GENDER MAINSTREAMING IN UNDP PHILIPPINES

2005

PHILIPPINES Draft Mission Report

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We owe special thanks to the Philippines Country Office, especially to Jeniffer Navarro who has made the mission work smoothly. Angela Rossini C. Ison has contributed significantly with her assistance to the consultants.
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1. INTRODUCTION

This report is written to be a base document to the Gender Mainstreaming evaluation undertaken by the Evaluation Office of UNDP. The report on Philippines will be one of the fourteen case studies conducted by seven independent experts. Other than the case studies, there is a survey of 166 country offices, as well as interviews conducted at HQ and Regional offices. The final report will also undertake a review of the relevant documents.

Philippines country office study was conducted between 4-8 April 2005, by Ayşe Ayata as the International Consultant and Annie Serrano as the national consultant and Fadzai Gwaradzimba as the EO representative. The basic methodology had been developed jointly by the team of consultants is the meeting in NY on 31st of January to 3rd February 2005. This methodology involves:

1) A background paper that is prepared by the national consultant that describes the political, cultural, social and economic context of the country as well as the gender equity policies. Within this background paper a basic description of UNDP country office programmes/projects and documents (1995-2005) are given and a brief analysis of the gender aspects of these projects are conducted. In case of Philippines this paper was written by Annie Serrano. This report draws heavily from her findings.

2) The country office as well as the regional centers and Headquarters provided numerous documents some of which were put into specially designed website. The team made a careful review and study of these documents.

3) There were a number of interviews, focus groups and discussions with a wide range of stake holders. They included not only UNDP country staff but also members of civil society (NGO's, academic) government counterparts (The National Machinery, other officials, as well as politicians), representatives of other donor agencies, as well as members of women’s movement. The schedule of these meetings as well as list of the interviewees can be found in the annex.
4) A field trip to Mindenao carefully considered, however, the time restrained lead us to invite the Mindenao NGO and beneficiaries to Manila where we had a long discussion of their projects.

5) A small questionnaire was given to Human Resource officer, where factual data on employees and employment polices were asked.

The present report has been drafted by international consultant, however it was written in discussion with the National Consultant.

2. OVERALL CONTEXT OF THE UNDP IN PHILIPPINES

A. State of economic and social development, including human development

The 2003 UNDP Human Development Report says the Philippines now ranks as the 14th most populated country in the world, with an estimated 77.2 million people in 2001. As per the 2000 Census of Population and Housing (CPH) of the National Statistics Office (NSO), there were slightly more men (38,524,267 or 50.4%) than women (37,979,810 or 49.6%).

Though Filipino women constitute nearly half of the population, their potentials are under-utilised and are more destitute in comparison to men. The World Bank (WB) Gender Review of Portfolios (2003) claimed, “Majority of Filipino women continue to live in dire poverty due social inequality, poor performance of the Philippine economy, and gender discrimination.”

GDP per capita (with PPP) stood at US$4,170 in 2002. The Gini index is 46.1 in 2000. Based on UNDP HDR statistics, the proportion of the population living below the national poverty line stood at 36.8 percent (1990-2001).

Poverty in the rural areas, especially by rural women is an area of important concern. The latest CEDAW report described ‘Poor health, landlessness, school
dropouts, and high incidence of child labour as few manifestations of rural poverty.‘

a. Human Development Index, Gender Development Index and Gender Equality Measure

The NCRFW reported, ‘the country’s overall HDI achievements have been fair. It has consistently risen over the past 25 years or so, however, the rate of improvement has been so slow relative to many countries. While rated as medium human development country, the Philippines consistently ranked low. It was reported that the country was 67th out of 140 countries in 1995, it is in rank 83 in 2002.

In the gender dimension, the Gender Development Index (GDI) in the Philippines has slightly improved from 0.748 to 0.751, from 2001 to 2002.

In terms of the Gender Empowerment Measure (GEM) the country has slightly improved from 0.539 to 0.542, but its ranking went down from 35 to 37. Filipino women have a higher educational attainment than Filipino men. These differences notwithstanding, particularly in economic and political participation, women earn much less compared to men and the proportion of women elected into public office, particularly in the Legislature, is low.

Figure 12-4 GDI and GEM for Selected Asian Countries (Year 2002)

Sources: 2003 and 2004 UNDP Human Development Reports

Comparing men and women in the country, the MT-PDP, 2005-2009, stated:

However, given the wide inequality of incomes between gender as shown in the UN’s GDI (59:100 is the ratio of estimated female earned income to male earned income), it could be inferred that women are poorer than men, which has led to the statements that “poverty has taken on a woman’s face” or that there is a “feminization of poverty.” Efforts to have sex-disaggregated data collected and analyzed must be intensified to examine the different roles and positions of women and men. Since women are the majority target of microfinance initiatives, programs should aim not just to reduce income poverty, but to empower women as well. Women’s active participation in decision making ensures that programs are sensitive to women’s specific needs and roles especially as wives and mothers, that they exercise control over their microenterprises and also benefit personally from them.\(^3\)

b. Education

With regard to education, ‘compared to other Third World countries, the Philippines ranks very high in terms of literacy and other educational indicators. No marked differences exist in the educational status of Filipino women and men. The issue, however, is the gender tracking of fields of study and specialization and its onward translation into the world of work where men generally occupy the highest

\(^3\) Government of the Philippines, Medium-Term Philippine Development Plan, 2005-2009, page 150.
occupational ranks and the highest paying positions.\textsuperscript{4} Some of the important issues on education\textsuperscript{5} are detailed below:

(a) Access to education. The Philippine Constitutions enshrines the right of the child, boy and girl, to basic education, and mandates the State to provided free education to all. However, gender biases differ among cultural groups. For instance, Lumads (indigenous people) and Muslims groups tend to favor sending or keeping their sons in school while keeping their daughters at home.

(b) The college enrolment rate during the SY 2000-01 showed that there were more female enrolees in the higher education with 55.5%, while 44.5% only for male enrolees.

(c) Specifically, women outnumbered men in Trade, Craft and Industrial (83.6%), Service Trades (76.2%), and Mass Communication and Documentation (69.4%) courses, but were a minority in Religion (11.9%), Engineering (22.2%), and Architecture and Town Planning (26.2%) courses.

\textbf{c. Governance and Politics}


Filipino women have higher voter turn out rate than men and 85 % female and 76.7 % male turned out in 2001 elections but still continue to have little participation in politics and governance. Despite high turn outs, Filipino women have dismal participation as decision makers in the public sector. In 2004, the average proportion of women in key elected posts is no more than 17%. In fact, the dismal performance of women in the 2004 elections registered a sharp drop after an increasing trend beginning 1995.

The participation of women in the judiciary is also dismal. In 1996, only 15.4% of the total incumbent judges were women, to 23.4 % in 2002. Sharia courts

\textsuperscript{4} Ibid.
\textsuperscript{5} The succeeding data on education heavily alluded to the Combined 5\textsuperscript{th} and 6\textsuperscript{th} Progress Report on the Implementation of the UN Convention on the Elimination of All Forms of Discrimination Against Women and NCRPW Facts and Figures.
for Muslim law have remained all male, except in 1996 when there was 1 woman judge in the Shari’a Circuit Court.

Women make up the majority of he bureaucracy, accounting for 53% of the total 1.45 million government personnel but they are likely to be clerk or manager/executives.

A women’s rights organization has secured partly fast representation in Congress. Moreover, of the total 24 elected party-list representatives from 16 parties/organizations, 4 are women.

d. Culture, gender norms and relations

Gender is an important social exclusion principle, resulting in gender-based discrimination. Cultural traditions differ among ethnic religious groups. These are manifested in the following:

(a) In most places in the country, the responsibility of managing or running homes and responding to family needs rests with women. Low wages and high costs of living have pushed many couples to work, with their earnings supplemented by whatever their children can earn. In some Muslim groups, women mobility outside the home is constrained, thereby limiting their access to gainful occupation, including trade.

(b) In Philippines as a largely Catholic country, artificial contraception as family planning method is a debatable issue. Family planning programmes have generally focused on women’s fertility although decision on contraception often rest on the male spouse. In recent years, the government has adopted the Catholic’s church line, by promoting responsible parent hood, and natural family planning, adversely affecting and retarding the country’s family planning programme.

(c) Property rights. While Philippine laws support gender equality in property rights, in practice, men are considered to be the major property owners. There is some evidence that propertied parents leave land to sons but ensures the future of their daughters by investing in education. Although women are allowed by the law
to enter into contract without their spouses’ signed agreement, many financial institutions continue to require the male partners’ signature on contracts.

**B. The legal, policy and institutional framework**

The environment for realizing gender equality and gender mainstreaming in the country has two faces.

On one hand, the country has a core set of laws that promote and protect the rights of women, based on a Constitutional guarantee of fundamental equality between men and women before the law. It also has a well-developed set of policies requiring the implementation of the gender mainstreaming approach in all government plans, programs and activities, and the allocation of at least 5 percent of the annual budget of government agencies to Gender and Development activities. There are highly placed women officials in government, all the way up to the Presidency, while the private sector and civil society also boasts of women in managerial and top positions. Across the board, including the academe, highly educated women hold at least 50 percent of the middle level and technical positions.

The high visibility of successful Filipino women coupled with the systemic and covert nature of gender inequality and discrimination make advocacy for gender mainstreaming and women’s human rights a tricky business in the country. Government officials and legislators, including women many of whom come from the upper middle class, disavow the existence of gender discrimination and cite their personal successes as proof. On the other hand, government bureaucrats and extension workers claim that much of the services of government, in education, health and microfinance are enjoyed by women more than men.

A vibrant women’s movement exists and it is a strong constituency for gender related policies. Thousands of women’s organizations are dispersed across the country. They conduct their brand of gender related advocacy and actions based on their particular analysis of gender inequality or women’s marginalization and their vision of the future.

The women’s movement finds a formal link to government policy making through the National Commission on the Role of Filipino Women (NCRFW), which is the government agency responsible for policy advice on matters relating to women.
Purported as the oldest such office in the world, it was organized in 1975 in line with the UN declaration of the same year as the International Year for Women. It focused its first decade of operations to the massive organizing of women across the country and the provision of livelihood assistance. Later with a radically new direction, it concentrated on influencing public policy and programs, and towards this end embarked on massive gender sensitizing of the civil service. This practice was institutionalized when an Executive Order was issued strengthening NCRFW. The Board of Commissioners was expanded to 24, with half of them the heads of key departments of government (or Cabinet members) and the other half representatives of counterpart sectors of women like workers, farmers, urban poor, indigenous peoples, youth, academe, business, media, etc. NCRFW is internationally renowned in terms of its ground breaking work in gender mainstreaming and in capacity building of the public sector.

The equally vibrant civil society is a player in the politics and policies of the nation. There is an enlarging spaces for civil society representation and participation in decision-making and governance, from the local to the national level. For example the National Anti-Poverty Commission (NAPC), which is the chief policy making and coordinating body for the country’s anti-poverty programme, has civil society representatives including women sitting alongside members of Cabinet in the Council that is presided over by the President herself.

a. Laws and policies on gender equality

The 1987 Philippine Constitution provides, “The State recognizes the role of women in nation-building, and shall ensure the fundamental equality before the law of women and men.” (Article II,) This served as the foundation for the passing of a number of laws to ensure gender equality and the elimination of discrimination against women. Among these are laws penalizing certain acts of gender violence. These are the Anti-Sexual Harassment Act (RA 7877), the Anti-trafficking in Persons Act (RA9208), the Anti-Violence Against Women and their Children Act (RA9262) and the new laws on Rape (RA8353 and 8505). Moreover, ‘there were laws passed that enhanced women’s participation in development and electoral politics through
party list system, facilitate women's involvement in entrepreneurial and business activities\textsuperscript{6}, among others and discrimination against women in the labor markers in terms of hiring, training and promotion is prohibited by law. The New Family Code places the minimum age of marriage the same at 18 years for both men and women. It gives both spouses equal right to the conjugal property regardless if one of the spouses is a full time home maker. There is no divorce law in the country, although the New Family Code does provide a way out of non-viable marriage through the provision of annulment. The country also does not legalize abortion and the birth control is very much under church pressure.

The Philippines is States Party to all the major international human rights treaties including the Convention for the Elimination of All Forms of Discrimination Against Women (CEDAW). Through the Senate of the Philippines, it also ratified the Optional Protocol to CEDAW in November 2003.

b. Gender mainstreaming in the country policies

The Asian Development Bank observed, 'There have been conscious efforts to mainstream gender in government policies and programmes not only to tap the productive potential of women, but also to address gender-based issues in the pursuit of gender-responsive development.'\textsuperscript{7} Some of the bases are the ground breaking laws and policies in place, as well as the systematic efforts to build the gender capacity of national government agencies and local government units.

One such law is Republic Act 7192 or popularly known as Women in Nation Building Act. It requires that women be targeted as actors and beneficiaries of all development programmes and that a substantial proportion of Official Development Assistance (ODA) is used in support of women's development. Its Implementing Rules and Regulations directly speak of the gender mainstreaming approach, assigns the National Economic and Development Authority (NEDA) to monitor


\textsuperscript{7} Asian Development Bank (2002), Country Gender Assessment for the Philippines, Manila, Philippines.
compliance of the ODA portfolio, and established 5 – 30 % as the proportion of ODA to be used for GAD activities.

Mainstreaming women in national development planning gained a foothold way back in 1987 when the Medium-Term Philippine Development Plan declared, “Women, who constitute half of the nation’s population, shall be effectively mobilized.” This became the foundation for the formulation of the Philippine Development Plan for Women (PDPW), 1989-1992. NCRFW was assigned in coordination with NEDA, to monitor the Plan’s implementation. All government agencies were directed to constitute appropriate gender focal points to coordinate implementation and to monitor, review and update the identified programs and projects.

An update to the PDPW was formulated in the months leading up to the Beijing Conference. It is called the Philippine Plan for Gender Responsive Development (PPGD), 1995-2025.

Later, government formulated the Framework Plan for Women (FPW), 2001-2004, which is purported as a time slice of the PPGD. It has three inter-related components, namely promotion of the economic empowerment of women, protection and fulfilment of women’s human rights, and promotion of gender-responsive governance.8

A host of programs, project and activities are being implemented in line with these laws and policies. Among them are:

1. Women’s desks in police precincts, women and protection unit in government hospitals and shelters, and crisis counselling facilities in the Department of Social Welfare as well as under a number of local government units.9
2. Half-way shelter in the Manila harbour to be a haven for young women from the provinces who are not fetched by their relatives upon arrival and become vulnerable to trafficking and other forms of violence. It is supported by the Department of Transportation and Communications and ran by an NGO.

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3. 'Gender resource centres in the regions that can provide assistance to local government in their gender programmes, projects and activities'\textsuperscript{10}

Despite all these laws, policies and plans, there continues to be large gaps between the needs of women from across thematic concerns and socio-economic sectors and what government is doing about these needs. Lack of fiscal resources may be a convenient excuse. But a key factor is lack of political will on the part of the national leadership to implement the laws and policies and provide requisite resources. It appears that the vibrancy of the women's movement has not yet been translated into political power strong enough to influence policy making where it matters most – the actual allocation of resources.

3. **UNDP COUNTRY PROGRAMMES FROM 1995-2004: REVIEW OF GENDER RELATED CONTENT OF COUNTRY PROGRAMME DOCUMENTS**

The main purpose of Section 2 is to present the ways that UNDP supported programmes and projects address gender concerns and implement the gender mainstreaming approach. Reviewed were programmes and projects that not only focus on women- or gender-specific concerns but also fall under all other UNDP practice areas.

The review covered the past and current Country Cooperation Frameworks (including the Philippine Country Strategy Note in 1995), and analysed all the available documents from across the practice areas (i.e. Creating an Enabling Environment for Sustainable Human Development, Empowerment of the Poor, Ensuring Environmental Sustainability, and Establishing the Foundations for Peace and Development). Among the materials read and analysed were preparatory assistance documents, programme and project documents, progress and annual reports, documentation of workshop proceedings and other project activities, whatever was made available by the UNDP CO.

\textsuperscript{10} Ibid, p.9.
Overall, a total of 213 project documents were reviewed, of which 28 have one of the above questions answered in the affirmative. These were then picked as Projects that Consider Gender Concerns or Women's Participation. The statements attesting to the integration of any of the above considerations were then copied into the matrices, which are annexed to this report.

Below is the précis per programme portfolio:

<table>
<thead>
<tr>
<th>Programme Portfolio</th>
<th>Total No. of Project Documents Reviewed</th>
<th>Total No. of Project Documents that Consider Gender Concerns or Women's Participation</th>
</tr>
</thead>
<tbody>
<tr>
<td>Empowerment of the Poor</td>
<td>19</td>
<td>10</td>
</tr>
<tr>
<td>Creating an Enabling Environment for Sustainable Human</td>
<td>27</td>
<td>2</td>
</tr>
<tr>
<td>Development</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Environmental and Natural Resources</td>
<td></td>
<td></td>
</tr>
<tr>
<td>1. GEF</td>
<td>16</td>
<td>2</td>
</tr>
<tr>
<td>2. TRAC</td>
<td>3</td>
<td>0</td>
</tr>
<tr>
<td>3. Other Funds</td>
<td>10</td>
<td>1</td>
</tr>
<tr>
<td>4. SGP11</td>
<td>127</td>
<td>11</td>
</tr>
<tr>
<td>Peace and Development</td>
<td>11</td>
<td>2</td>
</tr>
</tbody>
</table>

A. Gender Mainstreaming in UNDP Documents

Five documents were reviewed for this evaluation, namely:

- Country Strategy Note (CSN), 1995
- Country Cooperation Framework, 2002-2004

a. **Country Strategy Note, 1995**

The gender issues has been addressed in the CSN (Country Strategy Note) on 1995 where it is mentioned that the health status of women and children was covered in the discussion of the development situation, where it was also noted that the fertility rate of Filipino women is highest in Southeast Asia. The CSN acknowledged “Women’s critical role in the development process...” and it proposed to address the following major development challenges: Equal employment opportunity; More representation in decision-making bodies; Women migrant workers’ welfare; Women trafficking.

The CSN added: Moreover, women’s contributions to the economy are not fully quantified. Measures must also be undertaken to ensure that they are not discriminated against, economically and socially.\(^{12}\) It is notable that the priority issues in the CSN match those carried by the Philippine Government to the preparatory meetings leading to and during the Fourth World Conference on Women in Beijing.

b. **First Country Cooperation Framework for the Philippines, 1997-2001**

Violence against women migrant workers and domestic violence were two of the gender specific issues recognized in this CCF. Even then, the Proposed Strategies did seek to address other gender issues, particularly the gender dimensions of poverty and women’s role in environmental management.

The Poverty Alleviation component recognized “the significant role of women in household and credit/financial management”\(^{13}\) in the strategy to build the capacity for delivering credit and financial services to the poor. The strategy to improve coordination and monitoring of poverty alleviation prescribed “monitoring the impact of poverty programmes, using gender sensitive indicators, and using these indicators also for monitoring national commitments to the Summit on Social Development and the Fourth World Conference on Women (FCWC).”\(^{14}\)

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The Protection and Regeneration of the Environment component prescribed: "Integrating the role of women in energy management and application of anti-pollution measures at the household level."\(^{15}\)

In the special initiatives section of the CCF, i.e. Special initiatives for sustainable human development, there are two components, both with strong orientation for gender mainstreaming. The component entitled Supporting peace and development initiatives in post conflict areas in Mindanao spoke of the role of women in peace and development. \(^{16}\)

The second special initiative is about Empowering women and it is in direct response to the main gender issues recognized in the analysis of the development challenges, i.e., violence against women migrant workers and domestic violence.

The 1st CCF also stated "Gender differentials in programme results will receive particular attention."\(^{17}\)

Again, it seems that the 1\(^{st}\) CCF was informed very well by national priorities in regard to women’s needs and interests. Following the FWCW, the Government completed the preparation of and subsequently adopted the Philippine Plan for Gender-Responsive Development, 1995-2005 (PPGD). One of the special areas of concern is Violence Against Women, it acknowledged the trend towards feminisation of migration and elaborated on the gender dimensions of poverty. It also acknowledged women’s potential contribution to environmental management even as it also recognized their culpability through unsustainable farming practices.\(^{18}\)

Despite the governments proactive strategy, the CCF failed to acknowledge that women have a role in managing community environmental resources as well as a right to participate in policy making at all levels.

c. The Second Country Cooperation Framework, 2002-2004

Gender mainstreaming initiatives in the UNDP Philippines country office appear to have brought results in so far as the 2\(^{nd}\) CCF issues and priorities are concerned. The issues of focus remain basically the same, i.e., the disproportionate

\(^{15}\) Ibid, p.6.  
\(^{16}\) Ibid, p.8  
\(^{17}\) Ibid, p.9  
burden on women of poverty, the need for laws to address violence against women and to provide them equal representation in decision-making, and the potential contribution of women to peace and development. However, it is in the response that the 2nd CCF stands out as being grounded on sound analysis.

The relevant section of the 2nd CCF reads:

"Though women play an active part in politics and the economy, women in the Philippines continue to disproportionately bear the burdens of poverty. Women in poverty have inadequate access to productive resources, such land or credit, and to basic social services such as education. Moreover, women constitute most of the unpaid workers, usually in the traditional sectors of the economy."¹⁹

The potential contribution of women to peace and development continues to be overlooked. Muslim women still face the double burden of being discriminated against by gender and religion. Giving women equal rights is a sensitive issue because this could be interpreted as "invading and tampering" with their indigenous culture or religious practice.²⁰

Notably, the 2nd CCF document includes a sub-section entitled Gender Concerns under the section on Objectives, Programme and Expected Results. It reads in full:

To the extent possible, initiatives under the CCF shall ensure that rights of women are promoted/protected specifically in accessing services, information, resources and opportunities for development. Tools for gender mainstreaming will be developed and will form part of the requirements for project approval.²¹

Gender Concerns is one of the five areas of focus of the 2nd CCF. The others are:

- Creating an Enabling Environment for Sustainable Human Development
- Empowerment of the Poor
- Ensuring Environmental Sustainability
- Establishing the Foundations for Peace and Development

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d. Philippine Multi Year Funding Framework (MYFF) Report 2004-2007: Account Of Gender-Related Results

The 2004 Results Report of the Philippine Country Office (MYFF Report) is a good basis for gauging the extent that the specified gender-related approaches were carried out and the results achieved. The review of the MYFF Report reveals that there was substantive effort to mainstream the gender perspective in pursuit of Goal 2: Fostering Democratic Governance. It is notable also that under Goal 4: Crisis Prevention and Recovery, there are gender-related results at policy levels. The National Peace Plan incorporated the principle of women’s representation and participation, and paid attention to gender gaps under its “affirmative and non-discriminatory action agenda for Mindanao (to be further developed)” particularly in schooling and employment for women.

i. Creating an Enabling Environment for Sustainable Human Development

The MYFF Report shows, under Goal 2: Fostering Democratic Governance, that gender was considered as a cross cutting theme across the various programmes and projects, and that gender- and rights-based approaches were fostered.\textsuperscript{22}

Another entry on the gender driver reveals purposive effort at promoting gender mainstreaming not only in the UNDP supported programs but also in governance generally by helping raise awareness of gender issues, to wit:

In mainstreaming gender and human rights, the Commission on Human Rights and the National Commission on the Role of Filipino Women took the lead with relevant networks of civil society organizations, media groups and private sector associations to advocate for public sector reforms and greater citizens’ participation in gender and women’s rights. The Portfolio supported various conferences that focused on advancing gender equality and women empowerment.\textsuperscript{23}

Adding credence to the above claims on gender mainstreaming, the MYFF Report highlighted the conduct of a study on gender sensitivity of the courts, and

\textsuperscript{22} Goal 2: Fostering democratic governance, Service line 2.1: Policy support for democratic governance, Core results: National dialogue on responsive governance and democratization established, including in post-crisis and transitional countries.

\textsuperscript{23} Goal 2: Fostering democratic governance, Service line 2.5: E-governance and access to information, Core result: Transparency and accountability of government functions to civil society and development increased.
claimed that it has impacted on the agenda of the Supreme Court related to judicial reform including the creation of a gender committee, gender training, gender budget and gender workplan.24

Under the service line on electoral systems and processes, on the other hand, it was reported:

The electoral review on voters' behavior looked into gender. The back-to-back conferences on electoral reform highlighted the role of women and the importance of gender equality in terms of election processes.25

The 2004 target for this service line is "A Roadmap for reforms in the political and electoral system defined and adopted by national government, LGUs, major political parties, civil society and the private sector." 26

ii. Establishing the Foundations for Peace and Development

The Philippine MYFF Report 2004 highlighted the progress achieved in mainstreaming gender concerns in the pursuit of Goal 4: Crisis prevention and recovery. These are:

- In the formulation of ACT (Action for Conflict Transformation) for Peace, gender needs are addressed through the Bangsa Moro Women and Maternal Health components.
- At substantial level, women (especially former combatants) participate as PDAs (Peace and Development Advocates) in local government planning and development process.

In the other core result under this Goal, i.e. Comprehensive and sustainable reintegration programmes for IDPs, returning refugees and ex-combatants in place, it was reiterated that there is greater emphasis on women's rights in the successor Multi-Donor Programme in Mindanao (MDP3). This is aside from reproductive rights,

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24 Goal 2: Fostering democratic governance, Service line 2.4: Justice and human rights, Core result: Poor and disadvantaged groups empowered to seek remedies for injustices, and justice institutions enabled to be responsive to claims, consistent with international human rights norms.
25 Service line 2.3: Electoral systems and processes, Core result: Voter and civic education for democratic rights and responsibilities conducted.
26 Goal 2: Fostering democratic governance, Service line 2.6: Decentralization, local governance and urban/rural development, Core result: Capacities and partnerships developed of local governance actors in urban/rural areas for policy formulation, service delivery and resource management.
which have been well addressed through the programme component in the care of
UNFPA.

A third core result of the Peace and Development Portfolio is Conflict prevention
and peace-building approaches informed/factored into national development
frameworks, and integrated programmes designed and implemented at national and
local level. In the MYFF Report, it was emphasized that:

- National Peace Plan incorporated the principle of women’s representation and
  participation
- National Peace Plan under its "affirmative and non-discriminatory action
  agenda for Mindanao" addresses the UNDP gender mainstreaming criterion of
  focused intervention and with corresponding resources on gender issues, as
  the Plan pays attention to the development of policies in schooling and
  employment for women.

Under this Portfolio, the Philippine MYFF Report described that "the concern for
gender, which is a key principle of the ACT for Peace Programme, has been
manifested more clearly on results and activities relating to women and
reproductive rights, 5% gender fund, equal access to opportunities/services, among
others."

iii. Empowerment of the Poor

The links across the various areas of focus of the 2nd CCF is well established,
as can be gleaned from the MYFF Report. Under the first service line of MDG
reporting and poverty monitoring, for example, there is a particular focus on
"special role of women in peace building." Development Report (PHDR) will be on
"Peace, Human Security and Human Development in the Philippines" and the role of
women will have a section of its own.

Under its second service line of Pro-poor policy reform to achieve the MDG
targets, the Report stated that "women were well represented" in the activities
implemented towards the core result PRS/PRSP prepared through substantive
participatory process to ensure clear linkages with human development and the MDGs.

The report on the Study on the Sustainability of Philippine Debt, which was undertaken under the Service line 1.4: Globalization benefiting the poor, Core result: External development finance (ODA, debt, trade, other financial flows) mobilized for poverty reduction and achieving the MDGs.

On the other hand, it is worth noting that gender is considered a relevant issue under SL 1.3: Local poverty initiatives, including micro finance. Its intended outcome includes gender, to with “Improved access of the poor and vulnerable groups to services and resources for social and economic empowerment through effective, participatory and gender responsive policy and programme environment.”

It was reported that “the new additional outreach of the three major MFI partners as of June 2004 is in excess of 78,000 active clients, which is an increase of 134% over the baseline of December 2002 and which represents almost one quarter of the national target of 300,000 new clients per year. In one of the 3 MFIs alone, women comprised 90% of clients.”

Under the driver on gender, it was reported that gender is indeed a cross-cutting perspective and this is achieved by (1) sex dis-aggregating the data on clients, (2) adopting a holistic approach to micro-finance to include insurance, health, gender training, and market access, and (3) redefining the vision, mission and goals of MFIs that would incorporate women empowerment.

iv. Ensuring Environmental Sustainability

Based on the statements in the Philippine MYFF Report 2004, the Environment Portfolio seems to use only one strategy in gender mainstreaming, and that is to be deliberate in increasing the representation of women in consultations and workshops to formulate environmental policies, e.g., ENR framework, PA 21 and the bill on renewable energy.

It is notable that women’s organizations were deliberately picked as participants to the consultations towards the formulation of the ENR Framework, as
well as in the area-based projects on biodiversity and ecosystem management/protection.27

The participation of local women’s groups is particularly important since they are key stakeholders in local environmental management and ecosystem services. Women’s needs and interests has to be considered in the policy framework for biodiversity management, and poor women who source their livelihood, food, fuel and water from the communal environmental resources should be represented in the protected area management boards.


The last document which is a base to our analysis is the Country Programme Action Plan (CPAP), (2005-2009). The plan has been gender mainstreamed both in the strategy level as well as proposed programmes and outcomes.

In the strategy level CPDP includes

“In response to the goals and targets of the MDGs and the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW), UNDP’s programme will advocate and promote gender equality and women’s empowerment. UNDP will ensure that policies, programmes, projects and approaches are gender-responsive, right-based, result-oriented, and participatory. Further, UNDP will partner with government, civil society particularly women’s organizations, business, development agencies as well as communities towards the realization of human rights, gender equality and women’s empowerment.”

There has been very careful integration of gendered aspects to many programme areas including MDG’s poverty (micro finance) indigenous peoples, integration of human rights approach to development, emphasizing the women’s rights within human rights and to target directly women’s empowerment and gender equality. Within public administration political and justice reforms a special emphasis is made to women friendly culture, and their access to their rights and services including justice.

27 Service line 3.5: Conservation and sustainable use of biodiversity, Core result: Contribution of biodiversity and ecosystem services to food security, health, livelihoods and reduced vulnerability to natural disasters factored into national planning for the achievement of development goals, including safeguards to protect these resources.
Within the Energy and Environment for Sustainable Development section, it is mentioned that the strategies should promote gender equality. And in the Crisis Prevention and Recovery section it is clearly stated that “Because women and men are affected by conflict differently, with the former most affected by its negative consequences, the Programme will address the gender dimensions of conflict by ensuring improved access by women to services and resources and increasing awareness and knowledge on women’s rights”, moreover adds that women should be given priority as peacemakers.

The government of Philippines is a very receptive partner on gender issues. In the section on National and Local Governments, there is a clear commitment by NEDA in mainstreaming “as gender and right-based approach, results-based management, and other capacity development approaches in government planning, programming, budgeting, implementation and monitoring and evaluation”\(^{28}\)

**B. Initiatives To Build Country Office Capacity For Gender Mainstreaming And Gender Targeted Projects**

Since the UNDP Administrator released Direct Line 11, UNDP Philippines Country Office has been initiating activities and testing mechanisms to implement the gender mainstreaming approach.

In 1998, UNDP Philippines hosted the Learning-Consultation-Briefings among UNDP gender focal points and their government counterparts from countries in Central, East and Southeast Asia and the Pacific. It was a joint effort of UNDP’s Global Programme on Gender in Development and the Regional Programme for Promoting Gender Equality in Asia-Pacific (APGEN). One concrete result of their participation is the approval by the Resident Representative of the Terms of Reference of the Gender Focal Point and her acceptance of her responsibility to ensure the implementation of the gender mainstreaming approach.

A UN Volunteer was recruited under the Project PH197024: UNV Support to the CCF, in late 1999.\(^{29}\) She conducted a diagnosis of the level of gender awareness

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\(^{29}\) The time period is based on the recollection of the National Consultant. Data will need to be checked with Jana Ricasio and Reng Sta. Clara.
of the UNDP CO staff as a starting point for developing a capability building strategy and gender mainstreaming workplan.

Next came a Spanish JPO who was assigned to the thematic areas of Human Rights and Gender. Working with the Programme Coordinator for the Regional Gender Programme APGEN, she coordinated the holding of a workshop to mainstream gender into the Second Country Cooperation Framework. The newly established Programme Management Support Unit (PMSU), which managed the preparation of the CCF, gave the gender mainstreaming initiative its full support. All the UNDP programme units and their respective counterparts from government and other sectors attended. The Resident Representative, Terence Jones, also made his presence felt by opening the workshop.

In this period, the Rights-based Approach was introduced to the Philippines. A training manual was prepared on it and coordinated the trainings were held for the UNCT and UN partners from government and civil society. The human rights of women, particularly as enshrined in the Convention on the Elimination of All Forms of Discrimination against Women, was prominently covered in the training. The feedback, particularly of the PMSU head, revealed that this approach provided an alternative means to promote gender equality through the rights and non-discrimination perspective. The Gender Advisor from UNIFEM echoed the same sentiment.

As a result of the ResRep’s full support along with the backstopping by the PMSU head, and the passionate advocacy by the JPO Gender Focal Point, the gender mainstreaming approach was enshrined in the document of the 2nd CCF. The presence of gender mainstreaming policy in the Government (such as the law obliging the allocation of a proportion of official development assistance for women- or gender-related activities), as well as gender advocate like the NCRFW, supported the push for mainstreaming gender in the CCF.

As this was taking place over the second half of 2001, PMSU unit and APGEN coordinator collaborated to formulate an SPPD project document that would allow UNDP to tap the expertise of UNIFEM for a more systematic gender mainstreaming process. The target was not only UNDP’s programming only but also the then anticipated synchronized programming of the UN Country Team.
By the end of 2001, the SPPD was approved by both the UNDP Philippine CO and by UNIFEM and the recruitment of the Gender Advisor for the UN Resident Coordinator and UNDP RR followed.

The outputs of this UNIFEM technical assistance were:

1. *Gender Assessment of Development Trends, Challenges and Outcomes in the Philippines* entitled *To Produce and to Care: How do women and men fare in securing well-being and human freedoms*

2. *UN Strategy Paper on Gender*, which was prepared by the UN Gender Working Group to support efforts towards strengthening the capacities of UN agencies in gender mainstreaming

   The UN Strategy Paper on Gender, guided by information and insights mainly from the project *Gender Assessment of the Philippine Development Situation*, as well as from various UN policy statements and documents, tackles the following concerns:

   - How UN agencies and their partners understand the gender situation in the Philippines;
   - Which among the gender issues demand strategic action;
   - What strategic action should be taken to address the issues;
   - Who among the UN agencies are in the position to respond to particular issues;
   - In what specific areas should some or all of UN agencies collaborate to generate the best outcomes; and
   - What the desired results are after a specific time frame.\(^{30}\)

3. *Rights-Based Gender Assessment Guide, which is a joint NEDA-UNDP Portfolio Tool*

   It is a programme assessment tool, following the various components and cycle of programming for the UNDP. The tool was tested in two workshops and was to be

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\(^{30}\) UN Strategy Paper on Gender, page 1.
shared to partners in a gender assessment exercise that was part of the annual programme review of the portfolios.\textsuperscript{31}

4. The project has also assisted in conducting capacity assessment survey and workshop for the Regional Commission on Bangsamoro Women (RCBW) in partnership with the Peace and Development in Mindanao (PDM) portfolio.

5. \textit{UNDP Training Needs Assessment} (TNA), which is part of the UNCT wide exercise to assess the capacity of the personnel of the UN agencies on gender mainstreaming.

The result of the TNA revealed a generally strong potential for building UNDP’s internal capacity on gender. It surfaced \textit{strength in knowledge and understanding, positive attitude and personal views, very limited application capacity, and clear notion of learning needs.}

Overall, the UNIFEM Technical Assistance project has yielded very positive results. It has successfully set the stage for full integration of gender dimensions in the UNCT/UNDP programming, including:

a. Development and strengthening of gender mechanisms such as the Gender Working Group (GWG) for the entire UNCT, the Technical Working Group on Gender (TWGG) for the UNDP, and the Staff Association/GAD Task Force in the UN. These mechanisms perform strategic roles in the sustained mainstreaming of gender in UN agencies’ work.

b. Development of gender tools and instruments such as a rights based gender analytical framework, rights based gender assessment guide for UNDP portfolios, HIV/AIDS and Gender framework, Reproductive Health and Gender framework, parameters for mainstreaming gender in FAO and UNAIDS proposal assessment criteria, etc.

\textsuperscript{31} Whether or not this took place has to be verified. The National Consultant, who was the main facilitator in the 2003 UNDP Annual Programme Review did not recall using this tool.
c. The participatory process adopted by the project has opened opportunities for partnership building with critical gender stakeholders, who could provide a strong base of support for gender mainstreaming work in the UN.
d. Enhancement of the capabilities of programme staff through informal and formal training, and knowledge/experience sharing.
e. Development and installation of necessary support mechanisms to facilitate gender mainstreaming processes, such as the gender resource directory, online regular information series on gender, and increased visibility of GWG and UNIFEM efforts in the UN website.  

The Gender Assessment Report as well as the internal and external constituency for gender may be credited for the sound gender mainstreaming language contained in the 2nd CCF and CCA.

In October 2003, a gender planning workshop was held among the Portfolio partners or project executing agencies. Its output is a per project Gender and Development (GAD) plan addressing gender issues at both institutional and project levels.  

C. Gender Sensitivity In Programmes And Projects

The UNDP Philippines Country Office has decided to focus on four portfolios since last January namely poverty, governance, environment and energy and peace and development. (A full list of projects can be found in the Annex 1)

a. Good Governance Portfolio: Creating an Enabling Environment for Sustainable Human Development.

Within the governance portfolio (Creating an Enabling Environment: Poverty Reduction through Good Governance), there are 9 programmes.

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33 See Appendix 1 for a summary of the EP Portfolio’s GAD Plans
ELECTORAL REFORM, which supports efforts in strengthening the capacity of COMELEC to manage a transparent, accountable and participatory electoral process and of civil society to improve their participation.

JUDICIAL REFORM, which provides assistance to the Judiciary and other pillars of justice in improving access to justice particularly by the poor and disadvantaged groups.

ANTI-CORRUPTION, which involves projects that strengthen and sustain capacities of government institutions for transparent, accountable and efficient public services and oversight management of public sector institutions, and of civil society for broader participation in such processes.

ECONOMIC MANAGEMENT AND CIVIL SERVICE, which pursues enhanced capacities of oversight agencies for change management and reforms in the bureaucracy that complement current efforts of the Presidential Committee on Effective Governance (PCEG).

DECENTRALIZATION AND LOCAL GOVERNANCE, which focuses on strengthening the capacities of oversight agencies, local government units, and civil society organizations for meaningful and effective participation in planning, fiscal administration, budgeting, policy making and advocacy, performance monitoring and resource mobilization towards improved local governance.

RIGHT TO DEVELOPMENT, which includes efforts to mainstream gender and human rights in the policies and operations of the government, as well as activities that strengthen civil society involvement in the mainstreaming process.

LEGISLATIVE REFORM, which aims to strengthen the institutional capacities of the Senate, House of Representatives and the Legislative-Executive Development Advisory Council (LEDAC) and improve stakeholder participation through reforms in the institutional arrangements and competencies of professional and technical support for lawmakers towards improved legislative processes.

GLOBALIZATION AND CORPORATE CITIZENSHIP, which seeks to be geared towards improving public understanding of globalization and corporate
citizenship and their issues, and developing capacities to manage globalization impact and corporate citizenship development.

GOVERNANCE REVIEW, deals with strengthening the capacity of independent institutions to monitor and evaluate the quality of governance in the country and the individual and collective performance of government, civil society and private sector in advocating required reforms."34

Gender mainstreaming in the portfolio is not uniform. There are projects such as Electoral Reform and Lobbying projects that can be considered as missed opportunities. Even in these projects there may be no mention of gender in the outcomes and proposal still the stakeholders have emphasized that even if the projects may not be gender mainstreamed, there were two very important steps taken in the project design stage and the project implementation. While the project is designed there are consultations with NEDA (social sector) which is known to be a gender sensitive institution and/or NCRFW.

Secondly to the training programmes and in programme execution, there are always women involved, especially in trainings. This is by default because in government in the sector a substantial majority is women.

There are others that can be considered as being effectively mainstreamed. One of such project is Strengthening Institutional Capacities to Mainstream Gender and Human Rights (a.k.a. Right to Development or RTD). A second is the Judicial Reform Project. The team was told that increasingly the emphasis in the governance portfolio has shifted to human rights based approach which incorporates gender. Human rights based approach has had a very strong ownership in government.

1. Strengthening Institutional Capacities to Mainstream Gender and Human Rights (a.k.a. Right to Development or RTD) - PHI/02/11.

The project is designed to develop the capacities of key government agencies, civil society organizations and media institutions in undertaking a gender-responsive and rights based approach to development.35 It works for (a) mainstreaming human rights and gender in key governance processes, with a particular focus on poverty

and human development conditions of disadvantaged groups; (b) improving access to and quality of information available to the public; and (c) increasing awareness of target groups and key institutions on human rights criteria and standards as real measures of development.

The project document listed a comprehensive set of outputs. These are:

- Frameworks or agenda for mainstreaming gender and rights perspectives to planning for/with vulnerable groups, as well as in local governance
- Councils/committees for pursuing governance reforms aligned with gender and rights-based approaches, including right to information
- Partnerships for gender mainstreaming, human rights and right to information
- Campaigns and/or promotional activities to increase the public awareness on human rights, gender-related issues and measures, and right to information
- Best practices on government initiatives on human rights protection and promotion, gender mainstreaming, and promotion of access to information
- Best practices on citizenship engagement with government on human rights, gender and development, and media
- Participatory mechanisms and/or systems to ensure active participation of CSOs, private sector and media, to address issues on human rights, gender and right to information
- Organization review and/or capacity needs assessment for specific agencies involved in human rights promotion and protection, gender and development, and promotion of right to information
- Re-engineering of agencies involved in the promotion and protection of human rights, gender mainstreaming, and access to information
- Capacity building technologies, tools and/or training for CSOs, private sector and media on right to development
- Baselines, action research and analytical studies on right to development, such as mapping or inventory of women CSOs, gender rights advocacy groups, initiatives and resources on women’s rights, and gender mainstreaming in local governance.
Notably, the project document identified as the beneficiaries for this institution building project: the agencies of government that are mandated to promote gender- and rights-based approaches, i.e., Commission on Human Rights (CHR) and National Commission on the Role of Filipino Women (NCRFW).

The rights based approach has been well received by the government agencies, civil society and the academic circles. The acceptance of the concept is so deep that very often it has been cited as being the premise and basic methodology for present and future government plans.

2. Judicial Reform Project.

This is an interesting project that has been engendered very successfully. Judicial Reform Projects in many countries are seen as "technical" and gender neutral. This project which was originally a project of technical support to supreme court with initiative of the court and UNDP, has had a "strong justice to all" component. Within this framework a few action were taken.

A commission was established within the Supreme Court co-chaired by a man and a woman where the representatives of the judges are residing. This commission oversees the gender issues within the legal and judiciary system. Gender sensitivity training was given (and is still being given) to judges to improve their capacity. Commission also keeps a gender database where records from female victims of rape to number of female judges are kept. Within training given to judges and the other stakeholders in the judiciary system there is an emphasis on using gender sensitive language. The commission has established award for the judges on the most gender responsive (constructive) decision. Each year the judges can nominate themselves for this award and is given the prize of a computer. But more substantially the reform is working on making judiciary more accessible to all, including women -who are usually be caused of social and economic reasons left out of system.
In this reform they are encouraging women’s access not only by sensitivitizing the judiciary but also the police and other support staff. They are also considering gender issues by strengthening the sheria justice section of the programme.

This certainly is worth considering as a best practice not because of the widespread impact (within the team there was discussion of the impact and substantially of some of subsections of the project such as the ‘award’) but because it is original and can be used to indicate how conservative and relatively closed areas such as judiciary can be engendered.

b. Empowerment of the Poor

Empowerment of the poor portfolio has engendered majority of its projects. Both the National Anti Poverty Commission and the NEDA claim to have been sensitive in those issues. NEDA claimed also that gender sensitivity in poverty project was insistenty brought in by UNDP- who also strengthen to use gender indicators. ODA-GAD Budget will be in the future an important instrument to improve the living condition of the poor women but yet there are controversies regarding its usage.

1. Micro Finance Sector Strengthening Project (MSSP)

The Micro Finance project was designed to address the strengthening of capacities of micro finance practitioners in order to provide greater access of the poor, especially women. It emphasizes low-cost, rapid expansion of technology with minimal auxiliary activities. Other activities of the programme include an assessment, documentation, and production of best practice manuals in the sector as well as training a core of practitioners in micro-finance best practice. The project stated outcome is increased proportion of the poor that access to microfinance, while maintaining sustainability of MFI services over the long term.

Of the four programme components, the second component, which is the development of cadre of trainers, articulated “women will be given priority attention.” The target beneficiaries of the Project are different Government micro finance stakeholders, especially the National Anti Poverty Commission and People’s Credit and Finance Corporation (PCFC), at least three (3) Micro Finance Institutions
(MFIs), training institutions, GFIs, micro-finance policy makers and regulators, and donors. The discussion with the stakeholders revealed that even though the majority of beneficiaries of micro credits were women, there were two deficiencies in the project:

1) There was elite gender dimension in the constitutional support mechanism as well as policy advice provided to MFI’s so many MFI’s are and remain gender blind.
2) The beneficiaries were not necessarily empowered because they were given little if only training either on technical aspects of business development and/or gender awareness.


The Project was designed to support the country’s Medium Term Philippines Development Plan (MTPDP) in addressing poverty and in meeting the Millennium Development Goals (MDGs).

The programme addresses the need for concerted efforts at all levels in response to poverty. Thus, it aims to deepen the institutional mechanisms and strengthen coordination in support of poverty-focused planning, poverty monitoring, and assessment, and to enhance the capacities of the national government agencies, local government units, and basic sectors in effectively undertaking and participating in anti-poverty programmes and policy development.

While there were no women- or gender-specific objectives in the project document, it contained two gender-sensitive outcome indicators, namely:

- Adoption of national targets for reduction of human and income poverty with geographic and gender (sex) disaggregations.
- National estimates of human and income poverty regularly updated and disaggregated by gender (sex) and regions.

The gender dimension is further reflected in the declaration of targets:

(1) Institutionalized, rationalized and effective basic sector participation, particularly among women, in consultative mechanisms in national agencies (NGAs) and local
government councils, in partnership with the leagues; increase response time on demands by sectors in national and national local government, and (2) Presence of database to effectively assess vulnerability needs of the poorest and marginalized groups, especially women.36

The stakeholders claimed that this is a capacity building project and within the National Anti Poverty Commission, integration of gender as an indicator as well as unit of analysis has been largely accepted. This was due to collaboration with UNDP.

3. Creation of an Enabling Environment and Building Capacities for the Growth and Protection of Informal Sector

The project provides capacity building assistance aimed at increasing access of informal sector worker to productive resources, expanding coverage of social protection to the sector, improving their working conditions, and strengthening the sector’s participation in decision-making. The project is in line with the government’s Comprehensive Action Agenda for the Development of Policy, Legal and Institutional Framework and Programmes for the Promotion and Protection of the Informal Sector. While no gender- or women-specific objectives were stated, gender sensitivity is employed as one of the strategies, i.e. “Gender issues and considerations is an agenda that will be the subject of closer study in the development of the detailed policy and action agenda, given that a large proportion of the informal sector are women.”37

This project which is executed in collaboration with ILO is piloting in three regions. In the regional training centers, there is an execution of WID programmes and women’s role in the informal sector is made more visible.

4. Empowering the Agrarian Reform Beneficiaries Through Tenurial Security.

The project was designed to provide capacity building support to expedite the implementation of the Comprehensive Agrarian Reform Programme (CARP). It

contributes to the development outcome of "increased access of the poor and vulnerable groups to services and resources for social and economic empowerment through more effective, participatory and gender-responsive policy and programme environment." It is a 2 year project.

It aims to accelerate land tenure improvement and delivery of agrarian justice through capacity building in alternative dispute resolution (ADR) for the Department of Agrarian Reform (DAR), agrarian reform beneficiaries and local institutions. This undertaking will specifically train a group of mediators and trainers for mediation and paralegal within DAR and paralegals at the grassroots level.

One the project strategies is a "training of trainers." The project document described that the trained trainers will eventually train selected members of the communities who can serve as para-legal volunteers for land dispute issues at the local level. Training of para-legal women was stated as a priority. The project document added: "Together with considerations of gender equity and empowerment, training of paralegal women could benefit from the traditional role of women in ensuring non-violent resolution conflicts within the family and community."38

Among the target beneficiaries are NGOs and people’s organizations (PO’s). So far amongst 391 trained beneficiaries 70 are women in 18 priority provinces.

The Department of Agrarian Reform has made it a policy to name the land transfer certificate to both spouses, to signify women’s equal right to land and to make visible their role in the farming household and in ensuring food security for the family and community.

The other attempts include training modules regarding women as beneficiaries of agrarian reform.

Another section of this project is Empowerment of Indigenous Peoples. This sub-project is designed so that indigenous communities will have viable and sustainable livelihoods Gender dimension has been carefully integrated in this project as indigenous women have triple discrimination as being women, indigenous and poor. In these communities women are important users of natural resources but

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vast majority of the communities have male leadership. So the commission on Indigenous Peoples is careful for the representation of women.

5. Deepening the Analysis of Poverty and Policy Responses Towards Meeting the National and Millennium Development Goals of Poverty Reduction.

The project is aimed at deepening the capacity of stakeholders in analyzing poverty and anti-poverty policies towards identifying more strategic and effective policy and programme responses in meeting the national poverty reduction targets and the Millennium Development Goals. Target beneficiaries for capacity building are planners and decision-makers in the government, basic sector representatives participating in policy making mechanisms (specifically the National Anti-Poverty Commission), civil society advocates, and the UN Country Team.

Based on the project document, a range of subjects is to be covered, including: understanding frameworks for poverty analysis; undertaking poverty diagnosis, including the use of poverty indicators and measurements; establishing poverty reduction targets and financing; pro-poor and gender-responsive budgeting; formulating and designing poverty-and gender-responsive strategies; understanding the impacts of globalization on poverty; analysis of vulnerabilities; designing appropriate institutional support mechanisms, etc.

Two of the project strategies promised to address the gender dimensions of poverty.

The training of trainers or advocates of poverty eradication policies/measures and the MDGs would include a range of topics, among them “pro-poor and gender-responsive budget analysis; formulating and designating poverty and gender-responsive strategies, policies and programmes.”

The multi-disciplinary approach means, “The content will be broadened beyond the traditional economic-oriented view of the poverty problem, to include human rights and gender dimensions, sustainable development and governance.”

6. Drafting of The Second Philippine Millennium Development Goals Report (No project number).

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40 Ibid, p.4.
The project aims to improve the policy and decision making of key governance institutions both, public and private, by monitoring and analyzing the country’s performance in its achievement of the Millennium Development Goals. The main output is the second Millennium Development Goal Report, to be prepared and published in cooperation with the Government of the Philippines led by the National Economic Development Authority and the Office of the UN Resident Coordinator.

There is a commitment that the Philippine’s second MDG report will include “gender (sex) disaggregated data on the MDG indicators and analysis, among others.”

These two projects reflect the high ownership of MGD’s in the Philippines which draws very important parallels with the 10 point agenda of president. Such engendering activities adoption of Right Based approach, ensuring opportunity for woman to be represented in all sectors and emphasis on collection of gender desegregated data in the national and local levels. There are attempts to have local governments to set MDG targets at the province level. The experts and consultants that have helped the MDG and Human Development reports to be written has mentioned that more direct intervention of the UNDP at macro policy level will be appreciated. Because there is a tendency of being gender blind at that level claiming that they have little gender implications.

7. Programme for the Advancement of Filippino Women through Strategic Support Mechanisms for Economic Empowerment, (known as TESDA Project)

This project is directly targeting gender and women empowerment.

"The development objective of the project is the economic empowerment of women entrepreneurs in micro, cottage, and small-scale industries through gender-responsive policies and programs supported by an integrated system of entrepreneurship development activities. The expected outcomes are increased technical skills, economic and entrepreneurial opportunities for women, evidenced by a critical mass of women entrepreneurs with access to various support services. Specifically, the project has the following objectives:

- To build the capacity of the TESDA (Technical Skills Development Authority) Women’s Center.

To build on existing programs of agencies serving the sector, particularly on increasing access to credit and markets, through targeted advocacy activities.

To strengthen pilot support service facilities for women entrepreneurs in convergence areas at the provincial level.\textsuperscript{42}

This project was started by UNDP as a pilot with components on gender awareness and entrepreneurship training, support to entrepreneurship networks, micro credit capacity development inter alia. At present the project has been taken up by JICA to be scaled up and disseminated to the periphery.

TESDA serves as a resource center as well as carrying out activities. It is providing information on the potentials of business development, micro finance, have documentation on gender issues as well as providing consultancy services. Through its activities TESDA is also trying to engender the micro finance sector-which they claim is gender blind. So far 1900 women has had training in the center (?)

c. Establishing the Foundations for Peace and Development

The impact of the armed conflict in the Philippines consists of battles between government forces and the Islamic separatist groups in the south and the communist guerrillas in other parts of the country. The impact of armed conflict has resulted into displacements of men, women and children, in a 2000 World Bank report it was argued that 456 villages and more than a million people were effected by hostilities. The peace and development portfolio tries to address this issue.


The programme is in support of the 1996 peace accord between the Government of the Republic of the Philippines (GRP) and the Moro National Liberation Front (MNLF). Under Phases I and II of the UN/Multi donor Programme, living conditions and opportunities for income generation of former MNLF

\textsuperscript{42} \url{http://www.undp.org.ph/empowerment.htm}, (30/03/2005), p. 3.
combatants and their families were improved. Phase III aimed to build on the trust and confidence established between and amongst former combatants, their communities and the institutions of government and civil society. It seeks to strengthen community-based management of productive capacities in communities that have demonstrated commitment to peace building. Referred to as peace and development communities (PDCs), at least 140 of these communities were to be designated as models.

According to the Portfolio Manager, there was no mention of gender mainstreaming in the first three phases of the programme. Even so, it has benefited women, including the former combatants and wives of former combatants. The Multi-Donor Programme, helped establish organizations of Bangsa Moro women such as the Federation of United Bangsa Mindanawan Moro Women based in Cotabato City. The Federation had benefited from various training workshops and were extended a broad range of capacity building interventions such as trainers' training on training design and development; community organizing, leadership, entrepreneurship development, developing and managing micro-enterprise, among others. The programme collaborated with NCRFW and CAPWIP in running a training program for women leaders on local governance. This spun off to a month-long training course for the so-called successor generation, that is, young Muslim men and women who were trained in transformative leadership also by CAPWIP.

The Portfolio Manager for Peace and Development noted that the successor programme design is attempting to mainstream gender, thanks to interventions of gender advocates especially from the donor agencies. "Cautious enthusiasm" is how she describes the response of the stakeholders particular the Bangsa Moro women. She also described the outburst of a highly placed MNLF official who asked, "Why must you always say women. Don't we respect our women?" She is concerned that gender mainstreaming will be much downplayed as a result.

The programme consists of eight (8) components, namely: capacity building and empowerment of PDCs, building and strengthening institutional support mechanisms, special emergency response and relief, improved access to basic services, community enterprise and entrepreneurship development in non-farm sectors, sustainable livelihood (agriculture, forestry and fishery) development,
confidence building through advocacy and promotion of a culture of peace, and
programme management and coordination.

Three (3) of the eight (8) Programme components made specific references
to women as participants and beneficiaries. The Programme targeted women to
benefit from:

- Improved skills of health professionals (training on safe motherhood and
  emergency obstetrics), female functional literacy programmes, post-partum care,
  and supplementation for mothers and children (UNFPA)

- **Confidence Building through the Advocacy and Promotion of a Culture
  of Peace (UNDP and UNESCO)**

Community participation in the promotion of culture of peace will be encouraged
and enhanced: through the use of community radio; the integration of peace
education into community based literacy and continuing education programmes;
training of women as peace advocates, organized religious leaders’ fora, special
education for law enforcement agents (military and police), and an annual Mindanao
Peace Award.\(^{43}\)

- **Programme Management and Coordinator (UNDP)**

   **Strategy of Assistance: Conflict Management**

   Greater focus on women’s roles in community and peace building. The
completed Congress of the United Federation of Mindanaoan Bangsa Moro Women
Multi-Purpose Cooperatives has indicated a strong potential capacity among women
for community organizing and development, and peace building both as partners
and beneficiaries.\(^{44}\)

Mindena project by itself has many contradictory outcomes and involves
many donor and NGO activities. Even the extend and size of the project leads to
complications. The most important factor being the religious difference and strong
adherence of community to Islam. (frequently we were told by the participants that
they seeked ulema approval.) But on the other hand, some women coming out of
armed conflict, has acquired a strategic and political thinking—which enables them
to participate in public decisions and enhances their capacity of participation. Almost

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\(^{44}\) Ibid, UNMDP, p.15.
10 years of donor intervention has also improved this capacity. So the women are organized and active but also as part of their identity retain their adherence to family values and what they call "respect of their husbands" (thus the project had to make important concessions. For example the women not allowed to take micro credits from their cooperatives without their husbands signed consent (on recommendation by ulama and husbands) where as men can. (See the annex on motorcycle). But this dependence on the husband has not left women out of the awareness training as well as constituting 30%of the 500 PDA (Peace and Development Activitists). We were told that this activitism is accepted by the husbands, if once they are convinced. And this change has been called an outcome of "development" in the community.

d. Ensuring Environmental Sustainability.

Certainly amongst all the portfolios of UNDP CO the least gender mainstreamed section is environment: This portfolio which has 20 projects aim to build the capacity of both the national and the local governments to ménage their environment.

Linking up with the Philippine MYFF Report, 2004, where the environmental projects were reported to have the deliberate attempt of involving women in the various consultations. We can argue, that in the portfolio design the perspective of women in the participating communities were taken into account also. So even though engendering is not systematic, women are involved at various levels. In some projects women may become decision makers as the some active NGO’s are run by women.

In the projects on mapping, women are better accounted because they are providers of information. Men are claimed to answer in a general manner whereas local knowledge tends to be concentrated in the hands of women. In other projects such as waste collection women are the target because they are mostly impacted by the chemicals.

Some projects such as "Bio Diversity" that aim to produce a planned output of community based conservation framework, engender their activities by
encouraging women and youth groups are encouraged to take management responsibilities.

In the GEF projects, the program manager has mentioned that they explicitly say that gender dimension is part of the environment, and they made sure that every evaluation team has been gender balanced and in the evaluation process it is indicated that gender is an important value of evaluation.

However, as has been stated before, these projects still have deficiencies in gender mainstreaming. There are also cultural impediments in engendering some projects. There is reluctance to give men's jobs to women not only because of culture, but this may even increase their double burden if they are not rewarded accordingly. But more important than that is the relative lack of information in the area on the tools of mainstreaming the environment and energy projects. Many such activities may lead to missed opportunities because they are perceived as 'gender neutral'.

4. ADVOCAY ROLE OF UNDP

The UNDP maintains a very high profile in the development scene in the country. The Resident Representative, who is also the UN Resident Coordinator, is very proactive in advocating the MDGs in both the Executive and Legislative Branches of government, as well as to other stakeholders like the donor community and the private sector. The government has fully taken the MDGs in its agenda. Notably, these have been linked with the 10-point agenda of the President, Gloria Macapagal-Arroyo, and integrated in the new Medium-Term Philippine Development Plan (MTPDP).

The MDG Goal 3 on Gender Equality, as well as the MDG attention to reproductive health and women’s vulnerability to HIV/AIDS, are among the gender concerns that the UNCT proactively advocates, albeit with due consideration to local sensitivities, particularly on the opposition to artificial family planning methods and use of condoms by some sectors, notably the church.

On a similar vein, many national partners including the civil society have adopted the rights-based approach (RBA) to development. Respondents from the civil society, welcome the UNDP’s proactive stance in recent years. The RBA is seen
as an appropriate platform for gender advocacy under the principles of universality and non-discrimination, and the centrality of the Women’s Convention or CEDAW among the human rights treaties.

The majority of UNDP partners from the government, non-government organizations, academe, and civil society have acknowledged the UNDP’s special role in the Philippine development process. Being a UN agency, it is seen as neutral or without an agenda that otherwise is not aligned to UN consensus and international conventions. The stakeholders also grant UNDP credit on its mandate to advocate or pursue universal normative standards.

The UNDP is a trusted partner of the national government and works along the priorities of government. Civil society, on the other hand, views the UNDP as playing a crucial role in trust-building between them and government, and serving as their bridge to each other.

One key value added on the UNDP is its broad and multifaceted mandate with its ability in access to global expertise and knowledge.

There appears a very strong bond and trust relationship between NEDA and the UNDP. Its various units seem to have built a very good working relationship with the national counterparts in all its various portfolios, in poverty, governance, and environment portfolios.

It also appears that National Commission on the Role of Filipino Women (NCRFW) has a strong partnership with the UNDP. In fact, NCRFW is one of the partner institutions in the Right to Development Programme, along with the Commission on Human Rights and Centre for Investigative Journalism, a non-governmental organization. However, as most National Machineries for women, it is under-resourced and under-staffed, and deserves strong support from the UNDP. Even though UNDP is a trusted partner, it is not recognized as an effective gender-advocacy institution by the partners, whereas the UNCT and GMC was considered to be more effective and visible.
5. PARTNERSHIPS

A. Partnership within the UN System and with Other International Agencies

According to the Resident Coordinator, the UNCT has made gender analysis as a central element of the Common Country Assessment, which dealt on such gender related issues as poverty, HIV/AIDS and trafficking. The theme group on gender mainstreaming, according to the UN RC, is the most active among the UNCT working groups.

The early forms of the Gender Mainstreaming (GMC) was Gender Working Group established in 1999, which later turned into a Thematic Interagency Group. Currently, under the leadership of UNICEF, ILO, UNDP, UNFPA, UNIFEM-CEDAW, the World Bank and FAO focal points meet every 4-6 weeks. The committee does not have a regular resource allocation but has a T.O.R. and the Resident Coordinator’s office has allocated a U.N.V., who is a young anthropologist with a special interest in gender issues. The GMC has representation in the Supreme Court Committee and Gender Responsive Judiciary Committee.

In the last couple of years, the UNCT has been very active. They have produced two very important documents, which has been effective on the UNDP’s capacity on: Assessment, Strategy Setting and Monitoring, and Evaluation of Gender Dimensions of the UNDP, the UN Country Programming (2003), and the UN in Philippines Gender Strategy Framework (2004). Those two interventions are described in detail in the section on UNDP activities.

At present, there are two UNCT interventions that are excellent platforms to advocate gender equality in the country: (a) Organizing the UNCT Gender Mainstreaming Committee, and (b) Organizing the ODA GAD Network, particularly its Harmonized GAD Guidelines.

Amongst UN agencies, the UNDP together with UNICEF and UNFPA are seen as champions of gender mainstreaming in the country. The mandates of the UNICEF and UNFPA, and their presence on the ground, make them natural champions of gender issues, on the girl-child and reproductive health, for example. We were told that the UNDP’s broad mandate makes it the best place to advocate gender mainstreaming in the wider development processes, including helping transform the
development perspective of partners towards making gender and human rights central.

During the period under review, there was a strong support for gender issues from the Resident Representatives. As the UN Resident Coordinator, Ms. Deborah Landey, is viewed as strongly supporting the gender related initiatives. She was reported to openly enjoin the UN Country Team (UNCT) to support the work and recommendations of the UN Gender Mainstreaming Committee (GMC). She is very visible in public events on women, and is accessible to women’s organizations in the government and NGOs.

UNIFEM is also another player which, even with little resources, have made some impact particularly “at the time when literature on gender mainstreaming was scarce,” according to one NCRFW commissioner.

The ODA- Gender and Development (GAD) Network is very well-received by partners and by the UN GMC as a mechanism for coordinating advocacy and programming for gender mainstreaming, where they are represented and are part of the decision-making process. The Harmonized GAD Guidelines for ODA projects is considered a major step forward in this regard. The Harmonized GAD Guidelines were welcomed by all the donor community, NGOs academics, and the government institutions. However, it needs dissemination and expertise to be implemented. Therefore, wide-training programmes and funding is needed, so that the implementation can be up to the standards.

B. Partnership with NGOs and Academic Circles

There is a very strong women’s movement in the Philippines. Not only do they have deep and extensive knowledge accumulated in the academic centers of the country, but also they have a history of feminist activism that has had significant impacts in the country. The country’s gender-capacity certainly is further advanced than many countries of similar socio-economic development level and should be encouraged to share their experience with neighboring countries.

Many NGOs and academic circles, despite recognizing and welcoming the UNDPs’ recent proactive role, claim that they have been more advanced than the UNDP in both gender mainstreaming and the Rights-Based development approach.
Only very few of them have partnered with the UNDP in their own projects, yet have benefited indirectly from UNDP activities. The UNDP mainly deals with government institutions as its main partners, but it encourages the government to collaborate with the civil society. Through this deliberate effort, it is giving two kinds of inputs into civil society. Within the specific projects, the NGOs are building their capacity, (for example, they may have gender-sensitivity training but more importantly is the facilitator role that the UNDP plays.

Within this facilitator role, the following impacts have been cited by NGOs and the academics:

1. The government agencies are becoming more and more gender sensitive. In many UNDP projects there is gender dimension, and this leads to increasing awareness even in the small provinces and in the local governments.

2. The government institutions are learning to integrate and cooperate with the NGOs. So they are finding a niche of influencing the government decisions and policies.

3. The MDGs and Rights-based approach is further disseminated by the UNDP, and this leads to increased recognition and ownership of the women’s diverse problems in the government, easing the influencing capacity of NGOs. Such an UNDP advocacy gives them an extra legitimacy as for promoting international standards.

4. In fact, even though they consider the UNDP a small (in terms of funds) player in the country, they think it is effective because it sets the universal norms and standards.

5. The ODA-GAD network that has a strong UN/UNDP-imprint improves the funding to be directed to gender and women’s issues, so NGOs have access to funds. This intervention was mentioned as having a strong “trickle down impact.”

6. They appreciated and used many of the tools and documents developed by the UNDP. The last of such tools harmonized the GAD. Guidelines are also appreciated, because they also recognize the need to monitor gender interventions/projects in the country.

7. The last but not least of the indirect impacts is the support given by the Resident Coordinator. Her visibility in gender activities is not only an important encouragement, but indicates a direction and gives legitimacy to the activities.
8. The NGOs and Academics have also come up with a number of suggestions for future activities of the UNDP:

1. They agree that for improving the visibility and capacity of the UNDP, a gender-targeted project will be beneficial.

2. There are certain that gender issues need special attention, as they are priorities in the country. They are poverty, trafficking, prostitution, reproductive health, HIV/AIDS, and violence against women. In these areas there is need to build the capacity (as new techniques of mainstreaming and knowledge may be necessary) as well as implementing projects. The gender aspects of some portfolios can take these issues. For example, the governance portfolio should improve the capacity of the institutions, such as the police, to deal with domestic violence.

3. The mandatory GAD budget has become erratic: the compliance rate is fluctuating as well as the content of the budget expenditure. One cited reason is that 5% of the GAD Budget is still not understood by the Government Units and agencies. This is a good opportunity for the UNDP to intervene and improve the capacity of gender budgeting and allocation of resources for gender activities.

4. Some academics and NGOs have mentioned that the UNDP should use its leverage in NEDA to address gender on macro-economic issues, such as foreign debts, and share of VAT coming from the poor.

5. The Rights-Based Approach has had strong civil society ownership. However, they have claimed that the strengthening of the gender dimension of RBA is needed. Therefore, a further-engendering RBA manual will be appreciated.

6. Finally, there is a tendency in the civil society to incorporate more men to the activities, not only in terms of male ownership, but also as targeting men. The project ‘Men Talking to Men’ addresses male demands is worth mentioning. The Civil Society has claimed that addressing male issues is important to gender-sensitivizing the new generation of young men.

C. Partnership with Donor Community

The donor community and the national counterparts, as well as other stakeholders, agree that the Canadian International Development Agency (CIDA) is the champion of gender-mainstreaming(?). All the donors that the evaluation team
have talked to however, agreed that the UNDP can play a catalytic role in the
gender mainstreaming and women’s empowerment projects in the country.

The assessment of the Donor Community on the gender mainstreaming in the
country is very positive. They all agree that there has been favorable consecutive
governments, although there are pockets of resistance. They also see some
deficiencies including a less advanced understanding of mainstreaming is
understood in some institutions as only an affirmative action for women. They also
realize that much of the gender awareness and gender targeting is donor driven, so
there is also the danger of retreat, if an instant mainstreaming demand is not
continued. They also have agreed on the need for further collaboration (the ODA-
GAD network is serving this purpose and is a useful intervention by the UNCT).
They have also claimed that there have been a number of duplications, and this has
to be avoided in the future. The Harmonization of GAD Guidelines has been initiated
on this need.

The donor community, recognizes the strong and trusted partnership the
UNDP has with the government, especially NEDA: they are looked upon as a ‘lead
coordinator’ in the development community, and a more proactive role in
establishing a dialogue amongst all stake holders will be appreciated.

The other donor agencies have targeted different sections of the society,
NGOs, academics, local governments, and service centers. But they recognize that
none of them have an extensive influence on the government and its agencies as
the UN does.

The UNDP project staff also recognizes the gender sensitivity of the donors.
In many of the projects - such as some components of Mindenao project, (which is a
multi- donor activity ) - the New Zealand Aid, and Ausaid, has deliberately asked to
integrate a new project to identify the role of women. The EC has recently employed
a gender specialist, and has integrated a gender dimension to the internally
displaced population project. As such, donors have also played a positive role in
gender mainstreaming some UNDP portfolios.
6. THE HUMAN RESOURCE ISSUES IN THE OFFICE

Within the country office, the gender ratio favors women. Including the highest level (the RR is female, while the DRR is male), the gender balance favors women in operations with women heading the: (1) Peace and Development, (2) Empowerment of the Poor and (3) Environment Portfolios, while men head (4) Governance Portfolio and the (5) Programme Management Support Unit. The sex ratio overall in operations is 8:3 in favor of females.

The Operations Support Group is headed by a male, but the Finance Officer is a female. The Development Support Service Center is also headed by a female. In the OSG, there are 21 females to 8 males, or 72 percent female, which is the exact same proportion women enjoy in operations.

According to the staff responsible for recruiting UNDP staff and UNDP project staff, more women than men apply for advertised positions, with the gender ratio among applicants averaging at about 80 percent women. There was a conscious effort to recruit men to achieve gender balance, but it was unsuccessful because the female applicants were more qualified. Even in the environment projects, there are sufficient numbers of qualified women applicants up to the Project Manager position. The partners of the Environment Portfolio shared this same observation where women scientists and other technical personnel and experts are said to be available.

In the meeting with the civil society organization partners of the UNDP, it was revealed that women play a full range of roles in the projects, such as direct beneficiaries and participants of programmes, projects and activities, the leader of a partner NGO, the head/staff of a Project Management Office (PMO), and a political leader at the national and local levels.

It was also found that the UNDP Country Office is implementing the corporate policy for balancing work and family life. No case of sexual harassment has yet been reported in the CO and in UNCT, as much as the staff association officials and HR personnel could recall.

There has been a staff association in the country office for a long time. They have different committees: the Learning Committee, the Carrier Review Group, and the Appointments Committee. A Staff Grievances Committee is in the process of
being established, and they think they are the responsible group for sexual harassment, in case it happens.

For a long time, the Staff Association was involved with career issues. They are hoping to have a more human dimension in the future, extending their activities to social events.

7. CONCLUSIONS AND RECOMMENDATIONS

1. In Philippines there is an excellent enabling environment for gender mainstreaming the capacity. The capacity of women’s movement, the commitment of both the NGOs and most government institution and accumulated knowledge on women studies is remarkable.

2. UNDP is a high profile and a trusted partner of the national government. There is a strong compliance with the priorities of government, in fact there are many cases where the government development plans have followed UNDP strategies and vice versa. There appears a very strong bond and trust relationship between NEDA and UNDP, as well as between NCRFW and UNDP. Its various units seem to have built very good working relationship with the national counterparts in the poverty, governance and environment portfolios.

3. One key value added of UNDP is its broad and multifaceted networks and its ability to access to global expertise and knowledge. The civil society considers UNDP as its bridge to government. The CSO partners expect UNDP continue to help expand the opportunities for partnership between CSO and government including trust building.

4. The MDGs are widely accepted by various sectors of government. It is notable that it has been linked with the 10-point agenda of the President and integrated in the new Medium-Term Philippine Development Plan. Rights-based approach has been adopted by many national partners including the civil society, which is disseminating it through training. It is seen as an appropriate base for gender advocacy under the principles of universality of human rights and non-discrimination, provided that CEDAW and its definition of what constitutes gender discrimination is properly tackled.
A. UNDP Gender Mainstreaming Capacity

1. There are a number of good/excellent products from past and ongoing efforts in capacity building on gender mainstreaming for the UNDP country office linked with the UNCT. Such as the Gender Assessment of the country situation, UN Gender Strategy, Gender Assessment Guide, Roster of Gender Experts and Training Needs Analysis, among others. However, these remain as “intermediate outputs.” The skills of Programme Managers and Associates for mainstreaming in their portfolio’s area of focus need to be built. Tools for gender assessment of projects need to be used in actual project design and monitoring.

2. The Gender Focal Point does not have a clear TOR, and gender mainstreaming is just one of her many tasks, often done outside office hours. She is assisted by an Associate from PMSU, seemingly on a voluntary basis. There is a sense of informality in the whole set-up. As Associate of the Governance Unit, the GFP tend to focus on gender activities within the Governance Portfolio, e.g. partnerships with NCRFW and other activities within the various Governance projects. The Gender Focal Point (GFP) needs to be strengthened in order for the post/mechanism to be influential in terms of knowledge base and power position.

3. A number of issues have been raised as to the effectiveness of the Gender Focal Point as a mechanism for gender mainstreaming. Many of the partners and stakeholders noted that the GFP mechanism – whether in government or in UNDP – has not created results.

4. It is admitted that there is lack of knowledge and technical know how among the UNDP staff and partners in gender mainstreaming especially in such areas as environment. The capacity for and interest in gender mainstreaming within UNDP CO is uneven across the different units. Within the portfolios even, the level of gender mainstreaming is also not uniform. Among the portfolios, environment is the weakest. The gender dimension of disasters is an emerging issue that UNDP will need to address in a typhoon and earthquake (or disaster) prone country like the Philippines.

5. Despite the UNRC/UNDP Resident Representative’s visible support for gender mainstreaming at the UNCT level and externally, there seems to be a lack of
articulation of the gender mainstreaming policy internally within UNDP. The top management has not made it clear to the PMs that gender mainstreaming is a must. The leadership’s awareness and engagement on gender issues with key constituencies (including her accessibility, etc.) should be translated to programming.

6. There are some very well mainstreamed projects such as rights based approach which has a wide ownership in the country is an excellent opportunity for championing gender mainstreaming. However, there is lack of uniformity on the Programme level in gender mainstreaming. Among the reasons found were: (a) lack of systematic gender mainstreaming in projects; (b) lack of technical knowledge among UNDP programme personnel; (c) absence of monitoring mechanism. As a result, gender mainstreaming slips through. There are no benchmarks and indicators for gender mainstreaming, in addition to lack of monitoring mechanism. The new country programme document provides an excellent opportunity to apply these lessons on benchmarks, indicators, etc.

7. There is a need for gender mainstreaming initiatives in UNDP supported projects to be made more visible. UNDP’s intervention in the Judicial Reform process is very strategic and has potentials for scaling up. It is unique in many senses including the significant attention to gender issues. The CGRJ is purported to be the only one in the world.

**B. Summary of Recommendations**

1. There is an excellent policy environment for gender mainstreaming including the policy for 5% GAD budget is there. There is CSO constituency that is already working to make this gender budget work. UNDP has strong CSO partners from the human rights sector also advocating the rights-based approach with gender perspective. This is the opportunity that UNDP can use of to make sure that the policies are implemented and monitored, and commitments on gender equality are translated into action at all levels.

2. The present gender focal point in the CO and the dedicated officers are well meaning, hard working and ready to learn. However, the deficiencies indicate to the fact that there should be serious gender expertise in CO. It should include a
dedicated, high level, well-resourced gender specialist. Technical expertise in gender mainstreaming in UNDP's various focus areas should be sourced out.

3. Strongly recommended that the dual approach should still be pursued in programming: both gender mainstreaming and women- or gender-focused projects. In many ways if there is a gender focused project, it will improve the sensitivity and knowledge in house besides being an important source of attraction by the government and the civil society this will enhance visibility of UNDP and improve its advocacy role.

4. Gender mainstreaming is a strategic area for resource mobilization and partnership. This country has a very strong accumulated capacity in gender issues. The team’s discussions with civil society, government and donors indicated to the fact that there may be a strong chance of donor attraction to the area.
ANNEX 1 BIBLIOGRAPHY


# ANNEX 2 MISSION AGENDA - PHILIPPINRS

## DRAFT PROGRAMME
### GENDER MAINSTREAMING EVALUATION MISSION

Ayse Ayata, Fadzai Gwaradzimba and Annie Serrano  
4-8 April 2005

<table>
<thead>
<tr>
<th>Date/Time</th>
<th>Purpose of Meeting</th>
<th>Remarks</th>
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<tr>
<td>04 April, Monday (DAY 1)</td>
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<tr>
<td>8:30 am</td>
<td>Leave Hotel for UNDP</td>
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<tr>
<td>9:00 - 11:30 am</td>
<td>Gender Mission Team Meeting</td>
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<tr>
<td></td>
<td>venue: UNDP Conference Room</td>
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<tr>
<td>11:30 - 1:30 noon</td>
<td>Briefing with Deputy Resident Representative Kyo Naka</td>
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<tr>
<td></td>
<td>venue: DRR’s Office, UNDP</td>
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<tr>
<td>3:30 - 4:30</td>
<td>Gender Mission Team Meeting with Portfolio Managers (1st half)</td>
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<tr>
<td>4:30 - 5:00</td>
<td>Courtesy call with Resident Representative Deborah Landey</td>
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<tr>
<td>5:00 - 6:30 pm</td>
<td>Meeting with UNDP Portfolio Managers and Staff (2nd half) Environment</td>
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<td></td>
<td>Peace and Development</td>
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<td></td>
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<tr>
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<tr>
<td>05 April, Tuesday (Day 2)</td>
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<tr>
<td>8:30 - 10:00 am</td>
<td>Meeting with Ms. Ada Marella of Human Resources and Ms. Jennette Montebon of Development Support Services Center (DSSC)</td>
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<tr>
<td>10:00 - 11:30 am</td>
<td>Meeting with Mr. Eldid Pangilinan, Programme Support Manager and PMSU Team</td>
<td>Confirmed</td>
</tr>
<tr>
<td>11:30 - 1:00 pm</td>
<td>Meeting with (previous and current) UNDP Staff Association Executive Board and Learning Committee Members</td>
<td>Confirmed (working lunch)</td>
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</table>
1:00 pm  Leave for NEDA Meeting

2:00 – 4:00 pm  Lunch Meeting with National Economic Development Authority (NEDA)  
venue: Savannah Room, Discovery Suites  
Confirmed.

4:00 – 6:00 pm  Meeting with National Commission on the Role of Filipino Women Chairperson Myrna Yao, Executive Director Emmeline Versoza and NCRFW Board Directors  
venue: Savannah Room, Discovery Suites  
Confirmed

6:00 pm  Leave for Dinner Meeting with Ambassador Manalo  
Confirmed

7:00 pm  Dinner with Ambassador Rosario Manalo-UNIFEM CEDAW  
venue: Emperor’s Court, New World Hotel  
Confirmed

9:00 pm  BACK TO HOTEL

06 April, Wednesday  
(DAY 3)

7:30 a.m.  Leave Hotel for Ortigas Center  
Breakfast Meeting with Governance Portfolio Partners from Department of Interior and Local Government (DILG), Commission on Human Rights (CHR), Supreme Court of the Philippines (SC), Department of Budget and Management (DBM), Commission on Elections (COMELEC), Congress of the Philippines, Career Executive Services Board (CESB), Civil Service Commission (CSC), Commission on Audit, Development Academy of the Philippines, League of Cities, League of Municipalities, League of Barangays, University of the Philippines- National College of Public Administration and Governance with the GOP-UNDP Governance Portfolio Management Office  
venue: Savannah Room, Discovery Suites  
Confirmed.

8:30 – 10:30 a.m.  Leave for GMC Meeting at UNDP
11:00 – 1:00 pm  Meeting with UN Gender Mainstreaming Committee Chair Dr. Nick Alipui and Members (UNICEF, ILO, UNDP, UNFPA, UNIFEM-CEDAW, World Bank, FAO)
venue: UNDP Conference Room

1:00 p.m  Leave for Meeting in Ortigas

2:00 – 4:00 pm  Meeting with Poverty Portfolio Partners from National Commission on Indigenous Peoples (NCIP), National Anti-Poverty Commission (NAPC), Department of Agrarian Reform (DAR), Technical Education and Skills Development Authority (TESDA), Department of Labor and Employment (DOLE)
venue: Savannah Room, Discovery Suites

4:00 pm  BACK TO HOTEL

07 April, Thursday (Day 4)
7:30 am

8:30 – 10:00 am  Leave Hotel for Meeting in Quezon City
Breakfast Meeting with Dr. Leonor Briones of Social Watch
venue: Coffeeshop Sulo Hotel, Quezon City

10:00 – 12:00 noon  Meeting with UNDP Portfolio Civil Society and Academe Partners

Governance
CODE-NGO, Philippine Rural Reconstruction Movement, Fair Trade Alliance, Local Governance Policy Forum, Transparency and Accountability Network, Concerned Citizens of Abra on Good Governance, Institute for Political and Electoral Reforms, Consortium for Electoral Reforms, Center for Community Journalism and Development; Philippine Business for Social Progress; Task Force Detainees of the Philippines; Alternative Law Groups; Philippine Governance Forum; Philippine Urban Forum; UP-National College of Public Administration and Governance; La Salle Institute of Governance; Employers Federation of the
Philippines
Environment
World Wildlife Fund, CARE Philippines, SIBAT
Peace and Development
Bangsamoro Women; Pan-Cordi; Citizen's
Peace Council; Asisi Foundation
Poverty
People's Credit and Finance Corporation
(PCFC); Philippine Business for Social
Progress

9:30 -11:00
Meeting with Ms. Lucy Lazo UNIFEM Regional
Coordinator
venue: PSSC

12:00 – 1:00 pm
Lunch Meeting with Ms. Rosette Librea, GOP-
UNDP Governance Portfolio
venue: Humabon Room, Sulo Hotel

1:00 – 3:00 pm
Meeting with Environment Portfolio Partners
from Department of Environment and Natural
Resources, Environmental Management
Bureau and Department of Energy
venue: Sulo Hotel

3:00 – 5:30 pm
Meeting with Women’s Groups/NGOs - Center
for Women’s Studies (CWS), Center for Asia
Pacific in Politics (CAPWIP), Women’s Legal
Bureau, ISIS, Women and Gender Institute
(WAGI), Remedios AIDS Foundation, CAT-W
venue: Sulo Hotel

08 April, Friday (Day 5)
7:30 am
Leave for Hotel for UNDP

8:00-9:45 am
Breakfast Meeting with Peace and
Development Portfolio Manager Ms. Alma
Evangelista and Team together with
Autonomous Region of Muslim Mindanao,
Mindanao Development Programme 3,
Bangsamoro Women, Philippine Muslim
Women’s Council
venue: Delifrance, RCBC

9:45 am
Leave for ODA-GAD Meeting
<table>
<thead>
<tr>
<th>Time</th>
<th>Event</th>
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<tbody>
<tr>
<td>10:00 – 12:00 noon</td>
<td>Meeting with Official Development Assistance-Gender and Development Network (ADB, World Bank, CIDA, AusAID, UN agencies, UNIFEM-CEDAW, NCRFW, NEDA, EU/EC among others)</td>
<td>Confirmed</td>
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<tr>
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<td>venue: UNDP/UNFPA Conference Room</td>
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<tr>
<td>12:00-1:00 pm</td>
<td>Meeting with Portfolio Managers and Small Grants Project Coordinator Ms. Angie Cunanan</td>
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<tr>
<td>1:00-2:00 pm</td>
<td>venue: UNDP/UNFPA Conference Room</td>
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<tr>
<td>2:00 – 3:00 pm</td>
<td>Exit Conference with DRR Kyo Naka</td>
<td>Confirmed</td>
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<tr>
<td>3:00 – 4:00 pm</td>
<td>Debriefing/Townhall Meeting with UNDP Staff</td>
<td>Confirmed</td>
</tr>
<tr>
<td></td>
<td>venue: UNDP/UNFPA Conference Room</td>
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<tr>
<td>4:00 pm</td>
<td>Wrap-up Activities/Next Steps – Gender Mission Team</td>
<td>Confirmed</td>
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</table>
## ANNEX 3 List of Projects

<table>
<thead>
<tr>
<th>Governance /Econ Mgt</th>
<th>Programme/Project Title</th>
<th>Yr Compl</th>
<th>UNDP US$</th>
<th>Cost-sharing</th>
<th>TOTAL</th>
</tr>
</thead>
<tbody>
<tr>
<td>PHI/8 9/016</td>
<td>DEVELOPMENT AND APPLICATION OF ECONOMIC DISTRICT MANAGEMENT SYSTEM IN THE PROVINCE OF CATANDUANES</td>
<td>1995</td>
<td>363,782</td>
<td>650,437</td>
<td>1,014,219</td>
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<tr>
<td>PHI/9 3/003</td>
<td>Macroeconomic Reforms and Management Programme</td>
<td>1999</td>
<td>754,360</td>
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<tr>
<td>PHI/9 3/004</td>
<td>Trade and Investment Promotion Programme</td>
<td>1999</td>
<td>422,860</td>
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<td>422,860</td>
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<tr>
<td>PHI/9 5/002</td>
<td>Investment Programming and Debt Management Programme</td>
<td>2001</td>
<td>766,609</td>
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<tr>
<td>PHI/9 6/007</td>
<td>Strengthening Decentralized Capability Towards Sustained Local Development</td>
<td>2000</td>
<td>701,066</td>
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<tr>
<td>PHI/9 7/019</td>
<td>Effective Local Governance and Support Mechanisms for Sustainable Cooperative Development</td>
<td>2002</td>
<td>569,687</td>
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<tr>
<td>PHI/9 7/022</td>
<td>Enhancing the Public Accountability Programme of the Philippine Commission on Audit</td>
<td>ongoing</td>
<td>412,533</td>
<td>524,272</td>
<td>936,805</td>
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<tr>
<td>PHI/9 7/029</td>
<td>Capability Building Programme for the League of Municipalities</td>
<td>1999</td>
<td>36,793</td>
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<tr>
<td>PHI/9 8/006</td>
<td>TA to the Philippine Judiciary on Justice and Development</td>
<td>2000</td>
<td>263,382</td>
<td>22,950</td>
<td>286,332</td>
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<tr>
<td>PHI/9 8/008</td>
<td>Enhancing Accountability and Transparency in Governance Through Investigative Reporting and Multi-Sectoral Dialogues</td>
<td>2001</td>
<td>113,425</td>
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<tr>
<td>PHI/9 8/011</td>
<td>The Philippine Governance Forum</td>
<td>2003</td>
<td>921,022</td>
<td>18,216</td>
<td>939,238</td>
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<tr>
<td>PHI/0 2/006</td>
<td>Strengthening Institutional Capacities to Pursue Meaningful Electoral and Political Reforms</td>
<td>2004</td>
<td>54,000</td>
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<td>PHI/0 2/007</td>
<td>Judicial Reform: Strengthening Access to Justice by the Disadvantaged</td>
<td>2004</td>
<td>181,695</td>
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<td>PHI/0 2/008</td>
<td>Anti-Corruption: Strengthening Institutional Capacities to Promote Ethical, Transparent and Accountable Governance</td>
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<td>241,468</td>
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<tr>
<td>PHI/0 2/009</td>
<td>Civil Service &amp; Economic Management: Enhancing Institutional Capacities to Promote Public Administration &amp; Fiscal Reforms</td>
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<td>181,100</td>
<td></td>
<td>181,100</td>
</tr>
<tr>
<td>Project Code</td>
<td>Description</td>
<td>Budget 2010</td>
<td>Budget 2011</td>
<td></td>
<td></td>
</tr>
<tr>
<td>-------------</td>
<td>----------------------------------------------------------------------------</td>
<td>-------------</td>
<td>-------------</td>
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<td></td>
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<tr>
<td>PHI/0 2/010</td>
<td>Decentralization and Local Governance: Strengthening Institutional Capacities for Participatory Local Governance</td>
<td>273,554</td>
<td>273,554</td>
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<tr>
<td>PHI/0 2/011</td>
<td>Right to Development: Strengthening Institutional Capacities to Mainstream Gender and Human Rights</td>
<td>402,559</td>
<td>402,559</td>
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<td>PHI/0 2/012</td>
<td>Legislative Reform: Enhancing Institutional Capacities for Legislative Reform</td>
<td>193,271</td>
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<td>PHI/0 2/14</td>
<td>Philippine Governance Review: Strengthening Capacities to Institutionalize a Participatory Governance Review System</td>
<td>5,700</td>
<td>56,206</td>
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<td>PHI/0 3/M03</td>
<td>Citizen-Votes Education Campaign</td>
<td>73,473</td>
<td>73,473</td>
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<tr>
<td>35868</td>
<td>Mainstreaming the MDGs</td>
<td>62,000</td>
<td>62,000</td>
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<td></td>
<td></td>
<td></td>
<td>8,651,430</td>
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ANNEX 5 Basic Data

Philippines Data Profile Table 1: Basic Indicators *

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<tr>
<th>CIA World Fact Book Indicators 2005</th>
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<tbody>
<tr>
<td>Population</td>
<td>86,241,697 (July 2004 est.)</td>
</tr>
<tr>
<td>Population growth (annual %)</td>
<td>1.88% (2004 est.)</td>
</tr>
<tr>
<td>Life expectancy (years)</td>
<td>69.9</td>
</tr>
<tr>
<td>Literacy total (% of ages 15 and above)</td>
<td>92.6</td>
</tr>
<tr>
<td>Net primary enrollment (% relevant age group)</td>
<td></td>
</tr>
<tr>
<td><strong>Human Development Fact Sheet 2002</strong></td>
<td></td>
</tr>
<tr>
<td>HDI rank (177 countries)</td>
<td>83</td>
</tr>
<tr>
<td>GDP per capita rank (177 countries)</td>
<td></td>
</tr>
<tr>
<td>GDP per capita (PPP US$) rank minus HDI rank</td>
<td>22 (2002)****</td>
</tr>
<tr>
<td>HDI value</td>
<td>0.753</td>
</tr>
<tr>
<td>GDP per capita value (PPP US$)</td>
<td></td>
</tr>
<tr>
<td>GDI Rank ****</td>
<td>66(2001)</td>
</tr>
<tr>
<td></td>
<td>66(2002)</td>
</tr>
<tr>
<td>GDI Value****</td>
<td>0.748 (2001)</td>
</tr>
<tr>
<td></td>
<td>0.751 (2002)</td>
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Philippines Data Profile Table 2: Gender Related Indicators of 2000***

<table>
<thead>
<tr>
<th>GNP per capita (US$)</th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>Population</td>
<td></td>
</tr>
<tr>
<td>Total (millions)</td>
<td>81.5 million</td>
</tr>
<tr>
<td>Female (% of total)</td>
<td>49.6</td>
</tr>
<tr>
<td>Life expectancy at birth (years)</td>
<td></td>
</tr>
<tr>
<td>Male</td>
<td>67</td>
</tr>
<tr>
<td>Female</td>
<td>71</td>
</tr>
<tr>
<td>Adult illiteracy rate (% of people aged 15+)</td>
<td></td>
</tr>
<tr>
<td>Male</td>
<td>4.9</td>
</tr>
<tr>
<td>Female</td>
<td>5.2</td>
</tr>
<tr>
<td>Unemployment</td>
<td></td>
</tr>
<tr>
<td>Total (% of total labor force)</td>
<td>10.1</td>
</tr>
<tr>
<td>Female (% of female labor force)</td>
<td>9.9</td>
</tr>
<tr>
<td>Net primary school enrollment rate</td>
<td></td>
</tr>
<tr>
<td>Male</td>
<td>92</td>
</tr>
<tr>
<td>Female</td>
<td>93</td>
</tr>
<tr>
<td>Youth illiteracy Rate (% of people aged 15-24)</td>
<td></td>
</tr>
<tr>
<td>Male</td>
<td>1.5</td>
</tr>
<tr>
<td>Female</td>
<td>1.1</td>
</tr>
<tr>
<td>Total fertility rate (births per woman)</td>
<td>3.4</td>
</tr>
<tr>
<td>Maternal mortality ratio (per 100,000 live births)</td>
<td>200</td>
</tr>
<tr>
<td>Child malnutrition prevalence, weight for age (% of children under 5)</td>
<td>32</td>
</tr>
<tr>
<td>HIV prevalence rate (% of people aged 15-24)</td>
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</tr>
<tr>
<td></td>
<td>&lt;0.1 [&lt;0.2] (2003)****</td>
</tr>
<tr>
<td></td>
<td></td>
</tr>
<tr>
<td>--------------------------------------</td>
<td>-----</td>
</tr>
<tr>
<td>Male</td>
<td>0</td>
</tr>
<tr>
<td>Female</td>
<td>0.1</td>
</tr>
<tr>
<td>GEM Rank ****</td>
<td>35</td>
</tr>
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<td></td>
<td>37</td>
</tr>
<tr>
<td>GEM Value ****</td>
<td>0.539</td>
</tr>
<tr>
<td></td>
<td>0.542</td>
</tr>
<tr>
<td>Seats in Parliament held by women (%) 2001 and 2002****</td>
<td>17</td>
</tr>
<tr>
<td>Female legislators, senior officials and managers (%) 2001 and 2002****</td>
<td>58</td>
</tr>
<tr>
<td>Female professional and technical workers (%) 2001 and 2002****</td>
<td>62</td>
</tr>
<tr>
<td>Ratio of estimated female to male earned income (%) 2001 and 2002 ****</td>
<td>0.59</td>
</tr>
</tbody>
</table>

**Human Development Fact Sheet for Philippines, UNDP.**

*** Worldbank Summary Gender Profile

# ANNEX 6 ACRONYMS

<table>
<thead>
<tr>
<th>Acronym</th>
<th>Full Form</th>
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<tbody>
<tr>
<td>ACT</td>
<td>Action for Conflict Transformation</td>
</tr>
<tr>
<td>ADR</td>
<td>Alternative Dispute Resolution</td>
</tr>
<tr>
<td>APPAN</td>
<td>Asian Parliamentary Policy Analysis Network</td>
</tr>
<tr>
<td>CCF</td>
<td>Country Cooperation Framework</td>
</tr>
<tr>
<td>CEDAW</td>
<td>Convention on the Elimination of All Forms of Discrimination Against Women</td>
</tr>
<tr>
<td>CHR</td>
<td>Commission on Human Rights</td>
</tr>
<tr>
<td>CIDA</td>
<td>Canadian International Development Agency</td>
</tr>
<tr>
<td>CGRJ</td>
<td>Committee on Gender Responsive Judiciary</td>
</tr>
<tr>
<td>COMELEC</td>
<td>Commission on Election</td>
</tr>
<tr>
<td>CPH</td>
<td>Census of Population Housing</td>
</tr>
<tr>
<td>CSN</td>
<td>Country Strategy Note</td>
</tr>
<tr>
<td>DAR</td>
<td>Department of Agrarian Reform</td>
</tr>
<tr>
<td>DBM</td>
<td>Department of Budget and Management</td>
</tr>
<tr>
<td>DOH</td>
<td>Department of Health</td>
</tr>
<tr>
<td>DSWD</td>
<td>Department of Social Welfare and Development</td>
</tr>
<tr>
<td>FCWC</td>
<td>Fourth World Conference on Women</td>
</tr>
<tr>
<td>FIES</td>
<td>Family Income and Expenditures Survey</td>
</tr>
<tr>
<td>GAD</td>
<td>Gender and Development</td>
</tr>
<tr>
<td>GEF</td>
<td>Global Environment Facility</td>
</tr>
<tr>
<td>GEM</td>
<td>Gender Empowerment Measure</td>
</tr>
<tr>
<td>GDI</td>
<td>Gender Development Index</td>
</tr>
<tr>
<td>GFIrs</td>
<td>Global Financing Institutions</td>
</tr>
<tr>
<td>GFP</td>
<td>Gender Focal Point</td>
</tr>
<tr>
<td>GOP</td>
<td>Government of the Philippines</td>
</tr>
<tr>
<td>HDI</td>
<td>Human Development Index</td>
</tr>
<tr>
<td>IDP</td>
<td>Internally Displace Persons</td>
</tr>
<tr>
<td>IRR</td>
<td>Implementing Rules and Regulations</td>
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<tr>
<td>JPO</td>
<td>Junior Professional Officer</td>
</tr>
<tr>
<td>LGUs</td>
<td>Local Government Units</td>
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<td>LFPR</td>
<td>Labour Force Participation Rate</td>
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<td>LFS</td>
<td>Labour Force Survey</td>
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<td>LPRAP</td>
<td>Local Poverty Reduction Action Plan</td>
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<td>MDGs</td>
<td>Millennium Development Goals</td>
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<td>MDP</td>
<td>Multi-Donor Programme</td>
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<td>MFIrs</td>
<td>Micro Finance Institutions</td>
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<td>MNLF</td>
<td>Moro National Liberation Front</td>
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<td>MSSP</td>
<td>Micro Finance Sector Strengthening Project</td>
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<td>MTPDP</td>
<td>Medium Term Philippine Development Plan</td>
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<td>MYFF</td>
<td>Multi Year Funding Framework</td>
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<td>NAPC</td>
<td>National Anti Poverty Commission</td>
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<td>NCRFW</td>
<td>National Commission on the Role of Filipino Women</td>
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<td>NDHS</td>
<td>National Demographic and Health Survey</td>
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<td>NEDA</td>
<td>National Economic and Development Authority</td>
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<tr>
<td>NGO</td>
<td>Non Government Organizations</td>
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</table>
ANNEX 7 MOSTORCYSCLE STORY

"Motorcycle Story"

(Men Benefiting from Women’s Project)

Wahida M. Abtahi, one of the founding-members of the Federation of the United Mindanawan Bangsa Moro Women’s Cooperative in General Santos City in the Philippines, proudly shared the story of how the Federation participated in and benefited from the UN Multi Donor Programme for Peace and Development in Mindanao. The narrative below was culled from an interview with Wahida.

The Federation, which started with only handful members, was organized primarily to help Bangsa Moro women uplift the quality of their lives, gain access to productive activities and resources, and be part of the mainstream society. They were organized, initially, while participating in the Food Agricultural Organization (FAO) agri-based livelihood training and enterprise development activities, which included agricultural production (rice, corn and vegetables), poultry and livestock raising, operation of consumer stores, seaweed culture, copra trading, gill net fishing, provision of farm equipment, construction of multi-purpose, drying pavement, nursery, rice trading, food production (peanut butter making, bakery, juice making), marketing and trucking services, rice mill trading, and general merchandising.

Subsequent to an FAO-funded exposure trip to Cebu City where the livelihood activities inspired them, the women decided to venture into the bakery business. They named it Jameela or beautiful. With modest capital from the Project, coupled with the members’ perseverance and hard work, the business bloomed and burgeoned. The women themselves directly run the bakery, from baking, packaging, selling to accounting.

At one point, the women were forced to stay overnight in the bakery to complete their work. Suspicious, the husbands and some family members started to interrogate the women. They were also criticized because they had less time to devote to family needs and household chores. Wahida confessed that it became a serious predicament for the women. In addition, the husbands began to feel redundant or unable to contribute to their family's livelihood. As Muslims and ex-
MNLF combatants, they were stigmatized by the community and found it very difficult to land a job.

Faced with these issues, the women thought of a creative solution. Since the bakery is thriving, and members appear able to pay, the women applied for a second financial assistance from the Project. They used the money to buy motorcycles, not for themselves but for their husbands so that they can have gainful employment. Motorcycles are commonly used as a public conveyance in this region.

Wahida revealed that the results have been positive. For example, men are now economically active by driving motorcycles for fare, thus, augmenting family income. Likewise, men have changed their attitude about the involvement of their wives in the bakery business.

With women's active participation in the Project, they hope that they will be freed from the burden of household responsibilities such as laundering, house cleaning, and child rearing, traditionally seen as women's work. Wahida believes that men should be encouraged to take part equally in these traditionally female dominated roles and spheres. Additionally, she expects that women's participation in their organization will empower them enough to influence decision-making in the home.

Currently, Jameela bakery is up and running. It is a cooperative with forty-one (41) members, all women.