access of women to credit facilities that are linked to housing	• Percent completion of gender-responsive home lending guidelines among key shelter agencies			• 100% completion of gender-responsive home lending guidelines	
Invisibility of women in current shelter laws, policies, mechanisms, structures, and plans					
• Guarantee access of woman-headed households to basic services in relocation/settlement/ proclaimed sites (MCW IRR, Section 24.3).	• Gender-sensitive policies integrated in the formulation of the national resettlement framework that define entitlements of woman-headed households			One resettlement framework integrated, with gender-sensitive measures, by end of FY 2014	
	• Assessment of resettlement/relocation/ proclaimed sites conducted, focusing on the availability of basic services and needs of women			Application in two relocation sites of good practices/ lessons learned from the assessment	

Strategies	Indicators	Baseline Year	Baseline Value	Targets	IAs/OAs
• Ensure women's access to housing and security of tenure through social housing, government projects, and slum, on-site, or in-city upgrading initiatives.	• No. of socialized housing projects implemented per UDHA, reflecting the practical gender needs of low-income/ informal settler groups			One gender-responsive socialized housing	
• Advocate the integration of women's housing and human settlement concerns in related plans, policies, and framework	• No. of housing-related framework, plans, and policies reflecting women's access to services and secure tenure			• Gender-responsive climate change and vulnerability assessment and adaptation mainstreamed in the Local Shelter Plan • At least four gender-responsive people's plans developed in consultation with women	HUDCC
	• No. of government-facilitated formal and written commitments of private developers and housing professionals to gender-responsive housing			New and amended housing and shelter laws, policies, guidelines, and procedures reflecting gender needs, particularly ownership and participation of women from low-income and informal settler groups	
Current housing for low-income groups and informal settlers not conforming to MCW standards					
• Advocate the development of a gender-responsive housing design for low-income groups, taking into account the safety of women, including the elderly and children (pertaining to features or structures that help protect women and girls from sexual harassment and domestic violence, including incest).	• Percent completion of standard housing design			• 100% completion of gender-responsive housing design standards that take into account the need of women and children for private space and protection • Issuance of a memo-randum circular on the adoption of a Reference Book on Gender-Responsive Housing Standards among shelter agencies	• HUDCC, NHA , HLURB, other shelter agencies •

Strategies	Indicators	Baseline Year	Baseline Value	Targets	IAs/OAs
• Build partnership with private developers and professional associations related to housing for the development of gender-responsive housing design	• Partnership formalized with developers and association of architects and engineers			Memorandum of agreement signed with developers and professional associations	• Professional associations of architects, engineers, and private developers
• Institutionalize the collection of sex-disaggregated data on housing beneficiaries.	• Percent completion of the institutionalization and development of a database on housing beneficiaries, disaggregated by sex			Maintenance and regular updating of HUDCC alphalisting of housing benefi-ciaries, including promotion of the system to LGUs	
Women from low-income and informal settler communities unorganized and not consulted on decisions involving human settlements					
• Increase/strengthen participation of women in decision making and policymaking pertaining to housing and urban development issues and concerns. • Institute a consultative mechanism on housing with equal representation of women from low-income and informal settler groups, including woman-headed households.	• No. of interagency consultative mechanisms on housing with woman representatives from low-income groups and informal settler communities (specifically IP women, Moro women, women and girls with disabilities, elderly women, and LGBTs) • Membership of women in local housing boards (LHBs) institutionalized • No. of LHBs with woman members • Percentage of woman representatives to LHBs, including IP women, Moro women, women and girls with disabilities, elderly, and LGBTs			• National interagency body on women and housing (Functional Inter-Agency Committee on Women in Housing and Shelter) • 100% formulation and adoption of a policy institution-alizing the participa-tion of women in appropriate decision-making and moni-toring mechanisms involving housing and shelter • At least 10 LHBs that have institution-alized membership of women	HUDCC, NHA, other housing and shelter agencies

Strategies	Indicators	Baseline		Targets	IAs/OAs
		Year	Value		
	• No. of consultations involving woman representatives in the development of the People's Plan and relocation action plan			• Consultations in at least two urbanized and disaster-prone areas of the country	NHA, DILG, LGUs
• Capacitate women from low-income and informal settler groups on their rights to housing, land, and other related aspects	• No. of women trained in current laws and legal and extralegal mechanisms pertaining to housing and shelter ownership • 62% of woman-headed households participating in consultations on the formulation of the Informal Settlement Upgrading Strategy and IRR for proclaimed sites, and in strategic planning for HOAs				

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CHAPTER 8

Vulnerable Groups

8.1. WOMEN AND GIRLS WITH DISABILITIES

The 2010 National Census of Population and Housing reports that of 92.1 million Filipinos, 1.4 million were persons with disabilities (PWDs), with men slightly outnumbering women (50.9 percent versus 49.1 percent). As shown in table 8.1, the most productive age groups (15 to 49 years) had the highest proportion of PWDs. There were more men than women in all age groups, except 65 years or older. NSO attributes this to the longer life expectancy of women. A significant proportion of PWDs was found among children below 14 years old, mostly consisting of boys. This could be an indicator of the level of early onset of congenital disabilities. The combined percentage of disabilities among those of pre-working age (14 years and below) and the elderly (65 years and over) was 41 percent. This finding has very telling implications for the dependency (if they are not working) and health care requirements of these groups.

Table 8.1. Broad age and sex distribution of persons with disabilities (in thousands), 2010

Age	Total	M/F % age distribution	Male	M % distribution	Female	F % distribution	% F
All ages	1,443	99.9	734	100	709	100	49.1
0–14	272	18.8	149	20.3	123	17.3	45.2
15–49	578	40.0	312	42.5	266	37.5	46.0
50–64	274	19.0	141	19.2	133	18.8	48.5
65 years and over	319	22.1	132	18.0	187	26.4	58.6

Source of basic data: National Statistics Office, *2010 Census of Population and Housing*.

The rights of PWDs are protected by both national and international statutes that the country is mandated to implement. Congress amended RA 7277, or the Magna Carta for Disabled Persons, into RA 9442. The Philippines is likewise a state party to various international commitments that recognize the rights of PWDs, with specific provisions for women and girls. The Convention on the Rights of Persons with Disabilities (CRPD) and its Optional Protocol (2006) recognize that women and girls with disabilities are exposed to greater risk (OHCHR 2006; Plan International and WAGI 2012). The Convention on the Rights of the Child (CRC) is significant for having an article specifically on the rights of children with disabilities. However, while there are laws that incorporate significant provisions in accordance with the CRPD, a study by the University of the Philippines Institute of Human Rights declares that there are still no significant policies that examine and acknowledge the "multiple discriminatory conditions of women" (DRPI 2009).

The same study pointed out that despite efforts to equalize opportunities and improve the conditions of PWDs in the country, they continue to

> suffer exclusion from social and economic opportunities due to systematic barriers to their participation, such as their exclusion from decision-making process, negative attitudes about disability that perpetuate marginalization and discriminatory legislative framework that have not only excluded the disabled but have also contributed to the creation of barriers to their participation. (ibid.)

The definition of PWDs in RA 9442 is problematic: "those who are suffering from restriction or different abilities, as a result of a mental, physical, or sensory impairment, to perform an activity in the manner or within the range considered normal for human being." This medical/functional model conflicts with the human rights perspective of the Philippines's commitment to the CRPD, which emphasizes that disability resides not in persons but in the attitudes and environment that hinder their full and effective participation in society on an equal basis. Notably, this definition fails to take into account that the concept of "disability" is relative, depending on the role the person is assumed to take in the community. Moreover, the perception and reality of disability depend on the technologies, assistance, and services available to them, as well as on cultural considerations.[1] This has consequences for women and girls, who are oftentimes further discriminated because of gender stereotypes borne by cultural norms and access to services. In fact, the National Council on Disability Affairs during a consultation on the MDGs, raised the issue on "triple discrimination" suffered by women with disabilities (i.e., on the basis of being poor, having a disability, and being a woman, as well as the intersection among them).[2]

For women and girls with disabilities (WGWDs), discrimination comes from (Martinez 2009):

- The majority of women with no disability;
- Other women with disabilities of same disability constituency;
- Other women with disabilities of a different disability constituency;

[1] Frequently Asked Questions, UN Enable website (http://www.un.org/esa/socdev/enable/faqs.htm#definition).
[2] Written letter from NEDA commenting on the draft Women's EDGE Plan.

- Other women with disabilities of different socioeconomic status, indigenous group, and geographical location;
- The majority of men with no disability;
- Other men with disabilities of same disability constituency;
- Other men with disabilities of a different disability constituency; and
- Other men with disabilities of different socioeconomic status, indigenous group, and geographical location.

Girls with disabilities experience the same discrimination from women and men as women with disabilities, but they suffer more because of their young age. Other groups of people that discriminate them include:

- The majority of girls with no disability;
- Other girls with disabilities of same disability constituency;
- Other girls with disabilities of a different disability constituency;
- Other girls with disabilities of different socioeconomic status, indigenous group, and geographical location;
- The majority of boys with no disability;
- Other boys with disabilities of same disability constituency;
- Other boys with disabilities of a different disability constituency; and
- Other boys with disabilities of different socioeconomic status, indigenous group, and geographical location.

LGBTs with disabilities experience the same discrimination from women and men, boys and girls, as illustrated by the intersectional model above. In their case, however, there is an added dimension of discrimination, in the context of their sexual orientation and gender identity (SOGI).

Women's disabilities are compounded by other forms of discrimination, such as neglect and being subjected to certain forms of abuse and harmful practices, like early marriage, child labor, and even sexual abuse. Although reports show that men have higher risk of disability, this finding may be the result of the lower visibility of girls with disabilities. This suggests that girls and women may have limited access to essential services, such as health care, education, and vocational rehabilitation (UNICEF 2007; Plan International and WAGI 2012). The dependency of women with disabilities on caregivers makes them particularly vulnerable to many forms of violence and abuse, with attendant risks, including pregnancy and HIV infection. Information on reproductive health and general health care should be made accessible to them in formats and languages that they could fully comprehend.

Gender implications of disability go further than this. Girls and women who do not have disabilities are also affected because they are often assigned as caregivers of family members with disabilities (ibid.). Poverty worsens the situation of PWDs.
Multidimensional discrimination is a barrier to gender equality. For this reason, the focus of the Women's EDGE Plan is on WGWDs who experience multiple discrimination.

Priority Gender Issues

WGWD Experience of Discrimination in Accessing Basic Social Services and Economic Opportunities

Barriers still exist in terms of WGWDs' access to basic social services. This is partly the result of the medical/functional model that frames current policies and programs on PWDs. As mentioned earlier, the CRPD states that disability resides not in women and girls but in the attitudinal and environmental barriers that hinder the full and effective participation of WGWDs in accessing basic social services, economic opportunities, and employment. The current welfare perspective approach in designing and implementing programs for PWDs and WGWDs no longer conforms to the developmental and human rights perspective.

Disabilities are heightened by poverty and the lack of appropriate government support and policies. When women and girls face disabilities, they are usually unable to go to school or seek gainful employment, and find difficulty in accessing health services, especially reproductive health services. Depending on the severity of the case, they may have to face a lifetime of immobility, speech impairment, and similar conditions, and most likely, because of traditional mindset, will stay at home, for life. Thus government's systems of basic services delivery and the families must be well poised to respond to the differential needs of WGWDs.

Current government actions do not respond well to the needs of WGWDs. For instance, the implementation of Memorandum Circular No. 2009-129, pertaining to compliance with the issuance of identification cards and purchase

booklets (for discounts) to PWDs, is not being monitored properly. Neither is there a specific government agency mandated to undertake such monitoring.

Physical access remains limited for WGWDs in public and commercial spaces, including government buildings and facilities. Spaces that are important to women and girls, having an impact on their reproductive and productive roles, such as schools, health centers, and markets, are mostly inaccessible to WGWDs. [3] There is thus a need to review the Accessibility Law and assess its gender responsiveness.

Public transportation is not differentially accessible to all PWDs. Even in matters of housing, women with disabilities face significant barriers due to limited space and traditional construction designed for regular residents. The house design and space, for instance, have to be modified and made functional to suit the specific needs and activities of women with disabilities.

The Magna Carta for Disabled Persons (RA 7277) provides that 5 percent of government contractual personnel engaged in social development should be reserved for qualified persons with disabilities. According to a 2009 Canadian study, DOLE was able to register 135,317 employable PWDs, and based on Civil Service Commission (CSC) records cited in the same study, government employed 4,086 PWDs all over the Philippines, while DOLE was able to field 25,682 in private companies (DRPI 2009). This left about 80 percent of the total still unaccounted for. The amendment to RA 7277, RA 10524 expanded opportunities for employment of persons with disabilities by removing the qualification "government agencies engaged in social development." The amendment provides that "at least 1% of all positions in all government agencies, offices or corporations shall be reserved for persons with disability. Provided that, private corporations with more than one hundred (100) employees are encouraged to reserve at least 1% of all positions for persons with disability."

Even the 20 percent discount for PWDs is not yet available to all, making WGWDs worse-off, given that they are mostly unemployed and without incomes. The MCW specifically states that community-based social protection schemes and social protection programs shall be made available to WGWDs, including improved access to shelter, education, health care, and livelihood. To date, however, even the provision of a comprehensive community services package to cover their needs is not yet a standard practice in the Philippines.

Disabilities among the young are also a cause for concern. Like nutrition, they are linked to the mother's wellbeing during pregnancy. In poor, remote communities, it is not uncommon for expectant mothers to not complete four prenatal checkups. Reasons include lack of knowledge of services available or the distance of the health facility from their homes (ibid.). There is a need then for government to improve the reach and efficiency of their reproductive health services, including information campaigns and education. Studies show that more than 50 percent of disabilities among children are acquired, which means they are highly preventable (PIDS 2009; UNICEF 2012).

Gender mainstreaming is critical. It has been observed that current GEWE programs, especially those designed and implemented at the sector and thematic levels, do not yet fully address the practical and strategic gender needs of WGWDs. These pertain in particular to such cross-sectoral concerns as IP and Moro

[3] BP 344, or the Accessibility Law, reiterated in RA 7277: "The National and local government shall allocate funds for the provision of architectural facilities or structural features for disabled persons in government buildings and facilities.".

WGWDs and WGWD LGBTs, and such thematic concerns as WGWDs and peace and security, WGWDs and HIV/AIDS, etc.

Lack of Access to Justice among WGWD Victims of Gender-based and Sexual Violence

A study done by the UP Institute for Human Rights (cited by the Commission on Human Rights) indicates that from 1987 to 2006, CHR received 57 complaints from PWDs, of whom 70 percent were women and 64 percent reported sexual abuse.[4] The researchers underscore the need for gender sensitivity not only in legislation and policy formulation but also at the level of implementation, training, and orientation of human rights workers assigned to PWDs.

WGWDs are doubly vulnerable to sexual violence because of their conditions. Those who are physically and mentally impaired cannot run away; deaf women cannot shout for help; blind women are perceived to be unable to identify their attackers, although this perception can be disputed. However, there is notably low reporting of sexual abuse and violence against women and children with disabilities.

While the MCW specifically mandates concerned government agencies to address forms of abuse committed against women with disabilities, the implementation of this provision has not been translated yet to actual programs and projects that can impact directly on eliminating gender-based violence (GBV) and sexual abuse against WGWDs. Even the requirement for Philippine courts to make interpreters available for PWDs during investigations, court hearings, and judicial processes is not substantially met due to the lack of interpreters. The same problem has been noted in agencies like the Philippine National Police and in hospitals. How then can these victims properly narrate the circumstances of the abuse to the authorities and have the perpetrators punished?[5]

Aside from not having enough interpreters available, courts do not have sufficient lawyers, social workers, and medical professionals specializing in WGWDs. Some cases have dragged on for years, unresolved, because of this lack of resources. The key pillars of the justice system — DOJ, PNP, NBI (as well as DSWD and health facilities that address cases of VAWC), and the judiciary — should have a pool of experts and interpreters, as they are key for the WGWDs to obtain justice and protection.

Lack of WGWD Participation in Decision-making Structures and in Program Design and Implementation

> The University of the Philippines Institute of Human Rights Policy Review document states:
>
> When individuals lack the legal capacity to act, they are not only robbed of their rights to equal recognition before the law, they are robbed of their ability to defend and enjoy other rights. Guardians and tutors acting on behalf of persons with disabilities sometimes fail to act in the interest of the individual they are representing; worse, they sometime abuse their positions of authority, violating the rights of others. (DRPI 2009)

Despite the MCW mandate to increase the participation of women in development processes, WGWDs are not adequately

[4] Data from the KAMPI documentation on the presentation of CHR Chairman Leila de Lima at the Symposium on the Implementation of UNCRPD, Traders Hotel, 5–6 August 2008 (see also DRPI 2009).

[5] It is important to note, however, that there are WGWD victims of GBV and sexual abuse, as well as their families, who prefer to keep silent and not report the incident. This can be attributed to the stigma associated with sexual abuse and the existing discrimination faced by WGWDs.

or proportionally represented in self-help organizations and political and governance bodies focusing on PWD concerns. Thus, their issues, concerns, and rights are not given adequate attention or resources in government and community services. The National Council on Disability Affairs (NCDA) board, for example, consists of 15 government agencies, plus 6 private individuals, 2 representatives from NGOs with a national network on PWDs, 2 PWDs representing legitimate PWD organizations, and 2 representatives/projects from civic and/or cause-oriented organizations working toward the welfare of PWDs. The representation is not explicit in terms of requiring the representation of WGWDs.

Gender-responsive Strategies

To address the strategic gender issues of each sector efficiently, strategic gender equality actions must be pursued:

Monitoring

- Conduct gender analysis prior to designing programs and projects for PWDs to surface the differential needs of poor WGWDs.
- Undertake a desk review of laws, plans, and international documents that define PWDs and conduct analyses in the context of the UNCRPD. As needed, redefine and amend PWD-related laws, particularly RA 9442 and RA 9710.
- NCDA and IAC-VAWC, together with PWD CSOs, to monitor compliance of the judiciary in providing services to WGWD victims of sexual abuse and VAWC.

- Establish a mechanism for monitoring compliance in the provision of services to WGWD victims of sexual abuse and VAWC, to be spearheaded by NCDA and IAC-VAWC with PWD CSOs.

Advocacy

- Advocate the inclusion of the phrase "qualified women and girls with disabilities are encouraged to apply" in all government and private sector vacancy announcements.

- Publish guidelines and toolkits for LGUs on gender-responsive programs and service delivery for PWDs and WGWDs.

- Advocate the establishment of accessibility monitoring teams in every region, province, city, and municipality to check compliance with BP 344 as well as its amended IRR. They will conduct gender audits of projects in the context of the Accessibility Law and gender responsiveness.

- Push PhilHealth, GSIS, and SSS to develop a comprehensive community service package to cover PWDs and WGWDs.

- Advocate the inclusion of gender- and disability-identified and disaggregated data and statistics in all data collection initiatives and activities of national and local government agencies.

- Advocate, among key pillars of justice and the judiciary, administrative issuances to assign and allocate a budget for court interpreters.

- Organize and strengthen self-help groups of WGWDs and network building.

- Conduct special events on disability to raise the awareness of the community and change their perception of WGWDs.

- Advocate the institutionalization of WGWD representation to the NCDA Board.

Capability Building

- Undertake capacity development of LGUs on gender-responsive programming and service delivery for PWDs and WGWDs.

- Mainstream the needs of WGWDs in current GAD training modules for health service providers and social workers.

- Conduct gender-sensitivity training for leaders of PWD organizations.

- Integrate a gender perspective in the training of those involved in handling complaints of PWDs.

- Undertake capacity development of WGWDs to equip them with basic leadership skills.

- Enhance the capacities of PWD organizations for resource mobilization.

Matrix of Issues, Strategies, Indicators, Targets, and Accountabilities

Strategic gender issues to be addressed

1. WGWD experience of discrimination in accessing basic social services and economic opportunities
2. Lack of access to justice among WGWD victims of gender-based and sexual violence
3. Lack of WGWD participation in decision-making structures and in program design and implementation

Gender equality outcome

Programs and projects implemented by national government agencies, LGUs, and their partners addressed discrimination faced by WGWDs, improved the access of WGWD victims of GBV and sexual violence to justice, and increased the representation of WGWDs in decision-making bodies at the national and local levels.

PDP 2011–2016 outcomes

Sector: Competitive Industry and Services Sector

Sector Outcome: Industry and services sectors made globally competitive and innovative

- Generated employment from industry and services increased by 4.67 million from 2011 to 2016

Sector: Social Protection

Subsector Outcome: Improved access to quality social protection

Sector: Social Development

Subsector: Health, Nutrition, and Population Management

Subsector Outcome: Improved access to quality health and nutrition services

Sector: Social Development

Subsector: Education, Training, and Culture

Subsector Outcome: Improved access to quality education, training, and culture

Strategies	Indicators	Baseline		Targets	IAs/OAs
		Year	Value		
WGWD experience of discrimination in accessing basic social services and economic opportunities					
• Conduct gender analysis prior to designing programs and projects for PWDs to surface the differential needs of poor WGWDs. • Negotiate and promote the inclusion of the phrase "qualified women and girls with disabilities are encouraged to apply" in all government vacancy announcements. • Establish a partnership with the Employers' Confederation of the Philippines and other similar organizations in providing employment opportunities for qualified women with disabilities.	• Rights-based and gender-responsive national programs for WGWDs implemented	Not available			NCDA board and concerned agencies
	• No. of programs, projects, and activities implemented by national government agencies for WGWDs			Increasing	
	• Percentage of government and service facilities at the community/barangay level accessible to PWDs/WGWDs, including media and ICT facilities		50% of WGWDs partly attained	Increasing	PWD organizations and CSOs working with PWDs or WGWDs CSC
	• No. of WGWDs employed in government agencies and private companies to reach parity with PWDs employed			Increasing	
	• No. of public and private schools, SCUs, and vocational technology schools with GAD programs and projects for WGWDs			Increasing	
	• No. of staff and managers from NCDA trained in gender and human rights of PWDs/WGWDs			Increasing	

Strategies	Indicators	Baseline		Targets	IAs/OAs
		Year	Value		
Lack of access to justice among WGWD victims of gender-based and sexual violence					
• Develop LGU capacities for formulating and implementing gender-responsive programs and services for PWDs and WGWDs. • Advocate the establishment of accessibility monitoring teams in every region, province, city, and municipality to check compliance with BP 344 (Accessibility Law) as well as its amended IRR. • Conduct gender audits of projects in the context of the Accessibility Law. • Push PhilHealth, GSIS, and SSS to develop a comprehensive community service package to cover PWDs and WGWDs. • Review/develop a training module for health service providers and social workers that is gender-responsive and appropriate to the needs of WGWDs.	• No. of LGUs with a Persons with Disability Affairs Office (PDAO) and GAD Focal Points • No. of PDAO staff trained in gender and human rights of PWDs/WGWDs • No. of programs and services included in the GAD plans and budgets of agencies and LGUs for WGWDs • Amount of GAD budget allocated by agencies and LGUs for WGWDs	Not available		Increasing Increasing Increasing Increasing	NCDA with DILG, LGUs
• Advocate the integration of gender-disaggregated statistics on disability (by type) in regular data collection activities of national and local government agencies.	• Presence of a sex- and disability-identified disaggregated data	2000	1	Updated gender- and disability-identified and disaggregated data and statistics	

Strategy	Indicators	Baseline		Target	IAs/OAs
		Year	Value		
• Push for administrative issuances of the key pillars of justice and the judiciary to assign and allocate a budget for court interpreters • Establish a compliance monitoring mechanism for the provision of services to WGWD victims of sexual abuse and VAW	• No. of WGWD victims of sexual abuse and VAWC provided with justice services and protection • Increase in number of government agencies and the judiciary with sufficient WGWD-sensitive services, particularly woman interpreters in investigative agencies, hospitals, and courts, who can readily assist WGWD victims of sexual abuse and VAWC	Not available	Increasing 100% increase: all pillars of justice with court interpreters available for WGWD victims of sexual abuse and violence		DOJ, NBI, PNP DSWD, DOH IACVAWC, NCDA
• Provide GST to leaders of PWD organizations • Undertake capacity development activities for WGWDs to equip them with basic leadership skills • Organize and strengthen self-help groups of WGWDs and network building • Enhance the capacities of PWD organizations for resource mobilization and leadership	• No. of WGWDs in leadership and decision-making positions at the LGU level and in PWD self-help organizations and CSOs • No. of WGWDs in leadership and decision-making positions in PDAOs • No. of WGWDs capacitated for leadership, management, and governance • No. of WGWDs in national PWD decision-making councils and bodies • Gender parity in the representation of PWDs to PDAOs and NCDA	Not available	Increasing	50% of PWD representatives in PDAOs and NCDA consisting of WGWDs	• NCDA and DSWD, all relevant agencies • PWD organizations and CSO support groups • LGUs

Strategy	Indicators	Baseline		Target	IAs/OAs
		Year	Value		
• Conduct special events on disability to raise the awareness of the communities and change their perception of WGWDs	• No. and percent of special events conducted and no. of participating agencies, GOs, NGOs, and CSOs			Annual celebration of National Disability Prevention and Rehabilitation Month, with government and NGO/CSO participation	
Lack of access to justice among WGWD victims of GBV and sexual violence					
• Advocate the institutionalization of WGWD representation to the NCDA board.	• Presence of a national policy that provides a comprehensive and human rights definition of "persons with disability" and "disability" as well as their differential needs	Not available		Adoption of a national policy that provides a comprehensive definition of "persons with disability" and "disability," which also takes into consideration mental impairment and chronic illnesses	NCDA board members
• Conduct a comprehensive desk review of laws, plans, and international documents that define PWDs, and conduct analyses in the context of the UNCRPD. If found necessary, amend PWD-related laws, particularly RA 9442 and RA 9710.	• No. of national and local legislation, including administrative orders, policies, and guidelines, harmonized with UN-CRPD			Increasing	

8.2. WOMEN IN DETENTION

Women in detention are part of a wider sector globally recognized as Women in Closed Settings (WCS). This generally recognized term applies to women who are detained or interned for reasons related to health (e.g., mental and psychological), crime committed (i.e., serving a sentence), political activity, armed conflict, displacement, migration, and trafficking. In the Philippines, women and girls in rehabilitation centers and halfway houses, as well as those under the witness protection program of the government and in safe houses, are also considered as part of this sector. The specific focus of the Women's EDGE Plan is on women who are detained or interned in government-managed prison facilities and supervised by the Bureau of Jail Management and Penology (BJMP) of DILG and the Bureau of Corrections (BuCor) of DOJ.

There are several references to women in detention in the MCW. Specifically, Section 33 of the Law points to them as part of Women in Especially Difficult Circumstances (WEDC). Section 12 B.4, on the other hand, recognizes that women in such circumstances are to be prioritized in humanitarian actions.

While all women and girls are entitled to the right to live in a manner consistent with our common humanity and dignity, women detained in prison facilities are usually deprived of this. The right to life is broader than simply being a form of physical or biological survival; it includes the right to the basic necessities of dignified life.

It is in this context that women in detention in the Philippines are considered among the most vulnerable segment of the female population. There are two categories of women in detention:

1. Woman detainees – those who have not yet received the final judgment in their cases

2. Woman inmates – those who have received and are serving their sentences.

Woman detainees awaiting their sentence or convicted with a sentence of three years and below are under the care and supervision of the BJMP. Those who are convicted with a sentence of three years and one day and above are under the care and supervision of BuCor. Data from BuCor show that as of 29 February 2012, a total of 1,928 women were detained at the Women's Correctional Facility of the National Penitentiary. Selected characteristics of these women are presented in table 8.2.

Table 8.2. Profile of detainees at Women's Correctional Facility

Characteristic	No.	Percent
Age range: 21–88 years		
Marital status		
Married	667	34.5
Single	456	23.6
Separated	297	15.4
In common-law relationship	297	15.4
Widow	211	10.9
Educational level		
College graduate	355	18.4
Some college	292	15.1
High school graduate	301	15.6
Some high school	449	23.3
Some vocational courses	30	1.5
Elementary graduate	75	3.9
Some elementary	380	19.7
Illiterate	46	2.4
Origin		
NCR	765	40
Region IVA	261	13
Region VII	170	8
No information	732	

Strategic Gender Issues

Congested and Poor Prison Facilities

It has been internationally recognized that in most developing countries, the right to life of women in detention is grossly violated. A common indicator is density, or the ratio of female residents to the number of bed capacity of the institution.

NSCB reports a high level of congestion (computed as number of inmates/capacity of prison) in Philippine jails and detention centers, reaching 244 percent in 2009 and 446 percent in 2010 (table 8.3). According to CHR, this is "not fit for human confinement."

An earlier report of the NSCB shows that in 2002, the Correctional Institution for Women (CIW) was among the most crowded of the

Table 8.3. Jail density and congestion rate in prison facilities, all regions, 2009 and 2010

Category of data	December 2009	December 2010
Ideal capacity	15,960	10,713
Average jail population	54,960	58,504
Percent of congestion	244	446

Source: National Statistical Coordination Board (http://www.nscb.gov.ph/headlines/StatsSpeak/2011/091211.asp).

national prisons (NSCB n.d.). At that time, CIW had a capacity of 500, but its actual population of detainees was 951, which NSCB computed at 90 percent rate of congestion.

The small budget for each detainee gives rise to a host of difficulties and problems. The NSCB 2011 report accounts that under the General Appropriations Act, the subsistence allowance (budget for food) for each detainee at BuCor or BJMP in 2011 was PhP 50 per day and medicine allowance was PhP 3 per day, or PhP 19,345 per detainee per prisoner per year.

Detainees in congested prison cells are highly exposed to diseases, physical violence, and sexual assault, and are deprived of their right to exercise their marital obligations and reproductive right, which are obvious violations of the right to live in a manner consistent with common humanity and dignity. Congestion results in poor and stressful living conditions, which can cause the spread of infectious diseases, exposing the detainees, especially the elderly and women with weak immune systems, to high risk.

The lack and absence of a comprehensive health care for women in detention is a persistent issue that has not been properly addressed by the concerned government agencies. Psychosocial, therapeutic, medical, and legal interventions and assistance, which are necessary for the healing, recovery, and empowerment of abused women, are also not systematically provided.

Jail officials have resorted to the practice (informal policy) of prohibiting female inmates to be pregnant by disallowing conjugal visits,[6] which is a gross violation of their human rights. However, given the density of prisons, not to mention the rising cost of maintaining facilities and services for pregnant women and infant care, which the government cannot afford, this practice is considered as a necessary precautionary measure to avoid maternal and child mortality. Attendant concerns related to conjugal visits include unwanted pregnancies while in prison and the consequent rise in the number of solo parents, lack of space or facilities for conjugal visitation, need for additional prison guards to monitor the arrival of spouses, and need for additional budgets for contraceptives to avoid sexually transmitted infections between spouses.

Especially where women get pregnant and give birth, reproductive health facilities need to be made available to them, especially lactating or

[6] Validation workshop for the Women's EDGE Plan, 1 February 2013. CIW recognizes the need to respect the reproductive health rights of woman inmates and agreed to study the matter further.

breast-feeding mothers and their babies. At CIW, there is a Mothers' Ward that provides for the women's prenatal and postnatal needs, free of charge, and the actual delivery is at cost or with social welfare subsidies.[7] Unfortunately, this service is not available in other detention centers and correctional facilities.

Exposure of Woman Inmates to Physical and Gender-based Violence

For obvious reasons, there is little official data on the incidence of physical and gender-based violence behind bars in the Philippines. The poor conditions of jails and prisons, such as overcrowding, lack of adequate supervision, and failure to separate the most vulnerable inmates from the predators, lead to various forms of physical and sexual abuse.

A research conducted by Just Detention International in the Philippines in April 2009 reports that 4 percent of 552 female jail inmates surveyed had experienced sexual abuse while detained (Just Detention International 2009 cited in PREDA website). Seven of them were raped, while others were subjected to abusive conduct, including sexual touching, kissing, act of lasciviousness (e.g., corrections officials exposing their genitalia), and attempted rape. The report further cites a "more recent study saying that 10 percent of detainees were sexually abused by jail officials prior to their transfer to the CIW." Just Detention International further notes:

> [cases of sexual abuse in detention] tend not to be isolated incidents, but the result of a systemic failure to protect the safety of detainees. Victims of prisoner rape are left beaten and bloodied,

[7] Pregnant inmates are brought to Rizal Medical Center or Mandaluyong City Medical Center, and their babies can stay with them for a period of one year, after which CIW will coordinate with relatives or immediate family members or DSWD for the custody of the child.

contract HIV and other sexually transmitted diseases, and suffer severe psychological harm. Once released – and the vast majority of prisoners do eventually get out – they return to their communities with all of their physical and emotional scars.

In some facilities, prostituted women who have been arrested and detained due to vagrancy are reportedly victims of sexual assault.[8] There are also reports of new prisoners undergoing violent initiation rites and of mayor–slave relationships inside prison facilities that subject the women to frequent physical violence.

Slow Disposition of Cases

Slow disposition of cases, particularly for older women, is an important issue. As of 2010, CIW had submitted around 30 cases for parole to the Board of Pardons, but of these, only 3 had been approved and signed by the President.

CHR, in its monitoring of prisons, admits that among the primary complaints of detainees is their deprivation of a speedy trial. The court reportedly takes long in passing a verdict due to the slow disposition of cases and judges' absenteeism, among other reasons (PREDA n.d.). An illustrative study of the disposition of criminal cases in two Metro Manila jails found out that a case could be terminated in 5 to 6 years or even up to 16 to 18 years, during which time several things could happen that could affect the case (Abitria n.d.).

For woman detainees, especially the elderly, whose health conditions are most precarious, life in prison could mean a miserable life or precipitated death, given the congested and poor living conditions there. They are most susceptible to illnesses and are in greater need of health care, which is not available inside the prison facility.

Gender-responsive Strategies

To address the identified strategic gender issues efficiently, the Plan proposes the following gender equality actions:

Service Delivery

- Strengthen GAD Focal Point Systems in all prison and correctional facilities under BuCor and BJMP.
- Relocate other inmates to regional facilities in Davao and another facility in Palawan that will be opening soon. This is a general strategy for all inmates.
- Conduct educational activities for inmates and detainees on maternal and reproductive health.
- Sustain, maintain, and replicate the Mothers' Ward, a dormitory that is designed for pregnant women. It is equipped with facilities conducive for babies and breast-feeding mothers, is well ventilated, and has adequate facilities.
- Sustain Bantay Kalusugan (Health Watch) among the inmates of CIW, which involves reporting suspected cases of flu, tuberculosis, and other sicknesses to the infirmary.

[8] Mentioned at the agency validation workshop for the Women's EDGE Plan, 1 February 2013. The discussion noted the need to conduct further investigation on these reports.

- Strategize on how to address the issue of lack of facilities and additional prison guards to monitor the arrival of spouses and the distribution of contraceptives needed to prevent STIs and unplanned pregnancies. Institutionalize conjugal visitation rooms that are linked to reproductive health services.

- Establish partnerships with CSO and faith-based organizations (FBOs) to provide medical, psychosocial counseling, and other forms of assistance.

Advocacy

- Continue to lobby Congress for adequate budget for BuCor and BJMP to renovate and/or construct additional prison facilities for woman inmates and detainees.

- Conduct an advocacy and information campaign on PhilHealth in correctional facilities.

- Institutionalize reporting mechanisms for GBV, sexual violence, and other forms of discrimination against woman inmates and detainees.

- Establish linkages with women's groups and legal assistance groups providing services to woman victims of abuse and discrimination.

- Develop a communication plan to advocate the rights of senior/ aging woman inmates with relevant stakeholders and build public awareness of their plight.

- Conduct policy dialogues with women's groups, gender institutions, and ODA partners.

- Partner with schools visiting CIW to help advocate the immediate pardon of senior/ aging woman inmates and detainees.

- Build partnership with civic groups, NGOs, and politicians, and sustain coordination with local social welfare officers, religious groups, and other FBOs.

Monitoring

- Conduct gender audits and gender analyses of women's facilities under BuCor and BJMP.

- Review pending cases of woman detainees aged 60 years and older who are qualified to seek conditional pardon.

- Persistently follow up on pending cases with the Board of Pardons and Office of the President.

Capability Building

- Conduct capability-building activities for prison health care providers on maternal and reproductive health.

- Continue capacity building and orientation on the rights of woman inmates and gender sensitivity.

Matrix of Issues, Strategies, Indicators, Targets, and Accountabilities

Strategic gender issues to be addressed

1. Congested and poor prison facilities
2. Exposure of woman inmates to physical and gender-based violence
3. Slow disposition of cases

Gender equality outcome

Programs and projects implemented by BJMP and BuCor, together with agency partners and LGUs, have lessened the congestion of prison/correctional facilities, eliminated the incidence of GBV/VAWC and sexual violence, and resulted in the granting of pardon to all qualified elderly woman detainees.

PDP 2011–2016 outcomes

Sector: Social Development

Outcome 7b: Enhanced access to justice

Sector Outcome: Improved status of human development

Subsector: Health, Nutrition, and Population Management

Subsector Outcome: Improved access to quality health and nutrition services

Strategies	Indicators	Baseline		Targets	IAs/OAs
		Year	Value		
Congested and poor prison facilities					
• Strengthen GAD Focal Point systems in all prison and correctional facilities under BuCor and BJMP.	• No. of BuCor and BJMP personnel (women and men) assigned to women's facilities trained in GAD, rights of women, especially WCS, RH, and GBV/VAWC	Not available		100% of GAD Focal Points	BuCor and BJMP, with DOJ, DILG, CHR, DOH, DSWD, PCW, and DPWH
• Intensify and sustain lobbying to Congress for the provision of adequate budget to BuCor and BJMP for the renovation and/or construction of additional prison facilities for woman inmates and detainees. • Conduct gender audits and gender analyses of women's facilities under BuCor and BJMP. • Relocate other inmates to regional facilities in Davao and another facility in Palawan that will be opening soon.[a]	• Level of congestion • Percent of woman inmates provided with adequate beds and other basic facilities in accordance with standards for prison facilities.	2011	446%	100% compliance with the bed capacity standard for prison facilities	CHR
• Conduct capacity-building activities for prison health care providers, focusing on maternal and reproductive health. • Improve and sustain the operation of the Mothers' Ward to make it conducive for babies and breast-feeding mothers, and replicate this in other areas. • Sustain the implementation of *Bantay Kalusugan* for inmates of CIW who are suspected of having flu, TB, and other sicknesses	• No. of detention and correctional facilities with improved reproductive health and wellness services			Increasing	BuCor, BJMP, DOH, DSWD

Strategies	Indicators	Baseline		Targets	IAs/OAs
		Year	Value		
• Establish partnerships with CSOs and FBOs for the regular provision of medical, psychosocial counseling, and other forms of assistance to inmates.					
• Respect and protect woman detainees' right to conjugal visitations (consistent with the MCW).	• No. of detention and correctional facilities allowing conjugal visits for female inmates (just like male inmates) to fulfill their sexual rights	No data			BuCor, BJMP, DOH, DSWD
Exposure of woman inmates to physical and gender-based violence					
• Continue the provision of capacity building and orientation to jail officers/management on gender sensitivity and gender-responsive handling of cases, including the prevention of GBV	• No. of reported incidents of GBV • % of jail officers trained in gender-sensitive jail management	No data		Increasing	CHR, BuCor, BJMP, DSWD, DOH
• Provide free legal and psychosocial services to woman victims of abuse and discrimination, in cooperation with women's groups and legal assistance groups	• No. of woman inmate/ detainee victims of gender-based and sexual violence provided with free legal and psychosocial services				PhilHealth
• Institutionalize reporting mechanisms for gender-based and sexual violence as well as other forms of discrimination against woman inmates and detainees.	• Functional reporting mechanisms for gender-based and sexual violence institutionalized in correctional and prison facilities	No data		Increasing	BuCor, BJMP, CHR, DOJ, DSWD, DOH
• Advocate mandatory PhilHealth membership of woman inmates and detainees in correctional facilities	• No. of woman inmates and detainees covered by PhilHealth insurance	No data		100% PhilHealth insurance coverage for woman inmates	BuCor, BJMP

Strategies	Indicators	Baseline		Targets	IAs/OAs
		Year	Value		
Slow disposition of cases					
• Lobby for the release of woman inmates who are qualified to seek conditional pardon, in partnership with concerned NGOs/CSOs • Develop an advocacy and public awareness campaign, with relevant stakeholders, on the rights of senior/ aging woman inmates • Build partnerships with civic groups, NGOs, religious groups, and other FBOs in promoting the welfare and protection of woman inmates	• No. of cases disposed involving woman inmates/ detainees aged 60 years and older who are qualified to seek conditional pardon	2010	30 cases for parole; only 3 approved for pardon and signed by the President	100% pardoned 100% completion of the review of pending cases of woman detainees aged 60 years and older who are qualified to seek conditional pardon	BuCor, BJMP

[a] This is a general strategy for all inmates.

8.3. SENIOR CITIZENS

This section focuses on the situation of elderly persons, particularly poor elderly women, who outnumber elderly men because they live longer. It acknowledges the Philippine Plan of Action for Senior Citizens, 2010–2016 (PPASC) as the mainstream plan for the elderly. This highlights the importance of the gender responsiveness of programs and services for senior citizens, particularly the poor ones, of whom a majority are women. It also underscores the need for support for the caregivers of both senior men and women, also mostly women, as spouse of their elderly partner or as their child, grandchild, sibling, in-law, or relative.

As defined by the Expanded Senior Citizens Act of 2010 (RA 9994), senior citizens are persons 60 years old and above. In the Philippines, their population has been steadily increasing in both size and proportion. The 2010 census recorded about 6.3 million persons aged 60 years and above, comprising 6.8 percent of the 92.1 million total household population in 2010 (PPASC 2010–2016, page 5). This percentage is projected to increase to 7.8 percent by 2016, 8.0 percent in 2017, and 13.8 percent in 2040.

Women live about 5 years longer than men, with an estimated life expectancy of 73 years compared to men's 68 years (table 8.4). According to NSCB, life expectancy is expected to increase due to advances in medicine, estimating that about "3.6 months will be added every year to our life expectancy at birth."[9] As women have a longer life span, it follows that there are more elderly women than elderly men. They make up the majority of the total population aged 60 years and above (54 percent) and 80 years and above (60.8 percent).

The Expanded Senior Citizens Act of 2010, as well as its IRR, amply provides for the needs of senior citizens and their caregivers. In accordance with the law, PPASC 2010–2016 focuses on three major areas of concern on aging: (1) senior citizens and development; (2) advancing health and wellbeing into old age; and (3) ensuring an enabling and supporting environment.

Table 8.4. Life expectancy at birth, by sex, Philippines, 2010–2020

Sex	2010	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020
Male	66.75	67.05	67.33	67.61	67.87	68.13	68.37	68.59	68.81	69.01	69.21
Female	72.82	72.58	72.86	73.14	73.4	73.66	73.9	74.12	74.34	74.54	74.74

Source of data: Special computations made by the NSCB Technical Staff using 2000 Census-based Life Expectancy at Birth of NSO (http://www.nscb.gov.ph/headlines/StatsSpeak/2011/071111_rav.asp).

[9] Dr. Romulo A. Virola, Secretary General, NSCB, "Seniors' Moments," Statistically Speaking. Available from <http://www.nscb.gov.ph/headlines/StatsSpeak/2011/071111_rav.asp>.

This focus is consistent with the recommended actions identified during the World Conference on Ageing held in Madrid, Spain, in 2003. Actions to ensure the fulfillment of senior citizens' rights are guided by the Vienna International Plan of Action on Ageing, the Macau Declaration on Ageing for Asia and the Pacific, the Madrid International Plan on Ageing, and the Shanghai Implementation Strategy.

In the MCW, Section 36 is devoted to the protection of senior citizens. The law states that senior citizens, especially those who actively contribute to productive and reproductive work, shall have continuous access to support services. It further mandates that all programs and services for senior citizens shall be gender-responsive, rights-based, and culture-sensitive. Concerned agencies and LGUs are tasked to ensure that specific needs and concerns of woman senior citizens are identified and addressed. DOH and other concerned agencies are also commissioned to provide healthcare professionals with capability-building activities on the prevention, detection, and management of psychosocial problems and other geriatric concerns of woman senior citizens. The law directs the prevention of abuse and proper handling of elderly victims of abuse. It recognizes the strategic role of LGUs, as they are usually in the front-line of service delivery to senior citizens. Offices for Senior Citizens Affairs (OSCAs) have been established in LGUs with the specific mandate to serve senior citizens in their localities.

Strategic Gender Issues

Lack of Government Programs to Assist Poor Families with Senior Citizens

Retirement age is set at 65 because people aged 60 to 65 years are considered as still

Table 8.5. Magnitude of poor population among basic sectors, 2003 and 2006[a]

Sector	Magnitude of poor population[b]		Difference between 2003 and 2006		Share to total poor	
	2003	2006	No.	%	2003	2006
Philippines[c]	19,796,954	22,173,190	2,376,236	12.0		
Children	11,400,000	12,300,000	900,000	7.9	57.6	55.5
Women	9,605,037	10,700,000	1,094,963	11.4	48.5	48.3
Urban	4,429,424	5,310,531	881,107	19.9	22.4	24.0
Youth	4,280,197	4,850,607	570,410	13.3	21.6	21.9
Migrant and formal sector	2,283,773	2,599,336	315,563	13.8	11.5	11.7
Farmers	1,768,249	1,773,484	5,235	0.3	8.9	8.0
Senior Citizens	**793,233**	**1,035,089**	**241,856**	**30.5**	**4.0**	**4.7**
Fishermen	355,815	400,214	44,398	12.5	1.8	1.8

a Poverty statistics among senior citizens are still for 2006, as the necessary data file (i.e., merged data file of the 2009 Family Income and Expenditure Survey and the 2009 Labor Force Survey) is not yet available from NSO.

b The poverty estimates are based on the refined official poverty estimation methodology, which was approved by the NSCB Executive Board during its 1st Quarter Meeting on 1 February 2011.

c Magnitude of poor population and share to total poor across basic sectors do not add up to total Philippines, as the former is not mutually exclusive across sectors.

Source: NSCB (cited in http://www.nscb.gov.ph/headlines/StatsSpeak/2011/071111_rav.asp).

economically and physically active. The 2012 Labor Force Survey of the Bureau of Labor and Employment and Statistics of DOLE shows that those aged 55–64 years and 65 years and over comprised 16 percent of the economically active group (www.bles.dole.gov.ph). In both age groups, women accounted for 51 percent and 56 percent, respectively, indicating that a greater proportion of women were working in their senior years. Many senior citizens, however, are poor and living under vulnerable conditions brought about by poverty, neglect, isolation, or abandonment. NSCB estimated the number of poor senior citizens at 793,233 in 2003, which increased to 1,034,089 in 2006, comprising about 4.0 percent and 4.7 percent of the total poor population in those respective years. While the figures in table 8.5 do not distinguish among poor senior women and men, it is safe to assume that the majority are women, given that they live longer than men by more than five years. Note that women are seen as the second poorest sector in the table (column

3), and this group could still include elderly women.

Most vulnerable among senior citizens are the elderly women coming from the marginalized sector, specifically those from urban slums, rural areas, IP communities, and Muslim communities; senior women in detention; senior women who live alone; and senior gay men, lesbians, and transgender persons who live alone.

More elderly women than elderly men live alone, as the latter are more likely to be married than the former. Women marry younger, and the incidence of widowhood is higher among them. Men are also more likely to remarry after widowhood or divorce. This could be gleaned from data on marriages beyond 60 years, which show that in 2008, there were 1,546 marriages registered among women compared to 5,406 marriages among men (NSO 2006–2008 data). Although many older persons living alone are socially active and have adequate means to support themselves, living alone is an indicator of vulnerability, especially when they are ill or disabled, and is associated with greater risk of social isolation and poverty.

The PAPSC 2006–2010 Assessment cites 2007 NSO data on senior citizens living alone, indicating that the highest number consisted of those in the 60–75 age group, accounting for about 310,301 individuals. A 2006 study cited by DSWD Administrative Order (AO) No. 04, series of 2010, mentions that "5% of the total number of senior citizens are frail and weak and are left alone to fend for themselves or are dependent on the immediate family members for many of their activities of daily living."[10] They are considered among the most disadvantaged and vulnerable sectors of society (Social Reform and Poverty Alleviation Act, or RA 8425).

The PPASC has mapped out an array of programs and services for the elderly along the three areas of focus mentioned earlier, including ensuring the enjoyment by senior citizens of the privileges and benefits granted to them under the law, such as discounts for various needs and transactions, educational benefits, employment programs, health programs, tax exemption, and social welfare programs, including housing. The Office for Senior Citizens Affairs (OSCA) in LGUs is the frontline provider of services. In addition, DSWD implements programs for the elderly, such as promoting home care support services for senior citizens, a community-based program that aims to involve family members, older persons, and the community in caring for the elderly.

Another DSWD initiative is the operation of three centers for abandoned elder persons. One is the Haven for the Elderly, and the other two are the Golden Reception and Action Center for the Elderly and other Special Cases (or GRACES) in Bago Bantay, Quezon City, and Home for the Aged in Regions IX and XI. Implementation of the PPASC and compliance of concerned duty-bearers with the law are expected to be monitored by the National Coordinating and Monitoring Board (NCMB).

These services are important and directly benefit the elderly who are able to access them. But access depends on awareness, distance from services, physical ability or presence of family

[10] Study commissioned by the Coalition of Services for the Elderly (COSE).

[11] DSWD, "Abandoned Senior Citizens Find Life Worth Living at Haven for Elderly," 3 May 2013. Available from <http://www.dswd.gov.ph/2013/05/abandoned-seniors-find-life-worth-living-at-haven-for-the-elderly/>.

members to facilitate access, and economic capacity of the elderly. Those with no money or income to buy their basic needs or medicines cannot take advantage of the discounts in supermarkets or drugstores, and even the tax exemptions. Elderly citizens who are disabled will not be able to leave the house to get free vaccines or enjoy free movies. And those who are not reached by information on the services will not know that help is available. This gap in access to services is expected to worsen in light of the projected increase in the proportion of the elderly population to the general population due to increasing life expectancy, and the concomitant increase in the number of poor elderly citizens.

Care for elderly citizens is mostly left to the family members. While there are support programs for family members taking care of their elderly, these involve improving their capability as caregivers, but not their economic capacity to sustain such support and care, particularly if they themselves are poor.

Care-giving to the elderly is mostly relegated to woman members of the family — the wife of the elderly, the daughter, the granddaughter, or even a daughter-in-law. If it is not paid or full-time work, it contributes to women's multiple burden, particularly if they are working mothers with young children to take care of. Since it requires full time and attention, this task prevents women from seeking gainful employment, depriving them of much needed income for their subsistence, or worse, forces them to resign from work. Girls, on the other hand, are sometimes forced to drop out of school. While there are programs that promote volunteer home care, there are no policies on distributing care-giving work among household members, such as defining the roles of immediate families, barangay health centers, and the community, and assigning contributions from national government agencies. Providing special incentives to workers with such family responsibilities (e.g., family subsidy, additional leave from work) is not yet a standard practice, unlike in other countries.[12]

Poor Woman Senior Citizens Lacking in Social Protection and Needing Special Protection

Only 52 percent of senior citizens (or 3 of 5 senior citizens) are reportedly covered by a social protection scheme,[13] leaving a considerable proportion that is not socially protected. The majority of elderly women from poor families have no pension because they were never formally employed. Not surprisingly, most of them have no savings. Stereotypic roles associated with women have for years confined them to unpaid domestic work, making them economically dependent on their families in their senior years.

Data from the Government Service Insurance System (GSIS) and Social Security System (SSS) show an increase in the number of pensioners every year for certain periods (PAPSC 2010–2016, page 11). The number of GSIS pensioners rose by 10.8 percent from 2008 to 2010. However, an analysis of the amount of pension compared with the cost of living and the attendant cost of higher medical expenses for senior citizens points to the insufficiency of pensions for the needs of the pensioners. For instance, the average monthly pension of a GSIS pensioner was Php 7,768 in 2008, Php 8,359 in 2009, and Php 8,586 in 2010. These

[12] Ibid.

[13] GMA News, "Biyaheng Totoo." Viewed in February 2013.

amounts were almost equivalent to the salary of a minimum wage earner from Region IVA of Php 8,320.[14]

SSS pensioners are in a poorer state. In 2011, the amount of pension was strikingly small for almost all of SSS pensioners (88.4 percent), ranging from Php 1,000 to Php 4,999. Less than one percent received a monthly SSS pension of Php 15,000 to Php 19,999 (236 pensioners) and Php 20,000 and above (2 pensioners) (PAPSC 2010–2016, page 12). From 2008 to 2011, the number of SSS pensioners grew by 24.1 percent. Of 1,650,569 pensioners in 2011, nearly half were receiving retirement and death pensions (49.9 percent and 46.2 percent, respectively) and 3.9 percent were receiving disability pension.

In the aspect of health care, DOH allocates a budget for free pneumonia and influenza vaccines for senior citizens. This is, however, insignificant compared to the huge demand for affordable health care from senior citizens afflicted with diseases associated with aging, serious illnesses, and disability. Geriatric care is still an expensive service that is not readily accessible to the poor. Worth noting are the promising gains of the implementation of the Senior Citizens Law that could help alleviate the financial condition of poor citizens. To date, DSWD has issued several department orders to specifically implement the provisions of the law, such as:

- 20 percent discount and VAT exemption on medicines, professional fees, diagnostic and laboratory fees, and certain goods to senior citizens
- 5 percent discount on electric and water consumption of senior citizens

[14] Virola, "Seniors' Moments."

- 50 percent discount on the consumption of electricity, water, and telephone, given to senior citizen service centers and residential centers catering to senior citizens

- Special utility discount for senior citizens from the Energy Regulatory Commission (ERC), benefiting 719 households of senior citizens in 2010

- Administrative orders providing social pension for poor senior citizens (AO No. 03, series of 2011, and AO No. 15, series of 2010) serving 22,551 indigents. For 2011, the priority age bracket for social pension was 77 years old and above with a budget of Php 33,826,500 (PAPSC 2010–2016, page 2).

Attention must also be given to the special protection of woman senior citizens. It is not uncommon in the Philippines to find elderly women experiencing abuse and violence from family members. Some are even abandoned and left to fend for themselves, ending up to be homeless street dwellers. The MCW mandates the reporting of all suspected cases of abuse or neglect of elderly women, in accordance with the law. For the period 2006–2010, DSWD recorded 4,332 cases of elderly in need of special protection. Of them, almost three-fourths (or 3,174) were served in the seventeen crisis intervention units of DSWD.

Gender-responsive Strategies

Monitoring

- Monitor and evaluate the implementation of the Senior Citizens Law in the context of the gender equality issues faced by senior women and men.

- Conduct gender analyses of senior citizens' needs and care work at the national level as part of GAD planning and budgeting of concerned agencies (e.g., DSWD, DOH, SSS, GSIS, PhilHealth, NAPC).

- Conduct gender analyses of senior citizens' needs and care work at the LGU level as part of GAD planning and budgeting.

Advocacy

- Initiate gender-responsive advocacy campaigns for LGUs on the Senior Citizens Law.

- Advocate reporting with sex and age disaggregation, especially reports on social protection, among retirement and pension agencies (e.g., SSS, GSIS, PVAO, AFPSLAI and PhilHealth).

- Lobby for the bill penalizing/criminalizing the act of abandoning elderly by their families.

Policy Development

- Formulate local ordinances, policies, and guidelines translating the provisions of the Senior Citizens Law to allow the elderly to enjoy its full benefits.

- Issue a policy or memorandum circular on the creation of technical committees (or a coordinating and monitoring body at the provincial/municipal level) composed of local chief executives (LCEs), department heads, OSCA representatives, CSWDO/MSWDO, etc., that will ensure the implementation of the Senior Citizens Law in a gender-responsive manner.

Matrix of Issues, Strategies, Indicators, Targets, and Accountabilities

Strategic gender issues to be addressed

1. Lack of government programs to assist poor families with senior citizens
2. Poor woman senior citizens lacking in social protection and needing special protection

Gender equality outcome

Programs and projects for senior citizens implemented by concerned national government agencies, LGUs, and their partners are responsive to the needs of woman senior citizens and their families, as well as to woman care providers; and have increased senior women's access to social protection and special protection.

PDP 2011–2016 outcomes

Sector: Social Protection

Subsector Outcome: Improved access to quality social protection

- Increase in number of poor senior citizens covered by social pension (Senior Citizen's Law), from 138,960 (77 years old and above) in 2011 to 1,432,789 (60 years old and above) in 2016

Strategies	Indicators	Baseline		Targets	IAs/OAs
		Year	Value		
• *Lack of government programs to assist poor families with senior citizens* • *Poor woman senior citizens lacking in social protection and needing special protection*					
• Monitor and evaluate the implementation of the Senior Citizen's Law in the context of the gender equality issues faced by senior women and men.	Implementation of Senior Citizen's Law • Percent of poor senior citizens covered by social pension, Senior Citizen's Law, and PhilHealth	2011	138,960 (77 years old and above), of whom at least 60.8% are women	Women comprising at least 50% of PDP target (1,432,789 [60 years old and above] in 2016)	DSWD, SSS, GSIS
• Advocate reporting with sex and age disaggregation, especially reports on social protection, among retirement and pension agencies (e.g., SSS, GSIS, PVAO, AFPSLAI, PhilHealth).	Reporting and data collection system focused on social protection, with sex and age disaggregation, institutionalized in agencies managing retirement and pension benefits	Not available		All agencies in charge of managing retirement and pension benefits incorporating sex and age data in their reporting system	DSWD, PhilHealth
• Conduct gender analyses of senior citizens' needs and care work at the national level as part of GAD planning and budgeting of concerned agencies (e.g., DSWD, DOH, SSS, GSIS, PhilHealth, NAPC) and LGUs.	• No. of GAD plan activities of LGUs that are strategic in implementing the Senior Citizen's Law	Not available		At least 50% of all LGUs having GAD plan activities that address the issues of senior citizens	LGUs
• Conduct information dissemination and advocacy campaigns on Senior Citizen's Law, with special focus on the rights and privileges of elderly woman citizens • Formulate local ordinances, policies, and guidelines translating the provisions of the Senior Citizen's Law to allow the elderly to enjoy the full benefits of the law.	• No. of IEC activities conducted				
• Include OSCA representatives in GAD Focal Points of relevant agencies and LGUs.	• No. of agency GAD Focal Point system with members from OSCA				

Strategies	Indicators	Baseline		Targets	IAs/OAs
		Year	Value		
• Create a technical coordinating and monitoring body at the provincial and municipal levels to ensure a gender-responsive implementation of the Senior Citizen's Law	• No. of technical committees (or coordinating and monitoring bodies at the provincial and municipal levels composed of LCEs, department heads, OSCA representatives, CSWDO/ MSWDO, etc., that will ensure the gender-responsive implementation of the Senior Citizens Law	Not available		Memorandum circular on the creation of technical committees at the provincial/ municipal level composed of LCEs, department heads, OSCA representatives, CSWDO/ MSWDO, etc., to ensure the gender-responsive implementation of the Senior Citizens Law 100% of provinces	DSWD and DILG
• Intensify campaign and lobbying for budget allocation in both Houses of Congress • Lobby for the passage of a bill penalizing/criminalizing the act of abandoning the elderly by their families	• Drafting of a bill penalizing/criminalizing the act of abandoning the elderly by their families	2013		1 draft presented to prospective members of Congress for sponsorship	DSWD

8.4. LESBIAN, GAY, BISEXUAL, AND TRANSGENDER PEOPLE

The Yogyakarta Principles (or the Principles on the Application of International Human Rights Law in Relation to Sexual Orientation and Gender Identity) state that all human beings are born free and equal in dignity and rights. All human rights are universal, interdependent, indivisible, and interrelated. Sexual orientation and gender identity (SOGI) is integral to every person's dignity and humanity and must not be the basis of discrimination or abuse (Yogyakarta Principles, 2007, page 6).[15]

At the global level, actions toward gender equality and protection of LGBT against violence in society, community, and the family have been initiated. Key human rights mechanisms of the United Nations, for instance, reiterate government's obligation to ensure the effective protection of all persons from discrimination based on sexual orientation or gender identity (ibid.).

Much progress has been made in terms of initiatives to ensure that all people, regardless of their sexual orientation or gender identity, can live with equal dignity and respect to which all persons are entitled. "Many countries now have laws and constitutions that guarantee the rights of equality and non-discrimination without distinction on the basis of sex, sexual orientation or gender identity" (ibid.).

However, forms of human rights violation targeting persons because of their actual or perceived sexual orientation or gender identity now constitute a global and entrenched pattern of serious concern. These include extrajudicial killings, torture and ill treatment, sexual assault and rape, invasion of privacy, arbitrary detention, denial of employment and education opportunities, and serious discrimination in relation to the enjoyment of other human rights. "These violations are often compounded by experiences of other forms of violence, hatred, discrimination and exclusion, such as those based on race, age, religion, disability, or economic, social or other status." In the Philippines, response to human rights violations based on SOGI has been fragmented and inconsistent.

This chapter is devoted to the social development rights of the LGBT sector. This is the first in the country's history that a framework plan for women includes the gender rights of LGBTs. It is also a breakthrough in stakeholder participation, as the LGBT (with representatives from all sectors) is involved in the formulation of a women's empowerment and gender equality plan.

Following the Yogyakarta Principles, the LGBT sector is defined here as consisting of persons

[15] The Yogyakarta Principles address a broad range of human rights standards and their application to issues of sexual orientation and gender identity. The Principles affirm the primary obligation of states to implement human rights. Each Principle is accompanied by detailed recommendations to states. The experts emphasize, though, that all actors have responsibilities to promote and protect human rights. Additional recommendations are addressed to other actors, including the UN human rights system, national human rights institutions, the media, NGOs, and funders.

whose sexual orientation is understood as referring to each person's capacity for profound emotional, affectional, and sexual attraction to, and intimate and sexual relations with, individuals of a different gender or the same gender, or more than one gender. The gender identity of an LGBT pertains to each person's deeply felt internal and individual experience of gender that may or may not correspond with the sex assigned at birth, including the personal sense of the body (which may involve, if freely chosen, modification of bodily appearance or function by medical, surgical, or other means) and other expressions of gender, including dress, speech, and mannerisms (ibid., page 7).

Strategic Gender Issues

Many groups and personalities in the Philippines impose gender and sexual orientation norms on individuals through customs and traditions, faith, and religion, and seek to control how they experience personal relationships and identify themselves. This is usually linked to the way Filipinos have been molded in matters pertaining to sex and gender that are anchored in the norm that heterosexuality is the standard definition of being normal. It is with this understanding that even programs and services are designed according to heterosexual needs, missing out on the gender differentials necessary to make development interventions inclusive. Among GEWE advocates, heteronormativity is an important dimension in understanding inequalities on the basis of SOGI and is at the core of the debate surrounding the issues faced by LGBT.

LGBT Discrimination based on Their Sexual Orientation and Gender Identity

LGBT persons are a group of individuals with different sexual orientation and gender attributes

that are unique and distinct from straight male and female persons. However, since they are not recognized as such, and are even less understood, their different orientation, characteristics, and needs are not considered in policies, programs, and services for citizens. The following are reports of discrimination against LGBT persons in key areas:

Access to health services

- According to the Submission of the Civil Society Organizations (CSOs) Coalition Report on the situations of Lesbian, Gay, Bisexual and Transgender persons (LGBT) in the Philippines for the 13th Session of the UN Universal Periodic Review for the Philippines (21 May–1 June 2011), DOH has consistently failed to protect and promote the sexual and reproductive health and rights of people with non-heteronormative needs. Lesbians' sexual health needs are still absent in the overall comprehensive women's health program.[16] The 2010 HIV and AIDS Report shows homosexual sex as one of the highest modes of transmission, which only strengthens the prevailing stigma associating HIV and AIDS with the sexual practices of gay men, transgender women, and MSMs (men having sex with men). This is reflected in the case of an effeminate gay man completing the form required for blood donors, who was informed by a medical technologist that, based on the DOH memorandum, homosexuals were forbidden to donate blood.[17]

- Health services for women and men are accessible; however, LGBT persons hesitate to access these for fear of ridicule or discrimination. Thus, many of them, especially those who are taking hormones (transmen and transwomen), place themselves at risk by resorting to self-medication. A common practice among poor transwomen in the Philippines is to improvise by injecting cheap industrial oils (e.g., petroleum jelly) to enhance their breast or chest, which is very dangerous and can be fatal.[18]

Access to employment opportunities

- For many LGBT persons, it has been a challenge to find secure employment. In applying for jobs, they are not assessed by companies based on skills, work experience, and competence but instead are judged because of their SOGI. The research conducted by ISIS International Manila has documented discrimination faced by LGBT persons in employment. They are reportedly asked inappropriate questions during job interviews. Companies are prejudiced in the selection, hiring,

[16] Absence of SOGI Issues in the DOH Reproductive Health Policy, Administrative Order No. 43 of 2000. (http://www.k4health.org/system/files/Philippines%20nat%20rh%20policy.pdf); Planned Parenthood Program (http://www.plannedparenthood.org/about-us/international-program/philippines-country-program-19029.htm), cited in "Submission of the Civil Society Organizations (CSOs): Coalition Report on the Situations of Lesbian, Gay, Bisexual and Transgender (LGBT) Persons in the Philippines for the 13th Session of the UN Universal Periodic Review for the Philippines, 21 May–1 June 2011," by Akei et al. to OHCHR.
[17] Based on an actual interview in November 2011 with a gay man who experienced discrimination from a hospital staff when he attempted to donate blood because of his appearance (CGA 2012 Focus Group Discussion with LGBT, World Bank Knowledge Center, Ortigas, Mandaluyong City, 4 December 2012).
[18] This was reiterated during the Women's EDGE Plan Validation Workshop, 1 February 2013.

and promotion of LGBT persons, and stereotypes are often used to decide on their work responsibilities and tasks. Once hired, LGBT persons are expected to conform to binary gender roles in the workplace (Akei et al. 2011).

- Transgender persons are not hired because they look like women. Effeminate gay men can be discharged from military service once their gender is discovered. Lesbians and masculine women are informed that they will be hired only if they will dress and behave in a stereotypical feminine way. A thesis of a Filipino clinical psychologist on the experiences of Filipino transwomen in the Philippines generated the same finding, that is, 2 of 3 woman participants in the study were told by recruitment officers that they would be hired only if they presented themselves as males by cutting their hair short, dressing in men's clothes, and acting in stereotypically masculine ways (ibid.).

- Owing to limited employment opportunities for LGBT persons, transwomen, in particular, are lured and forced to join the sex and cybersex industry, making them vulnerable to violence, trafficking, and HIV/AIDS.[19]

Access to education

- Young LGBT persons are forced to leave school by school authorities, on the grounds of the school's religious principles.[20]

- A report published in 2009 notes that school officials had witnessed gay children being bullied in schools (UNICEF, Plan International, and CWC 2009 cited in Akei et al. 2011)[21] and that they experienced violence and abuse in their home and community yet the perpetrators remained unpunished.[22]

Access to housing

- The current definition of family in discussions on housing beneficiaries uses heterosexual families as basis, excluding non-heteronormativity families or households. [23] This attitude could result in discrimination in UDHA's implementation of housing programs against LGBTs.

Access to justice

- The University of the Philippines Diliman dismissed a gender discrimination complaint by a transsexual student whose professor refused to address her as a

[19] Women's EDGE Plan 2013–2016 Workshop on SGIs, organized by PCW (2012).

[20] CGA 2012 Focus Group Discussion with LGBT, World Bank Knowledge Center, Ortigas, Mandaluyong City, 4 December 2012.

[21] The said report acknowledges the research's limitation to probe on the extent of violence against LGBT children and cites as a recommendation to "look into gender-based discrimination in schools, particularly as it related to actual or perceived sexual orientation of a child" (page 64) as an important area of study.

[22] There were two video documentaries produced by mainstream media organization that provide narratives of gay children who have experienced violence and discrimination. The Coalition report has to rely on this available reliable information. "Buhay Becky" (Gay Life) and "Batang Ladlad" (Out Children) were produced by ABS-CBN's News and Current Affairs Program and were broadcasted last 13 August 2011 and 25 October 2011, respectively (cited in Akei et al. 2011).

[23] Women's EDGE Plan 2013–2016 Validation Workshop, organized by PCW, 1 February 2013.

female in class, citing the absence of applicable provisions in the University policy (Akei et al. 2011). Reporting gender-based violence to the police and authorities is also a challenge to LGBT victims. The FGD conducted for the CGA 2012[24] with representatives of the sector reveals that:

- Reporting of violence perpetuated on LGBTs is a problematic area. A majority of PNP officers are not aware of SOGI issues and of gender issues confronted by LGBT persons.

- Reporting of corrective rape and gender-based violence inflicted on transwomen and transmen are coursed through usual crime reporting procedures. Concerned officers, including social workers and health personnel, do not have adequate capacity to distinguish gender-based violence (GBV) against LGBT persons from VAWC.

- Gay men and lesbians reporting GBV to PNP often get discriminated on the basis of their gender identity. The authorities often even blame them for the violence they encounter, saying that they deserve it because of the way they present themselves (look, behavior, and manner of dressing and speech).

Identity

- The absence of laws and policies to protect and respect the civil status of transgender people perpetuates discrimination based on gender identity. In one case, a DFA official would not allow renewing the passport of a transwoman if she would not appear masculine in her passport photo, following Department policy on passport applications. The woman's photo was taken amidst the scornful looks of other applicants and Department personnel.[25]

- Numerous court decisions have denied petitions of transwomen to change their name and sex in their birth records. Two cases are briefly narrated below:

  - Zoila Villanueva would remain male in her birth certificate when the Court of Appeals reversed a lower court ruling allowing the sex category in her birth to be corrected from male to female, on the grounds of her failure to present at the proper time the certification from a government doctor attesting to her sex (Philippine Daily Inquirer, 13 March 2008, cited in Akei et al. 2011).

  - Mely Silverio, a post-op transsexual woman, won a legal petition to change her name and sex in her

24 CGA 2012 Focus Group Discussion with LGBT, World Bank Knowledge Center, Ortigas, Mandaluyong City, 4 December 2012.

25 "Discrimination to Transgenders in Department of Foreign Affairs' Passport Process," by Magdalena Robinson, 7 February 2011 (cited in Akei et al. 2011).

birth certificate in the trial court. When the Office of the Solicitor General (OSG) appealed the decision, arguing that there was no law allowing the change of entries in birth certificates for reason of sex alteration, the Court of Appeals in 2006 reversed the decision of the lower court. Mely appealed the decision to the Supreme Court, which then responded: "Under the Civil Register Law, a birth certificate is a historical record of the facts as they existed at the time of birth; the determination of a person's sex made at the time of his or her birth, if not attended by error, is immutable." In October 2007, the Supreme Court not only ruled against the appeal of Mely; it ended the possibility of changing one's sex by petitioning the courts but also gave a contentious definition of male and female: "Female is the sex that produces ova or bears young and male is the sex that has organs to produce spermatozoa for fertilizing ova."[26]

This non-recognition of LGBT as a sector is also reflected in the limited publications on LGBT concerns by government. Most publications and research studies have been notably initiated by NGOs. So far, only DOLE's Institute of Labor Studies has conducted a study of employment discrimination against LGBT persons.

LGBT Experience of GBV at Home and in the Community, School, and Workplace

Homophobia or "gay panic" refers to a range of negative attitudes and feelings toward homosexuality or people who are identified or perceived as lesbian, gay, bisexual, or transgender persons. The definitions refer variably to antipathy, contempt, prejudice, aversion, irrational fear, and hatred.

Homophobia starts in the family and is triggered by parents who do not accept their children being gay, subjecting the latter to physical or corporal punishment and, eventually, abuse. In schools and social circles, homophobia is expressed or exhibited in the infliction of gender-based aggression and violence on LGBT.

The focus group discussion conducted for the CGA 2012 with representatives of the LGBT sector reveals that: [27]

- Male children who present themselves as feminine (bakla or bading, as they are labeled derogatorily) are most likely to experience GBV from both men and women, who may include their parents or older brothers, male neighbors, and playmates. The violence is usually justified as a corrective measure to "discipline" the child into behaving according to the norms expected of his sex. They will most likely experience GBV in schools and public or commercial spaces.

[26] "Our Brave New World: The Birth of Transgender Liberation in the Philippines," Sass Sassot, 2 January 2011, <http://transpinayrising.blogspot.com/search/label/Article%20%20Our%20Brave%20New%20World%3A%20The%20Birth%20of%20Transgender%20Liberation%20in%20the%20Philippines> (cited in Akei et al. 2011).

[27] CGA 2012 Focus Group Discussion with LGBT, World Bank Knowledge Center, Ortigas, Mandaluyong City, 4 December 2012.27

- Similarly, female children who present themselves as masculine (tomboy or tibo, as they are labeled derogatorily) are most likely to experience GBV from both men and women, including their parents or older brothers, male neighbors, and playmates. The violence is usually justified as a corrective measure to "discipline" the child into behaving according to the norms expected of her sex. They will most likely experience GBV in schools and in public or commercial spaces. Some of them are also at risk of being victims of "corrective rape," another form of "discipline" as claimed by the perpetrators.

Homophobia also subjects LGBT persons to prejudice by automatically stigmatizing them as inflicted with STD or HIV/AIDS. In jails, gay inmates are either raped or forced to do stereotypical "women's chores" such as washing clothes and cleaning. Gay children in conflict with the law (CICL) are forced to become sex slaves or to be normal with the use of threat. Homophobia can escalate and lead to discrimination or, even worse, hate crimes.

The CSO UPR Report on the situations of LGBT people in the Philippines (2011) cites a research conducted by the Philippine LGBT Hate Crime Watch indicating that of 141 documented cases of hate crimes from 1996 to August 2011, a significant number involved LGBT (95 gay men, 26 transgender persons, 16 lesbians, and 4 bisexuals).[28] It was further reported that the number of LGBT victims of murder rose from an average of 10 between 1996 and 2008 to 12 in 2009, 26 in 2010, and 27 from January to May 2011.[29]

The CSO UPR Report also cites an ISIS research exposing systematic rape of lesbians by men to "correct" and remind

[28] Hate crimes generally refer to criminal acts that are deemed motivated by bias against persons belonging to a certain social group that is usually defined by race, religion, sexual orientation, disability, class, ethnicity, nationality, age, gender, gender identity, social status, or political affiliation (see http://thephilippinelgbthatecrimewatch.blogspot .com/ [cited in Akei et al. 2011]).

[29] Aside from the 141 cases, there were 31 cases of LGBT killings that were in the process of being reviewed and verified as of August 2011 (see http://thephilippinelgbthatecrimewatch.blogspot.com/2011/09/in-beginning-posted-sometime-in-june.html [cited in Akei et al. 2011]).

Table 8.6. Forms of human rights violation committed against gays in Davao, 2013

Types of abuse	Within family	Police/Military	Intimate relationship	Public places
Physical	56%	28%	48%	18%
Economic (theft victims)	36%	33%	24%	4%
Sexual	14%	50%	40%	4%
Verbal	76%	78%	88%	76%
Total (in person)	59 (61%)	18 (19%)	25 (26%)	64 (66%)

Source: Iwag Dabaw Inc. (http://outragemag.com/online/tag/davao-lgbts/).

them that they are "still women" (2010, 6).[30] The LGBT sector terms this act as "corrective rape."

Though data are scarce, LGBT groups have attempted to put numbers on actual GBV cases, such as Iwag Dabaw Inc., based in Davao City. In its study that was conducted in January 2013, the group notes several accounted cases of gays being physically abused — thrown with stones or doused with water as they walked along the streets, being slapped in the face by family members, and being verbally abused in public places.

In tabulating the summary of human rights violations committed against gays in Davao, Iwag Dabaw found that more than three-fourths of its respondents (76 of 97) had been abused (table 8.6). The nature of abuses ranged from physical to economic to sexual and verbal abuse. LGBT persons normally experienced more than one form or a mix of these abuses, but verbal abuse appeared to be the most common.

According to the CSO UPR Report (2011), the challenge in addressing hate crimes has been the lack of a legal framework in the Philippines as well as the limitation of the definition of "extrajudicial killings" to politically motivated crimes. This observation is made in the context of the United Nations General Assembly resolution A/C.3/67/L.36 condemning extrajudicial, summary, or arbitrary executions and expanding upon its commitment to the universality of human rights, to include "gender identity" in the resolution. For the past 12 years, this resolution has urged states "to investigate promptly and thoroughly all killings, including . . . all killings committed for any discriminatory reason, including sexual orientation." Apart from Human Rights Council Resolution 17/19, it is the only UN resolution that makes a specific reference to sexual orientation. The term "gender identity" was added to the list of categories vulnerable to extrajudicial killings.[31] Unfortunately, though, the Philippines abstained from voting, prompting the LGBT

[30] "Surfacing Lesbians, Bisexual Women and Transgendered People's Issues in the Philippines: Towards Affinity Politics in the Feminist Movements," 2010, page 16 (cited in Akei et al. 2011).

[31] "Governments Condemn Extrajudicial Executions in Seminal UN Vote: Historic First Condemnation of Killings Based on Gender Identity," 21 November 2012 (cited in Akei et al. 2011).

sector representative of the Philippines to the coalition that lobbied for the expansion of the UNGA resolution to conclude: "... with its silence on EJE, [the Philippines] is condoning this reprehensible abuse against LGBTs."[32]

The CSO UPR Report additionally notes that lesbians are not afforded the same mental and psychosocial support and protection as heterosexual women. The reference to "women" in RA 9262 and RA 9710 does not comprehensively include lesbians and bisexual women. Transwomen are also invisible in the MCW IRR, where it makes a reference to sexual orientation but not to gender identity.

Gender-responsive Strategies

Advocacy

- Initiate a multisectoral lobby involving LGBT groups, women's groups, men's groups, and progressive faith-based groups for the passage of the anti-discrimination bill.
- Sustain advocacy campaigns to end discrimination on the basis of SOGI.
- Highlight discrimination on the basis of SOGI in annual Pride marches.
- Localize Pride marches.

Monitoring

- Develop a concept to institutionalize a national LGBT survey.

Capability Building

- CHR and PCW to initiate the creation of an interagency on LGBT and gender rights sensitivity sessions with duty-bearer agencies.
- Conduct gender equality and LGBT orientation for Philippine statistical agencies.
- Review current GST modules and initiate mainstreaming of SOGI.
- Conduct SOGI and LGBT orientation for GAD Focal Points.

Policy Development

- Develop policy models and toolkits to institutionalize facilities that will address the needs of LGBT victims of GBV.
- Review/revisit existing laws and policies and programs, and amend, if necessary, if these are found discriminatory against LGBT persons or unresponsive to their concerns.
- Reorient the Anti-VAWC Law, Anti-Rape Law, and Anti-Trafficking Law to enforce these with due regard to LGBT rights (thereby avoiding exhortation and wrong interpretation of laws).

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[32] Press statement by Jonas Bagas, Director, TLF (cited in Akei et al. 2011).

[33] Magna Carta of Women Implementing Rules and Regulations (see http://pcw.gov.ph/index.php/downloads/doc_ download/376-republic-act-9710-magna-carta-of-women [cited in Akei et al. 2011])

Matrix of Issues, Strategies, Indicators, Targets, and Accountabilities

Strategic gender issues to be addressed

1. LGBT discrimination based on their sexual orientation and gender identity
2. LGBT experience of GBV at home and in the community, school, and workplace

Gender equality outcome

Policies, programs, and projects implemented by national government agencies, LGUs, and partners do not discriminate against LGBT persons and address the persistent issue of GBV.

PDP 2011–2016 outcomes

The PDP does not directly address the development needs of the LGBT sector. However, the actions intended by the Women's EDGE Plan 2013–2016 can be reported under:

Sector: Social Development: Inclusive growth and poverty reduction

Sector Outcome: Human development status improved

Strategies	Indicators	Baseline		Targets	IAs/OAs
		Year	Value		
LGBT discrimination based on their sexual orientation and gender identity					
• Initiate a multisectoral lobby involving LGBT groups, women's groups, men's groups, and progressive faith-based groups for the passage of the anti-discrimination bill. • CHR and PCW to initiate the creation of an interagency body on LGBT persons and gender rights among duty-bearer agencies. • PCW to conduct LGBT and gender rights sensitivity sessions with NGA GAD Focal Points.	• Anti-discrimination bill passed by the Senate	1999–2012	4 versions of the anti-discrimination bill filed in Congress (2 in the Lower House [authors: Bayan Muna and Akbayan] and 2 in the Senate [authors: Sen. Miriam Defensor Santiago and Sen. Ramon Revilla Jr.])	1 anti-discrimination bill enacted into law	LadLad Party List, MOVE, PCW, and other LGBT groups and coalitions

Strategies	Indicators	Baseline Year	Baseline Value	Targets	IAs/OAs
• Sustain advocacy campaigns to end discrimination on the basis of SOGI. • Highlight discrimination on the basis of SOGI in annual Pride marches. • Localize Pride marches.	• No. of nationwide campaigns to end discrimination on the basis of SOGI (Pride marches)	1990s	Pride marches staged in 6 areas (Metro Manila, Cebu, Davao, Baguio, Ilocos Norte, Isabela)	At least 15 Pride marches for 2014, 2015, and 2016 with support from government agencies, LGUs and ODA	LadLad Party List, MOVE, PCW, and other LGBT groups and coalitions Task Force Pride ODA
• Conduct gender equality and LGBT orientation for Philippine statistical agencies. • Develop a concept to institutionalize a national LGBT survey.	• No. of SOGI-disaggregated data produced by government	2013	0	1 module on LGBT included in strategic national surveys, e.g., NDHS	PCW, LadLad Party List, NSO, NSCB LGBT groups and coalitions
LGBT experience of GBV at home and in the community, school, and workplace					
• Develop policy models and toolkits to institutionalize facilities that will address the needs of LGBT victims of VAWC • Review/revisit existing laws and policies and programs and amend, if necessary, if these are found discriminatory against LGBT persons or unresponsive to their concerns. • Reorient the Anti-VAWC Law, Anti-Rape Law, and Anti-Trafficking Law to enforce these with due regard to LGBT rights (thus avoiding exhortation and wrong interpretation of laws).	• No. of anti-VAWC service centers accessible to LGBT persons	2013	1 LGU (Quezon City) with facility to address the needs of LGBT victims of VAWC	At least 10 pilot sites demonstrating programs and facilities that address the needs of LGBT victims of VAWC: • 3 pilot sites in 2014 • 3 replication sites in 2015 • 4 replication sites in 2016	LGUs, DOH, PNP, DOJ, LGBT NGOs, IACAT, IACVAWC
• Review current GST modules and initiate mainstreaming of SOGI.	• No. of GST modules on SOGI developed	Not available		Increasing	PCW, LGBT groups and coalitions
• Conduct SOGI and LGBT orientation for GAD Focal Points	• Amount of GAD budget allocated for LGBT programs, services, and activities	Not available		Increasing	LGBT groups and coalitions LGUs, DOH, PNP, DOJ, LGBT NGOs, IACAT, IACVAWC

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CHAPTER 9

Indigenous Women

The Indigenous Peoples Rights Act, or IPRA (RA 8371) defines indigenous peoples (IPs) as a group of people or homogenous societies identified by self-ascription and ascription by others who have continuously lived as an organized community on communally bounded and defined territory, and who have, under claims of ownership since time immemorial, occupied, possessed, and utilized such territories, sharing common bonds of language, customs, traditions, and other distinctive cultural traits, or who have, through resistance to political, social, and cultural inroads of colonization, non-indigenous religions and cultures, become historically differentiated from the majority of the Filipinos. IPs and indigenous cultural communities (ICCs) likewise include peoples regarded as indigenous on account of their descent from the populations that inhabited the country at the time of conquest or colonization or at the time of inroads of non-indigenous religions and cultures, or establishment of present state boundaries, who have retained some or all of their own social, economic, cultural, and political institutions, but who may have been displaced from their traditional domains or who may have resettled outside their ancestral domains (Section 3).

Indigenous women and girls have been identified as belonging to a marginalized and vulnerable segment of the Philippine population. Affirming the provisions of the IPRA, particularly Section 26, the MCW's provisions under Chapter V (Rights and Empowerment of Marginalized Sectors) define the rights and entitlements of IP women and girls, such as to food security and productive resources, especially their access and control of land resources. The law provides that "customary rights of women to the land, including access to and control of the fruits and benefits, shall be recognized in circumstances where private ownership is not possible, such as ancestral domain claims" (Section 20, b3).

Given patrilineal traditions that bar IP women from claiming these rights, the MCW recognizes the need to balance gender equality and women's empowerment rights with indigenous and cultural practice. Specifically, it mandates the government to ensure access of IP women and girls to economic opportunities, basic services, information, social protection, and representation, among others. The government is likewise directed to adopt measures, in consultation with IP women and girls and the sectors concerned, to protect their rights to their indigenous knowledge systems and practices, traditional livelihood, and other manifestations of their cultures and ways of life, provided that these cultural systems and practices are not discriminatory to women (MCW, Chapter V). Concerned agencies are ordered to ensure that women are consulted and able to participate in developing and implementing policies and programs that aim to preserve their own cultures and traditions.

Strategic Gender Issues

There are needs pervading the life cycle of IP women that, when addressed, will remove the obstacles they are facing in fulfilling their social and economic needs (NCIP and PCW 2011). Worth noting are the lack of basic services for education, particularly continuing and lifelong education, reproductive health, and wellness, including psychological and emotional health, and the general absence of social protection for vulnerable groups. These and other concerns are prioritized under the Women's EDGE Plan.

Absence of Official Data on IPs

In 2009, there were about 110 ethnolinguistic groups in the Philippines consisting of approximately 14 million IPs (Stavenhagen 2002 cited in PDO 2011–2016). Until now, there are no official data, much less sex-disaggregated data, on IPs.[1] This means that policies, plans, and programs intended for them are not adequately and relevantly guided by correct information on their conditions — their accurate number, distribution, needs, and other concerns. This also implies a severe disregard for the differential needs of IP women and men. The 2010 National Census of Population and Housing, which included ethnicity variables, is seen as a good first step in obtaining a more accurate situation of IPs in the Philippines (AHRC 2012).

Cultural Practices Hindering IP Women and Children from Achieving Their Full Human Potentials and Rights as Members and Tribal Leaders

During the 2011 IP Women's Consultative Dialogue that was jointly organized by PCW and NCIP, one of the major conclusions that came out pertained to the intersectionalities of discrimination against IP women and children. They are discriminated because they are IPs, they are poor and uneducated, and they are women. IP women are best understood through their cultural and traditional connection to their clan and tribe and to their affinity with the ancestral domain. They are regarded as the culture bearers of their tribes by virtue of their reproductive roles; thus, traditional and cultural practices, norms, and values greatly impact

[1] This is a priority target in the GAD Plan of NCIP for 2013–2014.

their lives. It is in this context that the following cultural and traditional barriers to gender equality for IP women have been identified.

Child and arranged marriages. The PPGD assessment cites an unpublished research on early marriage among 47 women from the Teduray-Lambangian Tribe in Maguindanao revealing that 65 percent of the respondents got married before the age of 18 (PKKK-TLWOI-CSI 2010 cited in PPGD Assessment, page 303). The 2nd National Plan of Action for Children 2011–2016 also cites a report from Region XII in Mindanao[2] noting that young girls about 9 to 10 years old are into early marriage. This arrangement not only prevents them from completing their education, which severely affects their future welfare, but also threatens their reproductive health, given the possibility of very early and highly risky pregnancy.

Conda (2011 cited in World Bank and PCW 2012) points out IP women's view that the conditions for child marriage and even forced marriage are being abused. Prevailing forced marriage practices, particularly in Mindanao, are traditionally called *"tandeg"* (Maguindanaon), *"pagguyud"* (Tausug)/*"tangeg"* (Maguindanaon), or *"tenafus"* (Teduray). The women even refer to some forced marriages as "actually abduction."

While it is true that arranged or parental engagements still exist among IPs, such practices do not have the same manner of enforcement and applicability across all tribes. In some tribes in the Cordilleras, for instance, parental engagements are undertaken for consolidation of clan wealth or for political and security reasons, as in the case of negotiated peace settlement between warring clans. It must also be understood that, in situations where such

[1] This is a priority target in the GAD Plan of NCIP for 2013–2014.

prearranged marriages do not push through, the applicable customary rules and practices shall be enforced.

Polygamy. Polygamy, or having two or more wives, although not widespread among IPs, is legitimate and practiced in some IP areas and other Islamized tribes. Some of the men, however, abuse this practice by taking as many wives even if they can no longer support the other families. IP women and children in these circumstances cannot report or seek redress for this abuse because there are no tribal community mechanisms for this. And since some of the polygamous men are not financially capable of supporting multiple families, their wives are forced to fend for their own children, thus experiencing increased multiple burden and being forced to neglect their own physical and emotional health. This is true especially among young mothers with many children, those who are uneducated, those who have no decent means of livelihood, and those who have limited or no access to social services (NCIP and PCW 2011).

However, in some cases where abuses are committed by either man or woman, some tribes have traditional penalties or sanctions for violators.

Conflict between Customary Laws and the Justice System in Preventing and Addressing VAWC, Specifically Murder and Sexual and Domestic Violence

In many IP communities, customary laws and indigenous mechanisms and structures remain the recourse for justice and redress for abuses. Among these mechanisms, mediation and amicable settlement are still the most popular practices in dealing with legal cases, including criminal and civil cases. The "propensity to settle VAW cases" has been mentioned as an issue of VAWC in some IP communities in Mindanao (Conda 2011 cited in World Bank and PCW 2012). Traditional mechanisms prevent IP women and children, including their families, from seeking justice and proper redress for abuses and violence committed, even in cases of murder, rape, and sexual and domestic violence. The occasional conflict of customary laws and the justice system often leads to the perpetuation of VAWC, since there is no clear system or mechanism for deterring violence against women and their children. The absence of such mechanism also contributes to the continued psychological and emotional trauma experienced by women, especially when victims of sexual violence and even murder as well as their families, for instance, are forced to use the customary laws, especially amicable settlement, instead of the justice system, as a recourse (to keep communal peace), which then often de-criminalizes the perpetuators.

Another cultural factor that leads to more abuses is the reluctance of the woman victims of violence to report their case, for fear of losing economic support or losing their children. Lack of knowledge of women's rights compounds this. Woman victims also prefer to keep silent for the sake of their security or to avoid the stigma attached to being a victim of VAWC, especially rape and other forms of GBV (ibid.).

Ownership and Inheritance of Land Mainly Held by Men

In some ICCs, ownership and control of land are mostly held by men. Affected IP women thus rely on their husbands for financial and economic support. This condition not only deprives these women of their land rights and access to natural resources within their ancestral territories but also aggravates the lack of economic opportunities for women and girls. Related to this issue is

the implementation of government policies and programs such as those related to extractive industries. In other IP communities, however, there exists a more defined mode of landownership or control.

Difficulty in Accessing Education, Health Care, Other Basic Services, and Other Human Development Opportunities

It has been estimated that around 10 percent to 30 percent of Filipinos have not been registered at birth, and most of them are from indigenous peoples' groups, underprivileged families, and street children (NSO n.d.). Being "legally invisible" and unaccounted for, they find difficulty in accessing government basic services (e.g., education, health care, and infrastructure) that require proof of birth registration from recipients or beneficiaries. Most of the IPs in dire need of access to health and education are women.

The limited access of IP women to education is exacerbated by the norm in IP communities confining women to the household for them to fulfill their reproductive and domestic roles, and prioritizing men's formal education because of their perceived role as primary earners. And where IP children are in school, they continue to experience multiple discrimination and violation of their rights (Plan International and WAGI 2012).

Inadequate infrastructure, such as access roads and bridges, health centers, and school facilities, further hampers IPs from accessing health, education, and livelihood services and programs. Being far from medical or health facilities, pregnant women are exposed to the highest risk. While there are noteworthy traditional practices in some IP communities that address this challenge, such as the Ayod Community Health Teams, or

ACHTs (see box below), the risks to women's health and welfare remain high. This issue could explain the high maternal and child mortality rate, illiteracy rate, and incidence of poverty among IPs.

Limited Opportunities for IP Women to Participate in Decision-making Processes and Governance

The IPRA prescribes mechanisms and processes of IP self-governance and development. However, these processes and their outputs, such as the ADSDP (Ancestral Domain Sustainable Development Plan) and FPIC (Free and Prior Informed Consent) for infrastructure and land and resource use, do not adequately reflect women's concerns, respond to gender-specific needs, or ensure women's participation in consultations and decision-making bodies and processes. Since patrilineal systems subsist, these are reflected in leadership and governance and customs that generally favor men.

Ayod Community Health Teams

Often referred to within the community as "ambulance on foot," ayod is a hammock used to carry patients, parturients, and any person who cannot ably walk. It is usually carried by two men at a time, accompanied by relatives or neighbors, who in turn carry food and water and take turns with the carriers when the latter need to rest.[a] Ayod is patterned after parenting approaches practiced by men that highlights gender equality principles, including approaches that prevent VAW and GBV in the household and community. This model also demonstrates how such culture-based practices are systematically transferred to younger men and boys (inter-generational transfer of male parenting).

Supported by the UNFP Community Empowerment Programme, the ACHTs of the Philippines have been recognized as an innovative man and masculinities approach that is designed after indigenous practices. The program included a needs assessment, training of health providers and indigenous organizations on reproductive health and gender equality, and the promotion and establishment of sustainability measures through indigenous practices. The program resulted in increased male involvement, improved dialogue between community leaders and health providers, an emergency fund established for women with pregnancy-related complications, a network of community reproductive health advocates, revitalization of the use of local languages in awareness raising, and the use of the ayod as a transportation system.

The use of the ayod became official under a provincial order passed in Ifugao in 2008, together with a national mandate requiring all pregnant women to go to a health center for prenatal care. The ACHTs are tasked to monitor and track the health of pregnant women in their community. The volunteers become part of a birth plan and are on-call for emergencies, including trips to the nearest hospital via hammock. The Ifugao ACHT, now managed by the local government, has 185 teams and an estimated 2,685 members.

[a] http.//www.irinnews.org/printreport.aspx?reporteid=93195; accessed 5 October 2012.

The opportunity for women to participate in decision-making processes and governance is limited due to the absence of appropriate mechanisms. The prevailing practice among IP communities is that women are excluded from decision-making processes and governance. And when IP women are consulted, they are regarded only as followers and beneficiaries, but not as leaders and decision makers. The lack of formal education and training of IP women prevents them from acquiring the skills and knowledge to be able to participate effectively in governance or even in elections at the barangay level. This is aggravated by the weak status and non-representation of IP organizations in decision-making bodies.

Gender-responsive Strategies

To address the strategic gender issues of IP women and children efficiently, the following strategies will be implemented for the period 2013–2016:

Advocacy

- Improve advocacy for a more community-friendly and culture-sensitive information dissemination on gender-related laws, using language understood by IPs. This should include translating strategic woman and gender laws into IP languages, especially for communities with a high population of marginalized women, and educating them on the relevant provisions to enable them to claim their entitlements.

- Implement a culture-sensitive and gender-awareness program on the rights and empowerment of IP women and children.

- Create gender-sensitive and rights-based landownership policies and programs to increase IP women's access to land resources and control of ancestral lands.

- Integrate gender dimensions and gender-responsive actions in the infrastructure projects and programs in IP communities and areas.

- Integrate gender-responsive programs from the ADSDP into the LGU GAD plans and budgets.

- Repeal/amend customary laws that impede the participation and representation of women in governance and decision-making bodies at the IP community level.

- Include a training budget for IP woman leaders in the LGU GAD plans and budgets.

- Establish and implement an affirmative action that addresses the practical and strategic needs of IP women and children.

- Hold social dialogues within ICCs as a venue for IP women to assert their rights as land and title holders.

Monitoring

- Improve collection, monitoring, and analysis of sex-disaggregated data based on IP women and men (age- and sex-disaggregated by community, etc.) including (1) a data inventory of CADTs awarded to women, (2) violation of IP women's and children's rights, and (3) programs and services provided to IPs.

- Establish a mechanism for social dialogue between the government and IP communities to assess the gender-impact of specific customary practices.

- Conduct gender analysis and review of the mechanisms for the issuance of CADTs, especially to IP women, to ensure women's participation in all CADT processes.

- Conduct participatory gender audits of established CADTs.

Capability Building

- Build the capacity of IP leaders and elders, especially woman leaders and elders, as well as CSOs and strategic institutions working on the development of IPs, on human rights, GAD laws and policies, and international commitments.

- Develop and implement training and empowerment modules for IP woman representatives in decision-making bodies.

- Strengthen the gender capacity of NCIP and its nongovernment partners working with IPs.

- Promote dialogues and consultations with stakeholders to enable them to understand the laws and policies covering their land rights and access to resources.

Service Delivery

- Establish and strengthen interagency committees on the development and delivery of basic services and programs to IP women and children.

- Prioritize IP communities in the conditional cash transfer program of government.

- Create an enabling environment for self-determined development initiatives of IP women and their communities, such as supporting their livelihood with financial and technical assistance, infrastructure, and marketing.

Policy Development

- Develop policies on IP women's participation in all processes, including decision making and those relating to local governance.

- Conduct gender analysis and review of laws, policies, and customary practices that are discriminatory to IP women and children and use the findings and conclusion in harmonizing relevant customary laws and traditional justice system with GAD-related laws and policies and other laws on justice.

- Revisit/assess the FPIC guidelines and their implementation and remove discriminatory provisions, in order to make them gender-sensitive, free from manipulation (in relation to meaningful and genuine participation, representation, and intent, and information that is clear, not tampered, and not biased), and free from corrupt practices.

- The LGU, as duty-bearer, to facilitate the institutionalization of policies that will manage the effects of polygamy, especially in promoting family and women's welfare and rights.

Matrix of Issues, Strategies, Indicators, Targets, and Accountabilities

Strategic gender issues to be addressed

1. Absence of official data on IPs
2. Cultural practices hindering IP women and children from achieving their full human potentials and rights as members and tribal leaders
3. Conflict between customary laws and the justice system in preventing and addressing VAWC, specifically murder and sexual and domestic violence
4. Ownership and inheritance of land mainly held by men
5. Difficulty in accessing education, health care, other basic services, and other human development opportunities
6. Limited opportunities for IP women to participate in decision-making processes and governance

Gender equality outcome

Programs and projects implemented by NCIP, together with national partners, LGUs, and CSOs, brought about positive gains in addressing barriers faced by IP women and children, especially in accessing basic services and other human development opportunities, and increased IP women's participation in decision-making bodies at the national, local, and community levels.

PDP 2011–2016 outcomes

Sector: Accelerating Infrastructure Development

Sector Outcome 5b: Improved access to social goods and services

Intermediate Outcome: Enhanced quality, adequacy, and accessibility of infrastructure facilities and services

Sector: Good Governance and the Rule of Law

Sector Outcome 7b: Enhanced access to justice

Sector: Social Development

Subsector: Health, Nutrition, and Population Management

Subsector Outcome: Improved access to quality health and nutrition services

Subsector: Education, Training and Culture

Subsector Outcome: Improved access to quality education, training, and culture

Strategies	Indicators	Baseline		Targets	IAs/OAs
		Year	Value		
• *Absence of official data on IPs* • *Cultural practices hindering IP women and children from achieving their full human potentials and rights as members and tribal leaders* • *Conflict between customary laws and the justice system in preventing and addressing VAWC, specifically murder and sexual and domestic violence* • *Ownership and inheritance of land mainly held by men* • *Difficulty in accessing education, health care, other basic services, and other human development opportunities* • *Limited opportunities for IP women to participate in decision-making processes and governance*					
• Improve advocacy for a more community-friendly and culture-sensitive information dissemination on gender-related laws, using language understood by IPs.	• GAD-related laws and policies, international commitments, and national justice laws and customary laws harmonized and strengthened as a mechanism for protecting, promoting, and fulfilling IP women's and children's rights	Baseline data not available for all indicators		Increasing	NCIP, CHR, NAPC, DOJ, Senate, CSOs, IP NGOs, women's groups
	– No. of translations to IP languages of woman and gender laws, specifically IPRA, MCW, RH Law, Anti-trafficking Law, and VAWC Law			Increasing	
	– No. of mechanisms/ structures established for the capacity development of ICCs and advocacy for their rights			At least 1 or 2 mechanisms/ structures for the capacity development of ICCs; establishment of a clear partnership between ICCs and LGUs	
	– No. of ICCs partnering with NCIP, LGUs, and other government organizations			Increasing	

Strategies	Indicators	Baseline Year	Baseline Value	Targets	IAs/OAs
• Improve gender responsiveness of relevant customary laws and traditional justice system and harmonize them with GAD-related laws and policies and other laws on justice based on the review of laws and customary practices that are discriminatory to IP women and children. • Review laws, policies, and customary practices that are discriminatory to IP women and children. • Establish a mechanism for social dialogue between the government and IP communities to assess the gender-impact of specific customary practices and laws, especially on the following: – Early/arranged marriages – Polygamy – Landownership and control rights of IP women – Issue of amicable settlement of heinous crimes against women; and conflict between customary laws and the justice system in preventing and addressing VAW, specifically murder and sexual and domestic violence • Review mechanisms for the issuance of CADTs to ensure women's and girls' participation in all CADT processes.	• Existing discriminatory customary laws and practices permitting early/arranged marriages of IP children repealed and/or amended – No. of customary practices and laws harmonized with national and justice laws and policies – No. of discriminatory laws and policies, customary laws, and practices against IP women and children repealed/amended – No. of IP woman and child victims of violence who have been able to seek redress in the criminal justice system – No. of assessment studies/researches done on the impact of traditional or customary laws and practices on IP women and children – No. of IP groups willing to address the inequality impact of early/arranged marriages, polygamy, patrilineal landownership, and amicable settlement of heinous crimes against women			Increasing Increasing Increasing Increasing Increasing 100% completion of the inventory of approved CADTs awarded to women	NCIP, DOJ, CHR, PNP, DSWD, DOH, LGUs, CSOs, IP NGOs, women's groups

Strategies	Indicators	Baseline		Targets	IAs/OAs
		Year	Value		
• Advocate gender- and rights-based actions that will allow IP women access to and control over ancestral lands. • Strengthen gender capacity of NCIP and its nongovernment partners working with IPs. • Conduct gender-consciousness-raising programs for IP women, institutions, and organizations working on the protection of the rights and welfare of ICCs. • Improve the collection, monitoring, and analysis of a sex-disaggregated database on IP women and men (age- and sex-disaggregated, by community, etc.), including (1) a data inventory of CADTs awarded to women, (2) violations of IP women's and children's rights, and (3) programs and services provided to IPs.					
• Establish and strengthen the interagency committee on the development and delivery of basic services and programs to IP women and children. • Prioritize IP communities in the conditional cash transfer program of government.	• Equitable and improved access of IP women and children to education, health care, and other basic services – No. of affirmative actions implemented that address the practical and strategic gender needs of IP women and children			Increasing	

Strategies	Indicators	Baseline		Targets	IAs/OAs
		Year	Value		
• Create an enabling environment for self-determined development initiatives of IP women and their communities, such as supporting their livelihood with financial and technical assistance, infrastructure, and marketing. • Advocate the integration of gender-responsive programs from the ADSDP into the LGU GAD plans and budgets.	– No. of IP women and children who have been able to access gender-responsive and culturally appropriate education, health care, and other basic services			Increasing	
	• Focused, harmonized, and expanded socioeconomic programs and services for IP women and children implemented				
	– No. of IP women and children who have benefited from socioeconomic programs and services			Increasing	
	• Gender-responsive socioeconomic programs and services for IP women and children integrated in the local development plans				
	– No. of programs of government agencies that are harmonized with and integrated into the LGU development plans' PPAs for IP women and children			Increasing	
	– No. of ICCs with NGA/LGU-supported health service facilities, educational programs, and other basic services			Increasing	

Strategies	Indicators	Baseline		Targets	IAs/OAs
		Year	Value		
	– No. of woman- and girl-focused programs and services integrated in the ADSDP			Increasing	
Limited opportunities for IP women to participate in decision-making processes and governance					
• Capacitate IP leaders and elders, especially women, as well as CSOs and strategic institutions working on the development of IPs, on human rights, GAD laws and policies, and international commitments. • Advocate the repeal/amendment of customary laws that impede the participation and representation of women in governance and decision-making bodies at the IP community level.	• Strengthened mechanisms for IP women's participation and representation				NCIP, LGUs, CSOs, IP NGOs, women's groups
	– No. of IP woman representatives in decision-making bodies at the national level			Increasing	
	– No. of IP woman representatives in decision-making bodies at the local government level			Increasing	
	– No. of IP woman representatives in decision-making bodies at the IP community level			Increasing	
	– No. of IP woman representatives in decision-making bodies at the national, LGU, and IP community levels trained and capacitated on gender, human rights, and women's empowerment			Increasing	

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CHAPTER 10

Muslim Women and Girls

This chapter focuses mainly on women and girls of Islamic faith who are concentrated in the Autonomous Region in Muslim Mindanao (ARMM).[1] Even if Muslims are a minority population in this largely Catholic country, they comprise the majority in central and southwestern Mindanao, which comprises most of ARMM. Understanding this is necessary for gender mainstreaming activities in Muslim-dominated communities, as it provides the historical and social contexts of gender inequalities and discourses in the ARMM and in Mindanao.

ARMM provinces are found in the bottom 10 provinces of the entire Philippines, with poverty incidence ranging from 65.6 to a high of 88.8. The region posted the lowest Human Development Index (HDI), and the provinces of Maguindanao, Sulu, Tawi-Tawi, and Basilan registered the lowest HDI values, ranging from 0.498 to 0.540 (UNDP 2010). The highest Gender Disparity Index (GDI) was also found in these four ARMM provinces.[2] Women in these areas have been considerably disadvantaged compared to men in terms of life expectancy at birth, standard of living, and educational attainment (ibid.). It is only in ARMM that women have significantly lower literacy and educational levels than men, as compared to the rest of the country.

While liberal Muslims argue that the Qur'an (central religious text of Islam) views women and men as equal in human dignity, some Muslim societies have misinterpreted this perception in favor of economic and political control. As a result, laws that are discriminatory against women and girls still exist in the area.[3] Compounding the problem are the domestic roles dictated by cultural norms that often constrain Muslim women's opportunities to be full participants and beneficiaries in social, political, and economic life

[2] This locus presupposes that gender disparities and shortfalls in the ARMM that may be brought about by religious and cultural expectations and practices, and by the ongoing armed conflict, are, to some extent, true and relevant in non-ARMM areas with a substantial Muslim population.

[2] The GDI is a measure of human development adjusted for inequality in achievement between men and women.

[3] Expounding on the message of Jesus Molina, Coordinator General, AECID Philippines (Tarbilang Foundation, Inc. 2008).

(ibid.). The Muslim or Shari'ah law governs the majority of the ARMM population. Under the ARMM Organic Act (RA 9054), the power to legislate over administrative organization, creation of revenue sources, ancestral domain, and natural resources is vested with the Regional Legislative Assembly. This includes other matters as may be authorized by law for the promotion of the general welfare of the people of the region.

Strategic Gender Issues

Experience of Gender Inequality among Muslim Women and Girls Brought about by Armed Conflict and Poverty

Decades-long armed conflict in ARMM has caused widespread civilian insecurity and displacement, exacerbating the already extremely high levels of poverty and lack of access to basic services, clean water, sanitation, food aid, and medical relief in the rural southern provinces. The majority of the displaced population is made up of Muslim (and indigenous Lumad and Moro) women and children (UN Women 2011). According to the Internal Displacement Monitoring Centre, nearly 2 million people were displaced between 2000 and 2006 (ibid.).

> Buenaobra (2011) notes that the conflict is recognized as:
>
> one of the world's longest-running violent conflicts, rooted in the clash of interests over land and natural resources, and the struggle of Muslims to preserve and protect their identity. The 28-year conflict with the Moro National Liberation Front (MNLF) claimed some 120,000 lives before the signing of the final peace agreement in 1996.

The conflict with the Moro Islamic Liberation Front (MILF), an offshoot of the MNLF, continues to claim lives even while the MILF is currently engaged in peaceful negotiations with the Philippine government (ibid.).

> [The] localized clan and ethnic conflicts (rido) exacerbate the already volatile situation between the military and the insurgents on the ground. The Asia Foundation's studies on rido have documented a total of 1,266 rido cases between the 1930s and 2005, which have killed over 5,500 people and displaced thousands. (ibid.)

Dwyer and Cagoco-Guiam (2010), in their study of gender and conflict in Mindanao, acknowledge that:

> Decades of conflict have wrought substantial changes in women's lives, as well as in male–female relationships. Women and girls have often borne the brunt of the conflict, but have also taken on new roles. There is participation of women in activities organized by local non-governmental organizations which work to mitigate clan-based conflict, provide support to people displaced by conflict, and train citizens in small-scale dispute resolution. [Yet] . . . women face numerous challenges in organizing effectively — they are often fragmented along religious, ideological, and class lines, and face pressure to subordinate discussions of their core gender issues to claims of nationalist or religious identity.

Extreme poverty, aggravated by the lack of peace and security, has deprived many Muslim women of basic education. Girls drop out of school to do housework or to become child laborers, working as dishwasher, waitress, guest relations officer (GRO) in entertainment clubs, vendor, or domestic help. Some end up trafficked and sold into prostitution, domestically or internationally.

Traditions and Cultural Practices Subjecting Muslim Women and Girls to Early and Forced Marriages, Elopement, and Abduction

A 2009 survey of early marriage in five ARMM provinces found that of 593 respondents, 83 percent were married at the age of 15 to 17 while 17 percent were betrothed between the ages of 9 and 14 (IRIN 2010). The ARMM government and woman NGOs operating in the area confirm the practice of early and forced marriages, some of which are characterized by elopement or abduction.[4] Article 16 of the Muslim Code prescribes the minimum age of 15 for marriage for both male and females. If a girl is younger than 15 (but not below 12) but has already reached puberty, a male guardian can petition the Shari'ah District Court to solemnize the marriage (ibid.). Aside from legal sanction, poverty and imposed cultural and religious restrictions may drive women to elope at an early age, often resulting in early pregnancy and marriages. There have also been reported cases of abduction of young girls, who are then kept in closed settings for long periods of time (up to one year or more in captivity), eventually becoming pregnant and victims of abuse (ibid.).

Early marriages resulting in pregnancies can bring health risks to women and girls. The younger the girl marries and becomes pregnant, the more likely she will bear more children. Women and girls in this situation are said to be vulnerable to reproductive health illnesses and complications. Current debates link early pregnancies to high maternal and child mortality rate (World Bank and PCW 2014). To date, maternal mortality rates in ARMM are twice the national average. Moreover, early marriage and pregnancy worsen the girl's economic condition and often result in lost opportunity for education and work, low self-esteem, deterioration of living condition, and multiple burden (Irin 2010). What is problematic is that there is considerable underreporting of marriages and births for cultural and economic reasons in the ARMM area.

Prevalence of GBV Incidence among Muslim Women and Girls

Violence against women and girls in ARMM is mostly unreported and remains hidden. The reason for underreporting is currently being investigated in the context of cultural and religious expectations imposed on women and girls. Since violence is very much pronounced in conflict areas, this dimension of unreported VAWC may be another form of psychosocial behavior acquired by women and girls and communities that have been exposed to conflict and violence for long periods of time, sometimes decades long, in ARMM and other parts of Mindanao.

Underreporting of VAWC is likewise attributed to unresponsive reporting mechanisms, lack of community support, and lack of local government capacity to provide proper and timely response, which can put VAWC survivors at greater risk.

Anecdotal evidence from the same sources further reveals the economic abuse faced by women and girls (wives and daughters) in polygamous settings.[5] The incapacity of husbands to provide their different wives

[4] Women's EDGE Plan 2013–2016 Regional Validation Workshop, Makati City, March 2013.
[5] Women's EDGE Plan 2013–2016 Regional Validation Workshop, Makati City, March 2013.

and children with adequate support is a recurring issue. Women and girls in polygamous relationships are also most likely to experience discrimination because of their status. For some poor women and girls, however, marriage is a way out of poverty and, to others, a way to gain clan power and influence by being married off to economically and politically influential clans.

Muslim women who work in Islamic countries make their husbands economically dependent on them. Anecdotal evidence indicates that husbands use the women's long absence from home as an excuse to take on a second wife, using their OFW wife's money to support the second wife, or to send her abroad also as an OFW for additional income.

Discrimination against Muslim Women and Girls in the School and Workplace

Muslim women and girls face discrimination based on their religion and manner of dressing and presentation. This has been noted in some schools that discourage the wearing of Islamic clothing in favor of the required school uniform for women and girls. This is true as well in a number of workplaces.

The conflict and peace and order problems associated with Islam have additionally contributed to discriminatory attitudes toward Muslims, including women and girls who come from the warrior class such as the Tausug and Maguindanao.

Weak Property Rights of Muslim Women

The Muslim Family Code reflects that it is the husband who has the final say in the handling of joint property (World Bank 2012, 58). This worsens the poverty situation of women and disempowers them from having a strong bargaining position in the household, as they have limited economic power and other livelihood opportunities from landownership.

Gender-responsive Strategies

Conflict situations, notwithstanding their unfavorable consequences, bring out the resiliency of woman survivors. Despite the gender disparity in ARMM and Mindanao and their disadvantaged position in the household and community, women can rise. The following strategies are put forward to facilitate the empowerment of Muslim women and girls, which will hopefully enable them to take more meaningful action to ensure their welfare and development.

Capability Building

- Conduct a massive information-awareness campaign up to the community level on the following:

- Impact of early/forced marriages and polygamous marriages on young women and girls
- Fatwa of the Darul Ifta on reproductive health and family planning

- Organize women and girls into gender equality and peacebuilding associations and strengthen women's capacity as peacebuilders and peacemakers.
- Create/strengthen protection mechanisms and referral networks on VAWC.
- Capacitate WCPUs, WCPD, and VAW Desk personnel on the gender-sensitive handling of victims of GBV.
- Strengthen the capacity of Muslim women as peacebuilders and peacemakers through the provision of leadership and empowerment-related training and other learning activities.
- Promote the organization of women and girls into gender equality and peacebuilding associations.
- Promote and support the participation of grassroots women in the planning, implementation, monitoring, and evaluation of development programs and projects.
- Produce a popularized version of Islamic values and principles under the Qur'an verse as well as related principles of the Hadith and Sunnah of the Prophet Mohammad, particularly on polygamy, which is allowed only in very stringent conditions.

Policy Development

- Adopt a quota system in the implementation of a scholarship program and other forms of educational assistance in favor of qualified Muslim women and girls.
- Strengthen and expand the scholarship program and other forms of educational assistance to poor and disadvantaged women and children and IPs and other marginalized groups.
- Fast track the information, education, and communication (IEC) campaign of the ARMM Gender and Development Code (MMA Act No. 280). [6]

Service Delivery

- Create awareness-raising activities on policies and programs that protect the rights of women and children in ARMM, especially women and girls with disabilities, senior citizens, and other disadvantaged groups.
- Ensure and sustain the provision of gender-responsive humanitarian assistance to meet the basic needs, including protection and security, of internally displaced women, elderly, and children.
- Ensure that qualified woman heads of households who are displaced because of conflict and peace and order situation are given equal rights and access to land and housing in a settlement area.

[6] http://dswd-armm-gov.ph/?page_id=90.

- Strengthen and scale up the provision of comprehensive support services to all VAW victims/survivors such as, but not limited to, the following: temporary and protective custody, psychological and psychiatric evaluation, legal services, capability building, livelihood assistance, etc.

Advocacy

- Advocate the amendment of discriminatory provisions of the Code of Muslim Personal Laws (CMPL), particularly on early marriage, property rights, and divorce, among others.

- Establish a constituency/lobby group with woman NGOs and CSOs for the amendment of the CMPL.

- Push for the adoption of a policy on the use of the popular version of Islamic values as part of supplementary materials in preschools, elementary and high school, including nonformal educational activities.

- Negotiate the inclusion of gender issues in peace and conflict programs, peace negotiations and processes, and post-conflict settings.

- Advocate the development and adoption of culturally sensitive and nondiscriminatory policies and guidelines for school, workplace, and other public spaces, media, and other institutions such as: (1) guidelines for the wearing of hijab in schools, hospitals, and workplaces; and (2) other culturally appropriate guidelines respecting Islamic practices (e.g., prayer rooms in public buildings).

- Use quad-media and community-based groups in disseminating culturally appropriate and non-discriminatory policies on women and children, including IP and other marginalized women, in relation to education, work, and other areas.

- Advocate the development and use of gender-sensitive language and the removal of sexist words and contexts in school textbooks and materials.

- The ARMM government to commit to implementing the National Action Plan on Women, Peace, and Security.

- Negotiate 40 percent membership of women in all development councils, from the regional to the provincial, municipal, and barangay levels.

- Advocate regular membership of women in other decision-making bodies, particularly peace-negotiating panels and similar mechanisms down to the barangay levels.

Monitoring

- Institute a monitoring and documentation system for VAWC cases and integrate them in the GAD database.

- Institutionalize the collection and analysis of sex-disaggregated data and the development and maintenance of a gender-sensitive database on Muslim women and children as well as other vulnerable groups.

Matrix of Issues, Strategies, Indicators, Targets, and Accountabilities

Strategic gender issues to be addressed

1. Experience of gender inequality among Muslim women and girls brought about by armed conflict and poverty
2. Traditions and cultural practices subjecting Muslim women and girls to early and forced marriages, elopement, and abduction
3. Prevalence of GBV incidence among Muslim women and girls
4. Discrimination against Muslim women and girls in the school and workplace
5. Limited participation of women in decision-making and policymaking processes

Gender equality outcome

Muslim Filipino women and children enjoying equal access to social services and protection from gender-based violence, as well as equal access to opportunities for self-development toward attaining their full potentials, and able to participate freely and fully in the cultural, economic, and political processes in their localities and communities

Strategies	Indicators	Baseline		Targets	IAs/OAs
		Year	Value		
Traditions and cultural practices subjecting Muslim women and girls to early and forced marriages, elopement, and abduction					
• Advocate the amendment of discriminatory provisions of the Code of Muslim Personal Laws (CMPL), which include property rights, early marriage, minimum age of marriage, and divorce, among others. • Establish a constituency/lobby group with woman NGOs and CSOs for the amendment of the CMPL. • Conduct a massive information-awareness campaign up to the community level on the following:	• Percent of Muslim women who marry below 18 years of age and are forced into polygamous marriage • Discriminatory provisions of the CMPL related to early/forced marriage, including elopement, abduction, and polygamy, repealed and amended • No. of awareness campaigns conducted at the provincial, city/municipal, and barangay levels and in major educational institutions	No baseline	No baseline	100% completion of the review of the CMPL with the participation of religious leaders, such as the *ulama* (male) and *aleemat* (female), academe, and other stakeholders Baseline surveys of Muslim Filipino communities, with sex and age-disaggregated data, to include the prevalence of early/forced marriage and polygamy, among others	NCMF as lead of Interagency Cooperation consisting of NSO, ARMM MLO, NCMF regional offices, LGUs, and NGOs (e.g., Nisa-ul Haqqfi Bangsa-moro) Shari'ah District Courts, CHR, NCMF, NCMF-BMCA, NCMF regional offices, ARMM MLO, LGUs, NGOs, CSOs

Strategies	Indicators	Baseline		Targets	IAs/OAs
		Year	Value		
• Impact of early/forced and polygamous marriage on young women and girls • Fatwa of the Darul Ifta on reproductive health and family planning • Produce a popularized version of Islamic values and principles of the Qur'an verse as well as other related principles in the *Hadith* and *Sunnah* of the Prophet Mohammad, particularly on polygamy, which is allowed only in very stringent conditions. • Push for the adoption of a policy on the use of a popular version of Islamic values as part of supplementary materials in preschools, elementary, and high school, as well as nonformal educational activities				Functional lobby group with representation from women, children, the elderly, IPs, and other vulnerable groups Copies of popularized version of Islamic values and principles available for use in *madrasah* and in awareness campaigns on the rights of women 70% of schools in ARMM using popularized version of Islamic values and principles as a reference material	DepEd, ARMM, RLA, RCBW, RSCGAD
Experience of gender inequality among Muslim women and girls brought about by armed conflict and poverty					
• Improve access of Muslim women and children to formal educational services, including alternative learning activities that recognize disparities between women and men		No baseline	No baseline	Policy issuance related to scholarship for women	ARG CHED, DepEd, DOST-ARMM, TESDA
– Adopt a quota in the implementation of scholarship programs and other forms of educational assistance in favor of qualified Muslim women and girls	• Policy on the provision of a quota for scholarship programs and other forms of educational assistance to deserving Muslim women and girls • No. of woman beneficiaries of scholarship programs				

Strategies	Indicators	Baseline Year	Baseline Value	Targets	IAs/OAs
– Strengthen and expand the scholarship program and other forms of educational assistance to poor and disadvantaged women, children, IPs and other marginalized groups.	• Poor and disadvantaged women and children, IPs, and other marginalized groups automatically considered as beneficiaries of the expanded program and assistance in the region			Presence of mechanism that will allow access of more Muslim women and girls from disadvantaged or marginalized groups to scholarship and other forms of educational assistance	
• Ensure and sustain the provision of gender-responsive humanitarian assistance to meet basic needs, including protection and security, of internally displaced women, elderly, and children	• Functional mechanism established to ensure women's protection and special needs are properly addressed in temporary shelters and new settlement areas			Sustained operations of mechanisms for ensuring women's protection and security and access to basic services	
• Ensure that qualified woman heads of households who have been displaced because of conflict and peace and order situation are given equal rights and access to land and housing in settlement areas.	• No. of qualified woman household heads awarded land or housing titles/ certificates			Land or housing certificate/title awarded to 100% of qualified woman household heads in settlement areas and other housing projects	NHA, NDRRMC, LGUs
• Negotiate the inclusion of gender issues in peace and conflict programs, peace negotiations and processes, and post-conflict settings.	• No. of programs and mechanisms for peace negotiations and processes incorporating gender issues	No baseline	No baseline	Gender-responsive peace agenda	RSCGAD, RCBW, NCMF, OPAPP, DILG, ARMM, woman NGOs
• Create awareness-raising activities on policies and programs that protect the rights of women and children in ARMM, especially women and girls with disabilities, senior citizens, and other disadvantaged groups.	• No. of awareness-raising activities conducted	No baseline	No baseline	Modules on the rights of women available	
• Develop and sustain the implementation of a special livelihood skills training program for women affected by internal conflict	• No. of displaced women provided with livelihood skills training • No. of livelihood skills training conducted for displaced women	No baseline	No baseline	Mapping of displaced Muslim women and girls qualified to undergo livelihood skills training	DSWD, ARMM, DTI

Strategies	Indicators	Baseline Year	Baseline Value	Targets	IAs/OAs
Prevalence of GBV incidence among Muslim women and girls					
• Create/strengthen protection mechanisms and referral networks on VAWC. • Capacitate WCPUs, WCPD, and VAWC Desk personnel for the gender-sensitive handling of GBV victims. • Strengthen the provision of comprehensive support services to all VAWC victims/ survivors, such as, but not limited to: temporary and protective custody, psychological and psychiatric evaluation, legal services, capability building, and livelihood assistance. • Institute a monitoring documentation system for VAWC cases and integrate them in the GAD database. • Percent of LGUs with functional WCPDs or other forms of GBV response mechanisms in place	• No. of committees on anti-trafficking and VAWC established at the provincial and municipal levels • No. of barangays with VAWC Desk established according to the standards and guidelines of functionality • WCPUs established at all hospitals in ARMM • No. of staff of WCPUs, WCPDs, and VAWC Desks trained in the gender-sensitive handling of VAWC cases • Comprehensive support services and mechanisms for VAWC victims strengthened (with full staff and budget) and sustained • No. of VAWC victims and survivors provided with the appropriate support services • VAWC documentation system developed and utilized			70–80% of WCPDs in ARMM fully functional At least 85% of ARMM municipalities with functional IACAT and VAWC mechanisms Municipal ordinance on the creation of VAWC Desk based on the guidelines and standards of functionality 80% of ARMM barangays with established VAWC Desk All hospitals in ARMM with functional WCPUs 100% of existing WCPDs, VAWC Desks, and similar mechanisms with at least 2 staff members trained in the gender-sensitive handling/ management of VAWC cases Sustained provision of psychosocial support to all VAWC victims Reporting form and procedures for VAWC documentation	PNP, DOH, ARMM, LGUs, barangays

Strategies	Indicators	Baseline Year	Baseline Value	Targets	IAs/OAs
Discrimination against Muslim women and girls in the school and workplace					
• Advocate the development and adoption of culture-sensitive and nondiscriminatory policies and guidelines for schools, workplaces and other public spaces, media, and other institutions, such as: – guidelines for the wearing of *hijab* in schools, hospitals, and workplaces; and – other culturally appropriate guidelines respecting Islamic practices (e.g., prayer rooms in public buildings). • Use quad-media and community-based groups in disseminating culturally appropriate and nondiscriminatory policies on women and children, including IP and other marginalized women, in relation to education, work, and other areas.	• Culture-sensitive and gender-responsive policies and guidelines adopted and implemented in major educational institutions, workplaces, and other cultural and religious organizations • Culture-sensitive IEC materials on gender and Islam produced and disseminated			Final proposal for the revision of existing discriminatory policies and guidelines impacting Muslim women and children, including: – guidelines for the wearing of *hijab* in the school, hospital, and workplace; and – other culturally appropriate guidelines respecting Islamic practices (e.g., prayer rooms in public buildings)	NCMF and NCMF BMS and regional offices, in cooperation with NSO, PNP, DSWD, DILG, ARMM, MLO, and LGUs NGOs, both local (e.g., Nisa-ul Haqqfi Bangsa-moro) and international
• Advocate the development and use of gender-sensitive language and removal of sexist words and contexts in school textbooks and materials.	• No. of gender-sensitive educational materials developed and published			Educational and other school materials used in schools reviewed for their gender sensitivity	ARMM-RSCGAD, NSO, PNP, other service providers
• Institutionalize the collection and analysis of sex-disaggregated data and the development and maintenance of a gender-sensitive database on Muslim women and children and other vulnerable groups.	• Policy mandating concerned government agencies in Muslim Mindanao to establish and maintain a GAD database system issued by ARMM through the Regional Legislative Assembly • Interagency on Gender Statistics and Indicators established and operating			First Forum on Gender and Statistics in ARMM conducted Work Plan on institutionalizing the generation of gender statistics in existing data collection systems of concerned agencies in Muslim Mindanao	

Strategies	Indicators	Baseline Year	Baseline Value	Targets	IAs/OAs
Limited participation of women in decision-making and policymaking processes					
• Negotiate 40% membership of women in all development councils from the regional, provincial, municipal, and barangay levels.	• No. of regional, provincial, municipal, and barangay development councils adhering to 40% membership of woman representatives	No baseline	No baseline	Women constituting 40% of membership in at least 50% of regional, provincial, municipal, and barangay development councils	ARMM, RLA, RSCGAD, RCBW, LCEs
• Advocate regular membership of women in other decision-making bodies, particularly peace negotiating panels and similar mechanisms, down to the barangay levels.	• Membership of women in peace panels institutionalized • No. of woman representatives in peace-negotiating panels and similar mechanisms	2012	Woman chair of the MILF Peace Panel Two women appointed "Advisors" (Board of Consultants) to the MILF Peace Panel	Sustained membership of women in all peace panels	OPAPP, DILG, ARMM
• Strengthen the capacity of Muslim women as peacebuilders and peacemakers through the provision of leadership and empowerment-related training and other learning activities.	• No. of Muslim women provided with leadership and empowerment training/seminars	No baseline	No baseline	At least 60% of members of woman NGOs, religious groups, and other associations involved in promoting the participation of women in decision-making and policy-making processes provided with leadership and empowerment training	OPAPP, ARMM, GRC, NGOs/ CSOs, religious leaders (*ulama*, *aleemat*)
• Promote the organization of women and girls into gender equality and peace-building associations. • Promote and support the participation of grassroots women in the planning, implementation, monitoring, and evaluation of development programs and projects.	• No. of organizations established to promote gender equality and peacebuilding • No. of grassroots women participating in planning and monitoring development programs in their respective localities (e.g., Lumad)	No baseline	No baseline	Specific LGU budget allocated for enabling women from the grassroots level to participate actively in planning and monitoring programs and projects	

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Part 3

Gender in Security, Justice, and Peace

Access to peace, security, and justice is a basic human right. This is especially true for women and disadvantaged groups in society. This cluster reports on the status of the country's efforts to improve women's access to these sectors and how it can be improved, given the passage of the Magna Carta of Women. For instance, women's full access to justice is hampered by the Family Code's provision that still give preference to the husband when it comes to family decisions. Trafficking and violence against women continue despite the existence of laws intended to address them. In the area of peace and security, the conflict in Mindanao is a case of how women and young girls are affected by war. Current efforts in an action plan to include women in the peace process, as well as its mechanisms, are steps toward the right direction.

Indeed, this cluster enables stakeholders in these sectors to take a hard look at peace and security and access to justice and how women can be both participants in and beneficiaries of enhancing these sectors' contribution to overall development goals. Although certainly there are challenges along the way and changes will not happen overnight, good practices and GO–NGO collaboration are already paving the way for reforms. The strategies and recommendations outlined in this chapter attempt to continue and sustain these initiatives.

CHAPTER 11

Protection and Access to Justice

Addressing the protection and access to justice needs of women who are vulnerable to or are victims of gender-based violence, human trafficking, prostitution, and other forms of exploitation should be a paramount goal of any society. At present, laws and institutions that discriminate against women continue to exist, hampering the full realization of their rights and the achievement of gender equality. The need for legislative and policy reform is thus clear.

The MCW defines the broad parameters for ensuring the protection of women and mandates government, the private sector, society in general, and all individuals to contribute to the recognition, respect, and promotion of women's rights. As primary duty-bearer, government shall prohibit acts that tend to discriminate against women and violate their rights; guarantee women's protection against discrimination and violation of their rights by private corporations, entities, and individuals; and promote and fulfill the rights of women in all spheres, including their rights to substantive equality and nondiscrimination (Section 5).

The MCW likewise mandates government to ensure women's access to justice through the implementation of appropriate laws, policies, regulatory instruments, administrative guidelines, and other similar measures, including temporary special measures. Recognizing the interrelation of the human rights of women, the law further provides that government must take measures and establish mechanisms to promote the coherent and integrated implementation and enforcement of the MCW and related laws, policies, or other measures to effectively stop discrimination against women and advance their rights (Section 5).

An important feature of the MCW pertaining to women's protection is Section 9 (Chapter IV), Protection from Violence. It requires the protection of all women from all forms of violence, directing government agencies to prioritize the defense and protection of women against gender-based offenses and assistance to woman victim-survivors in attaining justice and healing. This underscores the need to set up mechanisms to ensure women will have access to legal remedies and psychosocial, medical, and other appropriate interventions.

Strategic Gender Issues

Various Philippine Laws with Provisions that Discriminate against Women[1]

Laws are meant to uphold the rights of all citizens equally and provide recourse and redress to persons whose rights have been violated. Substantive gains have been achieved to recognize, protect, fulfill, and promote the rights of Filipino women through new legislation, but provisions that discriminate against women still remain in earlier laws. The MCW IRR enumerates laws that must be reviewed and amended, including specific provisions of the Family Code of the Philippines and the Revised Penal Code. For instance, the Family Code automatically gives preference to the male's decision as husband or father in case of disagreement with the wife on matters affecting the family, while the Revised Penal Code contains provisions that tend to impose criminal liabilities on women based on patriarchal notions of how women should behave.

Lack of a Comprehensive State Response to Violence Against Women and Trafficking in Persons

Laws have been enacted[2] and interagency mechanisms established[3] to address VAW and TIP. Significant headway and accomplishments have been reported. However, gaps have been observed in the comprehensive state response, primarily in the following:

1. ***Access to justice, legal remedies, and protection and related services.*** Implementation of legal procedures is observed to be slow, tedious, and costly due to resource constraints, capability gaps, culture, and attitudes. To address this, the agencies concerned have undertaken gender sensitivity and capacity development efforts, instituted monitoring mechanisms, and established gender-responsive procedures, standards, and facilities. For instance, woman and child protection facilities have been created and operationalized in barangays, law

[1] VAW as used herein refers to the broader context of gender-based violence, not only of the Anti-VAWC Act. The MCW defines VAW as any act of gender-based violence that results in, or is likely to result in, physical, sexual, or psychological harm or suffering to women, including threats of such acts, coercion, or arbitrary deprivation of liberty, whether occurring in public or in private life.

[2] These laws are primarily the following: RA 8353 (Anti-Rape Law of 1997), RA 8369 (Family Courts Act of 1997), RA 8505 (Rape Victim Assistance and Protection Act of 1998), RA 8551 (PNP Reform and Reorganization Act of 1998), RA 9208 (Anti-Trafficking in Persons Act of 2003), RA 9262 (Anti-Violence Against Women and Their Children Act of 2004), RA 9710 (Magna Carta of Women of 2009), and RA 9995 (Anti-Photo and Video Voyeurism Act of 2009), as well as RA 10354 (Reproductive Health Law), RA 10361 (Domestic Workers' Act), and RA 10364 (Expanded Anti-Trafficking in Persons Act).

[3] RA 9208 (Anti-Trafficking in Persons Act of 2003) mandated the creation of the Inter-Agency Committee on Anti-Trafficking (IACAT); while RA 9262 (Anti-Violence against Women and Their Children Act of 2004) created the Inter-Agency Council on Violence against Women and Their Children (IACVAWC). These two interagency mechanisms are crucial in the implementation of the two laws (PPGD Assessment, 2010, page 264).

enforcement agencies, and hospitals.[4] There is a need, however, to monitor and evaluate whether these efforts indeed make justice and services more accessible to women.

2. ***Access to health and psychosocial care and support.*** Direct services to and empowerment of victims and survivors of VAW and human trafficking have been initiated through the Inter-Agency Council on Violence Against Women and Their Children (IACVAWC) and Inter-Agency Council Against Trafficking (IACAT), as well as their counterparts at the regional level, with the help of CSOs, particularly in community-based shelters and services. These include implementing standards and monitoring mechanisms for operations, including the handling, recovery, and reintegration of victim survivors of trafficking.

DSWD developed a social technology called Counseling Services for Rehabilitation of Perpetrators of Domestic Violence (CSRPDV). Pilot-tested in Regions V, VIII, and X and ending in 2012, the CSRPDV project was the Department's response to the mandate of the Anti-VAWC Act of 2004 to develop and provide rehabilitative counseling and treatment to offenders toward constructive ways of coping with anger and emotional outburst and reform (Section 41). It is a community-based

[4]The PNP has established women and children protection desks (WCPDs) in all of the 1,723 police stations in the entire Philippines. The December 2012 report by DILG claims that of 42,027 barangays, 30,424 had already established their respective VAW desks; while DOH data reflects 56 women and children protection units (WCPUs) in 38 hospitals and 18 LGUs across 35 cities and provinces nationwide.

project that aims to rehabilitate perpetrators of violence and assist them in reintegrating to their families and community.

Notwithstanding these standards, LGUs involved in psychosocial care and support for victims do not have the required facilities and capacities, and the referral system among service providers is not always fully functional.

3. ***Access to support for economic independence and livelihood.*** Government, through DSWD and LGUs, and service-providing NGOs have been implementing livelihood support and skills training programs for poor woman victims of violence and trafficking. It is not certain, however, if women are able to access these services, considering the inadequate referral systems and lack of information on the availability of support services among victim survivors and local service providers.

Failure of the State to Stop and Address the Risk Factors of VAW and TIP

Women and children are the most vulnerable to trafficking in persons and other forms of exploitation. Their exposure to risk and vulnerability stem from: (1) patriarchal culture, which treats women as commodities to be controlled and traded in the sex trade market, (2) poverty and lack of employable skills for women, and (3) occupational sex segregration, which makes women particularly vulnerable to trafficking. The demand for prostituted persons as well as domestic and low-skilled laborers, both within the country and outside, has grown, feeding the illegal trade of trafficking and prostitution of poor women and children.

Developments in information and communication technology (ICT), particularly the easy access to and availability of the Internet and mobile communication, have increased the risk of exploitation among women and children. Vulnerable women, especially young and unsuspecting girls and children, are easily lured into situations that lead to sexual predation and violence.

The justice sector and related agencies are in the forefront of service provision to victims of VAW and human trafficking. In the process, they need to coordinate closely with each other and direct the attention of agencies dealing with social development and poverty reduction issues to measures that are responsive to the risk factors of VAW and human trafficking, and to promote greater convergence of their programs.

DSWD has set up the National Referral System (NRS) to strengthen the referral network of agencies dealing with trafficked persons toward establishing a systematic documentation of cases of trafficking. It is a web-based data-banking system developed primarily for social workers and social service providers to systematize data collection; produce reports on the situation, trends, and needs of victims and survivors; and improve service delivery. Through the NRS, service providers are able to keep track of interventions and services provided to trafficked persons toward ensuring their successful recovery and reintegration.

Gender-responsive Strategies

To address the strategic gender issues for each sector efficiently, the following gender equality actions are recommended.

Policy Development

- Initiate policy reforms and legislative measures to amend or repeal provisions of existing laws that discriminate against women.
- Conduct a baseline survey of the gender sensitivity of state actors.
- Enact laws and/or issue executive/judicial policies aimed at reducing the cost of accessing justice for victims of VAW and human trafficking.
- Enhance standards and procedures for handling VAW cases.

Service Delivery

- Institutionalize the use of performance standards to assess the quality of service delivery of agencies addressing VAW.
- Strengthen and improve the functionality of interagency, facility-based, and community-based mechanisms that address VAW and human trafficking.

Capacity Development

- Sustain capacity development programs on the gender-responsive delivery of services to victim survivors of VAW and human trafficking.

Advocacy

- Escalate awareness campaign and information drive on anti-VAW laws and available services and protection mechanisms through quad-media programs (print, TV, radio, Internet, short messaging service).
- Develop a constituency to advocate the repeal or abolition of laws that are discriminatory to women.
- Advocate increase in number of woman detention officers for woman detainees and inmates (i.e., law enforcers, local jails, national prisons).

Monitoring

- Strengthen the monitoring and evaluation mechanism for gender-responsive service delivery to victims of VAW and human trafficking across service providers.
- Improve tracking of VAW offenders through the establishment of an integrated criminal database.
- Implement the VAW documentation system at the national and local levels to track the magnitude and progress of cases reported and handled by the service providers.
- Establish a system for recording and monitoring incidents of gender-based violence against women in detention.

Matrix of Issues, Strategies, Indicators, Targets, and Accountabilities

Strategic gender issues to be addressed

1. Various Philippine laws with provisions that discriminate against women
2. Lack of a comprehensive state response to violence against women and trafficking in persons
3. Failure of the state to stop and address the risk factors of VAW and TIP

Gender equality outcome

Policy reforms, programs, and projects were initiated and implemented by concerned government agencies to facilitate women's access to justice through the enhanced capacity of government for preventing and responding to cases of violence against women and trafficking in persons.

PDP 2011–2016 outcomes

Sector: Social Development

Sector Outcome: Human development status improved

Sector: Peace and Security

Sector Outcome: Stable national security environment achieved

Subsector Outcome: Safer and more secure environment conducive to national development created and sustained

Strategies	Indicators	Baseline		Targets	IAs/OAs
		Year	Value		
Various Philippine laws with provisions that discriminate against women					
• Initiate policy reforms and legislative measures to amend or repeal provisions of existing laws that discriminate against women	• Enhanced capacity of the legal system to effectively and efficiently respect, protect, and fulfill the rights of women against gender-based violence – No. of laws with discriminatory provisions amended or repealed as provided for in the MCW IRR[a]	2012	12[b]	Repeal/amendment of the Family Code and Revised Penal Code provisions that discriminate against women 60% of identified discriminatory provisions of existing laws amended/repealed	PCW, CHR, DSWD, DOJ, Congress, Office of the President – PLLO Supreme Court for Rules of Court

Strategies	Indicators	Baseline		Targets	IAs/OAs
		Year	Value		
Lack of a comprehensive state response to violence against VAW and TIP					
• Conduct baseline study/survey of the gender sensitivity of state actors. • Strengthen monitoring and evaluation mechanism for gender-responsive and age-appropriate service delivery to victims of VAW and human trafficking across service providers. • Intensify orientation on the use of HGG as a tool for monitoring and evaluating the gender responsiveness of concerned NGAs.	• Gender sensitivity of duty-bearers in handling VAW complaints/reports measured • Rates of resolution of VAW cases at the investigation and prosecution levels	2011	Existing performance standards and assessment tools for services addressing VAW, including prosecution, investigation, and police services, psychosocial services, medical or hospital-based services, and LGU services No data from judiciary	Monitoring and evaluation mechanisms established and implemented HGG orientation for at least 5 key implementing agencies	DOJ and attached agencies; DILG, PNP, and LGUs; DSWD, DOH Judiciary
• Enhance standards and procedures for handling VAW cases	• Disposition rates of resolution of VAW cases at the investigation and prosecution levels	2011	Preliminary investigation by prosecutors: – VAW: 72% – Rape: 76% – TIP: 78% No data from courts and other justice sector agencies	Preliminary investigation by prosecutors: • VAWC: 85% • Rape: 85% • TIP: 85%	Justice sector agencies
• Pursue the enactment of laws or issuance of executive/judicial policies aimed at reducing the cost of accessing justice for victims of VAW and TIP.	• Policies aimed at reducing the cost of accessing justice for victims of VAW and TIP issued/adopted	2012	PAO services limited to indigents Inadequate free legal and medico-legal services for VAW victims	PAO services available to VAW victims VAW victims exempt from paying docket fees Mandatory free legal services among private lawyers implemented Policy reforms implemented to reduce the cost of accessing justice for victims for VAW and TIP	DOJ, judiciary, DOH

Strategies	Indicators	Baseline Year	Baseline Value	Targets	IAs/OAs
• Establish and implement rehabilitation and restorative justice programs for perpetrators of VAW to avoid recidivism.	• Rate of recidivism of offenders of VAW decreased through effective rehabilitation/intervention programs	2012	PPA data: 0% No data from other agencies	0% Data on rate of recidivism from other agencies made available for monitoring and evaluation purposes Integrated criminal database established and used to improve tracking of VAW offenders	DOJ-BuCor/ PPA, DSWD, DILG-BJMP, LGUs, provincial jails
• Advocate the institutionalization of the use of VAW performance standards for LGUs (including support services), hospitals, and investigation, prosecution, and temporary shelter services. • Strengthen monitoring and evaluation mechanism for gender-responsive service delivery for VAW across service providers. • Deepen the capacity of local social and health workers toward a more gender-sensitive delivery of programs and services.	• Implementation of MCW provisions related to access to justice ensured through administrative policies and mechanisms at the national, regional, and local levels • No. of LGUs and government service providers with programs for gender-responsive, rights-based, culture-sensitive, and disability-inclusive services and interventions for women	2012	Existing performance standards and assessment tools for the following services addressing VAW: – Prosecution services (DOJ) • Investigation and police services (PNP) • Psychosocial services (DSWD) • Medical or hospital-based services (DOH) • LGU services (barangay, city/ municipal, and provincial levels)	Monitoring and evaluation mechanisms established and implemented	DOH, NBI, DILG, PNP, LGUs, DSWD, DOH
• Strengthen and improve the functionality of interagency, facility-based, and community-based mechanisms that address VAW and TIP. • Expand and continue the operation of one-stop-shop mechanisms that cater to VAW and TIP survivors (multi-disciplinary approach). • Establish and maintain 24/7 hotline and feedback mechanisms.	• Presence of functional systems and mechanisms to act on complaints of VAW and TIP at the LGU level	2012	Local committees against VAW and TIP created pursuant to DILG-DSWD-DOJ Joint Memorandum Circular 2012-1: – Province: 41% (33/80) – City: 75% (104/138) – Municipality: 67% (997/ 1,496)	Monitoring system established	IACAT and IACVAWC Regional councils and local committees on VAW and TIP; LGUs

Strategies	Indicators	Baseline		Targets	IAs/OAs
		Year	Value		
• Conduct research and analysis of indigenous community-based justice systems and traditional customary practices.					
• Roll out the establishment of a referral system in addressing VAW and TIP cases at the LGU level.	• Presence of technical assistance providers to guide LGUs in establishing referral systems • % of LGUs with an established referral system for addressing VAW and TIP	2012	DILG issuance of MC 2012-61 on the adoption/ implementation of the Guidelines for the Establishment and Management of a Referral System on Violence Against Women at the Local Level	Technical assistance providers trained in the establishment of VAW referral system at the local level, composed of DILG field officers, PNP and DSWD regional officers, and provincial social workers 5% of provinces with an established referral system	LGUs, DILG, local NGOs, POs
• Monitor establishment and ensure functionality of established barangay VAW desks.	• No. of barangays with established VAW desks	2012	72.39% (30,424/42,027 barangays)	100%	LGUs, DILG, DSWD, PCW
	• Presence of standards/guidelines for measuring the functionality of barangay VAW desks	2012	None	Standards/ guide-lines for assessing the functionality of barangay VAW desks issued and distributed	DILG
• Engage and accredit PWD institutions that can render assistance to PWDs (e.g., court interpreters)	• No. and types of available mechanisms set up to provide adequate redress and assistance mecha-nisms for PWD victims of VAW	2012	DOJ: no sign language interpreters No data from other agencies	Necessary redress and assistance mechanisms identified; status report on setting up made available	DSWD, NCDA, PNP, DOJ, courts
• Establishing a system for recording and moni-toring incidents of gender-based violence against women in detention. • Advocate increase in number of woman detention officers for woman detainees and inmates (e.g., law enforcers, local jails, national prisons).	• No. of reported cases • Increased number of woman detention officers		BuCor: 2 No data from BJMP and local jails	BuCor: 2 No data from BJMP and local jails	

Strategies	Indicators	Baseline Year	Baseline Value	Targets	IAs/OAs
Failure of the state to stop and address the risk factors of VAW and TIP					
• Escalate awareness campaign and information drive on anti-VAW laws and available services and protection mechanisms through quad-media programs (e.g., print, TV, radio, Internet, short messaging service). Information drive to cover barangays, schools, health centers, other government field offices, and faith-based groups and churches.	• Increased awareness, understanding, and commitment to addressing the causes and effects of all forms of VAW and TIP among the state and the general public	2010	1,838 WEDC cases served by DSWD	DSWD to set target	Oversight and coordination: interagency councils (IACVAWC, IACAT)
		2012	20,669 VAW cases reported to the barangay	Increase in reported cases	
	• Women's awareness of their rights and presence of anti-VAW laws and mechanisms as evidenced by: • No. of VAW and TIP incidents reported to the police, social workers, hospitals, and barangay.	2012	Cases reported to PNP: • Rape: 1,063 • Attempted rape: 256 • Acts of lascivi-ousness: 721 – Sexual haras-sment: 41 – TIP: 41	Increase in reported cases	Implementation: PNP, DSWD, DOH, DOJ, NBI, DILG, LGUs, DepEd, CHED, TESDA
			Complaints/ incidents investigated by NBI: – Rape: 429 – VAW: 458	Increase in investigated cases	
	• No. and percent of cases filed/pursued in court	2011	Complaints resolved by prosecutors, resulting in filing of cases in court: • VAW: 6,953 (68%) • Rape: 5,383 (80%) • TIP: 513 (76%)	• VAW: 80% • Rape: 80% • TIP: 80%	

[a] During the workshops, the planning team identified addressing gaps in legislation as a way to enhance the capacity of the legal system to respect, protect, and fulfill women's human rights.

[b] Amendments to the existing legislation and rules mandated under the MCW IRR (total of 12 provisions):

1. Family Code of the Philippines – (1) Article 14: on the provision on giving preference to the father's consent to the marriage of children between the ages of 18 and 21; (2) Articles 96 and 124: on the provision on giving preference to the husband's decision, in case of disagreement with the wife, on the administration and enjoyment of community and conjugal properties; (3) Article 211: on the provision on giving preference to the husband's decision, in case of disagreement with the wife, over the persons of their common children; (4) Article 225: on the provision on giving preference to the husband's decision, in case of disagreement with the wife, on the exercise of legal guardianship over the property of un-emancipated common child; and (5) Article 55, No. 1: on the requirement of repeated physical abuse and grossly abusive conduct as a ground for legal separation.

2. Revised Penal Code – (1) Articles 333 and 334: on adultery and concubinage; (2) Article 202: on the definition of vagrants and prostitution; (3) Article 351: on premature marriage; and (4) Article 247: on death inflicted under exceptional circumstances.

3. RA 8353 (Anti-Rape Law), on removal of criminal liability of rapist when victim marries him.

4. Rules of Court, Rule 131, Section 3 (jj), on disputable presumptions.

5. Review amendment of discriminatory provisions of the Code of Muslim Personal Laws.

CHAPTER 12

Peace and Security

Armed conflict affects the lives of women and girls. Just like men, they experience injury, displacement, and physical suffering. However, conflicts and their aftermath usually victimize women and children many times over. For instance, women and girls are most likely subject to sexual violence, such as rape and trafficking, perpetrated by armed groups. Conflict situations likewise negatively affect their productive and reproductive roles at home and in the community. Specifically, women's multiple burden[1] and poverty increase during times of conflict.

The PDP 2011–2016 devotes a substantive focus to peace and security. The current administration is committed to winning peace and ensuring national security. Through the peace process and negotiated political settlements, it envisions ending armed conflict and implementing complementary development tracks to address its causes (Chapter 9, page 292).

The MCW states that women in situations of emergency, armed conflict, and militarization shall have the right to protection and security from all forms of violence, including gender-based violence, particularly rape and other types of sexual abuse. The law mandates the government to observe international standards for the protection of the civilian population during emergencies, armed conflict, and militarization. Women, especially the indigenous and Moro people, must not be forced to abandon their lands, territories, and means of subsistence, or relocated to special centers for military purposes under any discriminatory condition.

The law also contains specific provisions for government agencies to protect and uphold the rights of women and girls in situations of emergency, armed conflict, and militarization. It directs the Office of the Presidential Adviser on the Peace Process (OPAPP), Philippine

[1] Multiple burden is a "situation referring to the heavy workload of women and the many, overlapping tasks involved, which if computed in terms of hours would total more than 24 hours. This workload consists of unpaid reproductive work, paid productive work, community management, and other work necessary for the survival of the family" (Masilungan 2003, 6).

Commission on Women (PCW), Department of National Defense (DND), Armed Forces of the Philippines (AFP), Commission on Human Rights (CHR), and other concerned agencies to formulate plans and guidelines to ensure the implementation of United Nations Security Council (UNSC) Resolutions on women, peace, and security. Recognizing that armed conflict affects women and girls differently from men and boys, the UNSC adopted Resolution 1325 on 31 October 2000. This resolution primarily ensures the increased participation and representation of women at all levels of decision making in national, regional, and international institutions and mechanisms for the prevention, management, and resolution of conflict. The body adopted four other resolutions relating to women, peace, and security:

- UNSCR 1820 (2008) addresses the issue of sexual violence in the context of armed conflict and specifies sanctions for UN member states to adopt.
- UNSCR 1888 (2009) appoints a Special Representative of the Secretary-General to lead efforts to end sexual violence in conflict.
- UNSCR 1960 (2010) establishes Monitoring, Analysis, and Reporting Arrangements (MARA) to enhance the information available on the frequency and severity of conflict-related sexual violence.
- UNSCR 1889 (2009) strengthens the UN commitment to engage women in peace negotiations, governance and financing of post-conflict recovery, and peacebuilding initiatives.

In this context, the implementation of the Philippine National Action Plan on Women, Peace and Security (NAPWPS) is important, since it seeks to comprehensively address the strategic gender issues of women and girls in conflict and post-conflict areas. This action plan was launched on 25 March 2010 to implement USCR 1325 and 1820. As a product of collaborative effort between government and civil society, the NAPWPS affirms the government's commitment to ensuring the protection of women and girls in armed conflict situations and encouraging their participation in conflict prevention, post-conflict rehabilitation, and peacebuilding. At the same time, it is a tool for stakeholders — women in conflict situations — to exact accountability from the government and other relevant actors such as civil society, the academe, and mass media. A NAP Results Framework was developed to ensure the effective monitoring and evaluation of NAP efforts, and recommended as basis for identifying and prioritizing programs, projects and activities for the NAP of the National Steering Committee for Women, Peace and Security (NSCWPS) and PAMANA agencies.[2]

Strategic Gender Issues

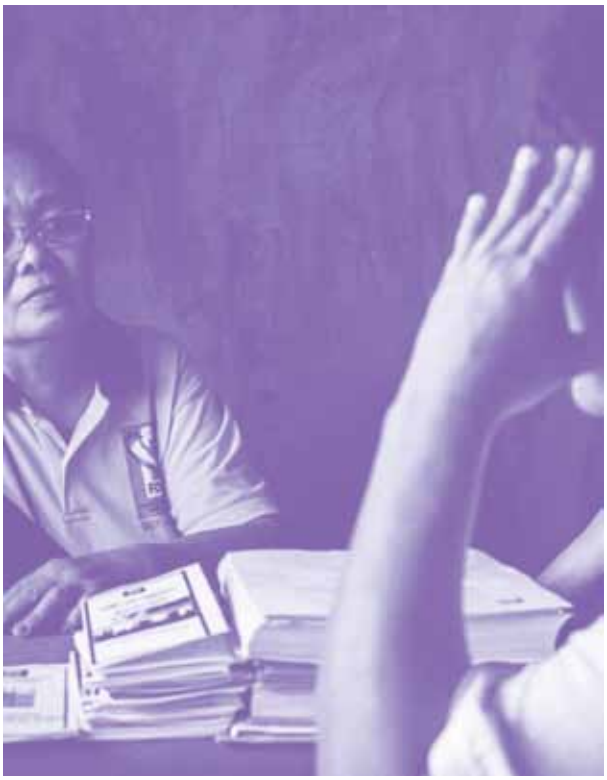
Vulnerability of Women and Girls in Conflict-affected Communities to SGBV and Displacement

Women's and girls' vulnerabilities in conflict and post conflict situations are manifold. Due to their

[2] PAMANA stands for Payapa at Masaganang Mamayan, the national government's peace and development framework for empowering conflict-affected areas in the country. The member agencies of the NSCWPS are OPPAPP, PCW, DFA, DOJ, DND, DILG, DSWD, NCIP and NCMF. PAMANA agencies include DOH-PhilHealth, TESDA, DENR, DA, DAR, CHED, DepEd and NEA.

reproductive roles, women are perceived to be the bearers of identity and nationhood. Hence, rape and sexual and gender-based violence (SGBV) are used as a tactic of war to dominate, instill fear in, or disperse communities during conflict.[3] While stories of rape incidents have been told, the reporting mechanism does not allow their (accurate) reflection in statistics.[4] The current data system of justice and law enforcement agencies does not distinguish or identify SGBV cases that occur during or as a consequence of armed conflict. Moreover, government data only capture or reflect cases reported by women seeking legal action (Piscano 2012, 17).

Women's livelihood and reproductive conditions are also equally seriously affected, making their multiple roles more difficult to manage. When government services are disrupted due to armed conflict, internal displacement and the lack of sustained means of livelihood increase the women's and children's risk of being exploited and abused. It has been noted that trafficking and prostitution tend to intensify in conflict areas where foreign armed troops are stationed even just temporarily (under the Visiting Forces Agreement, as in the case of the cities of Zamboanga and Cotabato). Women and girls from conflict-affected or displaced families who are forced to work in city centers and/or neighboring countries, such as Malaysia or Indonesia, often fall prey to trafficking and prostitution.[5]



Various forms of human rights violation involving women, men, and children have been documented, such as arbitrary arrests and prolonged detention, enforced disappearances, torture, and extrajudicial killings (Teodoro 2007). Victims, however, have limited access to justice and protection because these services are not readily available, except where there are local NGOs with focused programs and services on VAWC. Laws on VAWC, SGBV, and trafficking cannot be enforced, implemented, and monitored in armed conflict areas because governance and administrative systems are disrupted, dysfunctional, or

[3] The UNSC, in its Resolution 1820 of 19 June 2008, notes that, "civilians account for the vast majority of those adversely affected by armed conflict; that women and girls are particularly targeted by the use of sexual violence, including as a tactic of war to humiliate, dominate, instill fear in, disperse and or forcibly relocate civilian members of a community or ethnic group . . ." (page 1).

[4] First Workshop of the Planning Team on the Women's EDGE Plan Chapter on Gender-responsive Peace and Security, 13–14 February 2012, PCW Conference Room, San Miguel, Manila.

[5] Ibid.

deliberately halted to keep public servants out of harm's way.

Victims also have little knowledge of how to seek justice and retribution, as well as limited economic means to do so. Some are not aware of their rights and how to claim them. Others are sometimes harassed or threatened against claiming their rights by armed parties, which accuse them of being linked to or supporting the opposing groups. Moro and IP groups, in particular, face discrimination and often suffer from harassment and threat. They are not provided with opportunities to speak or be heard about the violation of their rights, or are reluctant to do so for fear of being re-victimized.

Inadequate and Culturally Inappropriate Support Systems and Responses for Women and Girls in Conflict and Post-conflict Areas

While government-instituted efforts to come to a political settlement with the armed groups are underway, conflicts have persisted, affecting the delivery of basic services, including those that are important for women and girls to survive. This creates a large development gap between conflict-affected areas and the rest of the country.

At evacuation centers, a woman's multiple burden intensifies. Even when they are ill, women remain responsible for attending to the daily needs of the children and elderly in the family. Pregnant and lactating women are particularly vulnerable to illness because of stress, lack of proper nutrition, and inadequate health care. Outside evacuation centers, women experience additional burden when relatives affected by armed conflict seek refuge in their homes.

Local customs and customary laws affect, to some extent, the manner in which women and girls avail themselves of services provided by the government or CSOs. Aside from the stigma associated with being a victim of SGBV (e.g., rape, molestation, pedophilia), families of victims choose to remain silent to avoid complicating the situation any further. Others prefer to hide it out of a strong sense of shame. There are even cases, especially where both victim and perpetrator are single, that the elders attempt to resolve a case of rape or sexual opportunism by having the two marry (AIPP 2012).

Psychosocial support, such as trauma healing and normalization programs, is an important response for affected women and children. Such interventions should consider the three phases of conflict: interventions during the conflict, during transition and post- or after the conflict. Without it, women and children will be scarred for life from the trauma they experienced during the conflict.

There are also practices that must be stopped, such as forcing returning woman combatants to become soldiers, military assets, or forest rangers.[6]

[6] Notes from the Women's EDGE Plan validation exercise organized by PCW, 1 February 2013.

Lack of Capacities of Government Agencies and LGUs to Establish and Implement Mechanisms for Addressing the Gender Equality Dimensions of Peace and Security and Implementing the Philippine NAPWPS

In 2010, the Philippine government, in partnership with CSOs, developed a NAPWPS (see box below). The Security Council acknowledges the disproportionate impact of armed conflict on non-combatants, including woman and child civilians, and the fact that they comprise the vast majority of displaced persons. It recognizes that civilians are increasingly being targeted by armed groups, and not just accidentally caught in the crossfire. This escalates the cycles of violence, with long-term impact on the prospects and conditions necessary for peace and reconciliation.

By virtue of Executive Order (EO) No. 865, a National Steering Committee on Women, Peace and Security (NSCWPS) was created to spearhead the implementation of the NAPWPS. However, there is still a need to strengthen the capacity of implementing agencies for handling and addressing gender concerns in the context of armed conflict. As indicated in the NAPWPS, special attention should be given to increasing the gender responsiveness of key groups within agencies, particularly (1) those involved in armed conflict, including peacekeepers, and (2) actors in peacebuilding, conflict resolution, and post-conflict reconstruction.

The NAPWPS aims to underline women's protection not only in situations of armed conflict but also in decision-making and all peace processes. The most critical element of the UNSC resolution on women, peace, and security is the recognition of women's role as peacekeepers, peacemakers, and peacebuilders. This implies the need to transform the depiction of women in conflict settings, from victims to agents of peace.

Crucial to NAPWPS implementation is enhancing coordination with CSOs, particularly those engaged in promoting women's rights,

The Text

Reaffirming the important role of women in the prevention and resolution of conflict and in peace-building, and stressing the importance of their equal participation and full involvement in all efforts for the maintenance and promotion of peace and security, and the need to increase their role in decision making with regard to conflict prevention and resolution.

What It Means

The NAP has four main objectives:

1. To ensure the protection of women's human rights and the prevention of violation of these rights in armed conflict and post-conflict situations
2. To empower women and ensure their active and meaningful participation in areas of peacebuilding, peacekeeping, conflict prevention, conflict resolution, and post-conflict reconstruction
3. To promote and mainstream gender perspectives in all aspects of conflict prevention, conflict resolution, and peacebuilding
4. To institutionalize a system for monitoring, evaluating, and reporting on the implementation of the NAP in order to enhance accountability for the successful implementation and achievement of its goals.

peace, and international humanitarian laws, among others. The NSCWPS, through OPAPP has developed a Results Frame (attached) which will be used as basis for monitoring and evaluating implementation by concerned stakeholders.

Gender-responsive Strategies

Action points addressing the first two strategic gender issues are already integrated in the NAPWPS. Thus, this chapter sees the monitoring of NAPWPS implementation as the primary gender-responsive strategy to address the issues. Addressing the third strategic gender issue will ultimately impact the resolution of the first two issues.

Monitoring

- Monitor and evaluate NAPWPS implementation.

Advocacy

- Promote the inclusion of activities for implementing NAPWPS Action Points that address strategic gender issues in the GAD plans and budgets of NSCWPS members; peace, security, human rights, justice, and social welfare NGAs; and conflict-affected LGUs.

- Promote the recognition of women as peacekeepers, peacemakers, and peacebuilders.

Capacity Building

- Strengthen the capacity of NSCWPS members and the GAD Focal Point Systems of peace, security, human rights, justice, and social welfare agencies, as well as conflict-affected LGUs, for implementing the NAPWPS.

- Conduct training and activities that will enhance the skills and leadership capabilities of rights-holders.

- Build the capacity of women as decision makers and peace and change agents.

Service Delivery

- Establish mechanisms for the active involvement and participation of women and civil society actors in conflict prevention, conflict resolution, and peacebuilding.

- Appoint women to existing mechanisms related to conflict prevention, conflict resolution, and peacebuilding.

Matrix of Issues, Strategies, Indicators, Targets, and Accountabilities

Strategic gender issues to be addressed

1. Vulnerability of women and girls in conflict-affected communities to SGBV and displacement
2. Inadequate and culturally inappropriate support systems and responses for women and girls in conflict and post-conflict areas
3. Lack of capacities of government agencies and LGUs to establish and implement mechanisms for addressing the gender equality dimensions of peace and security and implementing the Philippine NAPWPS

Gender equality outcome

National government agencies and partners implemented programs and projects on peace and security that are aligned with the National Action Plan on Women, Peace, and Security and addressed the vulnerabilities of women and girls to gender-based violence and displacement, improved existing support systems and responses for women and girls in conflict and post-conflict areas, and enhanced the capacities of government agencies and LGUs for implementing the NAPWPS. Causes of and issues in armed conflict are effectively addressed through strategic partnerships and collaboration among agencies and various stakeholders.

PDP 2011–2016 outcomes

Sector: Peace and Security

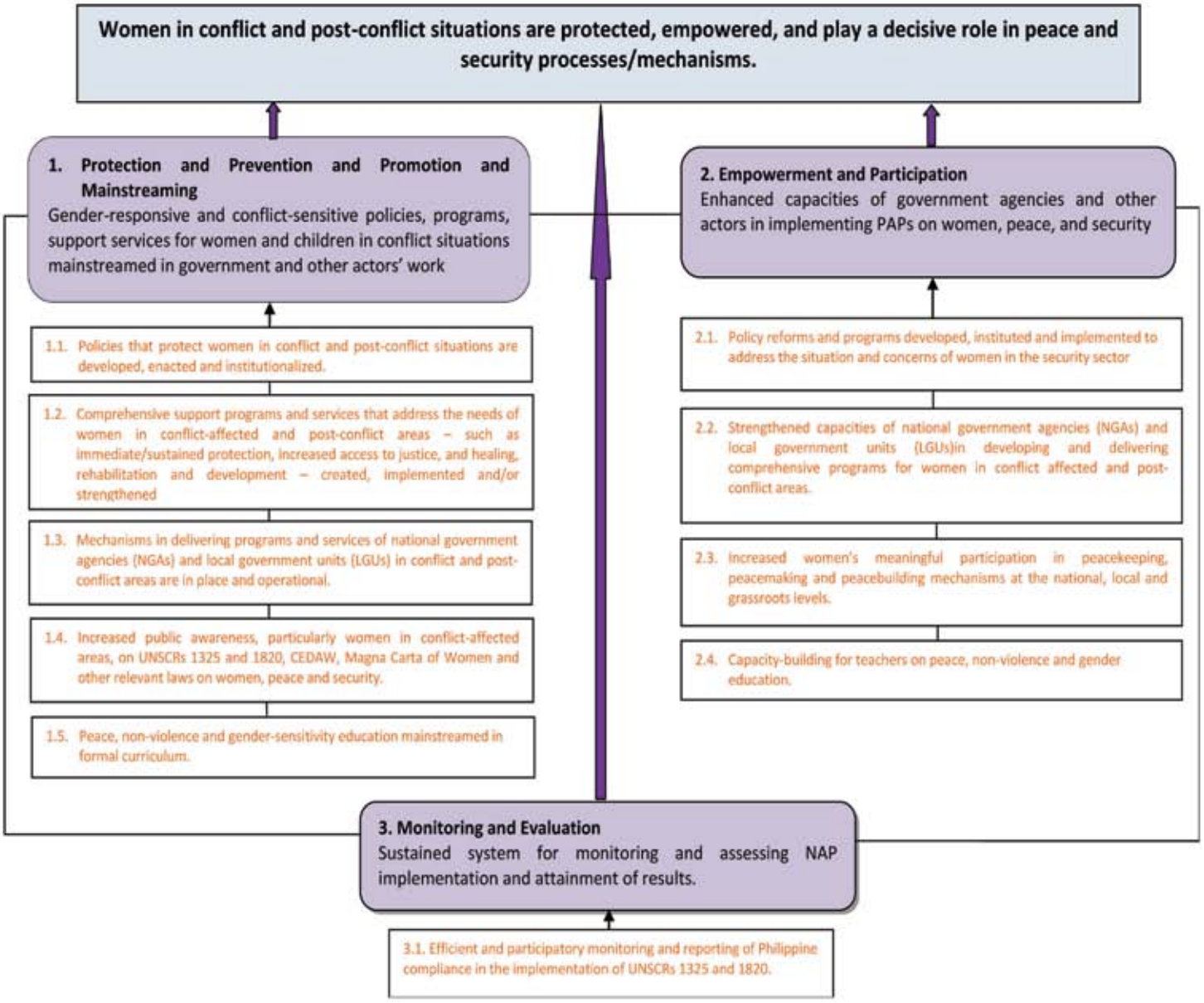
Subsector Outcome 1: All armed conflicts brought to a permanent and peaceful closure

I*ntermediate Outcome 1:* Negotiated political settlement of all armed conflicts completed

Strategies	Indicators	Baseline		Targets	IAs/OAs
		Year	Value		
• *Vulnerability of women and girls in conflict-affected communities to SGBV and displacement* • *Inadequate and culturally inappropriate support systems and responses for women and girls in conflict and post-conflict areas* • *Lack of capacities of government agencies and LGUs to establish and implement mechanisms for addressing the gender equality dimensions of peace and security and implementing the Philippine NAPWPS*					
• Monitor and evaluate (at midterm and end term) the level of NAPWPS implementation	• % completion of midterm and end-term monitoring and evaluation of the NAPWPS	2010	NSCWPS created, by virtue of EO 865, series of 2010, to implement the NAPWPS	100% completion of midterm and end-term monitoring and evaluation	PCW and OPAPP
• Promote the inclusion of activities for the implementation of NAPWPS Action Points addressing strategic gender issues in GAD plans and budget of relevance to NSCWPS members, peace and security NGAs, and conflict-affected LGUs.	• No. of activities that implement the NAPWPS in the GAD plans and budget of NSCWPS members, NGAs, and LGUs • Amount of budget allocated by NGAs and LGUs for implementing the NAPWPS • No. of PAPs intended to protect women and girls in conflict and post-conflict situations implemented by NGAs and LGUs according to the NAPWPS • No. of peace agreements that include provisions to protect the rights of women and promote their meaningful participation.			At least 30% of activities in the annual GAD plan and budget of NSCWPS members, NGAs, and LGUs based on the NAPWPS At least 30% of GAD budget allocated for NAPWPS implementation Women and girls in conflict and post-conflict situations protected from threats, harassment, torture, rape, trafficking, and other forms of violence, and their rights upheld PPAs related to women, peace, and security integrated in the Annual Investment Program of conflict-affected LGUs Protection and promotion of women's rights included as an agenda of all government peace negotiations	PCW, OPAPP, AFP, DND, PNP, DILG, DFA, NCIP, NCMF, DOJ, CHR, DSWD, DOH, DepEd, TESDA, CHED, LGUs of conflict-affected areas OPAPP, LGUs NSCWPS, PAMANA LGUs

Strategies	Indicators	Baseline		Targets	IAs/OAs
		Year	Value		
	• Presence of women in peace-negotiating bodies and local conflict prevention and peace settlement mechanisms			Policy issuance on the mandatory representation of women in peace-negotiating bodies, national and local	
• Build the capacity of NSCWPS members, women in peace and security NGAs, and conflict-affected LGUs.	• % of woman and man NSCWP members, peace and security NGAs, and conflict-affected LGUs provided with capacity building activities • No. of women provided with training or MISP packages, or no. of beneficiaries of related programs of government (such as PAMANA) • No. of women capacitated to become economically productive in conflict and post-conflict areas			At least 85% of NSCWPS members, women in peace and security NGAs, and conflict-affected LGUs capacitated on how to promote GAD and implement the NAPWPS and on gender-sensitive peacekeeping, peacemaking, and conflict prevention, management, and resolution	AFP, DND, PNP, DILG, DFA, NCIP, NCMF, DOJ, DSWD, LGUs of conflict-affected areas DSWD, DOH, DepEd, TESDA, CHED, LGUs of conflict-affected areas
• Establish mechanisms for the active involvement and participation of women and civil society actors in conflict prevention, conflict resolution, and peacebuilding.	• No. of partnerships on women, peace-building, and development established between and among LGUs, NGAs, and NGOs • No. of women's groups and CSOs included in the monitoring and evaluation mechanism for the NAPWPS			Mechanisms for NAPWPS implementation, including protocols or guidelines for the participation of CSOs, implemented	PCW, OPAPP, DND, PNP, DILG, DSWD, NCIP, NCMF, LGUs of conflict-affected areas

Philippine National Action Plan on Women, Peace and Security (NAP-WPS) Results Frame Diagram



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Part 4

Gender in Environment and Climate Change

Natural and manmade disasters are common occurrences in the Philippines. Poverty all over the country, most especially in the countryside, where the livelihood of the poor is closely tied to environmental sources, aggravates the deleterious impact of disasters on lives, livelihood, and property. Women and other marginalized groups, such as elderly persons, persons with disabilities, and indigenous women and children, are considered as the most vulnerable victims. Their special needs and vulnerabilities, for instance, to gender-based violence, and their roles in preserving the environment and during relief, rehabilitation, and recovery are highlighted in this chapter. The proposed strategies are aligned with the NDRRMP and the NCCAP.

CHAPTER 13

Environment, Biodiversity, Climate Change and Disaster Risk Reduction

There are important gender issues in the matter of access to and control over natural resources and climate-change-induced disasters. According to the PDP 2011–2016, the deteriorated state of the country's environment and natural resources (ENR) is felt mostly by the poor who depend on such resources for their livelihood and are likely vulnerable to the unfavorable consequences of resource degradation and depletion.

Climate change and risks from natural disasters only amplify the association between poverty and environmental degradation. The most vulnerable sectors are women, men, and children of poor and marginalized households and communities that depend on natural or ecological resources for their human development needs and security. They are involved in farming, fisheries, and forestry-based activities and livelihoods. Women and girls, as rights-holders, have distinct gender-based roles and capacities that are crucial to their households and communities; hence, when disasters strike, they are differentially impacted, especially as their multiple burden is enhanced and their unpaid working hours are lengthened. They are also exposed to other risks, such as gender-based violence in evacuation areas.

To address these concerns, gender considerations were integrated in both the National Climate Change Action Plan (NCCAP 2011–2028) and the National Disaster Risk Reduction and Management Plan (NDRRMP). Consistent with the National Framework Strategy on Climate Change, which was adopted in 2010, the NCCAP's ultimate goal is to "build the adaptive capacities of women and men in their communities, increase the resilience of vulnerable sectors and natural ecosystems to climate change and optimize mitigation opportunities towards gender-responsive and rights-based sustainable development." The Plan explicitly recognizes that certain activities cut across strategic priorities and sectors, including gender and development, technology transfer, research and development, information, education and communication (IEC), and capacity building. Specific gender-related activities have been identified in the NCCAP's seven strategic actions, namely: food security, water sufficiency, ecological and environmental stability, human security, climate-friendly

industries and services, sustainable energy, and knowledge and capacity development (NCCAP 2011–2028, page 8).

On the other hand, the NDRRMP outlines the activities aimed at strengthening the capacity of the national government and LGUs, together with partner stakeholders, to build the disaster resilience of communities and institutionalize arrangements and measures for reducing disaster risks, including projected climate risks, and enhancing disaster preparedness and response capabilities at all levels (NDRRMP, page 18). Like the NCCAP, the NDRRMP recognizes that gender mainstreaming cuts across the four DRRM priority areas, namely: prevention and mitigation, disaster preparedness, disaster response, and recovery and rehabilitation.

The NDRRMP explicitly states:

> Gender mainstreaming is about the recognition, acceptance, identification and addressing of the different roles, needs, capacities and vulnerabilities of men, women, children, people with disabilities, older persons and other groups. The NDRRMP is committed to promoting gender-sensitive vulnerability and capacity analysis in all disaster risk reduction and management activities. It encourages balancing the roles, responsibilities, needs, interests, capacities of and effect to both genders in contingency plans as well as implementation of community-based activities. Gender mainstreaming is about reducing the vulnerabilities and encourages a balance in the participation and decision making roles in DRRM. (NCCAP 2011–2028, page 32)

The PCW is a member of the Technical Working Groups and Advisory Board of the Climate Change Commission and the National Disaster Risk Reduction and Management Council (NDDRMC) and is tasked to provide a gender perspective to the work of these bodies. PCW and DENR have also developed gender analysis tools for the ENR sector under the GREAT Women Project,[1] which may be used to facilitate the implementation of the Women's EDGE Plan. Added to these is the availability of trained technical advisers on gender analysis. Finally, there are a few LGUs that have been trained in and are already practicing gender-responsive policymaking and programming on ENR. Their example can influence NGAs and other LGUs in the right direction. It is hoped that, with proper implementation and budgetary and human resource support, these and similar other initiatives will help resolve the strategic gender issues outlined below.

Strategic Gender Issues

Lack of Integration of Gender Issues in Policies and Programs on Environmental Management, Biodiversity Conservation, and Climate Change Resiliency

The extent of integration of gender and women's concerns in the ENR sector's planning processes and interventions can be categorized as still in the entry phase, such as gender awareness raising within department personnel, descriptive research on gender roles, and observance of the International Women's

[1] The GREAT Women Project is a women's economic empowerment project supported by the Canadian International Development Agency (CIDA) implemented from 2007 to 2013 with concerned national economic agencies and 42 LGUs. GREAT Women stands for Gender-Responsive Economic Actions for the Transformation of Women.

Day (ENR Sector of PPGD Assessment, 2010, page 178). Despite the presence of women-initiated ENR management activities, the roles of women in ENR management have not been fully mainstreamed, resulting in the poor or limited implementation of the relevant policies and programs (PDP 2011–2016).

According to the DENR bureaus, most of their policies and programs were centrally formulated and involved limited consultation with stakeholders. This stemmed from the lack of awareness of gender issues and capacity for gender mainstreaming among policymakers and policy implementers. This could also be partly attributed to the notion of climate change, disasters, and ENR being gender-neutral.

Women's Limited Awareness of Their Status and Roles in ENR Management and CCA Strategies

Women from poor, rural areas are often not aware of environmental management and climate change adaptation (CCA) policies and programs and are not benefited by them, particularly in terms of productive resources (ibid.). They are clearly unreached by the various IEC materials and knowledge products of implementing agencies and NGOs. In addition, most of these materials do not have a gender dimension or are not in forms that women can use or read because of the level of language used or presentation format.

Discussions with DENR and other environmental organizations revealed that there is non-recognition of women's roles in

natural resource utilization and management.[2] As mentioned above, policymakers and program implementers generally lack gender awareness. While some concerned ENR officers and officials may have attended gender-related training, they have yet to fully internalize and apply the principles of gender mainstreaming or the importance of stakeholder participation in the analysis and consideration of the gender-differentiated impact of their policies and programs.

Generally, recovery and rehabilitation efforts do not consider women's capabilities. Rather, women are seen as passive victims only. It is about time that they are mobilized, alongside men, for community efforts toward climate change adaptation, risk reduction, and mitigation.

[2] Based on consultations conducted with the Women's EDGE Plan Environment Cluster, January–June 2012.

Women's Limited or Lack of Access to and Control over Resources

Poor women still have problems in accessing natural resources that are crucial to their families' full human development. One reason is that natural resources are continuously decreasing due to unsustainable resource use, resulting in persistent poverty in many of the environmentally critical areas (ENR Sector of PPGD Assessment, 2010, page 177). Another could be related to the lack of women's participation in ENR programs.

Data from DENR, as cited in the ENR Sector of PPGD Assessment 2010 (page 177–178), show that fewer women than men are benefited by its programs. For example, women comprised only a small percentage of recipients of the Community-Based Forest Management Agreements (CBFMAs) issued by DENR in 2002 and 2003 (31 percent and 34 percent, respectively). They likewise made up a small number of applicants for/recipients of free patent from 2003 to 2007 (40 percent), Miscellaneous Sales Application, or MSA (43 percent), and Homestead (45 percent). PAWB PACBRMA data of 2010 further reveal that women comprised only 29 percent of the Protected Area Community-based Resource Management Agreements.

Need to Strengthen Implementation of GAD-related Policies and Strategies in the NCCAP and the NDRRMP, as well as Monitoring of Their Implementation

The gender-responsive strategies and activities outlined in the NCCAP and NDRRMP constitute important guidelines for addressing the concerns of women in disaster situations. There is, however, a need for a mechanism to ensure that the strategies are put into concrete action and their implementation is monitored. Critical to rescue, relief, recovery, and rehabilitation efforts is the availability of accurate information that would guide the planning and implementation of an effective and efficient gender- and rights-based humanitarian response. Typhoon Yolanda, for instance, left 4.1 million people displaced. While it was estimated that 50–52 percent of the evacuees were women, there were limited sex- and age-disaggregated data that could aid in calibrating support measures according to age- and sex-specific requirements. Neither was there sufficient information on the severity of the conditions and needs of affected residents. Thus, women and young girls were exposed to many risks, including gender-based violence. The serious lack of food, shelter,

water, and other basic needs was exacerbated by the difficulties encountered by nursing or lactating mothers, young children, pregnant women, elderly persons, persons with disabilities, and other vulnerable groups.

Gender-responsive Strategies

To address the strategic gender issues efficiently, the following strategic gender equality actions are strongly recommended:

Capacity Development

- Initiate capacity development activities on gender analysis, development of gender-responsive modules, gender mainstreaming, and gender-responsive planning and budgeting for agencies and organizations mandated to plan and implement ENR and CCA policies and programs (e.g., DENR, CCC, NDRRMC, DA, NGOs). Gender analysis tools are strongly recommended for use in capacity development activities of the ENR sector.

- Provide livelihood skills training to displaced women in calamity-stricken areas.

Policy

- Develop and adopt a standard for gender-sensitive design of evacuation centers and temporary shelters that takes into consideration space for nursing/lactating mothers, pregnant women, elderly persons, and those with disabilities.

- Ensure that women are involved and mobilized in all aspects of CCA and DRRM efforts.

- Implement and comply with Section 11 of the MCW.

  - Create sex-disaggregated databases on the membership of environmental governing boards/ bodies.

  - Review policies on the composition of environmental governing boards/bodies.

Monitoring

- Establish/enhance knowledge management and research, development, and extension to integrate women's roles and gender concerns in ENR management, CCA, and DRRM.

- Monitor the implementation of the NDRRMP and the NCCAP as well as the recommended gender-related activities on food security, water sufficiency, ecological and environmental stability, human security, climate-friendly industries and services, sustainable energy, and knowledge and capacity development, such as:

  - assessment to provide information on the differentiated impact of climate change on women and men in farming and fishing communities;

  - development and dissemination of gendered and accessible knowledge products on climate change risks and impact on the sector based on science;

- integration of gender-responsive CCA mitigation in agriculture and fisheries plans, programs, and budgets;

- development of gender-based knowledge products; and

- intensification of gender-sensitive IEC using various media and outreach initiatives to increase awareness of climate change, disaster risk reduction, and population management and thereby avoid conflicts among resettlement and climate refugees. (NCCAP 2011–2028, page 8)

- Push for the inclusion of sex, age, and civil status in all assessments to be conducted in the affected communities.

- Conduct mapping of female-headed households, solo parents, widows, older persons, and those with disabilities to determine the severity of their condition and be able to come up with the appropriate response and interventions.

Advocacy

- Strongly advocate the full implementation of priority gender-related policies and strategies in the NCCAP and the NDRRMP.

- Increase women's access to IEC materials and activities and knowledge products on ENR management and climate change adaptation as stipulated in the NCCAP.

- Develop gender-based knowledge products in the vernacular.

- Intensify gender-sensitive IEC using various media and outreach initiatives to increase awareness of climate change, disaster risk reduction, and population management and thereby avoid conflicts among resettlement and climate refugees.

Service Delivery

- Ensure women's representation in ENR management, CCA, and DRR governing and decision-making bodies, in accordance with the mandates of the MCW. This should be institutionalized in the guidelines and policies of DENR, NDRRMC, and LGUs.

- Prioritize the provision of comprehensive package of assistance to woman survivors, especially those who have lost their husbands and are left with no means to support their children or families.

- Set up woman- and child-friendly spaces to prevent gender-based violence and ensure the welfare and needs of pregnant and lactating woman victims, elderly persons, persons with disabilities, and other vulnerable groups. Provide separate toilets and bathrooms for males and females, as well as sleeping areas, to protect women and girls from sexual or physical abuse.

Matrix of Issues, Strategies, Indicators, Targets, and Accountabilities

Strategic gender issues to be addressed

1. Lack of integration of gender issues in policies and programs on environmental management, biodiversity conservation, and climate change resiliency
2. Women's limited awareness of their status and roles in ENR management and CCA strategies
3. Women's limited or lack of access to and control over resources
4. Need to strengthen the implementation of GAD-related policies, strategies, and activities in the NCCAP and the NDRRMP, as well as monitoring of their implementation

Gender equality outcome

Duty-bearers (government agencies and civil society organizations) and claim-holders implemented programs and projects on the environment, biodiversity, and climate change, bringing about positive development in women's participation, influence, and benefits.

PDP 2011–2016 outcomes

Sector: Conservation, Protection, and Rehabilitation of the Environment and Natural Resources

Sector Outcome 10a: Natural resources conserved, protected, and rehabilitated

- Increase in proportion of land area covered by forests, from 23.8 percent in 2003 to 30 percent in 2016

Sector Outcome 10b: Environmental quality for a cleaner and healthier environment improved

Sector: Accelerating Infrastructure Development

Sector Outcome 5c: Environmental quality Improved

Sector Outcome 5d: Resilience to climate change and natural disasters increased

Strategies	Indicators	Baseline		Targets	IAs/OAs
		Year	Value		
• *Lack of integration of gender issues in policies and programs on environmental management, biodiversity conservation, and climate change resiliency* • *Women's limited awareness of their status and roles in ENR management and CCA strategies* • *Women's limited or lack of access to and control over resources* • *Need to strengthen the implementation of GAD-related policies, strategies, and activities in the NCCAP and the NDRRMP, as well as monitoring of their implementation*					
• Implement and comply with Section 11 of the MCW. – Create sex-disaggregated databases on the membership of environmental governing boards/ bodies – Review policies on the composition of environmental governing boards/bodies	• Percentage of women's representation in environmental governing boards/ bodies			Women comprising 40% of all environmental governing boards and bodies (e.g., PAMB)	DENR, DA, DILG, NDRRMC, CCC
• Conduct gender analysis of KM systems, research and development, and extension activities done in terms of the integration of women's roles and gender concerns in ENR management, CCA, and DRR.	• No. of PPAs for ENR, CCA, and DRR that have undergone gender analysis and have integrated gender issues				
• Harmonize policies to eliminate inconsistencies and conflicts and ensure that ENR, CC, and DRRM objectives are met (e.g., DENR Administrative Orders on CBFM, FLA, NIPAS, and Mining Act).	• No. of policies reviewed and proposals for harmonization				
• Develop and adopt a standard for the gender-sensitive design of evacuation centers and temporary shelters that takes into consideration risks of gender based violence and the need for woman-friendly spaces for nursing or lactating mothers, pregnant women, elderly persons, and those with disabilities.	• Percent completion of a standard for a gender-sensitive design of evacuation centers and temporary shelters			100% completion of a standard for a gender-sensitive design of evacuation centers and temporary shelters	NHA, LGUs, DILG, DSWD, NDRRMC, CCC, professional associations of architects and engineers

Strategies	Indicators	Baseline		Targets	IAs/OAs
		Year	Value		
Capacity development on GAD and advocacy					
• Advocate strongly the full implementation of priority gender-related policies and strategies in the NCCAP and the NDRRMP.	• No. of priority strategic actions in the NCCAP and the NDRRMP implemented in calamity-affected areas			15 priority strategic actions in the NCCAP and the NDRRMC implemented	LGUs, NDRRMC, CCC, DSWD, NHA, HUDCC
• Develop gender-responsive modules and capacity development programs for women on ENR, ENR management, CCA, and DRR.	• Increased gender responsiveness of policies and PAPs for environmental management, biodiversity conservation, and climate change resilience • No. of officials and officers capacitated on gender analysis				DENR, DA, DILG, NDRRMC, CCC
• Conduct gender analysis of ENR, CC, BD, and PPAs of DRR using the Harmonized GAD Guidelines.	• No. of PPAs for ENR, CCA, and DRR that have undergone gender analysis and are integrated with a gender dimension				
• Intensify IEC activities on ENR and ENR management, CCA, and DRR using gender-based knowledge products through various media and outreach initiatives.	• Increased access of women to IEC materials and activities and knowledge products on ENR management, CCA, and DRRM			MOA between LGUs/local DRRMC and local radio/TV stations on airing of tips and guidelines for a gender-responsive approach to DRR	PIA, LGUs, NDRRMC, CCC, DSWD, local radio/TV stations
	– No. of gender-based knowledge products on DRRM (in the vernacular)			100% of households in communities often visited by typhoon reached 5 gender-based knowledge products in Cebuano, Waray, Bicolano, and Tagalog	DENR, NDRRMC, CCC, NGOs
– Provide livelihood skills training to displaced women in calamity-stricken areas.	– No. and percent of displaced women that have been given livelihood skills training			50% of displaced women trained	DTI, DSWD, TRC, TESDA, LGUs, NGOs, CSOs, academe
• Ensure the participation of women and women's organizations in meetings and capacity-building activities.	• Increased awareness and participation of women in environmental management and CCA adaptation programs/projects				DENR, DA, DILG, LGUs, NDRRMC, CCC, NGOs

Strategies	Indicators	Baseline		Targets	IAs/OAs
		Year	Value		
• Develop and implement gendered and accessible special or customized technical training programs on CCA and mitigation.[a] • Include ENR and ENR management, CCA, and DRR in seminar for women's organizations (at the LGU level).	• No. of women and women's organizations capacitated/ trained in the following themes: – Forest/coastal rehabilitation, regeneration, maintenance, and protection – Sustainable resource management – Resource valuation (value of services provided by the ecosystem)				
Service delivery, implementation, and monitoring					
• Set up woman- and child-friendly spaces to prevent gender-based violence and ensure the welfare and needs of pregnant and lactating woman victims, elderly persons, persons with disabilities, and other vulnerable groups.	• Percentage of evacuation centers with woman- and child-friendly spaces and trained service providers • Percentage of evacuation centers with separate toilets and bathrooms for males and females, as well as sleeping areas, to protect women and girls from sexual or physical abuse			100% of evacuation centers with woman- and child-friendly spaces and trained service providers	LGUs, DPWH, DSWD, NGOs, CSOs
• Prioritize the provision of comprehensive package of assistance to woman survivors, especially those who have lost their husbands and are left with no means to support their children or families.	• Comprehensive package of assistance to priority woman survivors developed and implemented • Percentage of priority woman survivors who have benefitted from the comprehensive package of assistance			100% completion of the development of comprehensive package of assistance for woman survivors Comprehensive package of assistance given to at least 70% of priority woman survivors	DSWD, LGUs, DILG, DTI, NGOs, CSOs, TESDA
• Mapping of female-headed households, solo parents, widows older persons, and PWDs to determine the severity of their condition as a basis for designing appropriate response mechanisms and interventions	• Percent completion of mapping of female-headed households, solo parents, older persons, and those with disabilities			100% completion of mapping in priority affected areas	NSO, LGUs, DSWD, NGOs, CSOs

Strategies	Indicators	Baseline		Targets	IAs/OAs
		Year	Value		
• Push for the inclusion of sex, age, and civil status in all assessments of calamity-stricken communities.	• Assessment/data-gathering instrument that includes sex, age, and civil status of HH members developed			100% completion of a standard assessment/ data-gathering instrument	NSO, LGUs, DSWD, DILG, NGOs, CSOs
• Ensure that women are involved and mobilized in all aspects of CCA and DRRM efforts.	• No. and percentage of women in calamity-prone areas mobilized for DRRM efforts • Women in concerned communities being part of the organized group to respond to emergency situations			75% of women in concerned communities mobilized to respond to DRR Local ordinance on the involvement of women in CCA and DRRM efforts issued	
• Accelerate the implementation of the National Greening program and other priority programs of DENR (on forest management, coastal resources management, etc.).	• Percentage of terrestrial, inland water, and coastal/ marine areas important for biodiversity eco-system services that are effectively and equitably managed by women/women's organizations through NIPAS and other effective area-based conservation measures[b] • Increased and sustained participation of women in tree-planting activities in accordance with the National Greening Program	2010	Terrestrial = 2.10% Marine = 0.09%	8.85% of terrestrial areas effectively and equitably managed by women through NIPAS 0.62% of marine areas effectively and equitably managed by women through NIPAS	DENR, BFAR, LGUs, NGOs

Strategies	Indicators	Baseline		Targets	IAs/OAs
		Year	Value		
• Design gender-fair innovative financing mechanisms and bundle of CCA assistance for eco-town communities. • Enhance, integrate, and replicate existing gender-fair innovative financing mechanisms and a bundle of CCA, environmental, bio-diversity, and DRR assistance for LGUs. • Develop and make available geo-hazard maps for LGUs (up to the barangay level).	• Adaptive capacity of women in vulnerable and at-risk communities to ecological imbalance, disasters, and climate change impact toward resilient communities developed	2004-2010 (average)	Php 19,272.70 million for 193 incidents	Decrease in average damages and losses	CCC, NDRRMC, DENR, DA, LGU, DPWH, DOST-PAGASA
	• Reduction in annual damages and losses of properties due to natural disasters, environmental hazards, and human-induced and hydro-meteorological events[b]	Not available			
	• Reduction in loss of lives and casualties due to natural disasters, environmental hazards, and human-induced and hydrometeorological events				
• Collaborate with LGUs on the monitoring of compliance of companies	• No. of environmental violators convicted and penalized (including cancelled environmental permits) • No. of companies and enterprises monitored on their compliance with environmental laws				PCW, NGOs, DILG, DENR, DOST, DA, NDRRMC, CCC, LGUs

[a] *National Climate Change Action Plan*, Climate Change Commission, Office of the President, 2011.

[b] Adapted from Chapter 10 of the PDP 2011–2016.

Part 5

Gender-responsive Governance

Both civil service and political governance in the country have been historically male-centric, mainly due to our colonial legacy. As entry and access to positions in these institutions are constructed on the basis of a masculine leader, women and sexual minorities have been struggling to find their space in these arenas. While in recent years significant strides have been made in women's presence and participation in these spheres, it is still a work in progress, for instance, to achieve the internationally accepted standard of at least 30 percent women's representation in Congress. The unsuccessful bid of Ladlad, the party-list of LGBT, in the 2010 and 2013 elections, is also a case in point. Moreover, in cases where women are elected, a significant portion of them come from political families — a situation that does not necessarily bode well for gender-responsive governance. In civil service, the affirmative action to put more women is a step toward the right direction. However, any effort to give more women and LGBT seats or roles in governance institutions must ensure that such representation accompanies advocacy and education to ensure that the representatives are indeed gender-responsive and will truly make a difference.

While there has been much progress in terms of the so-called gender-friendly laws, cultural milieu and popular media remain sites of commodification of women and LGBT. Much work needs to be done in these sectors. As discussed in the succeeding pages, recent interventions provide hope that, finally, respect for the dignity of the individual, regardless of gender, can be mainstreamed in these sites.

To a large extent, the goals and interventions outlined in the previous chapters will be difficult to achieve outside the frame of gender-responsive governance. Basically, this means political, economic, social, and cultural institutions adhere to and are willing and motivated to pursue their activities, programs, and policies by considering their differential impact on men, women, and the LGBT community. Moreover, they create mechanisms and arrangements whereby gendered impact is mitigated by ensuring equal access to resources, opportunities, space, and benefits. Certainly, the domains of civil service, electoral and administrative politics, and culture and mass media are vital sites where gender-responsive governance can be pursued.

It is in this light that this cluster presents the state of these institutions vis-à-vis the country's gender equality goals. A set of recommendations is listed at the end of each section for various stakeholders to actively advocate and implement.

CHAPTER 14

Empowerment and Gender Equality in Civil Service

As the biggest employer, the government, as well as its employees, could be the key driver in promoting gender equality and norms that empower women. The country's civil service is well poised to perform this role. Gender balance and decent terms and conditions in the workplace are very important issues that can drive gender equality among civil servants. Since civil servants form the core of program implementers, the gender equality issues they espouse have the potential for achieving multiplier effects among their beneficiaries.

The Civil Service Commission (CSC) has made vital steps in implementing gender-friendly laws in recent years, especially as it has been mandated by the MCW to implement key provisions of the law. However, there remain significant issues that have yet to be resolved.

Priority Gender Issues

Strategic gender issues and related concerns were identified from each of the outcome areas. A thorough discussion of each strategic gender issue is provided below.

Absence or Lack of Baseline Information for Monitoring Fulfillment of Employee Welfare and Implementation of Mandated Benefits and Entitlements

CSC leads government agencies in issuing policies and guidelines relating to employee benefits and entitlements. In addition to CSC policies, there are laws that address gender-related concerns of civil servants. One is the Magna Carta of Women, which includes a number of provisions that respond to the concerns of woman employees, such as those related to training and scholarships, health, and appointment to decision-making positions. Other examples are the Paternity Leave Act of 1996 (RA 8187) and An Act Providing for Benefits and Privileges to Solo Parents and Their Children, Appropriating Funds Therefore and for Other Purposes (RA 8972). The Anti-Sexual Harassment Law of 1995 (RA 7877) protects employees or students from sexual harassment and mandates the creation of the Committee on Decorum and Investigation (CODI) in offices and schools to handle and resolve sexual harassment complaints.

Concerned agencies are tasked to monitor the implementation of these gender-related laws. For instance, reports on violation of CSC rules

are brought to CSC while those violating the provisions of the MCW may be brought before the Commission on Human Rights. PCW is tasked to monitor and report on the implementation of the MCW.

To date, however, there is yet an established baseline information on the extent to which these laws are implemented, or the extent to which women and men are able to enjoy the benefits these provide. For instance, woman employees who had undergone surgical operations due to gynecological disorders were unaware of the special leave benefit under the MCW and CSC Memorandum Circular No. 25SC, and thus were unable to avail themselves of this. CSC issued this directive in compliance with the MCW mandate (MCW IRR, page 78). Human Resource (HR) departments of government agencies need to familiarize themselves with this policy to better inform woman employees and enable them to use this benefit. A baseline report can surface issues in implementation and serve as a basis for setting targets and policy enhancements to promote gender equality in civil service.

Lack of a Rationalized Policy on Training and Career

Development Interventions for Women
Career development and capacity building of the civil service are identified in Chapter 07 of the PDP 2011–2016 as a strategy for raising the level of professionalism and competence in government. This chapter improves the existing strategy by adding a gender aspect to training and capacity building. By having a rationalized policy on training and career development interventions, agencies can identify or consider the appropriate training and relevant career advancement opportunities for their employees, particularly women.

Concerns that block women's access to training and career development interventions should be recognized. Common problems related to this include discriminatory practices in the selection of training participants and the lack of mechanisms for ensuring suitable and/or appropriate training opportunities and career development interventions for women. For instance, woman uniformed personnel note the lack of encouragement from their respective offices toward their availment of training opportunities. This stems reportedly from apprehensions among some heads of offices that, since women are more diligent and more efficient in their work, their absence from office to attend training may hamper operations.[1] This type of discrimination is reportedly not perceived or experienced by men.

Another obstacle to training and career development of women is their self-imposed limitation arising from their traditional roles in the family. Women usually put their families first before career advancement. They are forced to forgo the opportunity to be trained for a higher position because it will entail more time and effort and will take them away from their family responsibilities (PPGD 1995–2025, page 396). Hence, for extended assignments away from home, there is a preference for single woman or man employees.

The absence or lack of a career development plan was also noted as a problem, manifesting

[1] While there are no data reflecting the number of training opportunities for women and men, self-imposed limitations and the lack of management support for women is a reality.

lack of management support for the employees' professional growth.

Lack of Gender Balance in Third-level Positions

Before proceeding with the discussion of this issue, this section begins with clarifying the definition of second- and third-level positions. According to CSC, based on Supreme Court decisions, third level refers to positions where the appointment of the incumbent is lodged with the President. CSC clarifies the scope of third level via CSC Memorandum Circular No. 7, series of 2010. On the other hand, those positions where the appointment of the incumbent is not made by the President are executive/managerial positions at the second level. Appointments to these positions are subject to CSC review and evaluation.

In 2010, CSC conducted an inventory of government personnel, with CSC regional or field offices gathering personnel data from human resource management offices of government agencies, offices, and other instrumentalities. The quick survey revealed a total of 1,409,660 government personnel in 2010, up from 1,313,538 in 2008, reflecting a difference of 96,122. It concluded that by the end of December 2010, female government employees outnumbered the males (table 14.1).

The survey findings reflect the situation of government personnel in civil service. They are summarized as follows:

- Female civil servants outnumbered the males (58.7 percent versus 41.3 percent).
- Career personnel comprised almost 90 percent of the total government workforce, with the majority consisting of women (61.2 percent; table 14.2 and figures 14.1 and 14.2).
- Non-career personnel numbered 148,375, of whom more than half were men (62.9 percent).

Table 14.1. Number of government personnel, by region and by sex, 2010

Region	Male	Female	Total
I	25,922	39,519	65,441
II	19,219	23,409	42,628
III	38,549	76,442	114,991
IVA	44,138	83,124	127,262
IVB	14,106	26,490	40,596
V	23,776	50,048	73,824
VI	37,253	65,493	102,746
VII	30,784	53,272	84,056
VIII	24,015	45,190	69,205
IX	19,462	31,441	50,903
X	19,576	35,517	55,093
XI	16,064	29,328	45,392
XII	17,364	31,107	48,471
NCR	222,656	193,612	416,268
CAR	10,956	16,318	27,274
CARAGA	13,210	24,326	37,536
ARMM	5,453	2,521	7,974
Total	582,503	827,157	1,409,660
% of total	41.32%	58.68%	100.00%

Table 14.2. Number of government personnel in career and non-career positions, 2010

Region	Career[a]		Non-career[b]		Total
	Male	Female	Male	Female	
I	21,814	36,899	4,108	2,620	65,441
II	14,415	21,400	4,804	2,009	42,628
III	30,832	71,364	7,717	5,078	114,991
IVA	31,504	76,510	12,634	6,614	127,262
IVB	12,169	25,403	1,937	1,087	40,596
V	20,175	48,136	3,601	1,912	73,824
VI	30,947	61,506	6,306	3,987	102,746
VII	22,900	49,428	7,884	3,844	84,056

Table 14.2 (cont.)

Region	Career		Non-career		Total
	Male	Female	Male	Female	
VIII	19,690	42,721	4,325	2,469	69,205
IX	16,793	30,116	2,669	1,325	50,903
X	15,833	33,718	3,743	1,799	55,093
XI	13,045	27,911	3,019	1,417	45,392
XII	14,335	29,291	3,029	1,816	48,471
NCR	201,986	177,579	20,670	16,033	416,268
CAR	9,164	15,328	1,792	990	27,274
CARAGA	10,461	22,888	2,749	1,438	37,536
ARMM	3,195	1,829	2,258	692	7,974
Total	489,258	772,027	93,245	55,130	
% of total	38.79%	61.21%	62.84%	37.16%	
	1,261,285		148,375		1,409,660

[a] Data were lifted from the Sex Disaggregation section of the CSC 2010 Inventory of Government Personnel. Data on the number of female and male employees, by category of service across different types of agencies (LGUs, NGAs, GOCCs, SUCs, and LWDs), are also available in the report.

[b] Consisting of coterminous, elective, casual, and contractual employees.

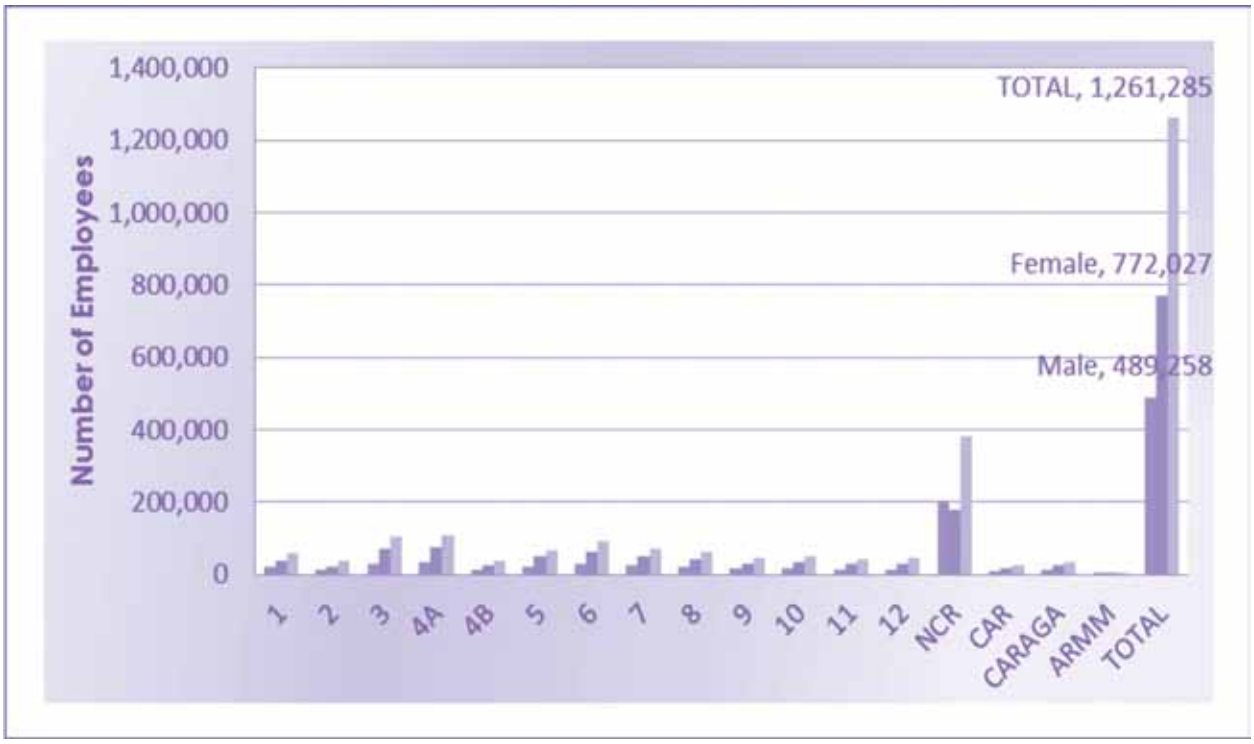

Fig. 14.1. Sex distribution of government personnel in career positions

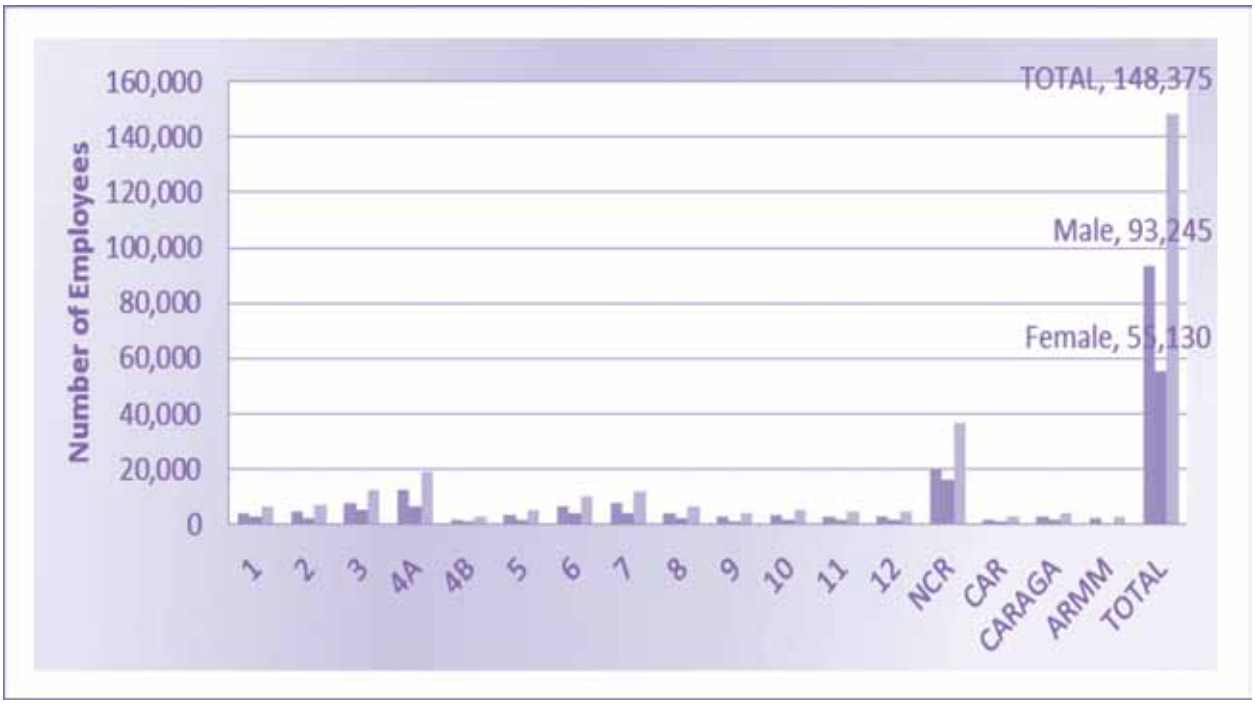

Fig. 14.2. Sex distribution of government personnel in non-career positions

There are also marked differences in the distribution of female and male employees across NGAs, LGUs, government-owned and controlled corporations (GOCCs), state universities and colleges (SUCs), and local water districts (LWDs), by level of position (first, second, and third level in career service posts). Of 1,261,285 career personnel, almost three-fourths (70.4 percent) came from NGAs while nearly one-fourth (20.5 percent) were from LGUs. GOCCs, SUCs, and LWDs accounted for the remaining few (4.6 percent, 3.6 percent, and one percent, respectively).

About 75.6 percent of career personnel surveyed belonged to second-level positions (technical and supervisory), while only 7.5 percent were found in third-level or the highest positions (table 14.3). Data on third-level positions show that women comprised 45 percent, which is still below the 50−50 distribution mandated by the MCW. On the other hand, more than half of those in second-level positions were women (66.3 percent). Logically, feeders to the third level would come from the second level. However, as indicated by the survey results, while there is a high percentage of women at the second level, their representation declines at the third level, implying the need for interventions to support their movement into the third level.

Meanwhile, non-career personnel constituted 10.5 percent (148,375) of the total government workforce, consisting of coterminous, elective, casual, and contractual employees. As shown in table 14.4, the highest number of them was found in LGUs (106,861, or 72 percent); the rest were distributed unequally among NGAs (24,966, or 16.8 percent), GOCCs (8,437, or 5.7 percent), SUCs (5,926, or 4.0 percent), and LWDs (2,185, or 1.5 percent). Casual employees were the most numerous (78,842, or 53.1 percent), followed by contractual employees (31,882, or 21.5 percent), elective officials (20,469, or 13.8 percent), and coterminous employees (17,182, or 11.6 percent).

Table 14.3. Sex distribution of government employees at the first, second, and third levels, 2010[a]

Agency	First level			Second level			Third level			Total
	M	F	Total	M	F	Total	M	F	Total	
LGUs	82,863	78,580	161,443	35,743	61,090	96,833	331	257	588	258,864
LWDs	6,442	1,722	8,164	1,655	1,538	3,193	28	5	33	11,390
SUCs	7,732	4,618	12,350	12,731	19,916	32,647	70	58	128	45,125
NGAs	12,768	10,101	22,869	255,530	528,917	784,447	44,239	36,566	80,805	888,121
GOCCs	5,878	2,233	8,111	16,036	20,764	36,800	7,212	5,662	12,874	57,785
Total	115,683	97,254	212,937	321,695	632,225	953,920	51,880	42,548	94,428	1,261,285
% of total	54.33%	45.67%	16.88%	33.72%	66.28%	75.63%	54.94%	45.06%	7.49%	

[a] Data reflect the sum of Tables 5, 6, 7, 8, and 9 of the CSC 2010 Inventory of Government Personnel.

Source of data: PCW–TSD.

Table 14.4. Distribution of female and male employees in non-career service, by type of government agency and classification of position , 2010[a]

Classification	Type of government agency				
	LGUs	LWDs	SUCs	NGAs	GOCCs
Coterminous					
Male	6,343	37	69	2,959	707
Female	3,572	21	69	2,781	624
Subtotal	9,915	58	138	5,740	1,331
Casual					
Male	36,033	1,095	1,094	7,763	3,070
Female	22,971	270	964	4,377	1,205
Subtotal	59,004	1,365	2,058	12,140	4,275
Contractual					
Male	9,867	653	1,753	3,762	1,845
Female	8,035	109	1,875	3,006	977
Subtotal	17,902	762	3,628	6,768	2,822

Table 14.4 (cont.)

Classification	Type of government agency				
	LGUs	LWDs	SUCs	NGAs	GOCCs
Elective					
Male	15,891	0	50	248	6
Female	4,149	0	52	70	3
Total	20,040	**0**	102	318	9
Total	**106,861**	**2,185**	**5,926**	**24,966**	**8,437**

[a] Data reflects the sum of Tables 16, 17, 18 and 19, and 20 of the CSC 2010 Inventory of Government Personnel.
Source of data: PCW–TSD.

Men dominated the coterminous positions, with the exception of SUCs, where the number of men and women was equal. More men also occupied casual positions than women. There were likewise more male contractual employees than females, except in SUCs, where women outnumbered the men by 122. The number of men in elective positions exceeded that of women, especially among LGUs, where men holding elective posts comprised the highest number. As could be gleaned from the survey data, there seemed to be slow progress in attaining equal representation of women and men in decision-making positions.

The latest available career executive service (CES) occupancy figures reveal a total of 6,468 CES positions, of which 4,399 were occupied and 2,069 were vacant. There were 2,424 CESOs or CESEs (eligible), while there were 1,975 non-CESOs or non-CESEs. Male CESOs/CESEs slightly outnumbered their female counterparts (1,285 versus 1,139). [2]

The data presented point to the need to harmonize a sex-disaggregated database on the government workforce to monitor if the target of a 50–50 distribution of third-level positions among women and men in the bureaucracy is being attained. Related to this issue is the difference in the definition of what constitutes third-level posts. CSC classifies third-level posts as executive–managerial posts with salary grade (SG) 25 and above. The Career Executive Service Board (CESB) classification indicates that employees with SG 24 may be considered as CESE, provided they pass the requirements or qualification criteria. Other agencies, such as the PNP and BJMP, do not consider SG 25 posts as executive–managerial.[3]

Another issue pertains to a substantial disparity in the number of man and woman executives in the agencies performing traditional gender functions. For example, there were more males in DPWH, DOE, and DENR, while females dominated DepEd and DSWD, where they took on roles that were considered as an extension of their reproductive roles or associated with traditional female work, such as health care, social services, and fieldwork.[4]

[2] Personal communication with B. Velasquez, Career Executive Service Board, 11 February 2013.
[3] This issue was raised during the Planning Workshop 3 held at CSC last 25 February 2012.
[4] PowerPoint presentation titled "Strategic Issue: Equal Representation" by Noreen Gocon-Gragasin. during Planning Workshop 1 and 2 held at CSC last 15 February 2012.

Gender-responsive Strategies

Gender-responsive strategies have been identified to respond to the identified strategic gender issues and realize the intended outcomes of this chapter of the Plan.

Outcome 1: Greater Access to and Full Enjoyment of Benefits and Opportunities by Woman Employees in the Bureaucracy

- Establish a mechanism for monitoring and reporting on the implementation of special leave benefits (gynecological, paternity, and maternity).
- Institute measures for ensuring the safety of woman employees in the military, police, and similar services, e.g., provision of a dressing room for woman employees.
- Ensure a safe and healthy workplace for women with special needs, including pregnant or lactating women, by providing a day care/child-minding facility and lactation/breast-feeding stations, among others, and monitor their implementation.
- Conduct an audit or a survey of the working conditions vis-à-vis decent work standards of ILO and compliance with CSC policies in all government agencies, with special focus on available facilities and services for woman employees with special needs; and make appropriate recommendations based on the results. This should include occupational safety and health standards.
- Enforce the creation of CODI for sexual harassment cases in all government agencies at the national and local levels, including SUCs and GOCCs.
- Enforce mandatory training or orientation on the MCW and GAD-related laws for rights-holders and duty-bearers.
- Claim-holders to advocate the creation of a Women, Children, and LGBT Desk in military and police services.

Outcome 2: Improved Access of Women to Career Development Interventions for Their Professional Advancement and Growth

- Remove barriers and/or discriminatory policies and practices at the entry level that prevent permanency, tenure, and advancement.
- Develop and implement agency-specific and gender-responsive career development plans for employees.
- Review and enhance existing training policies.
- Maintain an inventory of existing training programs and database of participants in training programs.

- Establish a system or mechanism for ensuring equitable access to career development interventions (e.g., scheduling of scholarship availment, completion of service obligations, etc.).

- Identify alternative delivery modes for personal and professional advancement (e.g., modular and online studies).

- Claim-holders to identify relevant individual training opportunities.

- Claim-holders to seek/demand capacity development activities focused on rights and GAD.

- Set policies, rules, and regulations for the implementation of the incremental increase in recruitment and training of women in the police force and forensics, medico-legal, legal and judicial, and social work services (MCW IRR, Section 12 A.3).

- Propose to the Office of the President and DBM appropriate staffing measures and, when necessary and consistent with the goal of providing assistance to victims of gender-related offenses, the incremental creation of plantilla positions to ensure that within the next two years, there will be a 50–50 ratio of men to women recruited to and trained in the police force and forensics, medico-legal, legal and judicial, and social work services (MCW IRR).

Outcome 3: Increased Number of Women in Decision-making Levels and Enhanced Impact of Their Increased Presence in Decision-making Bodies

- Issue an administrative order requiring all agencies to ensure that women comprise 40 percent of participants in the formulation, implementation, and evaluation of plans and programs.

- Take proactive steps to capacitate woman employees to strengthen their qualifications and performance and enable them to compete for third-level positions.

- Authorities to appoint women to third-level positions, given equal qualifications between men and women.

- Establish and maintain a roster of women eligible for managerial–executive positions in government, indicating the positions they presently occupy, whether in the private or public sector, and furnish these data to the appointing and recommending authorities, including the Office of the President (MCW IRR, Section 14 A.1).

- Issue a CESB resolution and circular requiring all NGAs to submit to the CESB, every end of the semester, the list of women who have been appointed to third-level positions (MCW IRR, Section 14 A.2).

- CESB to consolidate the list and track the qualifications of women appointed to third-level positions and submit to PCW for inclusion in the report to the Congress on the implementation of the MCW (MCW IRR, Section 14 A.2).

- Support programs that will encourage women to develop their leadership skills and thereby accelerate their qualifications in positions of leadership (MCW IRR, Section 25 A.3.b).

- CSC to conduct a personnel inventory of the bureaucracy by 2015, pursuant to MCW IRR, Section 12 A.1.

- Recommend to DBM appropriate staffing measures and, when necessary and consistent with the goal of providing assistance to victims of gender-related offenses, the incremental creation of plantilla positions to ensure that within the next two years, there will be a 50–50 ratio of men to women recruited to and trained in the police force and forensics, medico-legal, legal and judicial, and social work services (MCW IRR).

- Set policies, rules, and regulations for the implementation of the incremental increase in the number of recruited to and trained in the police force and forensics, medico-legal, legal and judicial, and social work services (MCW IRR, Section 12 A.3).

- Pursue the adoption of gender mainstreaming as a strategy for promoting and fulfilling women's human rights and eliminate gender discrimination in government systems, structures, policies, programs, processes, and procedures (MCW IRR, Section 37).

- Include gender training of all women and men occupying third-level positions as a basic requirement for appointment to a CESO rank.

- Give recognition and awards to agencies and/or heads of offices that champion gender mainstreaming.

- Establish a uniform/harmonized sex-disaggregated database on the government workforce to monitor the attainment of the 50–50 percent distribution of women and men in the third level.

- Review the legal and regulatory framework to determine the factors that hinder women's participation in the third level in the bureaucracy.

- Facilitate research on the conditions under which women's participation and representation are increased and enhanced.

- Claim-holders to provide and facilitate access of women to career development opportunities.

- Claim-holders to develop woman leaders who are role models and organize woman advocates to push for gender balance in the bureaucracy.

Matrix of Issues, Strategies, Indicators, Targets, and Accountabilities

Strategic gender issues to be addressed

1. Absence or lack of baseline information for monitoring fulfillment of employee welfare and implementation of mandated benefits and entitlements
2. Lack of a rationalized policy on training and career development interventions for women
3. Lack of gender balance in third-level positions

Gender equality outcome

Policies, programs, and projects implemented by all government agencies and LGUs operationalize GAD-related laws on employee welfare and benefits, rationalized policy on training and career development interventions for women, and gender balance in third-level positions, as mandated by Section 11.a of the MCW.

PDP 2011–2016 outcomes

Sector: Good Governance and the Rule of Law

Sector Outcome 7a: Practice of effective and transparent governance

- Responsiveness of NGAs, GOCCs, and LGUs increased
- People's trust in government rebuilt
- Democratic institutions strengthened

Strategies	Indicators	Baseline		Targets	IAs/OAs
		Year	Value		
Absence or lack of baseline information for monitoring fulfillment of employee welfare and implementation of mandated benefits and entitlements					
By duty-bearers 1. Establish a mechanism for monitoring the implementation of leave benefits, including gynecological, paternity, and maternity leave. 2. Institute measures for ensuring the safety of woman employees in the military, police, and other similar services, e.g., provision of a dressing room for woman employees. 3. Provide a facility in the workplace for women with special needs (day care or child-minding facility, lactation or breast-feeding stations, among others). 4. Enforce and monitor the implementation of the sexual harassment policy, particularly the creation of CODI. 5. Enforce mandatory training or orientation on the MCW and GAD-related laws for rights-holders and duty-bearers. By claim-holders • Advocate the creation of a Women, Children and LGBT Desk in military and police services.	• Percentage of NGAs and LGUs implementing the special leave benefits for women as mandated by the MCW and other welfare benefits as provided for under GAD-related laws • No. of woman employees availing themselves of special leave and other welfare benefits as provided for in the MCW and other GAD-related laws	No baseline	No baseline	50% of NGAs and LGUs implementing special benefits leave and other welfare benefits as mandated by MCW and other GAD-related laws 100% of women availing themselves of special benefits leave and other welfare benefits documented	HRD units of NGAs and LGUs; employees' associations of NGAs and LGUs
	• No. of complaints on violation of human dignity (e.g., bullying, sexual harassment) filed in appropriate committees, i.e., CODI, Grievance Committee	No baseline	No baseline	100% of complaints filed in appropriate committees (e.g., CODI, Grievance Committee) documented Updated checklist of reasonable working conditions vis-à-vis decent work standards of ILO/CSC OSH committee activated in all government agencies 100% completion of the survey of working conditions vis-à-vis decent work standards of ILO/CSC in all government agencies, with special focus on available facilities and services for woman employees with special needs, and with appropriate recommendations based on the results	

Strategies	Indicators	Baseline		Targets	IAs/OAs
		Year	Value		
By duty-bearers 1. Remove barriers and/or discriminatory policies and practices at the entry level that prevent permanency, tenure, and advancement. 2. Develop and implement agency-specific and gender-responsive career development plans for employees.	• No. of agencies with rationalized policies on training and career development interventions for woman employees • No. and types of discriminatory policies and practices in hiring and promoting woman employees amended and/or repealed			50% of agencies with rationalized policies and practices at the entry level to ensure permanency and tenure Existing training policies reviewed Mechanisms for ensuring equitable access of women to career development interventions reflected in HRD policies	Admin/HR and finance division of each agency GAD Focal Point System (GFPS) in agencies Executive/ management committee of each agency
• *Lack of a rationalized policy on training and career development interventions for women* • *Lack of gender balance in third-level positions*					
• Review and enhance existing training policies. • Maintain an inventory of existing training programs and data-bases of participants in training programs. • Establish a system or mechanism for ensuring equitable access to career development interventions (e.g., scheduling of scholarship availment, completion of service obligations). • Identify alternative delivery modes for personal and profes-sional advancement (e.g., modular and online studies). By claim-holders • Identify relevant individual training opportunities. • Seek/demand capacity development activities focused on rights and GAD.	• No. of agencies with gender-responsive career development plan, which includes training and career development interventions for woman employees			50% of agencies with gender-responsive career development plans for employees	

Strategies	Indicators	Baseline		Targets	IAs/OAs
		Year	Value		
By duty-bearers • Issue an administrative order requiring all agencies to ensure that women comprise 40% of participants in the formulation, implementation and evaluation of plans and programs.	• No. of women who participate in the formulation, implementation, and evaluation of policies, plans, and programs in national, regional, and local development councils institutionalized			Women comprising 40% of participants in the formulation, implementation, and evaluation of policies, plans, and programs of national, regional, and local development councils	PMS, PCW All agencies
1. Take proactive steps to capacitate woman employees to strengthen their qualifications and performance and enable them to compete for third-level positions.	• No. of women appointed to third-level positions in all agencies	2010 Inventory of Government Personnel	WDs 85% male; 15% female SUCs 55% male; 45% female NGAs 55% male; 45% female GOCCs 56% male; 44% female	50–50 gender balance in third-level positions, particularly in agencies, by 2014	Appointing authorities in all agencies CESB Philippine President
2. Relevant authorities to appoint women to third-level positions, given the equal qualifications between men and women.	3. No. of GFPS champions of gender balance in the bureaucracy	No baseline	No baseline	50% of GFPS champions of gender balance	CESB, all agencies
4. CESB to establish and maintain a roster of women eligible for managerial–executive positions in government, indicating the positions they presently occupy, whether in the private or public sector, and furnish these data to the appointing and recommending authorities, including the Office of the President (MCW IRR, Section 14 A.1).	5. No. of woman employees qualified to compete for third-level positions	CES occupancy figures as of 11 Feb 2012	2,424 CESOs and CESEs • Male CESOs/ CESEs: 1,285 (53%) • Female CESOs/ CESEs: 1,139 (47%)	No. of woman applicants qualified for third-level posts	CESB, all agencies

Strategies	Indicators	Baseline		Targets	IAs/OAs
		Year	Value		
• Issue a CESB resolution and circular requiring all NGAs to submit to the CESB, every end of the semester, the list of women who have been appointed to third-level positions (MCW IRR, Section 14 A.2).	• No. of agencies and LGUs implementing plans and programs on gender balance		No baseline	50% of NGAs with implemented plans/ programs on gender balance	CSC
				50% of LGUs with implemented plans/ programs on gender balance	CSC
• CESB to consolidate the list and track the qualifications of women appointed to third-level positions and submit to PCW for inclusion in the report to the Congress on the implementation of the MCW (MCW IRR, Section 14 A.2).					NAPOLCOM, NBI, DOJ
• Support programs that will encourage women to develop their leadership skills and thereby accelerate their qualification for positions of leadership (MCW IRR, Section 25 A 3.b).					All agencies
• CSC to conduct a personnel inventory of the bureaucracy by 2015, pursuant to MCW IRR, Section 12 A.1.					CESB, CSC, all agencies

Strategies	Indicators	Baseline		Targets	IAs/OAs
		Year	Value		
• Recommend to DBM appropriate staffing measures and, when necessary and consistent with the goal of providing assistance to victims of gender-related offenses, the incremental creation of plantilla positions to ensure that within the next two years, there will be a 50–50 ratio of men to women recruited to and trained in the police force and forensics, medico-legal, legal and judicial, and social work services (MCW IRR).					PCW, in partnership with stakeholders, all agencies CSC and CESB PCW, CSC, other concerned agencies
• Set policies, rules, and regulations for the implementation of the incremental increase in the number of women recruited to and trained in the police force and forensics, medico-legal, legal and judicial, and social work services (MCW IRR, Section 12 A.3). • Pursue the adoption of gender mainstreaming as a strategy for promoting and fulfilling women's human rights and eliminate gender discrimination in their systems, structures, policies, programs, processes, and procedures (MCW IRR, Section 37). • Conduct mandatory gender training of all women and men in third-level positions as a requirement for appointment to a CESO rank.					Organized woman workers through their employee unions and associations, PGEA

Strategies	Indicators	Baseline		Targets	IAs/OAs
		Year	Value		
• Give recognition and awards to agencies and/or heads of offices that champion gender mainstreaming. • Establish a uniform/ harmonized sex-disaggregated database on the government workforce to monitor the development of equal representation. • Review the legal and regulatory framework to determine the factors that hinder women's participation. • Facilitate research on the conditions under which women's participation and representation are increased and enhanced. By claim-holders • Provide and facilitate access to career development opportunities. • Develop woman leaders who are role models and organize woman advocates to push for gender balance in the					

CHAPTER 15

Politics and Governance

The meaningful participation of women in electoral politics and other decision-making bodies in government yields positive developmental outcomes. Besides being a human right and ensuring the democratic representation of 50 percent of the population, it contributes to the attainment of better quality of governance, especially as women in politics take on issues that are not usually taken on by male politicians (Grown, Gupta, and Kes 2005, 104–105). Thus, achieving a critical mass of woman leaders, specifically at the grassroots level, brings a promise of change for the greater good.

Filipino women have made significant strides in the formal political arena. There have been two woman heads of state since the democratic transition in 1986, and the Philippines currently ranks high in international measures of gender equality and women's empowerment. Notable achievements pertain to the passage of many woman-friendly laws and the recent enactment of landmark laws, such as the MCW and the Reproductive Health Law. This, however, is often attributed to a strong women's movement and their critical collaboration with key legislators rather than to the number of women in Congress (Encinas-Franco 2012, 13). Indeed, at no point in the country's political history since women gained the right of suffrage in 1937 did women reach 30 percent[1] of the winning candidates (Atienza and Rico 2010, 218–219). Scholars have argued that women must occupy at least a third of elective posts to achieve meaningful representation. Whether there is, in fact, a so-called women's vote is still a question that has yet to be answered or addressed.

As a signatory to CEDAW and BPfA, the Philippines is mandated to ensure gender balance in the political arena and key public positions at all levels. Section 11 of the MCW directs the state to undertake temporary special measures to accelerate the participation and equitable representation of women in all spheres of society, particularly in

[1] The idea is that this is supposed to pave the way for the ultimate target of 50 percent of elective posts to achieve genuine representation.

decision-making and policymaking processes of government and private entities. The state shall likewise provide incentives to political parties that have included women's agenda and encourage the integration of women in their leadership hierarchy, internal policymaking structures, and appointive and electoral nominating processes.

Priority Gender Issues

The Women's EDGE Plan will prioritize the following strategic gender issues that affect women's participation in politics and governance.

Lack of Women's Meaningful Representation and Participation in Elective Positions and Other Decision-making Bodies

Table 15.1 shows that, for more than a decade, women's participation in elective positions has ranged from 15.4 percent to 23.2 percent, reaching its peak in the 2007 mid-term elections. The number of women holding senatorial seats remained low until the 2013 election, when woman candidates won 4 of 12 seats, raising the number of senatorial seats occupied by women to 6 (out of 24), the highest in the country's history.[2]

In the 2010 national election, 50 women were elected to the Lower House, representing 21.8 percent of the 229 congressional seats. This is the highest number of women elected to the lower house since 2001. However, in terms of leadership in Congress, it has been noted that:

> no woman legislator has become Senate President or Speaker of the House. At the Committee levels, the chairpersons come from the Majority Party or Administration Party. There are fewer chances for women in the Majority Party to become committee heads and even less if women senators are in the minority or the Opposition Party. (Muñez 2005)

Women also tend to acquire committee posts that are traditionally associated with their sex, such as women and family relations and health.

Interestingly, election results indicate that there were more women elected to local elective posts than to national elective posts. In the 2010 elections, however, the percentage of woman national legislators (senators and congresswomen) was slightly higher than that of local legislators (board members and municipal councilors), at 21.6 percent and 18.7 percent, respectively (Comelec 2010).

The low participation of women in elective posts could be attributed to the perceived incompetence and capacity of women for governance, as they are viewed as weak in facing problems and soft in decision making when it requires toughness (Aguilar 2003). Political resource is also a factor, since women and men do not enjoy the same access to resources such as financial support and training. Other reports point to the perception of women as mere support to

[2] The newly elected senators in 2013 were Grace Poe, Loren Legarda (re-elect), Nancy Binay, and Cynthia Villar. Senators Miriam Defensor Santiago and Pia Cayetano were the two other incumbents. Data on the other women elected in the 2013 elections were still not available from Comelec.

Table 15.1. Men and women in elective positions in four election years

Category of data	2001		2004		2007		2010	
	Male	Female	Male	Female	Male	Female	Male	Female
Percent of occupied elective positions	84.6%	15.4%	83.4%	16.6%	76.8%	23.2%	81.5%	18.5%
No. of elected women and men, by position	14,055	2,813	2,902	14,574	14,430	3,033	14,456	3,291
• President	N/A	N/A	0	1	N/A	N/A	1	0
• Vice president	N/A	N/A	1	0	N/A	N/A	1	0
• Senator	12	1	9	3	11	1	10	2
• Congressman	172	33	178	32	173	45	179	50
• Governor	62	15	62	15	62	18	64	16
• Vice governor	67	10	70	7	67	13	70	10
• Board members	607	120	616	124	635	123	644	121
• Mayors	1,301	241	1,354	244	1,320	274	1,300	319
• Vice mayors	1,356	192	1,377	222	1,365	230	1,356	262
• Councilors	10,467	2,198	10,895	2,253	10,797	2,329	10,831	2,511

Source: NSCB Fact Sheet on Men and Women in the Philippines.

a "leader husband" whose main tasks are to entertain constituents (socialization and diplomacy) and provide charity work (social welfare or even dole-outs). Wives are supposed to take care of the next generation of the political family. The "old boys" nature of political relations and transactions also puts the role of women at the margins. The lack of economic power similarly deprives women of their rights and opportunities.[3]

Another aspect of women's political participation is seen in the prevailing practice where women become candidates for elective positions when their husbands' term of office ends. The unintended consequence of the term limits imposed by the 1987 Constitution is the expansion of political dynasties, where women become "bench warmers," usually for male husbands or relatives banned from running.

The party-list system has opened doors to women. In the 2010 election, of the 56 elected party-list representatives, one-fourth (14) were women.[4] Two of them came from a

[3] Mylene Hega, Secretary General of MAKALAYA (Women Workers Network) for the Friedrich-Ebert-Stiftung Philippine Office, March 2003 (see http://library.fes.de/pdffiles/bueros/philippinen/50067.pdf).

[4] See "Statistics on Women's Participation in Politics and Governance" on PCW website (www.pcw.gov.ph).

women's political organization, the Gabriela Women's Party (GWP), which also won in the 2004 and 2007 national elections. In the 2007 election, 6 of 21 party-list representatives were women (28.6 percent), up from 4 of 23 (17.4 percent) in the 2004 election.

Women's participation in decision making through local boards and other mechanisms reinforces gender stereotyping of roles, with women assigned to positions reflective of their nurturing and care-giving functions. Many women are elected to local school boards (47.5 percent) and local health boards (50.8 percent), while fewer are elected to local development councils (16.56 percent), local peace and order councils (30.68 percent), and local housing boards (31.37 percent).[5]

Lack of Electoral Mechanisms Guaranteeing Gender Balance in Political and Decision-making Positions

he lack of genuine political parties and the absence of a comprehensive law regulating their behavior have consequences for women's political participation. Under the present situation, there is no legal framework compelling parties to field a certain number of candidates. The electoral system does not also allow for reserved seats in Congress or local councils for woman politicians, which could have facilitated women's entry to the political field. Moreover, the absence of issue-oriented campaigns usually renders any discussion of women's issues less pronounced.

Insufficient Electoral Database

[5] Data from DILG GAD Bulletin, Vol. 7, No. 4, released on 28 March 2011.

While Comelec collects data on registered voters and voter turnout by sex, electoral data by sex, age, and other possible types of demographic information are still missing in its database to determine, for example, how women vote or if a women's vote could be established. There are also no available sex-disaggregated data on barangay officials, which could indicate electoral behavior (for instance, link between voters' preference and key demographics).

Gender-responsive Strategies

The following strategies are proposed to address the identified strategic gender issues:

Policy Development

- Push for the passage of an enabling law for women's local sectoral representation, pursuant to the Local Government Code of 1991.
- Push for the passage of the Gender Balance Bill.
- Promote legislation that encourages the formation of stable political parties and organizations that can open greater opportunities for women's increased political participation.

Advocacy

- Institutionalize a merit/award system for women in elective positions for exemplary performance in various areas of government.
- Set up support mechanisms for young women (e.g., day care centers and child-minding facilities and support groups), particularly for younger and grassroots-based women.

Monitoring

- Study ways to improve the electoral database at the local and national levels to evaluate the extent of women's participation in politics.
- Review existing laws and policies on women's participation in politics and recommend amendments to promote a more meaningful representation of women.

Capability Building

- Conduct voters' education training that highlights significant accomplishments of women in politics.
- Develop, organize, and strengthen women and women's groups to lead in transformative politics,[6] especially at the local and grassroots levels.
- Conduct capacity building for young women, IP women, etc. (mentoring, gender-responsive voters' education).

[6] Transformative politics guarantees equal rights and opportunities to every member of society for charting the course of development, always serving the common good as opposed to private ends (taken from the solidarity message of Chair Remedios Rikken during the 2012 General Assembly, Lady Municipal Mayors Association of the Philippines, Heritage Hotel, Pasay City, 8 November 2012).

Matrix of Issues, Strategies, Indicators, Targets, and Accountabilities

Strategic gender issues to be addressed

1. Lack of women's meaningful representation and participation in elective positions and other decision-making bodies
2. Lack of electoral mechanisms guaranteeing gender balance in political and decision-making positions
3. Insufficient electoral database

Gender equality outcome

Programs and projects implemented by concerned government agencies, LGUs, and partners increased women's participation in elective positions and in decision-making bodies, and provided support for women to engage in electoral politics.

PDP 2011–2016 outcomes

Sector: Good Governance and the Rule of Law

Sector Outcome 7a: Practice of effective and transparent governance

- Responsiveness of NGAs, GOCCs, and LGUs increased
- People's trust in government rebuilt
- Democratic institutions strengthened

Strategies	Indicators	Baseline Year	Baseline Value	Targets	IAs/OAs
Lack of women's meaningful representation and participation in elective positions and other decision-making bodies					
• Push for the passage of the Gender Balance Bill. • Push for the passage of an enabling law for women's local sectoral representation, pursuant to the 1991 LGC. • Develop, organize, and strengthen women and women's groups to lead in transformative politics, especially at the local and grassroots levels.	• Presence of an enabling law to promote women's increased political participation • Percent increase in the number of women in elective positions (national and local)	2010	National:[a] • 16.7% senators[b] • 22.5% representatives • 25% party-list representatives Local: • 21.4% governors • 19.3% city/ municipal mayors • 16.6% board members • 18.7% councilors	Gender Balance Bill filed in Congress 30% increase in the number of woman candidates fielded to elective positions 30% elected among woman candidates in national and local elections	Comelec, LGUs LMMAP, CPE, PILIPINA, WIN
	• Presence of an enabling law for the formation of political parties	2010	• 47.50% LSB • 50.80% Local Health Board 16.56% LDC • 30.68% LPOC • 31.37% Local Housing Board	At least 40% representation and participation of women in decision-making and policy-making bodies	
Lack of electoral mechanisms guaranteeing gender balance in political and decision-making positions					
• Promote legislation that encourages the formation of stable political parties and organizations. • Implement capacity development and other support mechanisms to promote women's increased participation in politics. • Conduct voters' education training that highlights significant accomplishments of women in politics.	• Presence of an enabling law • Presence of capability-building activities to strengthen women's participation in politics • Partnership with relevant award-giving bodies to recognize well-performing woman politicians			At least one legislation passed for the formation of political parties Increase in number of women trained in electoral politics	LGUs LMMAP, CPE, PILIPINA, WIN
Insufficient electoral database					
4. Study ways to improve the electoral database at the local and national levels in order to evaluate the extent of women's political participation.	• Presence of sex-disaggregated data on women's and men's political participation at the national and local levels			Use of updated sex-disaggregated database for analysis and formulation of policy on women's political participation	Comelec, LGUs

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CHAPTER 16

Culture, the Arts, and Popular Media

Culture, the arts, and popular media not only mirror societal perceptions of women, but also reify or constitute them. As such, they play a major role in either uplifting the status of women or in further putting them at the margins of society.

Media in the Philippines are considered among one of the freest media in the world. Some, however, disagree to this and characterize it as bordering on being one of the most licentious. Either way, media's portrayal of women generally continues to be discriminatory, demeaning, and derogatory. This is true especially in the mainstream media of print, broadcast, film, and visual arts as well as the emerging Internet-based media.

Recognizing this, Section J (Women and the Media) of the Beijing Platform for Action (BPfA), states that:

- Media has a potential to make a far greater contribution to women's advancement, given that advances in information technology have facilitated a global communications network that transcends national boundaries and has an impact on public policy, private attitudes, and behavior.
- Women's decision-making powers in media remain limited, and gender-based stereotyping (e.g., traditional roles of women and men) is perpetuated by the lack of gender sensitivity among the practitioners.
- Worldwide trend toward consumerism often presents women and girls as subjects of the male gaze.
- Governments and other stakeholders should formulate active and visible policies and programs to reverse the negative portrayals of women and girls.

The MCW mandates the nondiscriminatory and nonderogatory portrayal of women in media and film (Section 16). This law covers a wide range of stakeholders, such as those in the country's culture and arts machinery, popular media, and film, television, print, and Internet sites.

The MCW requires the government to formulate policies and programs for the advancement of women, in collaboration with government and nongovernment media-related organizations. It also directs government to raise the general public's consciousness of recognizing the dignity of women and the role and contribution of women to the family, community, and society through the strategic use of mass media. Government must ensure the allocation of space, airtime, and resources, and strengthen programming, production, and image-making that appropriately present women's needs, issues, and concerns in all forms of media, communication, information dissemination, and advertising.

Responding to the law, the PCW and the Presidential Communications Operations Office (PCOO) convened the Media and Gender Equality Committee (MGEC), composed of government media and arts institutions, together with self-regulatory bodies and woman NGOs in media. The GEC developed a set of guidelines called "Towards a Gender Fair Media," which contributes to the production of more gender-sensitive media content, and promotes empowerment and equality in media organizations. It consists of three documents: Code of Ethics for Media, Guidelines to Protect Women from Discrimination in Media and Film, and Gender Equality Guide to change the patriarchal practices in Philippine media. On 30 May 2013, the Office of the President issued a memorandum circular directing all concerned government agencies to adopt and implement the guidelines.

The MCW likewise requires all media organizations and corporations, in cooperation with all schools of journalism, information, and communication, as well as national media federations and associations, to address the biased portrayal of women in media and their unequal representation in decision making in media and arts organizations. They shall create and implement media guidelines and integrate the gender dimension in their management, training, production, information dissemination, communication, and programming.

Priority Gender Issues

The Women's EDGE Plan 2013–2016 seeks to address the persistent negative portrayal of women in popular media, especially in film, television, print, and Internet sites. Hence, it prioritizes the following strategic gender issues.

Women Being Stereotyped, Sexualized, and Victimized In Popular Media

Sexist and stereotypical images of women generally persist in Philippine media, specifically the long discredited notion of women as sex objects who exist to serve and please men. This portrayal is everywhere in popular media — from sleazy tabloids and "daring" movies to glossy magazines, even those that are purportedly for women. Sex sells, and this commercial cliché seems to hold truer for media.

Telenovelas (soap operas) and situation drama or comedy series continue to exacerbate women's stereotyped images as helpless and distressed and as sex objects, on the one hand, or scheming, materialistic, and power-driven women who fight for their men, on the other. In advertising, female images outnumber male images because the target market of consumer products consists of young women and mothers. These often glamorize western or Caucasian models — fair-skinned, sexy, smart, and skinny.

Another negative portrayal of women pertains to women as victims on account of their stereotyped helplessness and inferiority in society. Women are largely portrayed as exploited and abused, whether in scenes depicting domestic violence, trafficking, employment, or poverty, reinforcing the patriarchal perception that women are in constant need of rescue, preferably by men. When media perpetuate these stereotypes of sexualization and victimization, it influences norms and behaviors; and as art may imitate life, life can also imitate what is constantly portrayed on screen.

Women's Issues Both Marginalized and Sensationalized

Private media outlets and networks are still driven by profits. Admittedly, most women's issues or realistic images are simply not profitable enough. What news media consider as legitimate features also leave much to be desired when portraying the reality of women's lives. Their stories and voices are relegated to the sidelines instead of in the headlines, or in the inside pages rather than the front page. A case in point was made by Rina Jimenez-David, a columnist in a leading daily broadsheet, who observed that so much hue and cry were made when an idolized Filipino boxer lost a title fight, thanks to a split decision by the judges (Philippine Daily Inquirer, 25 June 2012). Much column inches and airtime were spent on heated commentaries about his defeat that "it gives the impression [that] a national disaster [has] occurred," she wrote. At about the same time, the 2011 NSO Family Health Survey noted an increase in the country's maternal mortality rate to 221 per 100,000 births in 2010, or an estimate of 12 mothers dying each day of pregnancy- and childbirth-related causes. Yet, this piece of tragic news was not met with the same amount of indignation as that boxing match, least of all in the media. "You wouldn't think this news

counted if you took note of the news agenda around the time the rise in maternal deaths was revealed," continued this woman columnist. "It seems as if the news has been met with a shrug and with hands thrown in the air."

In other cases, a sensational angle is added to make news reports on women's concerns more controversial. For instance, news stories on the need for a reproductive health (RH) law never fails to dwell on the conflict between RH bill advocates and those who are against it, especially the Catholic hierarchy. Very little in-depth stories have been done on how the lack of a national policy on RH has impacted the rise of unwanted pregnancies. There is also generally inadequate coverage of claims made by legislators about the harmful effects of contraceptives on women's health even as medical experts and practitioners have already made available to the public scientific and evidence-based information to the contrary. Whenever a story on the RH bill and its passage makes it to the media, more likely its tenor and gist is about the conflict surrounding it.

Limited Participation of Women in Decision-making toward Balanced Images of Women

There is irony in how women's stories are treated by news organizations and networks. Carlos H. Conde, a former international correspondent, cited the Center for Media Freedom and Responsibility (CMFR) as saying, "women occupy the top or key positions in most of the country's broadcast and print newsrooms" (New York Times, 16 May 2011). He further noted that "the country's top prize for investigative journalism, handed out by the Jaime V. Ongpin Awards for Excellence in Journalism, has gone to women in 15 of the past 21 years. More than 70 percent of enrollees in mass communications or journalism courses are women."

Despite this, the disconnect persists. The increasing numbers of women in key editorial and management positions in media organizations and networks and those outside the newsroom who write and report stories do not translate into balanced images of women nor do they effectively give voices and spaces for ordinary or marginalized women to present the reality of their lives.

Gender-responsive Strategies

To address the strategic gender issues efficiently for each of the rights-holders, strategic gender equality actions will be employed:

Advocacy

- Partner with private media networks/ institutions to enhance the gender sensitivity of practitioners in the media, culture, and the arts by advocating the use of the guidelines developed by the MGEC called "Towards a Gender-Fair Media."

Service Delivery

- Set up an enabling mechanism to facilitate the exchange of data, information, tools, etc., between media and government pertinent to GAD concerns.

- Include private media networks in the MGEC.

Monitoring

- Conduct content analysis or research on the portrayals of women in media and the arts.

- Generate baseline data on women and girls in media — film, television, print, the arts, and the web. Harness culture and arts institutions such as the UP Film Center, Cultural Center of the Philippines, and the Philippine Educational Theater Association to present and undertake art programs activities and other art forms that promote significant societal roles of women and advocate the importance of women being in decision-making positions.

- Review the curriculum and syllabus of schools granting communication degrees with the goal of making them gender-sensitive and inculcating gender responsiveness in young people who are expected to be the future media and arts practitioners.

Matrix of Issues, Strategies, Indicators, Targets, and Accountabilities

Strategic gender issues to be addressed

1. Women being stereotyped, sexualized, and victimized in popular media
2. Women's issues being both marginalized and sensationalized
3. Limited participation of women in decision-making toward balanced images of women

Gender equality outcome

Programs and projects implemented by concerned national government agencies, media, and culture and arts institutions addressed the stereotyped portrayal of women and girls as sexual objects and victims, and increased women's participation in decision-making toward balanced images of women.

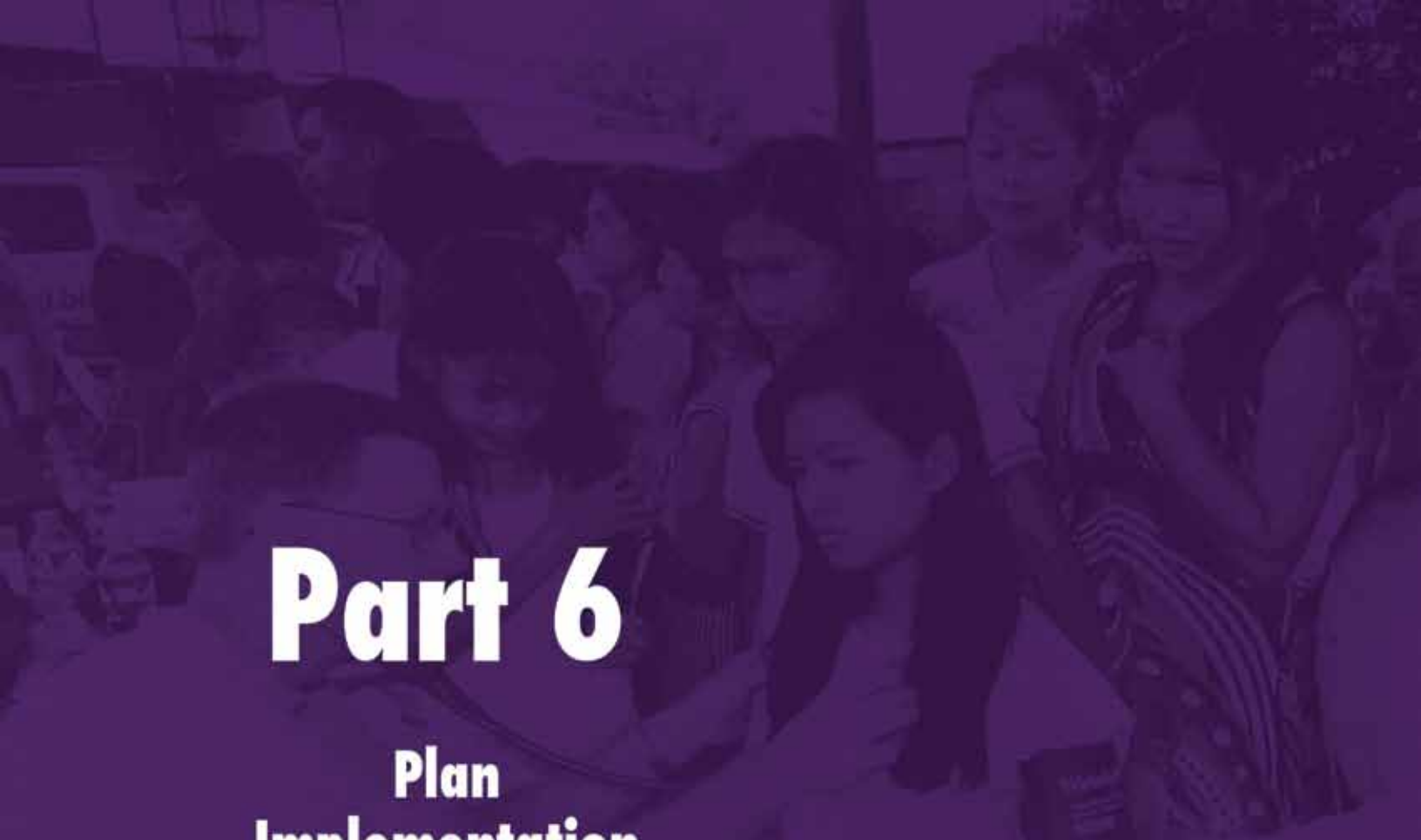
PDP 2011–2016 outcomes

Sector Outcome: Human development status improved
Subsector Outcome: Improved access to quality education, training, and culture

Strategies	Indicators	Baseline		Targets	IAs/OAs
		Year	Value		
• *Women being stereotyped, sexualized, and victimized in popular media* • *Limited participation of women in decision-making toward balanced images of women*					
• Promote the adoption and implementation of MGEC guides for government and private media institutions. • Set up a monitoring system for compliance with the MGEC code and guides. • Establish a formal partnership with mainstream media, through a memorandum of understanding with private media owners, to develop norms, standards, and guides and to train their media practitioners in these.	• Media owners and practitioners (government and private) and cultural development workers and artists as advocates of gender equality and women's rights — MGEC code and guides adopted by both government and private media — Monitoring system (such as GAD Focal Point System) and internal mechanism and indicators for the implementation of gender-fair guides installed in private media			Functional monitoring mechanism for MGEC code and guides in place 1 MGEC code	• PCW, PCOO and its attached agencies, NTC, MTRCB, FAP, FDCP, OMB, NCCA • Other regulatory bodies • Private media networks and organizations • Leader-advocates among consumers, media users, and media practitioners
• Confer awards and incentives to compliant (with MGEC code and guides) radio/TV program/advertisement, news story, film, and media practitioner.	• Print and airtime space for programs that promote women's rights and empowerment in government media			Media awards committee composed of government and private media established by end of 2014 Most Gender-Sensitive Awards for print, film, and broadcast conferred in 2016	
• Advocate the review of existing film classification ratings as to their gender responsiveness. • Use social media in advocating gender equality and giving feedback to media outlets and personnel.	• Film classification rating revised and infused with gender-sensitivity components			MTRCB ratings reviewed (gender review)	

Strategies	Indicators	Baseline		Targets	IAs/OAs
		Year	Value		
• Provide financial grants and technical assistance to art production proposals that tackle gender issues.	• No. of productions that promote women's rights and empowerment				
• *Women's issues being both marginalized and sensationalized*					
• Advocate the integration of GAD concepts in all instructional materials, syllabi, and curricula. • Encourage and support research on gender issues in media needing attention and action. • Conduct capacity development for educators, evaluators, and writers of curricula and instructional materials on gender sensitivity, peace, human rights education, and use of gender-fair language. • Form linkages with book-publishing companies or organizations and their authors. • Capacity development for students, as future media practitioners, on critical media literacy to enable them to "read" media content with a gender lens. • Enhance community awareness of women's rights and gender issues through theater and media literacy programs. • Establish media watchdog groups to raise citizens' awareness of how the media covers different issues.	• Integration of gender-fair and sensitive portrayal of norms, standards, and practices in the curricula of mass communication schools. – No. of mass communication schools that integrate gender-fair and sensitive portrayal of norms, standards, and practices in their curricula – No. of student and faculty research papers and advocacy materials on woman portrayals in media – Presence of gender-responsive instruments for the evaluation of instructional materials and curricula established and adopted by schools, publishing houses, etc. – No. of advocacy campaigns on GAD and women's empowerment in schools offering mass communication and related courses				

Strategies	Indicators	Baseline		Targets	IAs/OAs
		Year	Value		
• Enforce and monitor compliance of media network with the relevant policies/laws and MGEC guides. • Establish a Grievance CODI, in adherence to anti-sexual harassment and other anti-VAWC laws, and to hear gender issues	• Media networks/ organizations (government and private) adopting gender equality policies and practicing gender fairness among their members, personnel, and trainees. — No. of media networks that promote gender-fair human resource policies — No. of media networks/organizations with policies and guidelines, as well as functional mechanisms, to prevent sexual harassment, VAWC, and other gender issues in the workplace				DOLE, CSC, CHR, PCW, media networks/organizations



Part 6

Plan Implementation and Monitoring

CHAPTER 17

Oversight of Implementation, Monitoring, and Evaluation

This chapter discusses the overall strategy for implementing the Women's EDGE Plan 2013– 2016 and monitoring its implementation. As a means for operationalizing the MCW, the Women's EDGE Plan will be implemented according to the law. This means that, as duty-bearers, the oversight agencies, NGAs, and all other government instrumentalities, including GOCCs and LGUs will carry out their mandated responsibilities under the Plan.

As the Women's EDGE Plan is a human-rights-based plan, the claim-holders are the individual women, women in CSOs, and women in all sectors in communities. As claimants, they need to commit to monitoring Plan implementation to ensure that government is fulfilling its obligations thereunder. An important prerequisite to this is the claim-holders' awareness of their rights and their capacity to claim these as well as exercise their responsibilities.

The implementation of the Women's EDGE Plan is closely tied to the implementation of agency sectoral plans and the Philippine Development Pan. Therefore, it will follow existing planning and implementation structures of government, particularly in terms of the GAD planning and budgeting process.

Gender Mainstreaming as a Strategy for Plan Formulation and Implementation

Gender mainstreaming is the process of analyzing the impact of programs and policies on women and men and of designing gender equality actions to address their different roles, needs, conditions, and development opportunities within agency policies, plans, and programs. The Plan formulation process started with a gender analysis to surface the priority gender issues in each area or chapter of the Plan, followed by a review of existing policies, plans, and programs, and the formulation of proposals for gender equality actions intended to respond to the issues. Each chapter of the Plan includes a summary of gender issues in each sector or chapter and a matrix showing the gender equality outcomes, indicators, programs, strategies, and targets.

ese elements of the Women's EDGE Plan, particularly the gender equality actions, will be implemented through the annual GAD planning and budgeting process. Agencies and LGUs will be expected to refer to the relevant chapters of the Plan and propose specific activities responsive to the gender issues identified. Gender equality actions will be budgeted for the year, which will then constitute the agency's GAD budget. In reviewing and endorsing agency GAD plans and budgets, PCW will use the Women's EDGE Plan as an important reference.

To realize gender mainstreaming meaningfully and effectively, agencies and LGUs must attain competencies for GAD issues. They also need to utilize gender-based mechanisms and tools to support the process, such as the ones described below.

Build Competency for Gender Analysis and the Application of Gender Analysis Tools in Program, Project, and Policy Development

This is particularly important for GAD Focal Points and those directly involved in planning, programming, project development, budgeting, and project implementation and monitoring. Top-level people also need to be briefed on the rationale and legal basis for gender-responsive development planning and resource allocation. Other stakeholders, particularly women and men, need to be enlightened on their rights to enable them to claim these rights.

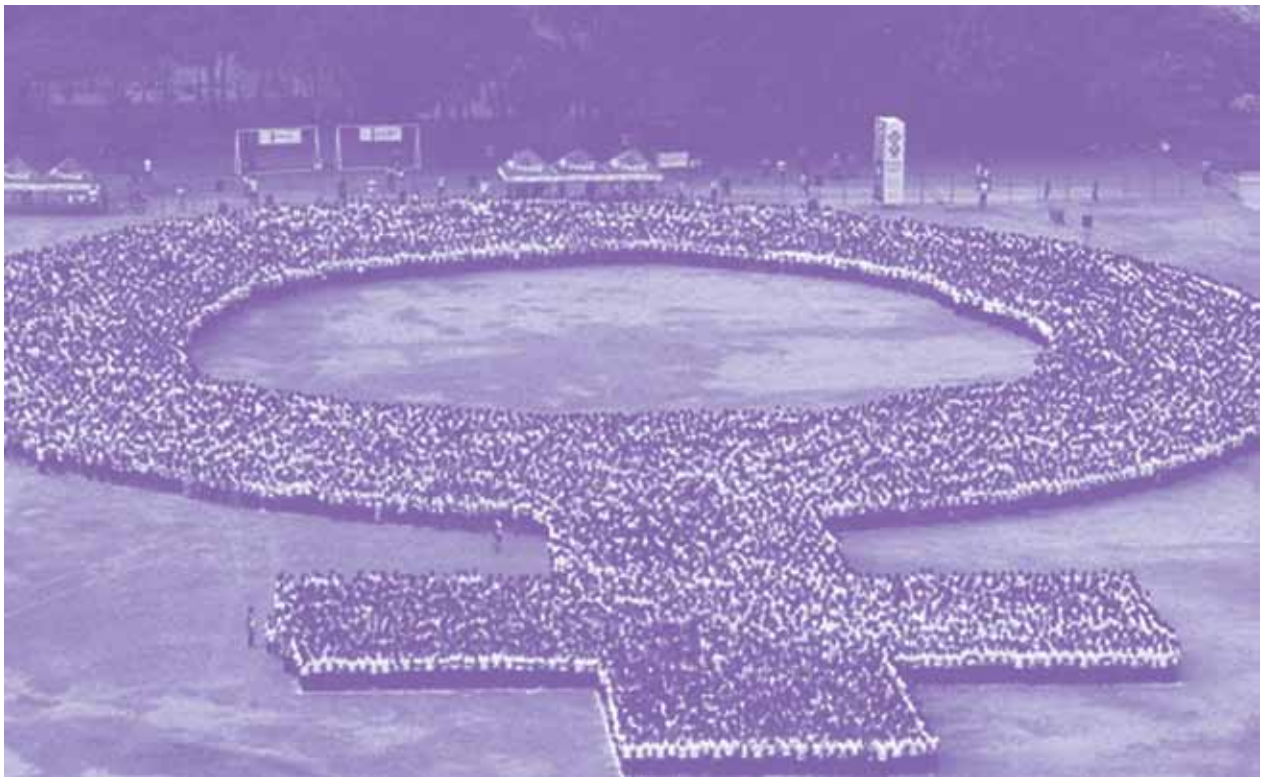
Agencies are encouraged to include measures for building gender competencies in their annual plans and programs, particularly in their GAD plans and budgets. Skills in gender analysis and the application of gender analysis tools, as well as the formulation of gender-responsive plans and budgets, are essential requirements for gender mainstreaming. Equally important is the capacity to integrate the gender dimension in monitoring and evaluation and to analyze results based on sex-disaggregated data and indicators.

Providers of training and technical assistance are increasingly becoming more available at the national and local levels. At the national level, PCW has developed a number of modules, in cooperation with line agencies, the academe, and some NGOs. GAD courses are offered in a number of universities and colleges, such as the University of the Philippines Center for Women's Studies (UCWS) and Miriam College's Women and Gender Institute (WAGI), and government training institutions, such as the Civil Service Institute. In addition, there are available gender trainers from NGAs and consultants from the academe and NGOs who are at the same time sectoral experts in, for example, the environment, science and technology, trade and industry, and so forth.

At the local level, LGUs and subnational agencies can approach gender resource centers and trained LGU providers of gender training. PCW is putting together a database of individual experts and consultants that may be tapped for national and local training needs.

Create, Strengthen (Capacitate), and Operationalize GAD Focal Points to Spearhead Gender Mainstreaming

According to the MCW, GAD Focal Points are responsible for catalyzing and accelerating gender mainstreaming. They are expected to ensure and sustain government's critical consciousness of and support for women and gender issues. Accordingly,



GAD Focal Points are expected to lead direction setting, advocacy, planning, monitoring and evaluation, and technical advisory on mainstreaming GAD perspectives in the agency or LGU programs, projects, activities, and processes. They also need to ensure the implementation of relevant provisions of the Plan.

To enable GAD Focal Points to perform their functions, the law requires the issuance of an official mandate for leaders and members, detailing their responsibilities. Moreover, they are required to undergo the recommended capacity development programs on GAD.

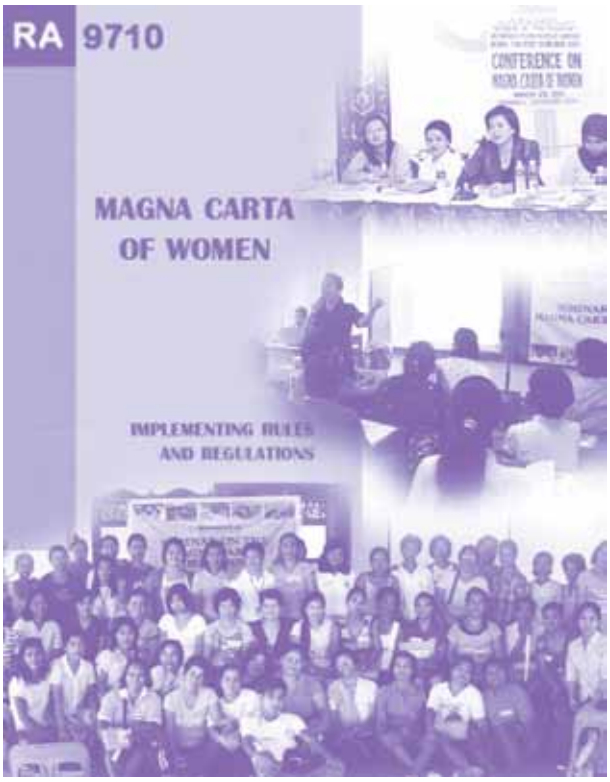
Conduct Annual GAD Planning and Budgeting

All agencies are required to prepare a GAD plan and budget as part of their annual budget proposal, with the guidance of the Women's EDGE Plan. Agencies will base their proposed activities on the relevant chapters of the Plan and estimate the required budget for each that will be charged to their GAD allocation.

Beginning 2014, the preparation of annual GAD plans and budgets will be guided by Joint Circular 2012-01 issued by DBM, PCW, and NEDA (downloadable from the PCW website). GAD Focal Points shall prepare the annual GAD plan and budget in a participatory process, involving representatives from different offices within an agency.

A new provision of the joint circular allows agencies to attribute to the GAD budget a portion or whole of the budget for their major programs. Attribution aims to influence the rest of the agency budget and facilitate the integration of the gender perspective in all agency programs.

In addition to the annual GAD plan and budget, government agencies are required to integrate



the gender dimension in their policies as well as in their term plans and other corporate plans. For local governments, this entails a gender-responsive formulation of their comprehensive development plan, comprehensive land use plan, executive legislative agenda, and annual investment plan. The LGU annual GAD plan and budget must be based on these longer-term plans and be incorporated in the annual investment plan to ensure resources are allocated and the programs are implemented and monitored.

Build Partnerships and Networks for a More Comprehensive Service Delivery to Address Gender Issues

Convergence is an important development strategy to maximize use of resources and the concomitant impact of development programs. The coming together of government at the national and local levels with CSOs, NGOs, and ODA partners along the same objectives engenders a participatory process of planning and implementing interventions to address the gender issues identified in the Plan. This also opens doors to women from various sectors to take part in every step of the process. Convergence is routinely manifested through interagency committees, the creation of local special bodies, and similar groupings for specific programs and causes. It is supported by the recommended composition of the GAD Focal Point System within an agency.

Make Available Sex-Disaggregated Data and Indicators as Basis for Planning, Monitoring, and Evaluation of Progress of Gender Mainstreaming

In the formulation of the Women's EDGE Plan, the availability of sex-disaggregated data and indicators proved to be most challenging. Gender analysis is best served by a body of sex-disaggregated or gender-related information to surface the gender-differentiated status of men and women and the differential impact of programs and projects on them. Thus, to facilitate monitoring, the Plan matrix includes performance indicators and targets that agencies are expected to consider in their annual planning and budgeting and, most importantly, in reporting the implementation results.

The Plan Matrix as a Reference in GAD Planning and Budgeting

As mentioned earlier, each chapter of the Plan comes with a matrix of gender issues,

gender equality outcomes, strategies, indicators, targets, and responsibilities for implementation. In preparing their annual GAD plan and budget, particularly in identifying activities and targets, agencies and LGUs are encouraged to use the matrix as a reference.

Budgeting and Allocation of Resources for Plan Implementation

The budget for Plan implementation will come from the following sources:

1. GAD budget from the General Appropriations Act (GAA) budget of government agencies and LGUs, which is equivalent to at least 5 percent of their total appropriations. The budget shall be annually determined through the preparation of the annual GAD plan and budget of agencies. This will include the budget for major programs integrating the Women's EDGE Plan provisions (attributed budget), which shall be computed following the revised GAD planning and budgeting guidelines of 2012.

2. Corporate operating budget (COB) of GOCCs, which shall also be at least 5 percent. In addition, GOCCs may integrate the Women's EDGE Plan provisions in their corporate social responsibility (CSR) programs, budgets, and expenditures, which may also be charged to their GAD budget. As in other government agencies, GOCCs shall prepare their annual GAD plans and budgets for review and endorsement by PCW.

3. ODA funds per the provision of the Women in Development and Nation Building Act (RA 7192), as reiterated in the Magna Carta of Women. The law requires that 5 percent to 30 percent of ODA received by government agencies shall be allocated for gender-responsive programs to complement the government GAD funds.

PCW shall include in its GAD budget report an estimate of the annual budget and expenditures allocated for the implementation of the Women's EDGE Plan.

Monitoring and Evaluation of Progress

The MCW states:

> [as the law is a] comprehensive compilation of the duties of the State to the women of the country, all agencies and LGUs shall conduct their own monitoring of the effectiveness of their programs. NGAs and other government instrumentalities shall submit to the PCW their progress report on the implementation of the Act within January of every year. Likewise, the LGUs shall submit to DILG a progress report on the implementation of the Act within January of every year. The DILG shall consolidate and submit the LGU reports to PCW within March of every year. The agencies and LGUs are encouraged to gather reports on the implementation of the Act from CSOs and the private sector. (MCW IRR, Section 41.B)

As an operationalization of the MCW, the Women's EDGE Plan shall be monitored in accordance with the law. GAD Focal Points

in government must ensure that programs or activities in their annual GAD plans address the relevant provisions of the Plan. They must also incorporate in their annual GAD accomplishment reports the extent to which such programs or activities are implemented and the corresponding resources expended.

Consistent with its role under the MCW, PCW shall consolidate government reports and prepare an assessment report for submission to Congress and to the President. The report will highlight the results of Plan implementation and its impact on the status of women.

As an oversight agency tasked to review and endorse agency GAD plans and budgets, PCW shall base its review on the provisions of the Women's EDGE Plan and the extent to which agencies have implemented the relevant provisions according to their mandate.

Use of Indicators and Gender-related Statistics and Information

One of the main difficulties in formulating the Women's EDGE Plan, particularly in analyzing data and setting the baselines and targets, is the general lack of sex-disaggregated data, particularly those that result from the implementation of government policies, plans, and programs. The Plan therefore strongly recommends that government agencies generate sex-disaggregated data from the regular surveys and censuses as well as their administrative and technical programs.

In monitoring Plan implementation, PCW shall make use of the indicators formulated for the MCW, consisting of two types: gender mainstreaming (GM) indicators and women's empowerment indicators. GM indicators are derived from the "institutional mechanism" provisions of the MCW that deal with measures to support gender mainstreaming in agencies. Such measures include the establishment of GAD Focal Point Systems, conduct of GAD planning and budgeting, competency building on GAD, and integration of gender in development policies, plans, and programs. Women's empowerment indicators reflect the substantive or sectoral provisions of the Plan that are addressed to specific agencies, LGUs, and other government instrumentalities.

Gender-related information and statistics to be used in monitoring and assessing the results of implementation shall be gleaned from the reports of agencies and LGUs. To complement the analysis of the Plan's impact, national data and information on the situation of women shall be culled from NSCB, NSO, DOLE-BLES, DA-BAS, and other data-producing government institutions, as well as other secondary sources, such as relevant national surveys and research studies.

Roles of Oversight Agencies

As a rights-based and results-focused plan, the Women's EDGE Plan must define the roles and accountabilities of key stakeholders. The MCW emphasizes the strategic role of oversight agencies in Plan implementation, as well as the role of national and local government agencies in implementing the sectoral provisions. They

are expected to play a similar catalytic role in relation to the compliance of other agencies and LGUs under their jurisdiction.

Philippine Commission on Women

As the national machinery on women, PCW is primarily a policy-advisory, coordinating, and monitoring body on women and development concerns. It is tasked to monitor and assess the implementation of related laws, including the term plans on women, as well as international covenants, such as CEDAW, and ensure that these are integrated in government policies, plans, and programs. PCW is the national focal point for international and regional cooperation related to GAD and the protection and fulfillment of women's human rights.

Section 39 of the MCW mandates PCW to ensure the implementation of the law. As such, it shall direct government to report on its implementation and, accordingly, shall report to the President and to Cabinet. PCW is likewise tasked to lead in ensuring the gender competencies are provided for government to implement the law.

One of PCW's responsibilities under the MCW is the review and endorsement of agency GAD plans and budgets. PCW shall thus ensure that activities in the annual GAD plans of agencies are based on the Women's EDGE Plan and that they submit the required GAD accomplishment reports, in order to track progress of implementation.

National Economic and Development Authority

Under the MCW, NEDA is tasked to ensure the Philippine Development Plan and the Public Investment Program are gender-responsive. The present PDP (2010–2016) includes gender-responsive provisions that form the basis of relevant sectoral objectives and the programs, activities, and projects of the Women's EDGE Plan. In monitoring and reporting on the implementation of the PDP, NEDA is expected to consider the extent to which these gender-responsive provisions are implemented, as well as the extent of allocation of 5–30 percent of ODA for the implementation of gender-responsive programs.

Together with PCW, NEDA is tasked to support capacity development of agencies on gender analysis, particularly the application of gender analysis tools, to enable agencies to mainstream gender in their programs and projects.

Department of Budget and Management

DBM plays an important role in the implementation of the GAD planning and budgeting policy by making sure the agencies comply with the mandatory 5 percent GAD budget. Under the MCW and the revised GAD planning and budgeting guidelines, DBM is expected to ensure the following:

- All agencies adopt a performance-based budgeting and a gender-responsive Organizational Performance Indicator Framework (OPIF) with Major Final Outputs (MFOs), performance indicators, and targets.

- Agencies submit their annual GAD plans and budgets as incorporated in their agency budget proposals, as well as their GAD accomplishment reports.

- With PCW, develop a tool for determining the extent of implementation of the GAD plan and budget in the conduct of the Agency Performance Review.

Commission on Audit

The law provides that COA shall conduct an annual audit of GAD funds of all government agencies, offices, bureaus, SUCs, GOCCS, LGUs, and other government instrumentalities. Along this end, it is expected to issue guidelines for the audit of GAD funds and to capacitate their auditors on GAD and thereby support a more thorough and more meaningful audit and assessment of both GAD fund utilization and the results of GAD activities.

Department of Interior and Local Government

DILG exercises administrative supervision over LGUs, part of which is the review of their GAD plans, programs, and budgets. It shall facilitate the dissemination of information relative to the Women's EDGE Plan and the provision of technical assistance to LGUs in formulating their annual GAD plans and budgets to support Plan implementation and monitoring of the same. The MCW mandates LGUs to submit to DILG a progress report on the implementation of the law every January. In turn, DILG will consolidate and submit a report to PCW every March. This provision of the law will be followed in the Plan's implementation and reporting of results.

Civil Service Commission

The responsibilities of CSC under the MCW lie along three main areas:

1. Appointment of qualified women to third-level positions and positions that involve addressing of VAW, such as the police force and forensics, medical, legal and judicial, and social work services, until a 50–50 ratio distribution is attained.

2. Participation in the design of training modules for relevant government agencies involved in the protection and defense of woman victims of gender-based violence.

3. Issuance of directives that consider the roles and responsibilities of woman workers in the bureaucracy.

To support capacity building on gender, CSC conducts gender training for NGAs, including GOCCs and LGUs. It also issues guidelines and policies that address gender issues in the bureaucracy, including those on:

- leave benefits for victims of violence, those suffering from gynecologic and related illnesses, and solo parents, as well as flexi-time that favors workers with family responsibilities;

- setting up of Committees on Decorum and Investigation (CODIs) to handle sexual harassment cases; and

- succession and merit and selection policies to give woman employees equal opportunities for appointment and promotion to third-level positions in government.

Commission on Human Rights

Designated by the MCW as the Gender Ombud, CHR is tasked to advocate the promotion and protection of women's human rights, strengthen its human rights education program, investigate violations, monitor compliance, and recommend measures to concerned government agencies for its effective implementation. As PCW's partner in monitoring compliance with the law, it is expected to establish guidelines and mechanisms that will facilitate women's access to legal remedies and assist in the filing of cases against individuals, agencies, and institutions that violate the law. CHR is also responsible for recommending sanctions for violations or noncompliance to CSC, DILG, Sandiganbayan, Ombudsman, and other pertinent offices.

Congress

The Senate and the House of Representatives, with their power of the purse and oversight, are vital agencies that can ensure the effective implementation of the Plan. As institutions from which gender-friendly laws emanate, they are in charge of monitoring their implementation and seeing to it that these are properly enforced.

Moreover, congressional budget hearings provide the space where both duty-bearers and claim-holders can advocate the increase in budgetary priorities for specific gender equality goals. The Senate and House Committees on Women and Family Relations are likewise venues for formulating policies within the Plan that need legislation.

Other National Government Agencies

All other government agencies and instrumentalities, including GOCCs and SUCs, are expected to implement the Women's EDGE Plan primarily through the GAD planning and budgeting process and through their regular planning and programming and budgeting.

Statistical agencies, such as the National Statistics Office and the National Statistical Coordination Board, shall support Plan implementation and monitoring by providing sex-based data and information or facilitating access to it. NSCB shall encourage sex-based generation and processing of administrative data on agency programs and services as inputs to monitoring and reporting.

Role of Local Government Units

As the front-liners in service delivery, LGUs play the most important role in ensuring the provisions of the Plan reach the women in the communities. They are expected to contribute to Plan implementation by integrating its provisions in their annual GAD plans and budgets and in their annual investment plans. The MCW also requires LGUs to integrate the gender perspective in their comprehensive development plan, comprehensive land use plan, and executive–legislative agenda. These plans are the basis for the formulation of the annual investment plans, which in turn determines resource allocation.