UN Gender Strategy Framework in the Philippines 2005 - 2009



Sustaining Women's Human Rights and Gender Equality



UN Gender Strategy Framework in the Philippines:

Sustaining Women's Human Rights and Gender Equality (2005 - 2009)

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List of Acronyms and Abbreviations

ARMM : Autonomous Region in Muslim Mindanao

Beijing Conference : Referring at the Fourth World Conference on Women held in

1995, in Beijing, China

Beijing +10 : 49th Session of the UN Commission on the Status of Women (2005)

Beijing +5 : 23rd special session of the UN General Assembly in June 2000:

"Women 2000: Gender Equality, Development and Peace for the

Twenty-First Century

BPA : Beijing Platform for Action

CCA : Country Common Assessment 2004-2009
CSW : UN Commission of the Status on Women
CWC : Council for the Welfare for Children

DSWD : Department of Social Welfare and Development

GAD : Gender And Development
GOs : Governmental Organisations
HDR : Human Resource Development

ICPD : International Conference on Population and Development

LFPR : Labour force participation rates

LGU : Local Government Unit

M&E : Monitoring and Evaluation

MD : Millennium Declaration

MDGs : Millennium Development Goals

NCRFW : National Commission on the Role of Filipino Women

NEDA : National Economic and Development Authority

ODA : Official Development Assistance

OFWs : Overseas Filipino Workers

PDPW : Philippine Development Plan for Women

PNP : Philippine National Police POPCOM : Population Commission

PSY : Philippine Statistical Yearbook

RA : Republic Act

STDs : Sexually Transmitted Diseases

GMC : UN Gender Mainstreaming Committee

GSF : UN Gender Strategy Framework

UNCT : UN Country Team

UNDAF : UN Development Assistance Framework

VAW : Violence Against Women

VAWC : Violence Against Women and Their Children

WID : Women in Development

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Foreword

s poverty has a woman's face, it has become clear that ending poverty can only be accomplished if women and men have equal rights. The UN Secretary General Kofi Annan reiterated this commitment during this year's International Women's Day Celebration. The Secretary General emphasised that there is no tool more effective for development than the empowerment of women. He added that every society that wishes to overcome poverty, hunger, armed conflict and disease as well as reach its full collective potential must draw fully on the talents and contribution of all its members.

The strength, dedication, resilience and determined efforts of women should inspire our action — that of communities, civil society, development agencies and governments- in transforming society to provide equal opportunities for girls and boys, women and men. It has been shown over and again that higher levels of women's education and greater decision - making power are highly correlated with positive outcomes at the individual, family and overall community level. Thus, each one of us has to first recognize the inequalities we see in every day life and work systematically to eliminate discrimination and disadvantage on the basis of gender.

The Philippines has several legal instruments that reflect, incorporate and elaborate upon the principles of international agreements related to gender equality and women's empowerment . Clear strategies are required to fully and effectively implement these laws and meet the international goals and targets that the Philippines has ratified.

For its part, the UN Country Team in the Philippines commits to mainstream gender and rights perspective in all its policies, programmes and projects. This document provides UN Agencies and their partners a common frame of reference and a tool for translating these policies into concrete gender-responsive programmes and projects.

In summary, this document strives to address our commitment to promoting respect for basic human rights and freedoms and equal access for all groups in societies to decision making, planning, political participation, education, and productive resources.

NICHOLAS K. ALIPUI, M.D. Chairperson.

UN Gender Mainstreaming Committee

Acknowledgments

his strategy framework is based on a previous study - *To Produce and To Care: How do women and men fare in securing well-being and human freedoms?* — which was commissioned by the United Nations Country Team-Gender Working Group (now known as the UN Gender Mainstreaming Committee). That study was undertaken by the Women and Gender Institute (WAGI) of Miriam College in 2002 to assess the gender dimensions of development in the country.

The UN Gender Strategy Framework in the Philippines is the result of a collective effort, in which Connie Pabalan and Violeta Umali, the UNDP Technical Gender Working Group and the UN Gender Mainstreaming Committee consolidated the results of participatory consultations held in 2003 and 2004. This present document is a more reader-friendly version of that *UN Gender Strategy Framework*, approved by the UNCT in May 2004. The current version was largely due to Pennie Azarcon dela Cruz (editor) and Med Ramos (designer) with the assistance of Belen Villar (UNV Gender Specialist) Paoulo Fuller, and the valuable comments of the UN Gender Mainstreaming Committee members, composed by the gender focal persons from the following UN agencies and programmes: International Labour Organisation (ILO), United Nations Development Programme (UNDP), United Nations Children's Fund (UNICEF), World Health Organization (WHO), UNIFEM, CEDAW South East Asia Programme in The Philippines, Office of the UN Resident Coordinator Office, United Nations Population Fund (UNFPA), United Nations Centre for Human Settlements (UN HABITAT), World Bank (WB), and the Joint United Nations Programme on HIV/AIDS (UNAIDS).

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Message

ender equality and women's empowerment have always been cornerstones of the United Nations' work. Women's rights are human rights and have been affirmed by various international UN conferences, conventions, and treaties, such as the Convention on the Elimination of all Forms of Discrimination against Women [CEDAW], the Agenda 21, the Cairo Declaration on Population and Development, and the Beijing Platform for Action.

Most recently, the Millennium Development Goals, the global community's eight-fold, time-bound targets to make poverty history by 2015, explicitly embody women's empowerment and gender equality in one of the eight Goals. Equally important, there has been widespread recognition that gender equality and women's empowerment are essential cornerstones cutting across all of the Goals. Non – attainment of these cornerstones will lead to non – attainment of the Millennium Development Goals.

In the Philippines, the Common Country Assessment and the UN Development Assistance Framework (CCA / UNDAF) of the United Nations Country Team (UNCT), as well as the UN-commissioned study, "To Produce and To Care: How do women and men fare in securing well-being and human freedoms?" have come up with a comprehensive assessment of gender dimensions of development in the country.

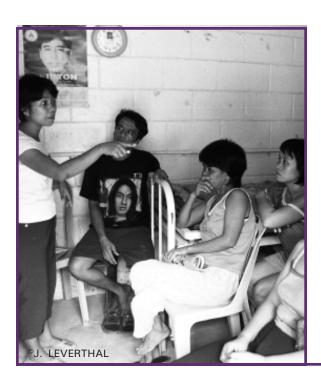
Taking off from this perspective, this document - the UN Gender Strategy Framework in the Philippines – spells out how the Country Team will address gender from a rights-based perspective in all its policies, programmes, and projects geared towards achieving sustainable human development in the country.

Key gender and development issues and strategic areas for action have been identified, specifically: the representation of women in the political arena and in other institutional environments; women's economic empowerment; the prevailing socio — cultural environment; women's personal security; gender advocacy and the 'invisibility' of women; and, the equal participation of women and men in promoting and protecting environmental sustainability.

It is thus with the greatest pride that we unveil this Gender Strategy Framework to the various United Nations partners in the country and to the multiple stakeholders pushing forward the Millennium Development Goals. This Framework gives us an understanding of the nature of gender discrimination and the steps needed to attain gender equality, measuring the progress in this endeavor with concrete and time measurable goals.

Dr. Zahidul A. Huque

United Nations Resident Coordinator, a.i.



Introduction

he United Nations has always believed in promoting gender equality and the empowerment of women as effective ways to combat poverty, hunger and disease, and to stimulate development that is truly sustainable. So far, the UN Country Team in the Philippines has pursued this ideal by mainstreaming a gender and rights perspective in all its policies, programs and projects, and by partnering with government, civil society and other development agencies to support national priorities and to build up its capacities.

Two strategic results are at the core of this vision:

- The elimination of barriers to gender equality in the political, institutional, economic, and socio-cultural environment, such as women's lack of access to, and control of, resources; social stereotypes that limit women's roles and decision-making, and the demands of social reproduction that result in women's double burden, as well as the promotion of women's empowerment.
- The promotion and protection of the human rights of women and girls in difficult
 circumstances, which involves understanding their gender-based experiences through
 research supported by gender-disaggregated data; studying the effects of poverty and
 ethnicity on their plight, and monitoring the Philippines' compliance with international
 conventions and instruments.

Translating this lofty vision into concrete policies, program guidelines and ground-level initiatives in the UN system in the Philippines is the main objective of the UN Gender Strategy Framework (GSF) in the Philippines . It hopes to support efforts to strengthen the capacities of UN agencies to mainstream gender.

Specifically, the Gender Strategy Framework aims to:

- Provide UN agencies and their partners with a written and common frame of reference for identifying, understanding and analysing gender issues in the Philippines, especially those that demand immediate action, so that they can respond to them in a strategic, coordinated, and synergistic fashion;
- Serve as a tool to help UN agencies undertake programs that adequately address the gender-related vulnerabilities of the people they serve;
- Provide UN agencies with a clear basis for identifying the strategic actions needed to
 address gender issues, the capacities required to implement and sustain gender-related
 initiatives, and the results they envision after a specific time frame;
- Answer the need for baselines and benchmarks against which UN agencies may frame
 their own gender-related targets and assess their efforts against the overall achievements
 of the UN with respect to gender concerns.

The GSF document gives a comprehensive overview of these concerns in the following chapters:

Part 1 - Policy Framework. Contains a synthesis of the major international and national laws, policies, commitments and common mandates of UN agencies on the promotion of gender equality and women's empowerment.

Part 2 - The Gender and Rights Analytical Framework. Discusses in detail the analytical framework developed by the UN Gender Working Group ¹ – its origins, assumptions, objectives, and key elements and their relationships. This provides an overview of the UN's perspectives on gender and development.

Part 3 - The Key GAD Issues and Strategic Areas for Action. Taking off from the analytical framework discussed in Part 2, this section lays out the crucial GAD issues that must be addressed, as well as the strategies that various UN agencies can adopt to achieve desired outcomes.

Part 4- Stakeholders and their Roles and Responsibilities. This section outlines the roles and responsibilities of the UN working team and its external partners in government, the private sector, the women's movement and donor networks, as well as other stakeholders. Also discussed is the monitoring and evaluation process that can be used to assess the impact of the Framework.

The GSF is particularly helpful to:

Agency heads, for setting strategic directions and providing program perspectives to staff and partners; for examining policy proposals and making decisions on priorities, including

¹ Current UN Gender Mainstreaming Committee

allocation of resources;

Program managers and assistants, for understanding the gender dimensions of their own work and addressing these in their programming processes;

Gender advocates, for calling attention to gender concerns that are often neglected in programming and decision-making processes; for developing advocacy papers and providing technical inputs to substantive discussions; for helping the UN staff understand and communicate common messages on their gender agenda; and

UN partners, for understanding the overall context within which UN agencies pursue their interventions on gender.

This framework document is a statement of the UN Country Team's political commitment to Gender and Development, an articulation of its efforts to confront the gender issues in the Philippines. While in many ways prescriptive, this paper does not purport to have the final word on gender issues and how they may be resolved. On the contrary, it is a "living document" subject to continuous review and enrichment, in recognition of the fact that gender efforts will only be effective if they keep abreast with, and remain sensitive to, evolving discourses and paradigms on development.

Part 1: Policy Framework: The UN's Mandates on Gender Equality



he United Nations' commitment to promote gender equality is clearly stated in its charter, where Member Nations have agreed, among others,

"to reaffirm faith in fundamental human rights, in the dignity and worth of the human person, in the equal rights of men and women and of nations large and small."

The same pledge is expressed in several landmark documents and policy pronouncements that come from the UN system itself, or from various UN agencies, addressing gender inequalities and fulfilling its mandate through the following ways:

- Providing financial and technical assistance to its partners for gender-related programs and projects.
- Developing and generating gender-disaggregated databases.
- Building and strengthening of stakeholder networks.
- Developing and utilising methodologies, tools and training activities to facilitate gender mainstreaming in its programs and policies.

UN key mandates promoting gender equality and women's empowerment

The Convention on the Elimination of All Forms of Discrimination against Women (CEDAW).

The legally-binding international agreement adopted in 1979 has been ratified by 180 countries, 76 of which have also become parties to its Optional Protocol, including the Philippines (2003). The Convention affirms the principle of equality in 30 articles covering several dimensions in the situation of women and the impact of cultural factors on gender relations. Known as the *international bill of rights for women*, the CEDAW is one of the most important international human rights instruments that "requires States to eliminate discrimination against women in the enjoyment of all civil, political, economic, and cultural rights".

Declaration of Elimination of Violence Against Women (1993) adopted by the UN General Assembly

While the Declaration does not create legally binding obligations for States, it nevertheless represents a clear consensus that "violence against women constitutes a violation of the rights and fundamental freedoms of women and impairs or nullifies their enjoyment of those rights and freedoms."

Beijing 1995, the last World Conference on Women and its reviews

The Beijing Declaration was adopted by consensus by 189 Members States of the UN in 1995, during the Fourth World Conference on Women. It is a global agenda for gender equality and women's empowerment developed through a process of dialogue and exchange within and among governments, international organisations, and civil society. The Beijing Platform For Action provides the most important comprehensive mandate for governments to ensure that gender equality and women's empowerment are actively addressed as core development concerns.

The Platform identifies 12 critical areas of concern that are considered as main obstacles to women's advancement: the persistent burden of poverty, unequal access to education, unequal access to health care, violence, armed conflicts, inequality in economic structures, inequality in the sharing of power, insufficient mechanisms, human rights violation, stereotyping in the media, environment, and the girl child.

Both documents commit governments and other actors:

- to promote and protect women's human rights;
- to promote and activate a visible policy of mainstreaming the gender perspective in all policies and programmes, so that before decisions are taken, an analysis is made

of their effects on men and women;

- to support strategies for reducing gender inequalities through macro-economic policies and development strategies that address the needs of women in poverty;
- to revise laws and administrative practices to ensure women's equal rights and access to economic resources;
- to provide women with access to savings and credit mechanisms and institutions;
- to develop gender-based methodologies and conduct research that addresses the feminisation of poverty and acknowledges that insufficient attention to gender analysis has meant that women's contributions and concerns remain too often ignored in economic structures;
- to initiate reforms that will give women equal rights to economic resources, including access to ownership and control over land and other forms of property.

The commitments made by the Member States through the *Beijing Platform for Action* were reaffirmed and further strengthened by the outcome document of the 23rd special session of the General Assembly in June 2000: "Women 2000: Gender Equality, Development and Peace for the Twenty-First Century," also named Beijing +5, as well as the outcome Declaration and Resolutions of the *Ten-Year Review and Appraisal* on the implementation of the commitments adopted in Beijing (1995) at the 49th session of the UN Commission on the Status of Women (CSW). It was stressed that implementing these documents fully and effectively was necessary to achieve internationally agreed development goals, including the Millennium Development Goals. It would also ensure the integration of a gender-perspective as cited under CEDAW obligations. Both CEDAW and the Beijing Platform for Action are mutually reinforcing in promoting gender equality and the empowerment of women.

BOX 1: Inter-Governmental Mandate on Gender Mainstreaming

Mainstreaming was clearly established as the global strategy for promoting gender equality through the Platform for Action at the United Nations Fourth World Conference on Women.

The need to ensure that attention to gender perspectives becomes an integral part of interventions in all areas of societal development was made clear in that document.

Mainstreaming is the process of assessing the implications for women and men of any planned action, including legislations, policies or programs, in all areas and at all levels. This strategy is meant to make women's as well as men's concerns and experiences an integral dimension of the design, implementation, monitoring and evaluation of policies and programs in all political, economic and societal spheres so that women and men benefit equally. The ultimate goal is to achieve gender equality.



The Millennium Declaration and the Millennium Development Goals

The Millennium Declaration (2000) reconfirms the right of every human being to development and sets the target of reducing global poverty by half by 2015. It also embodies the Millennium Development Goals "for reducing poverty and improving lives." Gender Equality is understood as a crosscutting theme throughout the goals, with MDG3 specifically addressing the promotion of gender equality and the empowerment of women.

The goals include the following: eradicating extreme poverty and hunger; achieving universal primary education; promoting gender equality and women's empowerment; reducing child mortality; improving maternal health; combating HIV/AIDS, malaria and other diseases; ensuring environmental stability, and developing a global partnership for development.

Efforts to achieve the MDGs must be guided not only by the global goals, targets and indicators but also by the Declaration's recognition of the central importance of gender equality to any progress in development.

The Convention of the Elimination of all Forms of Discrimination Against Women (CEDAW), and the Beijing Fourth World Conference on Women must be our touchstones for realising the potential held out by the MDGs. By using CEDAW and Beijing as the lens through which the MDGs are understood and implemented, principled conviction and development effectiveness can be brought together in a powerful way, as mutually supporting processes. Many effective strategies for achieving gender equality have been developed over the past several decades through efforts to implement CEDAW and Beijing, and these proven approaches can be upscaled and utilised in strategies to achieve the MDGs.²

The United Nations Security Council Resolution 1325 on Women, Peace, and Security (2000)

It highlights the importance of incorporating the gender perspective in all areas of peace support operations and calls for specific actions in relation to peace negotiations, conflict prevention, humanitarian assistance, human rights activities, and peacekeeping operations. It calls for the representation of women in all peace support operations and the development of training and guidelines for personnel working in these areas.

International Convention on Economic, Social and Cultural Rights, which includes the rights of women and men to adequate standards of living.

² Extracted from Pathway to Gender Equality: CEDAW, Beijing and the MDGs. UNIFEM and GTZ, 2004.

BOX 2: UN Conferences promoting the advancement of women

The World Conferences on Women held in Mexico (1975), Copenhagen (1980), Nairobi (1985) and Beijing (1995) were worldwide efforts highlighting the importance of women's issues and concerns. The focal point of the agenda was to examine the current status of the rights of women in different areas of society with the common end



goal of achieving equality and empowerment through rights based approaches. The success of the World Conferences on Women relied heavily upon the strong commitment and effective mobilization of resources and efforts from participating governments, international institutions and organizations that sincerely believed in the cause of taking gender mainstreaming into a wider arena and clearer perspective.

World Conference on Education for All: meeting basic Learning needs (Jomtiem, 1990): the most urgent priority is to ensure access to, and improve the quality of, education for girls and women, and to remove every obstacle that hampers their active participation. All gender stereotyping in education should be eliminated

United Nations Conference on Environment and Development (Rio de Janeiro, 1992): defines the vitally important role that women play in environmental management and their full participation as essential to achieve sustainable development. Part of the agreed upon action involved the "women's equal access to, and full participation in, decision-making at all levels on the basis of equality with men; mainstreaming gender perspectives in all policies and strategies; eliminating all forms of violence and discrimination against women, and improving the status, health and economic welfare of women and girls through full and equal access to economic opportunity, land, credit, education and health-care services".

World Conference on Human Rights (Vienna, 1993): the Vienna Declaration strongly believes that the human rights of women and of the girl child are inalienable, integral and indivisible part of universal human rights. The coordinated efforts to mainstream women's issues by focusing on: prevention and response to discrimination and violence against women, creation of new frameworks for developing policy and programmatic initiatives to improve the status of women and support women's participation in political, economic, professional, social and cultural life; and initiatives on the development and empowerment of women.

The International Conference in Population and Development (Cairo, 1994): was given a broader mandate on development issues highlighting the role that gender mainstreaming has to play in reducing poverty. In particular the conference recognized

that gender inequalities and gender based violence (GBV) seriously affects development, it sought to act by strengthening institutional mechanisms for gender mainstreaming in population policies and poverty reduction strategies and intensifying all necessary legislative, public education and other measures needed to make the situation and the role of women more of a concern.

World Summit For Social Development (Copenhagen, 1995): from the outcomes of this summit it was recommended that the relevant United Nations agencies and other global public and private institutions, through targeting development at various levels, should recognize the importance of incorporating gender mainstreaming

Second UN Conference in Human Settlements -Habitat II (Istnabul, 1996): promoting sustainable human settlements development in an urbanized world and adequate shelter for all, with specific gender concerns relating the provision of legal security of tenure and equal access to land to all people, including women and those living in poverty, promote mechanisms for the protection of women who risk losing their homes and properties when their husbands die, promote access to credit and innovative banking alternatives with flexible guarantees, enhance women's safety in communities and women's active involvement in disaster planning and management.

World Food Summit (Rome, 1996): looks forward to ensure food security for all, with the gender perspective integrated in research planning and implementation as well as formulation and implementation of integrated rural development strategies that promote rural employment, skill formation, infrastructure, institutions and services, in support of rural employment and household food security and that reinforce the local productive capacity of farmers, fishers, [...] including women and indigenous.

Policy Mandates from Specific UN Agencies

The United Nations High Commissioner for Refugees' (UNHCR) Policy on Refugee Women and Guidelines on their Protection: created in 1990 to "integrate the resources and needs of refugee women into all aspects of programming so as to assure equitable protection and assistance activities", focuses on the legal and physical assistance needed by female refugees under specific situations found in specific area, such as sexual exploitation, domestic violence, malnutrition and displacement.

The Food and Agriculture Office's (FAO) Gender and Development Plan of Action (2002-2007) is the approach used to institutionalise the incorporation of a gender perspective to mainstream strategic planning and programming processes. It represents a framework for addressing the transition from Women in Development (WID) to Gender and Development (GAD) and for mainstreaming gender into the normative and operational work of FAO. In support of FAO's overall mission to help build a food-secure world, the Plan aims to remove obstacles to women's and men's equal and active participation in securing and enjoying the benefits from equal access to food and rural development.

The International Labour Organisation (ILO) believes that gender is a "crosscutting issue to be mainstreamed in all its programmes and activities in the world of work. The principle of equality among women and men is also central to the ILO Declaration on Fundamental Principles and Rights at Work and to key International Labour Conventions. The Conventions serve as a venue to take positive and concrete actions and decisions on the capacity for gender mainstreaming in the workplace; such as Maternity Protection Conventions of 1919, 1952, and 2000, the Equal Remuneration Convention, 1951, the Discrimination (Employment and Occupation) Convention, 1958, and the Workers with Family Responsibilities Convention, 1981.

The United Nations Development Programme (UNDP): seeks to pursue gender equality through gender mainstreaming within the organization's activities and policies, which include sex-disaggregated MDG monitoring at the country level; gender —sensitive budgeting, reducing the incidence of HIV among vulnerable women, incorporating gender dimensions into macro-economic policies and trade negotiations, and linking women's empowerment to democratic governance, decentralization and civil society participation within the Practice Areas of poverty reduction, environmental sustainability, HIV reduction, decentralized and democratic governance, conflict prevention, and access to information and communication technology. The organization follows a three-pronged approach in its agenda for gender equality by developing capacity, providing policy advice that is pro-poor and pro-women, and supporting stand-alone operational interventions for gender equality in collaboration with UNIFEM.

The UN Settlements Programme (UN HABITAT)'s overall goal of mainstreaming gender equality and women's rights into all activities implies that the Programme has to be proactive regarding equality between women and men, girls and boys, in all areas of its mandate, according to the international commitments made. The Gender Policy aims to articulate the main areas of the gender mainstreaming strategy of UN-HABITAT following four objectives:

(1) Adopt and develop a centre-wide approach and methodology for gender mainstreaming;

(2) Identify entry points and opportunities within UN-HABITAT's work;

(3) Identify linkages between Gender Equality and Human Settlements Development;

(4) To develop institutional capacity and knowledge to enable gender mainstreaming within UN-HABITAT

In March 2002, the *World Health Organisation (WHO)* adopted a policy on integrating gender perspectives into its work plans and budgeting, as well as in technical cooperation activities among countries. *The World Health Organisation's Gender Policy* calls on all technical programs to consider gender in their analysis of health problems and development of health actions.

The *United Nations Children's Fund (UNICEF)* recognises the fulfilment of the Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW) as integral to the fulfilment of the Convention on the Rights of the Child (CRC), both of which provide the framework for UNICEF's mandate and mission. This UNICEF's commitment is demonstrated through its Human Rights Based Approach to Programming. UNICEF strives to

support programs that recognises the rights of each individual and to create enabling conditions for gender equality. Gender is an integral aspect of all areas of UNICEF's work, not only to ensure that the basic needs of girls, boys and women are met, but that they also have the opportunity to achieve their full potential and realize their human rights. UNICEF's programme components are Health and Nutrition, education, HIV/AIDS, Child Protection, Local Policy and Institutional Development, and Communication.

UN Population Fund (UNFPA) supported programmes are formulated and implemented in accordance with general principles of respect for human rights and advancement of gender equality, equity and empowerment of women, among others. Reproductive rights, as fundamental human rights, include the basic right of all couples and individuals to decide freely and responsibly the number, spacing and timing of their children and to have the information and means to do so. It also includes the right to attain the highest standard of sexual and reproductive health. The elimination of all kinds of violence against women and ensuring women's ability to control their own fertility and male involvement in RH are important prerequisites to exercise women's reproductive rights. On the other hand, advancement of gender equality, equity and empowerment of women are driving forces for development and are among the major objectives of UNFPA-supported programmes in the Philippines.

The *International Maritime Organization (IMO)* came up with its own strategy to integrate women into the maritime sector in 1988 and began implementation of the *IMO Women In Development Programme* in 1989, concentrating on equal access to maritime training through both mainstream programmes and gender specific projects. Furthermore, different action plans for equal opportunities and the advancement of women in the maritime sector continue to pursue the systematic integration of women in the Organization's technical co-operation activities. The IMO's long-term goals focus on, among others, women's equal access to maritime training resources and equal benefits in the transfer of technology, and in increasing the percentage of women at the senior management level within the maritime sector.

The *UN Joint Programme on HIV/AIDS (UNAIDS)* share the UNDP, UNICEF, UNFPA, UNDPC, ILO, UNESCO, WHO and WB commitments promoting gender equality and women's empowerment, as leading advocate for global action on HIV/AIDS.

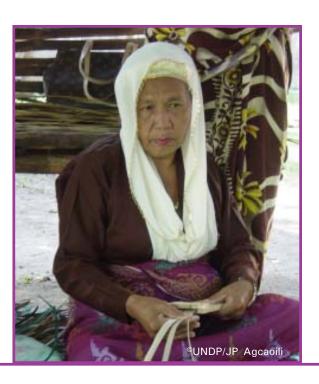
The *World Bank* assists member countries by addressing the gender disparities and inequalities that are barriers to development, and by assisting member countries in formulating and implementing their gender and development goals. To this end, the Bank periodically assesses the gender dimensions of development within and across sectors in the countries in which it has an active assistance program. Its Country Assistance Strategy (CAS) draws on and discusses the findings of the gender assessment. In sectors and thematic areas where the CAS has identified the need for gender-responsive interventions, the Bank incorporates measures designed to address this need. Projects in these sectors and thematic areas are designed to adequately take into account the gender implications of the project.

BOX 3: UNIFEM: the United Nations Development Fund For Women

UNIFEM, the women's fund at the United Nations, supports women and girls by providing financial and technical assistance to projects that foster the development of women's economic security, promote women's human rights, and increase women's participation in decision-making processes that shape their lives.

- The CEDAW SOUTH EAST ASIA PROGRAMME (CEDAW SEAP) is executed, in partnership with the Canadian International Development Agency (CIDA), in Cambodia, Indonesia, Lao PDR, Philippines, Thailand, Timor-Leste and Vietnam from 2005-2008. The impact goal in the Philippines is a more effective CEDAW implementation that better contributes to the realisation of women's human rights, strengthen capacity of duty bearers and rights holders such as governments & civil society, and strength political will and commitment to CEDAW implementation by popularising CEDAW.
- WINNER (Women into the New Network for Entrepreneurial Reinforcement) Project a 3.5 year global project that have been implemented in Albania, Bangladesh, China, Ecuador, Nepal, Philippines, Romania and Zimbabwe. It seeks to strengthen the practical and technical skills of women entrepreneurs through the application of basic training on information and communication technologies.
- Strengthening Organisations of Home based Workers in Southeast Asia
 is executed through a sub-regional network (Homenet Southeast Asia) and three
 national networks in Thailand, Indonesia and the Philippines. The Phase 1 of the
 project (2002-2004) was successful in gaining increased recognition and visibility
 of home based workers by Governments and key actors, and sought to promote
 women's empowerment and built women's capacity to advocate for policies on social
 protection.
- GENDER JUSTICE AWARD: a first of its kind in the Philippines, is an advocacy strategy for judicial reform and aims to raise the level of awareness of judges on the need for rendering gender sensitive decisions on violence against women cases. The decisions that were qualified for nomination included cases of rape, marital and incest rape, sexual harassment, violations of the Mail Order Bride Law, nullity of marriage and divorce for Muslim Women. Supported by governmental and numerous non-governmental organization, together UN agencies, the media also participated by helping generate public awareness.

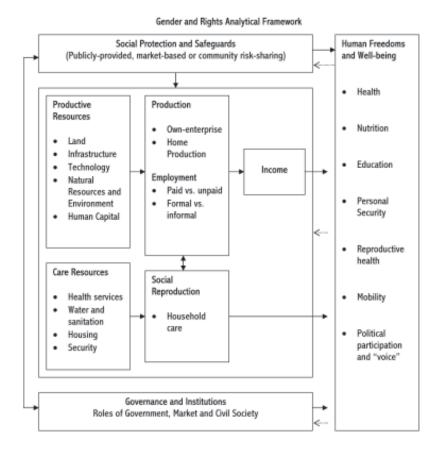
Part 2: Gender and Rights Analytical Framework



he UN strategy for promoting gender responsive development is framed within a rights-based, gender-responsive analytical framework that is grounded on the following principles:

- Development is about people; human beings are both the subjects and actors in the
 development process. Thus, sustainable human development should put present and
 future generations at the centre of development analysis.
- Development strategies should ultimately contribute to securing human rights and freedoms.
- The achievement of development goals depends on the capabilities of people to attain them. Thus, development strategies should aim to remove the barriers and establish the safeguards that would enable people to expand and maximize their own capabilities to pursue development goals.
- Human rights and freedoms are both ends and means in the development process.
 Human rights and freedoms, including women's rights and freedoms, are not just goals of the development process; they are also effective safeguards against exclusion, marginalisation', and deprivation.

The analytical framework serves as a tool for analysing the gender-related processes and mechanisms that facilitate or hinder the attainment of sustainable human development outcomes. Specifically, the framework seeks to demonstrate the following:



This figure shows that a gender-based analysis of sustainable human development needs to look at four major elements:

- 1. The desired outcomes (well-being and the fulfilment of human rights and freedoms);
- 2. The productive and reproductive relationships that affect these outcomes;
- 3. The governance factors that likewise hinder or facilitate the attainment of these outcomes; and
- 4. The external environment and its influence on the three aforementioned elements.

The diagram also shows the four main components of productive and reproductive relationships: access to resources, activities, income, and consumption.

It is important to note that the elements of a sustainable human development process can be mutually reinforcing or reciprocal. Development has economic, political, social and cultural dimensions; a gender and human rights-based approach and perspective can help to identify the root causes of poverty by providing a holistic picture of development and the connections between the economic, social, cultural and political dimensions of the problem. This means, for instance, that:

• Improvements in **productive and reproductive relationships** enhance human rights and freedoms. Productive and reproductive work are inversely related in that greater time spent on one leads to lesser time devoted to the other, but productive activities bring in more income than reproductive activities.

- The extent of access to, and control of, resources defines the types of productive and reproductive activities that women and men could engage in; at the same time, certain activities could facilitate or hinder people's access to resources. Access to resources, on the one hand, and participation in productive and reproductive activities, on the other, has a reciprocal instrumental relationship. If access to any resource (be it productive or reproductive) is limited, participation in activities for which that resource is needed will likewise be limited. Increased participation in any productive or reproductive activity will eventually translate to greater access to the resources required for that activity.
- There is likewise a reciprocal instrumental **relationship between governance and productive-reproductive arrangements**. Informal norms and social arrangements, as well as the laws of society necessarily define the kind of productive-reproductive arrangements that are in place; thus changes in norms may result in changes in laws. However, it is also possible that norms and institutions would adjust in response to changes in productive and reproductive relationships.

Instituting reforms in governance norms and institutions will contribute to improvements in human rights and freedoms, which could consequently serve as impetus for more reforms in governance. Governance reforms could pave the way for more gender-fair productive and reproductive relationships; conversely, improvements in productive and reproductive relationships could be triggers for correcting gender inequalities in governance.

Within the system of governance, another reciprocal instrumental relationship obtains, i.e., the relationship between normative frameworks and institutional/policy frameworks. Norms (whether legal, cultural, social, political or religious) serve as foundations of institutions and policies, but norms could also get modified to conform to changes initiated by institutional actors and policy-makers.

A gender-responsive analysis of the development process cannot overlook the external
environment, as this wields a strong influence on the dynamics within and among
productive and reproductive relationships, governance, and human rights and freedoms.

The analytical framework presented here is anchored on two interrelated arguments:

- Sustainable human development must be defined and measured in terms of the attainment of fundamental human rights and freedoms.
- The attainment of human rights and freedoms is not possible without addressing the gender issues ingrained in the various spheres of, and relationships in, society.

Because gender issues are all-encompassing, this framework is necessarily broad in its scope. Thus, it examines several development elements and expounds on their interrelationships in general terms, and more intensively, from a gender perspective. The framework alerts the reader to 'pressure points' in the sustainable human development process where women may be currently disadvantaged, among them. Such pressure points constitute the areas that stakeholders and advocates should then endeavor to change so that women's emancipation may be achieved.

Box 4: Gender Analysis

Gender analysis is a critical starting point for mainstreaming gender. Not only gender specialists, but the United Nations staff as well, must have the professional competence to look at planned interventions from the perspectives of gender. This means analyzing the current situation and position of women and men in a given context, and considering the potential impact of the planned intervention or activity on them.

Gender analysis means evaluating if women's and men's needs are equally considered in programs and projects, their role participants and beneficiaries are assured, and if genderbased inequalities are reduced. Gender analysis is a necessary tool for assessment, planning, monitoring and evaluation, as well



as a people's empowerment mechanism.

There are several factors to consider in doing gender analysis: Men's and women's roles and time distribution; access to, and control of, resources and benefits; gender relationship factors; women's and men's needs and interest identification; men's and women's participation, and the gender perspective capacity of organizations.

The extent of access to resources, the nature of participation in productive and reproductive activities, consumption and governance are instrumental to achieving development goals, including the Millenium Development Goals. Although each situation must be considered on its own merits, there are broad patterns that can be used as starting points from which to explore how and why gender differences and inequalities are relevant, and how development goals can be achieved. Some of these patterns are:

- Inequalities in political power (access to decision-making, representation, etc.);
- Inequalities in negotiating and decision-making potential, access to, and control of, resources within households;
- · Differences in legal status and entitlements;
- Gender division of labour within the economy;
- Inequalities in the domestic/unpaid sector (gender-fair participation in productive and reproductive activities);
- Violence against women;
- Discriminatory attitudes.



Key Gender
Issues and
Strategic Areas
for Action

o be able to achieve its goal of a rights and gender human development, the United Nations Country Team commissioned the Women and Gender Institute (WAGI) of Miriam College to do the Gender Assessment of the Philippine Development Situation, and held a series of consultations with its women partners and constituents to validate the study. The research helped the UNCT identify the desired outcomes and suggested strategies it could pursue on gender issues in the economic, social, political, cultural and institutional spheres, including the area of women's personal security and those who are usually left out of development and defined as "invisible women."

The data analyses and interpretations presented here are premised on the following assertions:

- Rights and gender responsive human development recognizes gender equality, equity, and non-discrimination not only as instrumental to development, but also as ends in themselves. In assessing the extent to which these three principles have been achieved, the focus is more on determining and identifying the factors that either facilitate or hinder women's capacities 'to do' and 'to be,' because women have traditionally been at the losing end of many societal arrangements.
- The gender-based analysis of development looks for gender gaps (inequality and inequity) associated with material deprivation and deficiencies in capacities. The gender gaps identified serve as bases for discerning possible areas for intervention through policy reform, resource programming, and donor assistance, among others
- Taking stock of capabilities may be deduced from the differential impacts of development interventions on women and men. Inasmuch as capability is linked with well-being and empowerment, there is a need to analyze not only who

benefits from the development process (differential access and impacts), but also how this came about (significant influence of institutions, processes, and policies).

Guided by these arguments, this section presents a gender analysis of the human development situation in the Philippines, with focus on the gender gaps, their causes, and the measures that might be taken to correct them, in five areas of concern: Political and Institutional Environment, Culture, Economic Context, Social Scenario, Women's Personal Security, Gender Advocacy and the Most Invisible Women, Environmental Sustainability.

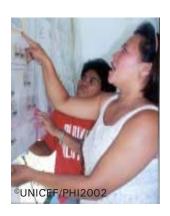
An overview of gender and human development issues in the Philippines should give a general picture of how things stand in the local context.

Overview of Gender and Human Development Issues in the Philippines

Selected indicators for gender and development depict steady improvements in matters concerning gender and development, gender empowerment, and women's labour force participation (*see Table 1*) in the country. Moreover, selected proxy indicators for human development show that women fare better than men in the areas of life expectancy and education, and are almost at par with men in terms of adult literacy rate (*see Table 2*).

BOX 5: Selected gender and development indicators from the UNDP Human Development Report (2004)

Gender-related Development Index (GDI): measures achievements in the same dimensions and using the same indicators as the Human Development Index (HDI), but captures the inequalities in achievement between women and men. The greater the gender disparity in basic human development, the lower a country's GDI relative to its HDI. The Philippines occupies the 66 GDI rank position in a list of 177 countries, and the 83 rank position in the Human Development Index.



Gender Empowerment Measure (GEM) reveals whether women take an active part in the economic and political life

of their country. It takes into consideration the share of seats in parliament or congress held by women; the number of female legislators, senior officials and managers, and of female professional and technical workers, and the gender disparity in earned income, reflecting economic independence. The Philippines occupies the 37th position in a list of 78 countries.

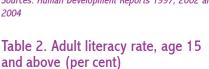
Why use these indicators? The Human Development Index (HDI) measures quality of life as indicated mainly by the average socio-economic achievements of a country, but it does not incorporate the degree of gender imbalance in these achievements, neither does it measure participation, an aspect of human development that is central to gender equity.

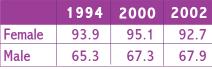
A closer look at the following figures shows that improvements in women's situation are taking place at such a slow rate that it would probably take over a century to attain gender equality in the country, approximately 70 years off the target that the government has set for itself in the *Philippine* Plan for Gender and Development. Statistics also indicate that these improvements are untenable and fragile, such that adverse developments (such as an economic crisis), are bound to nullify or reverse the gains made. For instance, despite better access to education, across 1997 to 2004 female labor force participation (LFP) registers only 50% while male LFPR was steadily above 80%.

Table 1. Life expectancy in years

	1994	2000	2002
Female	68.9	71.3	71.9
Male	65.3	67.3	67.9

Sources: Human Development Reports 1997, 2002 and 2004





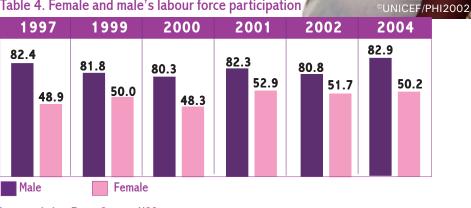
Sources: Human Development Reports 1997, 2002 and

Table 3. Combined primary, secondary and tertiary enrolment ratio

	1994ª	2000b	2002
Female	80	84	82
Male	75	80	81
a 1997	h 1999		

Sources: Human Development Reports 1997. 2002 and 2004

Table 4. Female and male's labour force participation



Sources: Labor Force Survey, NSO



Social norms and conventions, among them gender stereotyping, have also systematically blocked women's economic advancement, in that productive roles which are identified with men are seen to be more valuable than women's reproductive role. This has resulted in a preference for men in the labor force, in huge wage differentials between men and women, and in women being held solely responsible for running the household, leaving them with multiple burdens that limit their time for income-generating activities. In some instances, women have to choose between their household and more prominent roles in the public sphere, with most denying themselves many opportunities that could build their leadership and confidence.

Such economic disadvantage and lack of practice in asserting themselves have combined to threaten women's personal security, making them vulnerable to violence and abuse.

It is to these and other sad realities about women's situation the world over that the UN addresses itself in its pursuit of sustainable rights-based, gender-fair human development.



The Philippines can be said to have a political and institutional environment that is conducive to the promotion of women's rights. The Philippine government is a signatory to all the UN legal instruments that define and guarantee the protection of human rights, in which the equality between women and men is enshrined. The country is also a signatory to the CEDAW, considered to be the international bill of rights for women. Equality between women and men is guaranteed in the Philippine Constitution, while the role of women in politics and social progress is recognized

in the Women in Development and Nation Building Act (RA 7192). Compensatory safeguards abound in the legislative, executive and local government measures that provide Filipino women *de jure* rights.

In terms of women's political participation, it is noteworthy that:

- Voter turnout in the Philippines has generally been higher among women than men. In the 2001 national and local elections, the voters' turnout rate was 85.7% for women and 75.9% for men (*Commission on Elections*).
- There has been an increase in the percentage of women running for elective posts. The number of women who ran for senatorial posts increased from 15% in 1998, to 25% in 2004. (NCRFW, 2005).
- The number of women candidates for congressional posts increased from 12% in 1998, to 14% in 2001. During the 2004, national and local elections, 16 party lists were given seats in the House of Representatives, one of which was focused on women's concerns, GABRIELA. But of the party list representatives in Congress, only four are women.

However, these gains are undermined by the fact that:

- Women occupy less than 20% of all elective posts in the national and local levels (Commission on Elections, COMELEC, 2002). Data also indicate that many women who run for political posts 'inherit' their positions from their fathers or husbands. Further, many women who become officers of formal organizations are given positions that are seen as extensions of their reproductive roles (e.g., secretary/record-keeper).
- While women comprise more than half of government personnel, they constitute only 34.8% of positions in the highest level of civil service (*CSC*, 1999).

Thus, despite the gains achieved, political participation and decision-making in Philippine society continues to be dominated by men. This male domination starts in the family, where the "hostage vote" practice is prevalent: when voting during elections, the head of the family, usually a male, dictates the votes of family members.

Compounding these problems is the lack of gender-disaggregated data critical to proper policy-making and program planning. The data system currently in place is unable to track the gender dimensions of development issues that affect the lives of the poorest and most vulnerable groups of the population. As a result, these groups have remained largely invisible in development planning. It is imperative for development planners to fully understand the gender-related development concerns of these groups and to act on these concerns now, before they become problems too big and too complex for society to handle.

Gender-responsive governance requires that both women and men equally contribute to, and benefit from, development. Attention should focus on addressing the major barriers to equal participation of women and men in politics and decision-making processes. These barriers include weak implementation and monitoring of laws and policies promoting and protecting women's rights, and the lack of response among existing institutions to women's needs and empowerment. By focusing on these key concerns, the UN shall pursue the following gender outcomes and strategies:

Political and Institutional Environment

Outcome

Strategies

Women and men have greater participation in political and decisionmaking processes.



Support the enactment and enforcement of legal and policy measures that will address the unequal participation of women and men in decision-making processes in various societal arenas.

Support groups and organizations including government institutions that promote and protect the rights of women including the right to participate in the development process.

Improve the provision of literacy and popular education for both women and men to enhance their participation in development and decision-making processes.

Promote electoral reforms that will promote transparency in politics to encourage more women to enter what has traditionally been regarded as a dirty field. (i.e. Push for a computerized voting system for more efficient, quicker and fool-proof counting process.)

Women have better access to resources needed to run for public office.

Support advocacy for more women representation in public office.

Build the capacity of women's organizations to engage in politics and governance processes at all levels.

All sectors institutionalize gender results monitoring, including the use of gender-disaggregated data.

The UN shall facilitate the generation of gender-disaggregated data that accurately and adequately identify development issues and their gender dimensions. This will require not only the improvement of statistical procedures but also a paradigm shift that will make it possible for the theoretical underpinnings of gender and development studies to reflect more fully a comprehensive, human-centered, and rights-based development.

Data generation shall focus on, among others, the following:

 National data systems to collect information on intrahousehold allocation of resources to determine the extent to which women avail themselves of mechanisms and opportunities to realize their potentials for participation.

Political and Institutional Environment

Political and Institutional En	
Outcome	Strategies
	Data sets not just sex-disaggregated but further disaggregated for various categories of women to capture the specific development issues confronting women in different situations. Assist government in institutionalizing an effective
	system for monitoring and documenting the enforcement of policies that significantly impact on women.
National and local planning and governance mechanisms and	Enhance awareness of GAD among national agency and LGU planners and development stakeholders.
processes mainstream gender.	Support policy advocacy for national and local legislation implementing CEDAW and other international commitments including the Beijing Platform for Action, Millennium Declaration/Millennium Development Goals, etc.
	Build national and local capabilities for gender analysis, gender responsive planning, and gender results monitoring including the allocation and use of gender budgets.
	Develop a scorecard and institutionalize a GAD performance check for national agencies, LGUs on particular gender issues (e.g. women participation in local decision-making, violence against women, etc.) and gender results including budgets for gender-related activities.
	Support the establishment of an award system for gender responsive/sensitive national agencies and LGUs.
	Advocate for the inclusion of gender concerns in environment and natural resource management, land use plans, zoning policies and infrastructure such as health facilities, public toilets, housing, etc.



It is acknowledged that, compared to their sisters in other Asian countries, Filipino women enjoy a better status. Such practices as female circumcision, *purdab*, dowry, and child marriages are unheard of in the country. Cultural norms have long favored women's education, and are more open to women's participation in economic and political activities. However, the ideology of patriarchy is still firmly-entrenched in society, and gender stereotyping continues to be perpetuated in the family, school, church, business, and government.

Among the negative values that persist is the idea that women are solely responsible for social care and reproduction, such that women have to divide their time and labor between doing paid productive pursuits and unpaid reproductive work. This has led to disparities in women and men's access to, and use of, productive resources, which consequently have made women more vulnerable to poverty.

Then there is the expectation that women should "give up everything" for the sake of their family, including career opportunities if it would mean less time spent with their family. This "good-mother thesis" has also created pressures on the women to endure abuses from their partners just to keep the family intact. Women too feel pressured to make ends meet and to find alternative ways to secure needed goods and services for their family. Data have also shown that women allocate a greater proportion of their income on the education and health of their children, whereas men tend to spend more on personal leisure commodities such as alcohol, tobacco, gambling, and similar activities.

The view that women are objects for men's pleasure is another obstacle perpetuated by various societal institutions, including the media. Such view has made women vulnerable to sexual harassment, rape, and other forms of violence. The notion has also given rise to the virgin-vamp dichotomy, and to double standards of sexuality and morality for women and men. This double standard expects women to remain chaste and virginal until marriage, and to preserve the family honor as good daughters, wives and mothers. Women who "bring shame" to the family – be they unwed mothers, victims of sexual and domestic violence, or abortion patients, and regardless of the circumstances that have cast them in these difficult situations – are often frowned upon. An unfortunate consequence of this social stigma is the lack of adequate institutional support for women who find themselves in any one of these situations. The weight of the stigma is also such that the women-victims often end up getting blamed for the misfortune that has befallen them, as in the case of rape victims who are censured for outfits or makeup, or unwed mothers who are judged to deserve their fate because they are considered to have been promiscuous.

Among the most basic change needed in the cultural environment to achieve a sustainable rights-based gender-informed human development is the promotion of public services for women affected by gender-related social stigma. This includes providing family planning services for single mothers; creating more women's desks in police stations; advocating for gender-sensitivity in the media, among the police and the courts; providing adequate police and legal support for violence against women (VAW) victims, and equipping hospitals with support services for abortion patients.

The UN recognizes that negative attitudes, behavior and practices maintain and reinforce the discrimination, exploitation and abuse of women and girls and sustain many social and gender inequalities. Thus, attention shall focus on eliminating gender biases and in promoting gender fair socialization. In particular, the UN shall seek to achieve the following outcome and strategies:

Culture: Gender Issues and Areas for Action

Outcome

Strategies

Formal and non-formal learning systems at different levels reduce gender biases in the curriculum, teaching methodologies, and instructional materials.



Develop gender-friendly instructional materials that promote non-stereotyped role models for women and men in the productive and reproductive spheres.

Enhance gender sensitivity and awareness among school administrators, local school boards, education officials, teachers and school personnel and encourage training to help them adopt and practice gender fair teaching methodologies.

Enhance male participation in promoting gender-fair values and practices through gender-sensitivity training in organizations and institutions, mass media advocacy, and the inclusion of gender courses in schools.

Public and private media organizations and practitioners use non-stereotyped and non-sexist language and images, and promote gender fairness and the equal rights of women and men.

Promote non-stereotyped role models for women and men through instructional and media materials (textbooks, news articles, advertisements, shows and programs, etc.) that advocate for equal rights and opportunities for women and men in the productive and reproductive spheres;

Support the development of multi-media communication initiatives to raise awareness on gender disparities experienced by women and men, and mobilize support in promoting gender fair values and practices in the home, community and other social institutions.

Strengthen partnerships with media organizations and groups to promote more responsible, age- and gendersensitive, and human rights-informed media practices.

Document and disseminate to media partners up-to-date and reliable data and information on relevant and critical gender issues, lessons learned, success stories and best practices that can serve as models and inspirations of gender-responsive communities and institutions.



OF CROSS-STITCH AND CARPENTRY

By Jesse C. Ong

The boys have consistently won cooking and darning competitions, while the girls have excelled in carpentry and practical electricity. Something seems to be going right in two public elementary schools in Manila.

THE man was flushed and scowling, and Tessie Mendoza, a Gr. 5 teacher at the Rosa Susano Elementary School in Novaliches, Quezon City, felt a flutter of apprehension as she faced her unexpected visitor.

The man identified himself as the father of one of her students in Edukasyong Pantahanan at Pangkabuhayan (Home and Livelihood Education) or EPP class. He immediately confronted Mendoza: "Why are you making my son gay?" he asked in Filipino. The question puzzled the teacher. They've never tackled homosexuality in school, nor did she teach her students anything about cosmetics or dressing up. Instead, her EPP class, true to its name, taught her pupils skills in home management and livelihood, like cooking, sewing, embroidery and carpentry.

Mendoza suddenly realized why the man was so upset. She smiled, more composed now that she knew she had done nothing wrong. Just how has she done that? she countered.

"Do you have to teach him how to sew when it's obviously a woman's chore?" the man asked.

For a second, the teacher felt the urge to argue with him on that point, but decided against it. In a placating tone, she told the man that boys should also learn how to sew so they themselves could fix minor tears in their own clothes.

A few months later, the man was back, this time with a wide grin. "Thank you so much, ma'am, for teaching my son how to sew," he told Mendoza. "Now we don't have to pay a seamstress to darn and repair our clothes."

The incident happened three years back, but the 49-year-old teacher likes to recall it as proof that she is doing things right. If there's one lesson she and her pupils have learned from the EPP, it is that boys and girls have equal capabilities. "What boys can do, the girls can, too, and vice versa," she stresses.

The EPP class tackles four subject areas – home economics, industrial arts, agriculture and retail trade. There are also lectures on the proper care and feeding of infants, "to help prepare students for heavier responsibilities ahead when they become parents," Mendoza explains.

The EPP class is a feature of the Child-Friendly School System (CFSS) being piloted in the Rosa Susano and the Quirino elementary schools in Quezon City. The CFSS is a major component of the Country Programme for Children being implemented by the government with assistance from the United Nations Children's Fund (UNICEF). A prominent feature of the CFSS is its promotion of gender equality and sensitivity.

The EPP classes seem to have done just that— demolish hoary stereotypes about what girls and boys can do. The boys in her class, says Mendoza proudly, have consistently been adjudged as cooking and darning champions in division level competitions.

It's probably the harsh economic situation, notes Julieta Protacio, 58, a Gr. 6 teacher from the Quirino Elementary School. The boys have realized that they can use their sewing skills as additional means to earn a living in the future, she adds.

But the girls are not to be outdone, Protacio reveals. Her female pupils are doing pretty well in carpentry, practical electricity and gardening, skills usually associated with males. In fact, it's virtually impossible to identify which projects are done by boys and which by girls, she says, showing off a classroom filled with embroidered and cross-stitched items as well as finely-crafted wooden implements.



Over the years, there have been significant improvements in women's participation in productive activities and access to productive resources. Among others:

- Female's labour force participation rate has steadily increased from 48.9% in 1997 to 50.2% in 2003;
- Married women may now lease or purchase public lands without the need to secure written permission from their husbands;
- Women's participation in education is high, with a combined primary, secondary, and tertiary gross enrollment ratio of 84%.

Further scrutiny reveals, however, that much still needs to be done to ensure women's full participation in the productive spheres of society. Statistics show, for instance, that while women's labour force participation rates have been increasing, they are still much lower compared to men's LFPR of 80-83% for the same period. Moreover, women generally turn in more hours of work than men. Data from the NCRFW (2002) also show that women work longer hours, combining economic activities with domestic chores. This situation limits women's access to income-producing activities and makes them dependent on male incomes, consequently retarding their personal autonomy and development. Such dependence has also made women vulnerable to domestic abuse, as most victims hesitate to leave their partners for fear of being unable to support their children.

Formal sector employment is still biased towards men, both in terms of hiring and remuneration. Women are the first to feel the consequences of fluctuations in the labour market, such as retrenchments and wage cuts. Consequently, many women have been forced to join the informal sector or to find jobs abroad, both of which make them vulnerable to exploitation because of the lack of social protection and labour standards for decent work in these sectors. At present, there are more female than male OFWs. Moreover, compared to their male counterparts, female OFWs are younger, less skilled, and receive lower pay, and are thus at greater risk of sexual abuse and exploitation.

Despite their number, women have remained largely 'invisible' in agriculture, with men having much greater access to productive resources such as land, technology, extension services, capital, and infrastructure support. Data from 1992 show that for every hectare distributed to women through an Emancipation Patent, about 9.14 hectares were awarded to men. For lands distributed through Certificates of Land Ownership Agreement, there were about 5.94 hectares distributed to men for every hectare given to women.

Table 5. Distribution of Households by Land Ownership by Sex of Household Head, 1990 (Numbers in thousands)

Type of land owned	All households	Women- Headed	Men-Headed
Total households	11,407	1,285	10,122
Landless households	6,295	627	5,668
Households with land	5,111	658	4,454
Households with agricultural land	2,851	341	2,510

Sources: NSCB in Women and Men in the Philippines, 1999 Statistical Handbook

Table 6. Land Acquisition and Distribution between Men and Women, 2001

Category	Female	Male	Spouses	Total
Total agrarian reform beneficiaries	27.1%	65.2%	7.7%	100% (29,512)
Individual EPs/CLOAs	26.9%	62.1%	10.9%	100% (13,466)
Unsubdivided CLOA beneficiaries	27.3%	67.7%	4.9%	100% (16,046)
Co-ownership	26.3%	65.9%	7.8%	100% (10,123)
Farmers	29.1%	70.9%	0.7%	100% (5,923)

Source_. Accomplishment of of number of beneficiaries, Jan —Sept 2001 (only these months have sex-disaggregated data³)

³ The spouses beneficiaries are husband and wife beneficiaries who are either legally-married or common law spouses, whose EPs/CLOAs were issued in the names of both of them and whose property relations are governed by the following provisions: (a) The provisions of the Family Code on the conjugal partnership of gains or absolute community of property between legally married spouses; and (b) lands awarded to common-law spouses during their cohabitation shall be governed by Articles 147 & 148 of the Family Code, and by the rules on co-ownership provided in Articles 484-501 of the Civil Code on all matters not covered by Articles 147 & 148.

Higher literacy and participation rates of women in education have not resulted in more jobs and better employment prospects. There is also a pronounced sex segregation in the career choices of women and men, with more women in the fields of teaching, nursing and other medical professions, and entrepreneurship. Men are associated with planning and decision-making roles, hence their interest in law, infrastructure and engineering, technology, and criminology courses.

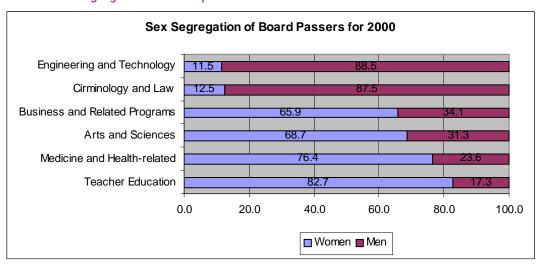


Table 7. Sex segregation of board passers

Source of basic data: Professional Regulation Commission in NSCB, 2001 Philippines Statistical Yearbook

The UN's main commitment to correct the situation is to assist the government in putting in place gender-sensitive job forecasting and in strengthening its ties with OFWs in all countries of destination. Attention must be focused as well on access to productive resources which determines a person's access to income-earning activities. To do that, stakeholders in gender and development must deal with a wide range of issues and challenges that continue to impinge on the capacities of women: employment opportunities, unequal terms and conditions of work, and wage differentials, among others. Within their particular milieu, stakeholders must be able to pinpoint and prioritize these specific issues and challenges, and use the information as guide in outlining their strategies for addressing gender inequities in production.

To implement its course of action, the UNCT has charted several desired outcomes and the strategies that could achieve them. The strategies are meant to fast track the economic empowerment of women in two ways:

- Enhancing women's access to productive resources and opportunities, and maximizing their economic contributions particularly in rural development;
- Improving the protection of women workers against all forms of exploitation in the formal and informal sectors as well as in the overseas labour market.

Focusing the work of the UN on these key issues shall generate the following results:

Code, and by the rules on co-ownership provided in Articles 484-501 of the Civil Code on all matters not covered by Articles 147 & 148

Economic Context

Outcome

Women have greater participation in the labour force and enjoy higher level of employment in the formal and informal sectors.



Strategies

Support policy reforms that provide guarantees for women's equal access to employment.

Provide assistance to government in instituting gendersensitive job forecasting, to ensure that women are trained and tracked into employable careers in both the local and overseas labor markets.

Promote the training and employment of women in non-traditional occupations

Advocate and support laws on flexi-time and flexi-place so that output-based arrangements can be put in place for working mothers and caregivers.

Promote the provision of child care support services in public and private sector organizations.

Support the establishment and maintenance of a genderdisaggregated data base that would keep track of women's work burden and time allocation, and provide basis in formulating innovative social protection interventions to enable women to better manage their productive and reproductive roles.

Women and men have better access to, and control over, appropriate, affordable and adequate level of productive resources Support measures that would allow greater opportunities for women to own land and properties and to make decisions on economic resources.

Strengthen community support systems, e.g. women's organizations and other community-based groups, to encourage women and men to have more meaningful participation in the community's economic affairs as well as in the judicious use and management of the community's natural and economic resources.

Improve existing institutional mechanisms for the provision of agricultural support services, i.e. marketing, technical, information, training, etc., towards creating an atmosphere conducive to the economic participation of men and women.

Conduct capacity building programs on entrepreneurship, skills development, and resource protection, use and management for women and men.

Economic Context

Outcome	Strategies
	Generate gender-disaggregated data base, especially on the differential impacts of infrastructure, industrial, economic and agricultural support development on women and men.
Women and men are provided with increased protection against exploitation in the labour markets.	Support policies promoting equality in men's and women's access to employment and in pay and benefits (for equal work).
	Design and implement strategies that will ensure proper labour standards and provide social protection for women and men in the informal sector and overseas employment, based on the ILO Decent Work Agenda.
	Strengthen women's representation and participation in the governance of the labour market.
	Conduct advocacy and awareness raising on women's labour rights and privileges and necessary measures to take when these are violated.
	Establish a mechanism for tracking and resolving cases of workers' rights violations for both men and women including cases of exploitation, abuse and violence, among others.
Women overseas workers, informal sector workers and unremunerated home	Monitoring of the commitments adopted with the ratification of the of International Convention on the Protection of the Rights of all Migrant Workers and members of their families.
workers enjoy expanded social protection benefits.	Establish mechanisms that would strengthen government's ties with migrants and OFWs in all countries of destination.
	Promote the expansion of social security coverage and innovative schemes for women OFWs and informal sector workers.
	Support surveys or studies on social protection. Support policy reforms to strengthen mechanisms for the

Economic Context

Outcome	Strategies
	protection of women overseas workers, informal sector workers and other home-based workers from violence, abuse, and exploitation.



The Social Scenario: Gender Issues and Areas for Action

Care or social reproduction has always been overlooked, or simply assumed to be a "household function". But the quality of care available in the household, the market, or as provided by government, nurtures the capabilities and well-being of humans to participate in meaningful roles in society.

Filipino women continue to bear the socially-ascribed burden of social care and reproduction, contrary to the norm of shared parenthood envisioned by CEDAW. If social services are lacking, if men are unwilling to provide caring labour, and/or if other sources of care are inaccessible,

women must compensate for the deficiency through their own labour. This leaves them with little or no time at all to look after their own welfare and well-being.

The burden of social care becomes exacerbated in poor households. When income-earning opportunities are sufficient, women could opt to purchase care goods and services from the market (e.g., through domestic helpers, *yayas*, day care services). However, in the case of poor households where income-earning opportunities are limited, or where women have little or no control over their own income, women have to take on social care on top of her workload—hence the double burden. Indeed, this is the case as reported in the 1995 Human Development Report, which estimates that women spend two-thirds of their time in unpaid household work while men allocate only a fourth of their time. This detracts from women's well-being through increased stress and the absence of recreational or leisure time.

Over the years, public allocation and spending for social services has decreased. In 2004, the most crucial services for social reproduction, namely, health, housing and community development, and other social services, only accounted for 5% of the national budget (Department of Budget and Management, *Budget of Expenditures and Sources of Financing FY 2004*). The number of institutions, centers and facilities involved in the distribution of social services (both public and private) has been steadily declining, from 74 institutions in 1997 to 65 in 2000 and 71 in 2003 (Department of Social Welfare and Development in 2004 PSY). The total number of hospitals declined from 1,817 in 1997 to 1,738 in 2002, of which 38% are public hospitals. Bed capacity likewise declined to 10.7 per 10,000 people in 2002 from 11.4 in 1997 (DOH in 2004 PSY). From 1999 to 2003, the number of families and women served by the DSWD dropped by 43% and 58%, respectively.

The elderly sector appears to have been the most adversely affected by the negative trends in the availability of social care services. There was a 63% decline in the services provided by the DSWD for the disabled and the elderly for the period 1999-2003. As of June 2001, there were only six institutions looking after the needs of the disabled, elderly persons and special groups, a 68% decrease from 19 institutions in 1997, but this percentage was increased to 12 institutions as 2003. Given the limited care resources from both government and market, one can assume that much of the care for the elderly has been borne by the women in the household.

Selected indicators also show disturbing gaps in social services: 67% (*DOH*, 2002) of total births in the Philippines were still delivered at home. Even if access to reproductive health information has increased, contraceptive prevalence rate has decreased. Moreover, women still disproportionately bear the responsibility for managing their fertility.

Except for these milestones, it cannot be denied that the current social environment is largely unable to facilitate the attainment of sustainable human development. On the one hand, provision of publicly-provided care goods and services has declined. On the other, access to privately-provided care goods and services may only be available to those who can buy such in the market.

Cost of private consumption of care goods and services is exclusionary and governed by the price mechanism. Hence, care resources available in the market may not be accessible to the poor.

This situation has serious implications for women, to whom society has assigned the task of securing care services for the family. Indeed, even with limited data available on work burden and time allocation, there is evidence that women devote more of their time on domestic, non-market work. Despite the increasing participation of women in market activities, women have been consistently working more hours than men. Women work around 20% longer than men.

As a partner in development work, the UN could help alleviate this situation mainly through supporting research and advocacy on greater budget allocation for social services. More specifically, the UN shall aim to break existing barriers to equal access between men and women in quality basic services, and address the increasing vulnerabilities of OFW partners to HIV/AIDS as well as prostitution and trafficking of young women, girls and boys.

BOX 5 : Some good news

It is only in terms of indicators for children that positive milestones have been clearly achieved, according to the Second Philippine Progress Report on the Millennium Development Goals, National Economic and Development Authority (2005):

 Under-five mortality rate was reduced from 80 deaths per 1,000 live births in 1990 and 54 in 1993 to 40 in 2003, exceeding the year 2000 goal of 70 per 1,000 children aged less than five years.



• Infant mortality rate was reduced from 34 deaths per 1,000 live births in 1993 to 29 in 2003, exceeding the year 2000 goal of 50 per 1,000 live births.

Data from the 1993 and the 1998 National Demographic and Health Survey (NDHS) tend to show a declining trend in the maternal mortality rate, from 209 per 100,000 for the 1987-1993 to 172 for 1991-1997. Still, ten Filipino women die every day of pregnancy-related causes.

NOT BY BREAD ALONE

Author: Angela Rossinni Ison

The bakery made for good business for the women, but their busbands saw it as a threat to the family and to their role as traditional breadwinner. Fortunately, the women found a way to move things forward.

THEY named the bakery Jameela, which means beautiful.

Indeed, business has been blooming for members of the Federation of the United Mindanawan Bangsa Moro Women's Cooperative in General Santos City. After an exposure to several livelihood activities in Cebu sponsored by the Food Agricultural Organization, and with modest capital from the UN Multi Donor Programme for Peace and Development in Mindanao, the women started the bakery and did everything themselves—from baking, packaging, selling and accounting. The bakery is set up as a cooperative with 41 members.

But things did not run as smoothly on the bome front. The women, charged their busbands, have put their families and bousehold chores on the back burner. The men were also suspicious about their wives' occasional overnight stay in the bakery to complete orders.

Choosing between family and business became a predicament for the women, says Wahida M. Abtahi, one of the Federation's founding members. In addition, the husbands began to feel redundant and unable to contribute to their family's livelihood. As Muslims and former MNLF combatants, they were stigmatized by the community and found it difficult to land a job.

How then do they appease their husbands and continue the business? the women wondered. Finally it hit them: with the bakery doing good business, it was easy for the group to apply for a second financial assistance package from the Project. They then used the money to buy motorcycles for their busbands, which they have since been driving for fare. Motorcycles are commonly used as a public conveyance in the region.

The results, reveals Wahida, have been very positive. With the motorcycles to keep them economically active and occupied, the men have started looking at their wives' bakery business in a better light. Quite a good start, says Wahida, who adds that the women now look forward to the day when they would be free from household responsibilities traditionally seen as women's work such as laundering, cooking, house cleaning and child rearing.

That may sound like the group wants to have their cake and eat it too, but Wahida believes that men should be encouraged to take part in running the household. Additionally, she expects that women's involvement in the Federation would lead to their becoming empowered enough to influence decision-making in the home.

Outcome

Significant improvements in the adequacy, quality and affordability of basic social services for women and men are achieved.



Strategies

Increase public awareness and knowledge on social and development issues affecting women, children and youth, and the promotion of health care-seeking behavior particularly for malnutrition, maternal mortality reduction and HIV/AIDS prevention.

Promote inclusion of reproductive health in functional literacy programs for both women and men.

Promote male participation in the delivery of family social care services particularly for young children and the elderly.

Enhance the capabilities of social service providers, particularly health workers on reproductive health and HIV prevention, care and support.

Undertake programs and projects that will help accelerate the establishment of innovative social protection interventions aimed at providing social/health insurance for the disadvantaged and marginalized groups, and the expansion of existing social health insurance coverage to include reproductive health services for women and girls.

Promote greater access to government housing programs for women from low income groups.

Strengthen local health planning and delivery systems thru activation of the Integrated Local Health Zones and Local Health Boards -mandated by the Local Government Code- and installation of a comprehensive age- and gender-disaggregated health care information management system.

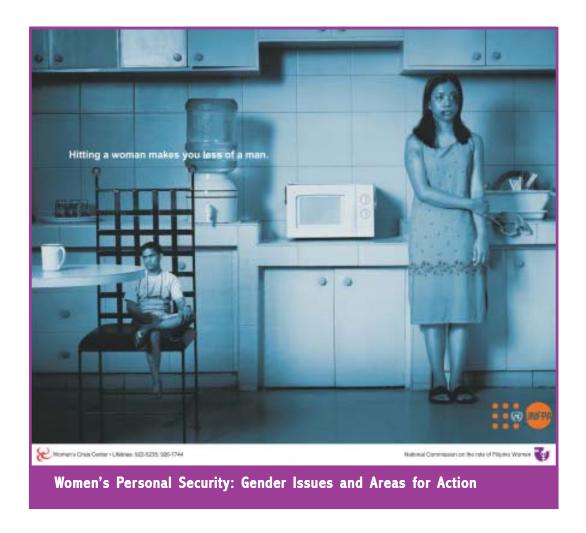
Develop gender-responsive data base and performance indicators for improved policy analysis, program planning, monitoring and evaluation of social development projects.

Institutionalize a system of measurement and evaluation of women's and men's access to quality and effective basic social services.

Support the conduct of research and advocacy on greater budget allocation for social services.

Social Scenario

Outcome	Strategies
Disparity in the education of boys and girls at primary and secondary level is reduced.	Initiate community-based activities that encourage greater male participation in care, nurture and psychosocial development of infants and young children Support reforms in the education system to include, among others, child-friendly and gender fair schools, a student tracking system, and school-based management.
Men, women and the youth have increased awareness on the risks associated with HIV/AIDS and the measures to reduce their vulnerability to HIV infection.	Support advocacy and education programs to increase awareness and knowledge, and promote life skills and behavior change and development among the youth, men, and women, particularly partners of OFWs, to prevent HIV-AIDS. Strengthen the capacity of multi-sectoral teams to deliver care, treatment and support services targeting those affected and living with HIV/AIDS, with particular focus on understanding the social and gender dimensions of the epidemic and on promoting care and compassion. Integrate HIV-AIDS awareness and education in all basic
The incidence of prostitution and trafficking of young women, girls and boys is reduced.	social services, including those for migrant workers and their families. Support policy advocacy and reform to protect the rights and uphold the dignity of prostituted women, girls and boys. Implement life skills education and a comprehensive behavior change and development program targeting the youth both in school and in the community. Strengthen prevention and rescue and recovery interventions for victims of trafficking and commercial sexual exploitation, particularly children and women.



The aspect of personal security is one of two areas (the other being political participation) where gender disparities in human development are most prominent. Multiple discriminatory factors threaten women's personal security. These security threats, exacerbated by poverty and conflict, manifest in various acts of violence that women from all walks of life have to contend with.

Presently, the incidence of violence against women remains of great concern. In the Philippines, 3,516 cases on VAW were reported in the Philippine National Police (PNP) during the first semester of 2004. Data revealed that the most reported cases of violence against women were physical injuries/wife battering (52.6%), followed by rape (17.8% of the total reported cases). Most of the threats to the security of women and children are found right within intimate relationships and in the family, with the crimes often committed by persons known to the victim (*PSY 2001*).

The main obstacle to addressing women's personal security issues is the societal norm that considers acts of VAW such as wife battering, sexual abuse, and incest as "domestic" in nature and should therefore be resolved in the confines of the home. This norm has given rise to a culture of silence, which reinforces the mistaken notion that when VAW cases take place, it is better to contain the issue and save the family from embarrassment rather than to seek legal redress. They

are thus often relegated to the barangay justice system which is inadequately prepared to handle gender-sensitive issues such as VAW. Despite the creation of women's desks in police precincts, it is still a pervasive perception among law enforcers that domestic issues are beyond their jurisdiction. Aggravating the situation is the fact that certain laws meant to protect women and children, while well-meaning, carry consequences that their victims are not prepared to face. For example, the Anti-Rape Law, which imposes the death penalty to incest offenders, discourages children from reporting the crime because doing so would mean losing the family's source of economic support, and wrestling with the guilt of being the cause of their relatives' death.

Threats to women's – and girls' – security also manifest in trafficking, prostitution, and sexual exploitation. A study conducted by the Council on the Welfare of Children (CWC) found that there are around 300,000 women in prostitution, about 75,000 of whom are children. Most prostituted girls/women share a common profile: between 15-20 years old, from poor families with little skills and unfit for employment, and may have been a victim of incest or sexual abuse. Needless to say, prostituted women and children are vulnerable to HIV/AIDS and other sexually-transmitted infections, including forms of harassment, extortion, and exploitation.

Comparatively, there are more male than female HIV victims (63% and 37% as of 2004, respectively) Sexual intercourse is still the leading mode of transmission, and notably 30% of the cases are those of OFWs (HIV/AIDS Registry of the National Epidemicology Center). The median age of HIV-infected men is 38 years; of women, 26 years. The highest percentage of reported female users was recorded at ages 15-19 while that of male users were at ages 20-24 (NCRFW, 2001).

Finally, a silent but persistent issue undermining women's personal security, particularly their reproductive health and rights, is abortion which, according to the Health department is the fourth leading cause of maternal deaths in the country. Poor women are the most vulnerable to abortion, with economic difficulty being cited as the main reason for terminating a pregnancy (POPCOM, 20 01).

Positive steps were made in the country during the last years with the approval of the legal framework on the "Anti-Trafficking in Persons Act of 2003" (RA 9208) and the Anti-Violence Against Women and their Children Act of 2004 (RA 9262).

The UN shall contribute towards enhancing personal security of women and girls through improvements in the implementation of enabling instruments, delivery systems, and women's participation in program/policy development and implementation. More concretely, the UN shall aim for the following results and strategies:

Women's Personal Security

Outcome	Strategies
Laws on the prevention and elimination of violence are implemented and enforced.	Support and monitor the implementation of laws that protect women from domestic violence and other forms of exploitation RA 9262 Anti-Violence Against Women and their Children Act
Effective sexual harassment prevention and case management mechanisms installed in various work settings	Strictly enforce RA 7877 or the Anti-Sexual Harassment Law Support advocacy on the establishment of a committee on decorum and investigation in various work settings. Improve sexual harassment prevention programs and create mechanisms for supporting women and children victims of sexual abuse such as domestic workers, informal sector and overseas workers Strengthen the capacities of service providers in preventing and handling sexual harassment cases
VAW victims/survivors receive adequate and more gender sensitive social and judicial services	Strengthen the existing referral/documentation and reporting system for violence against women (VAW) and child/women trafficking, including the establishment of a data base system for VAW. Support the conduct of research studies on the nature and causes of VAW. Build the capacities of government agencies including the police, health, and social welfare workers in handling violence against women and children (VAWC) cases. Build the capacities of judicial and quasi-judicial systems in dealing with VAWC cases through child-friendly and gender sensitivity training and provision of services and facilities for VAWC victims/survivors. Strengthen existing mechanisms for the establishment/ operation of community-based support systems for VAW victims/survivors following RA 9262 Anti-Violence Against Women and Their Children Act Conduct information-education programs aimed at increasing awareness among women and children about their rights, and the mechanisms and services they can avail themselves of for their protection. Support awareness/consciousness raising for gender rights.

Women's Personal Security

Outcome	Strategies
	Build a strong constituency for VAW that include women NGOs, media and academe, among others.
Women and children in difficult circumstances are less vulnerable to exploitation and abuse.	Advocate for demilitarisations and conflict resolution. Ensure the provision of basic services and livelihood skills in conflict and emergency situations.
Women play key roles in peace-building, conflict resolution, and development initiatives in post conflict areas.	Build the capacity of women to be peace and development advocates, especially Muslim women. Improve literacy rates for women in the ARMM. Empower women to participate actively in politics/decision-making in the public and private spheres. Mainstream gender in conflict and post-conflict programs; conduct basic orientation on gender and conflict situations.



Without losing sight of the larger goal of sustainable human development for all women the world over, the United Nations has been actively spearheading gender efforts aimed at specific sectors of women. These are the women caught up in issues of poverty and ethnicity — the women who are the most vulnerable and the most invisible.

The UN's call for special advocacy for these women stems from the fact that gender discrimination amplifies, and is amplified by, issues of ethnicity, age, class, religion, etc.

Development workers must thus endeavor to identify and understand the circumstances where the effects of gender inequality are most profound, such as in areas where gender interacts heavily with poverty and ethnicity. It cannot be overemphasized that true development cannot be achieved if such interactions are not adequately addressed; in fact, the interaction of these factors can nullify, even reverse, whatever improvements on the status of women have been achieved.

Women caught in difficult circumstances have remained invisible, even to development workers, primarily because data about them are scarce. But these women cannot remain invisible or marginalized in development efforts. The equity principle of development demands that they be given their due recognition. Further, theirs is a situation that progressively deteriorates, and if this goes unchecked, it could one day explode before a development community that is totally uninformed and unprepared to deal with the situation.

The first step towards making these women visible is to generate data that would aid development workers in understanding their plight. Thus, this paper proposes for more research on the most vulnerable sectors of the population, paying particular attention to the generation of sex-disaggregated data for various geographic, ethnic, religious, age, etc. groups. This paper also proposes that programs for the most disadvantaged groups be utilized as a vehicle to obtain a clear picture of the extent of gender inequalities present in affected communities. Finally, it is also proposed that priority support be given to studies on the invisible groups, in particular to studies aimed at producing life story profiles that would give invisible women a face.

The UN shall endeavor to make women caught up in difficult circumstances more visible by acquiring a good understanding of their situation. This involves understanding how women and girls experience and cope with many layers of inequality and vulnerability such as gender bias, poverty, ethnicity, religion, among others. To do this, the UN envisions the following outcomes and strategies:

Gender Advocacy and the Most Invisible Women

Outcome	Strategies
Program, projects and services address the situation and development concerns of "invisible women" groups.	Support research aimed at understanding the plight of vulnerable sectors of the population, paying particular attention to the generation of sex-disaggregated data for various geographic, ethnic, religious, age, etc. groups.
	Include collection of sex-disaggregated data in the design and monitoring of planned and existing UN programs for the most disadvantaged groups.

Gender Advocacy and the Most Invisible Women

Outcome	Strategies
	Document life stories/profiles of "invisible women" groups such as women and girls among indigenous peoples, single and teenage mothers, marginalized urban poor women, trafficking in women and girls, etc.
	Initiate a sharing of experiences and "good practices" in addressing gender inequalities among the vulnerable and disadvantaged groups.



The Rio Conference on Environment and Development (1992) recognizes central role of women in the management and preservation of natural resources and biodiversity. As the Millennium Project Task Force on Environmental Sustainability has noted: "when women lack the knowledge, means or authority to manage the natural resources on which they directly depend, degradation of these resources is more likely to occur".

Under CEDAW and Beijing, governments must ensure that women —specially rural women — participate in all levels of decision-making related to environmental sustainability, and that women's concerns and perspectives are properly reflected in all policies and approaches adopted. Furthermore, governments must ensure that women have the access to, and control over, certain key environmental resources, such as water and land, that are needed both to protect women from the effects of environmental degradation and to enable them to take the action needed to improve their environments.

Environmental Sustainability

Outcome	Strategies
Rights of women and girl and boy children are integrated into the environmental and natural resources management plans and codes in national and local levels	Update sex disaggregated data/information on population, environment and poverty linkages, trade and environment interactions to provide a basis for new policies and sectoral plans Advocate for inclusion of gender concerns and international commitments in environmental and natural resources management planning. Both productive and reproductive roles are considered in planning and programming. Sustainable development and gender mainstreaming tools are operationalized. Improve the provision of literacy and popular education for both women and men to enhance their participation in development and decision-making processes. Reproductive rights are included in environmental policies in fragile ecosystems to reduce population pressure on resources. Men's participation is made part of family planning practices. Women and men participate actively and equally in making decisions.
The poor and vulnerable groups are able to prepare for, and cope with, the impacts of environmental emergencies	Women and men, girl and boy children equally enjoy training on environmental sustainability. Environmental disaster management framework and disaster preparedness and response plans are operationalized with special focus on women and children. National disaster management team is better able to provide emergency response services, especially for women and children.

Overall Strategy Elements

In general, mainstreaming gender in the UNDAF shall consider the following key elements:

- Increasing men and women participation in all spheres and stages of the development and decision making processes, with particular attention to women and girls from the marginalized and more vulnerable groups.
- Developing the capabilities of women to manage their productive and reproductive roles.
- Developing institutional capacities for gender mainstreaming.
- Improving the effectiveness of service delivery systems on women.



Part 4: Stakeholders and their roles and responsibilities

Stakeholders within the UN system and to some extent, external partners from the women's movement, GOP agencies and the GAD donors' network share the responsibility for implementing the UN Gender Strategy Framework and its incorporation in the UNDAF process.

The implementation, monitoring and evaluation of the GAD Strategy Framework follows the same participatory and consultative process adopted during its formulation. It shall make use of the existing gender mainstreaming mechanisms installed, and shall be complemented by appropriate capacity development interventions to ensure effective implementation. For greater efficiency and effectiveness, implementation arrangements shall promote convergent and joint programming between or among UN agencies, Government and other partners.

UNCT Resident Coordinator

The UN Country Team, composed of the UN agencies heads as coordinating mechanism of UN actions in the country, through the Resident Coordinator, shall assume full accountability for the implementation of the Gender Strategy Framework, particularly in ensuring its incorporation in the UNDAF process and outcomes. Specifically, he/she shall:

- Provide top level sponsorship for the mainstreaming process;
- Monitor the integration and achievement of gender equality goals in the UNDAF;
- Ensure the allocation of funds for gender in compliance with RA7192;
- Take the necessary steps to ensure that gender equality is mainstreamed in country programming such as the common country assessment (CCA), the United Nations Development Assistance Framework (UNDAF), and the GOP/NEDA programming processes;

- Strengthen support to Governments at the country level in their implementation of national action plans for gender equality and in institutional capacity building;
- Promote gender mainstreaming in the policy dialogue with Governments/ Legislative bodies and civil society;
- Encourage and support the sharing of experiences and of good practices in implementing the Beijing Platform for Action, and in using the gender mainstreaming approach in a cross-cutting manner;
- Ensure that gender equality implications are addressed in all sectoral and thematic
 work, through increased capacity of all staff for gender mainstreaming, gender-sensitive
 planning, programming, budgeting, monitoring and evaluation, and the development
 and use of good practices, and other measures;
- Provide the necessary support and resources towards the realization of these commitments, including strengthening the mandates and resources of organizational mechanisms, such as gender units and gender focal points, which are necessary to realize the implementation of gender mainstreaming.

UN Agency Heads

UN Agency Heads are responsible for incorporating and implementing in their respective country programs relevant gender outcomes and strategies agreed upon in the UNDAF. Specifically, they shall:

- Ensure that country program level results strategically contribute to UNDAF gender outcomes;
- Build gender mainstreaming capacities of the internal organization and its partners;
- Build/develop partnership strategy for gender mainstreaming, utilizing both traditional



and non-traditional partners;

• Ensure the allocation and use of country program budgets for GAD.

UNDAF Theme Groups

The UNDAF Theme Groups — UN Development Assistance Framework groups which follow the five strategic areas of development cooperation in the Philippines, such as (a) macroeconomic stability, broad-based and equitable development, (b) basic social services, (c) good governance, (d) environmental sustainability, and (e) conflict prevention and peace building; shall take the lead in ensuring the integration of gender. They are accountable to the UNCT for mainstreaming the gender objectives in the UNDAF process and outcomes. In particular, the Theme Groups shall:

- Use/refer to the UN Gender Strategy Framework and GMC (Gender Mainstreaming Committee) outputs in integrating gender into the Theme Group's work;
- Build own capacity and deepen understanding of gender issues through discussions and conduct of studies;
- Identify and, whenever necessary, adjust gender objectives and performance indicators;
- Monitor the extent of integration of gender objectives in thematic strategies, and implementation results.

<u>UN Gender Mainstreaming Committee (GMC)</u>

The GMC, as UNCT coordinator mechanism for implementing gender mainstreaming, shall assist the UNDAF Theme Group and UN agencies in incorporating gender concern in their work. As such, the GMC shall perform the following roles:

- Promote Gender-responsive Programming, facilitating the identification of GAD
 performance indicators and the collective monitoring of gender implementation in the
 thematic areas;
- Partnership and Networking, counting the women's movement;
- Communication and Advocacy;
- Knowledge management, including make available relevant gender materials and tools to the UNDAF Theme Groups and their respective agencies;
- Institutional/Capacity Development as part of mainstreaming gender in organizational practices

External Partners

The level of participation and support of its external partners is crucial to the successful implementation of the UN Philippines Gender Strategy Framework. The UN in the Philippines, therefore, shall continue to cooperate and engage the participation of its key partner agencies from government, i.e. NEDA, NCRFW and concerned line agencies, and the women's movement.

This includes the many government agencies and non-government organisations that contributed and participated in the Gender Assessment process. As in the Gender Assessment, they can perform the following roles:

- Provide critical inputs to the UNDAF Theme Groups, including the GMC, and UN agencies in setting targets and priorities for gender;
- Act as resource persons who will provide technical/expert advice on particular gender issues.
- Promote/advocate the adoption of the UN Philippines Gender Strategy Framework in their respective agencies/organisations, or programs and projects.

Mechanisms to formalise and institutionalise these partnerships, especially with the women's movement, shall be explored in the formulation, implementation, assessment and evaluation of UNDAF outcomes and results of UN agency country programs.

The UN shall continue to jointly work with international development agencies particularly through the Official Development Assistance-Gender and Development (ODA GAD) Network. This involves advocacy for institutionalising programming and resource mobilisation and allocation for GAD, and improving the accountability and organizational capacities for gender mainstreaming.

BOX 6: Harmonised GAD Guidelines for Project Development, Implementation, Monitoring and Evaluation

In 2004, the Official Development Assistance-Gender and Development (ODA-GAD) Network, which is composed of donor organizsations together with the NEDA and NCRFW, produced the *Harmonised GAD Guidelines for Project Development, Implementation, Monitoring and Evaluation.* This set guidelines provides NEDA, line agencies, local government units, donor agencies and civil society organizations with a common tool to ensure gender responsiveness in the various stages of the project cycle.

This document is a product of a multi-sectoral agreement on the required processes and mechanisms for the Philippine Plan for Gender Responsive Development in the effort to implement Republic Act No. 7192, and its implementing rules and regulations. It serves as a guide for the integration of the GAD perspective in the development planning process, and addresses the issue of inadequate sex-disaggregated data and statistics for development planning and programming.

Applicable to both spatial and socio-economic gender-responsive planning, programming and monitoring, these guidelines will enhance the effectiveness of existing development guidelines at the national, regional and local levels.

Monitoring and Evaluation (M&E)

A Gender Monitoring and Evaluation System shall be set up, to be initiated by the GMC, to monitor the UNCT's progress in meeting its gender goals and commitments. The system involves establishing a set of agreed upon performance indicators of common Gender And Development (GAD) outcomes, data collection and processing arrangements, and reporting and providing feedback to key stakeholders. Ideally, the GAD M&E shall be incorporated in the UNDAF M&E system and cascaded down to program level monitoring.

In this regard, the development of necessary tools and guidelines as well as capacity building for program managers and staff on gender analysis and indicator formulation would be critical to the full integration of gender in UN programming and the achievement of its gender equality goals.

Annex 1: Websites on the UN's programmes for the Advancement of Women

Division for the Advancement of Women (DAW), Department of Economic and Social Affairs. http://ww.un.org/womenwatch/daw

Commission on the Status of Women (CSW), Economic and Social Council http://ww.un.org/womenwatch/daw/csw

Committee on the Elimination of Discrimination Against Women (CEDAW) http://www.un.org/womenwatch/daw

Emerging Social Issues Division, Gender and Development Section, Economic and Social Commission for Asia and the Pacific (UNESCAP) http://www.unescap.org/ESID/index.asp

United Nations Development Fund for Women (UNIFEM) http://www.unifem.undp.org

Women Watch, Inter-agency Network on Women and Gender Equality (IANWGE) http://ww.un.org/womenwatch

United Nations International Research and Training Institute for the Advancement of Women (INSTRAW)

http://www.un.org.instraw

Annex 2: Notes and Reference Points on the Philippine Context

National Commission on the Role of Filipino Women (NCRFW)

Established in 1975, the NCRFW is the first national machinery of women in Asia. It is committed to implement priority thrusts for the economic empowerment of women, the protection of human rights, and the promotion of gender responsive governance.

http://www.ncrfw.gov.ph

Directory of Non-Government Organizations Working on Women; NCRFW and UNICEF, 2003.

Main national mandates on women's rights and gender mainstreaming:

Section 14, Article II of the 1987 Philippines Constitution, which states, "the State recognizes the role of women in nation building and shall ensure the fundamental equality before the law of women and men".

RA9262: Anti-Violence Against Women and Their Children Act of 2004 important legislation for the protection of women and children, particularly in a domestic setting.

RA 9208: Anti-Trafficking in Persons Act (2003) Trafficking in persons is committed not just on a wide scale in the Philippines, but also in instances where there is recruiting, transporting, transferring, harbouring, providing or receiving a person by any means for purposes of prostitution, pornography, sexual exploitation, forced labour, slavery, involuntary servitude or debt bondage.

RA 7192 Women in Development and Nation Building Act promotes the integration of women as full and equal partners of men in development and nation building. Its Implementing Rules and Regulations includes the resources mobilization for Gender Concerns and Women's Activities "at least 5 percent of funds received from foreign governments and multi-lateral agencies/organizations are in support of programs/projects that mainstream/include gender concerns in development".

Local Budget Memorandum 28, which directs local government units to mobilize resources to mainstream and implement gender and development, programs using the 5% development fund.

Magna Carta for Women in Rural Development it distinct rural women's conditions, and defines economic rights and opportunity needs of women farmers, rural workers, and women fisherfolk, as belonging to the marginalized sectors of women.

Anti-Sexual Harassment Act of 1995 (RA 7877) upholds the State policy to value the dignity of every human individual, to guarantee full respect for human rights and to uphold the dignity of dignity of students, trainees, workers, employees and those seeking employment. It declares that all forms of sexual harassment in the employment environment as well as in the education or training environment are unlawful.

Anti-rape Law of 1997 (RA8353) and Rape Victims Assistance Act (RA 9208) of 1998 while making rape a public crime, recognizes the right of women to control their sexuality whether in public or in the "private" life.



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